

EVALUATION OF UNDP & SFDA JOINT PROJECT SUPPORT OF SFDA THIRD STRATEGIC PLAN IMPLEMENTATION

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1. EXECUTIVE SUMMARY

The United Nations Development Programme (UNDP) provided technical assistance to the Saudi Food and Drug Authority (SFDA), and both have collaborated to achieve the strategic goals set in SFDA strategic plans for 2018 - 2022. The project covered the period 2019-2022. UNDP aimed to support building the capacity of SFDA sectors and departments responsible for delivering on the third strategic plan. The project under evaluation continues the previous collaboration between the two partners.

This evaluation was commissioned and managed by UNDP Country Office (CO). It aimed to assess the relevance, coherence, effectiveness, efficiency, impact, and sustainability of the joint project between UNDP and SFDA (2019-2022); and identify the key lessons learnt. As such, this evaluation's design aimed to support a process to generate evidence that supports the learning process. The audience of this evaluation report includes all staff at UNDP CO and SFDA (in particular the project associates and project coordinators). The evaluation requires working with all heads of departments involved with the various outcomes, all consultants on the project, and other relevant project and authority staff. The evaluator has also utilized the project monitoring data to assess the effectiveness of the project to achieve targets related to outputs and objectives. The primary qualitative data were collected through engagement with key informants. A total of 15 individuals participated in this evaluation.

In terms of the findings:

Relevance of the project: the evaluation found that the components of the project were highly relevant (highly satisfactory) to the needs and priorities identified by SFDA and UNDP in the context and implementation. The project's relevance is derived from its focus on addressing UNDP's added value to support SFDA. In addition, the interventions addressed the beneficiaries' needs and priorities in a meaningful manner, despite some potential areas for improvement, as highlighted in this report. On the other hand, there is a need for better alignment between SFDA and UNDP policies and processes to enhance the project's relevance. The evaluation indicated that the adaptations of the interventions in response to changes in needs within the context have contributed to maintaining the relevance of objectives until the last year of the project. While the evaluation documented opportunities for enhancing the partnership environment, that did not associate with gaps in the project's relevance but was more related to how UNDP and SFDA stakeholders perceived the means to achieve the same objectives. The project through its contribution to SFDA strategy (which translates the goals of the Saudi Vision 2030 and the National Transformation Program 2020), is contributing to addressing structural aspects to enhance women's empowerment and social inclusion of vulnerable populations.

Coherence of the project: The evaluation established that the project (design and strategy) was moderately coherent to the needs and the context of SFDA. The evaluation also established that the project (design and strategy) was appropriate to the needs and the local context. The project's coherence was significantly related to its high relevance to the context. However, the project would have benefited from a better and more fitting implementation approach. The evaluation findings indicate that the project was well connected to its context. The project has demonstrated clear values of effective partnership, interactions, interconnections, complementarity, and coherence in how the project was designed and implemented. The project was successful in alignment and coherence with relevant actors in the context.

Effectiveness of the project: The evaluation findings indicated that it effectively achieved its objectives. The project was successful in the delivery of targeted services, achievement of targeted outputs and expected outcomes. However, the monitoring and evaluation (M&E) plan/frame needed to be fully utilized to report on the project achievements. The project objectives were broad and vaguely articulated; however, the annual action plan provides





a more detailed account of the output objectives and activities of the project each year. In addition, there was no evidence to substantiate that the UNDP interventions had unintended negative effects in the local context. Given the scope and design of the project, the evaluator recognizes the catalytic nature of this project within its context and how it supports Saudi Government. UNDP has been implementing catalytic projects in other countries and within KSA. Evaluating such nature of projects and understanding how to assess the approach to design and implement an effective strategy to produce the desired catalytic effect is part of the learning process for UNDP.

Implementation efficiency: The evaluation findings showed that the human, material, and financial resources invested in the project (human resources and thematic capacity strengthening interventions) are adequate and mostly sufficient for reaching the initially planned results. While there were delays in the project during the COVID-19 phase, the project managed to deliver some of the expected outputs. The evaluator concluded that the project was efficient despite the reduction in total budget. In this project, the human resources allocation strategy and decisions were fit-for-purpose and aimed at maximizing value-for-money and reducing inefficiencies. However, there are some spaces for improvements (e.g., recruit technically oriented staff, ensuring new staff are aware of the POPP, clearly communicating the procedures and policies, better handover process, and clarifying roles and responsibilities among the partners). Regarding the management of financial resources, there is a need for a joint review to identify areas where there are frequent challenges, identify the root causes of these challenges and agree on the way forward to address them.

Sustainability of benefits: The KSA Government's commitment to strengthening the SFDA's major position in the health sector drove and continues to drive the financing of the SFDA initiative. The key motivator of this commitment is demonstrating the project's benefits to SFDA and the government. Given the scale of the present and the new project, there is a clear indication that the new project builds on the outputs and outcomes of the current project, implying that benefits will be continued in an incremental approach. The success of this enterprise is largely attributed to its clear and ambitious strategic plan. The final project review was in line with SFDA's third strategic plan and the formulation of a new strategy. All SFDA sectors and technical units were examined from the ground up. The design and capacity-building goals of the project are critical for technical sustainability. The project stakeholders emphasize knowledge transfer as a vital strategy for project implementation in order to enhance SFDA's long-term technical capabilities. The current local context permits and positions the initiative to achieve and sustain its targeted social consequences. Finally, the final evaluation identified no evidence of social or political risks that could jeopardize project success. The Kingdom's social and political stability facilitates project implementation.

Recommendations:

Recommendations to improve the project relevance:

- Issue to address: different expectations on SFDA sides on the scope of UNDP role and contribution. Action: UNDP CO
 needs to manage expectations on what is possible and what is not possible for contributions through the UNDP
 project. The UNDP CO project team must clarify and communicate UNDP's role within the project's scope (i.e., within
 the agreed framework of the project).
- 2. **Issue to address**: the needs to enhance collaboration with all stakeholders in SFDA. **Action**: UNDO and SFDA to ensure that the Department of International Cooperation (of SFDA) is leading and coordinating all the external collaboration efforts. That will ensure more sustainable work in this area and avoid duplication of efforts.
- 3. Issue to address: missed opportunities to align changes in activities and strategies with SFDA planning cycle. Action: SFDA and UNDP CO to agree on fix calendar for organizing the annual Board meetings (January is best timing) and



the proceeding steps to agree on the amendments of the annual plans. The agreed-upon changes must be included in the annual SFDA workplan that the Ministry of Finance approves to ensure that all stakeholders are aligned on one reference document.

Recommendations to improve the project coherence:

- 4. Issue to address: the needs to enhance the coherence of guidance provided by UNDP staff to SFDA counterparts. Action: UNDP CO to assess possibilities for enhancing the coherence of its implementation policies (guided by the POPP) to align more with the policies that govern SFDA as a governmental body. Aspects of financial and audit requirements defined by the Ministry of Finance need to be discussed between the two partners and seek how to enhance the alignment of the procedures and requirements to manage the project.
- 5. **Issue to address**: frequent staff changes at project associates' level in UNDP CO. **Action**: UNDP CO to ensure the stability of the project support in the short and long term and retention of staff supporting the project.
- 6. **Issue to address**: the needs to expand the coordination process to implement the project within SFDA. **Action**: UNDP CO and SFDA to discuss and agree on establishing additional focal points for the project in the Strategy Office and the Department of International Cooperation.
- 7. **Issue to address**: SFDA expressed the needs to receive simplified and consistent guidance from UNDP CO. **Action**: UNDP CO to communicate and simplify the relevant requirements of the POPP in an effective manner, as well as the available flexibilities in a manner that provides options to find solutions (especially for frequent challenges).

Recommendations to improve the project effectiveness:

- 8. **Issue to address**: not all of experts or consultants are familiar with UNDP ways of working and procedures. **Action**: UNDP CO to provide briefing and orientation for 'new' experts about UNDP and its working system and payment mechanism (as part of the negotiation or the onboarding).
- 9. **Issue to address**: SFDA expressed the needs to ensure consistency between TOR expectations and payment process through joint review of the ToR. **Action**: UNDP CO and SFDA to focus on developing a clear scope of work (ToR) of the experts based on consultations between technical officers in both UNDP and SFDA.
- 10. **Issue to address**: the needs to demonstrate the impact of SFDA on the long terms (including the capacity improvements). **Action**: SFDA and UNDP CO to collaborate on designing and implementing a comprehensive impact analysis in 2023.

Recommendations to improve the project efficiency:

- 11. **Issue to address**: the current project support is largely focus on administrative support, with clear need for better technical oversight and support to project implementation. Action: SFDA and UNDP CO to explore recruiting additional staff at the Technical Advisor level who can support the implementation of the new project.
- 12. **Issue to address**: there are needs to ensure the UNDP CO access the technical expertise available to through more frequent engagement from global and regional levels. **Action**: UNDP CO to seek continuous engagement of international senior UNDP experts (from different global and regional offices) to ensure support is provided to project staff, including hands-on guidance for applying techniques and strategies required to handle challenges encountered during the project's previous phase.
- 13. **Issue to address**: the needs to enhance the policies and processes to manage payments for services supported by the project. **Action**: UNDP and SFDA to agree on the best approach to address challenges related to the management of payments. Options may consider:
 - (1) Regular cash flow assessment and proactive management,





- (2) Upfront and adequate planning,
- (3) Sharing of information as early as possible,
- (4) Develop and use checklists to assess completion and compliance in advance,

(5) Creation of joint simple tracking tools beside Finance Portal Tracking (e.g., excel sheets or other collaborative digital applications).

14. **Issue to address**: Risk Log is not frequently updated and no evidence it was used to enhance management. **Action**: SFDA and UNDP CO are to work closely to monitor and update the Risk Log regularly (quarterly if feasible) and ensure the mitigation actions are monitored and effective. In addition, SFDA and UNDP CO to agree on areas that require establishing Standard Operating Procedures (SOPs) to clarify how routine procedures will be managed.

Recommendations to improve sustainability:

15. **Issue to address**: the need to continue enhance the partnership environment between UNDP and the Government. **Action**: UNDP CO must assess the entire new legal frameworks, policies, and governance processes introduced by the Ministry of Finance, which have significant implications for how SFDA would adjust its financial regulating process and laws.





2. INTRODUCTION

2.1 CONTEXT

Kingdom of Saudi Aribia (KSA) is in Western Asia and is one of the largest countries in the Middle East, with an estimated population of 36.1 million in 2021¹. Nearly 84% of the population lives in urban areas; Riyadh is the capital and the largest city with an estimated size of 7.4 million. The country has been going through a major developmental transformation in the last decade, which has resulted in different changes in governance, engagement of communities, expansion of governmental services, and more tendency to build external collaborations, partnerships and alliances. KSA's social and political landscape has been generally stable with no drastic changes. However, similar to many similar economies, the COVID-19-induced health and economic crises that led to major disruptions. On the other hand, the ability of the government to successfully handle and manage the COVID-19 crisis was remarkable, which has led of effective mitigations of the negative impacts on the economy and society².

UNDP has been working in KSA since 1965, mainly acted as a development partner to the government in a variety of projects spanning many fields and has shaped its services in response to the nation's development needs. Among UNDP support relevant is the project linked to this evaluation. UNDP started to support the Saudi Food and Drug Authority (SFDA) since the later launched its second strategic plan (2012-2016). This included technical assistance in different means to strengthen the capacity of SFDA to delivery on its mandate. In 2019, UNDP and SFDA re-new the partnership to support the implementation of the third strategic plan (2019-2022), focusing on improving the quality of SFDA services through enhancing the institutional capacities and competencies.

UNDP conducted an evaluation mission in 2018³ to SFDA to explore progress on the first project and assess needs and potential solutions, interventions, and projects to support the third strategic plan. Multiple potentials and needs emerged from that mission, which was translated into the current project under evaluation⁴. This report describes the evaluation of the project and Interventions implemented by UNDP and SFDA to implement this joint project. This evaluation report is intended for all UNDP CO and SFDA workers (in particular, the project associates and project coordinators). The evaluation report would also benefit all SFDA heads of departments involved in project delivery by allowing them to collaborate with UNDP to improve collaboration and ensure a successful partnership.

This report was structured to provide background and contextual information about the project (section 2), the approach for the final evaluation (section 3), the findings from the final evaluation (section 4) and the conclusions based on the findings (section 5). The evaluator synthesized the findings under five criteria for this evaluation. These include relevance, coherence, effectiveness, efficiency, and sustainability/connectedness. Evidence was gathered to support findings, judgement, and conclusions about the evaluation questions associated with these criteria. In addition, the evaluator looked at the barriers and enablers that make the difference between successful and inadequate implementation and results.

¹ https://www.worldometers.info/world-population/saudi-arabia-population/

² Interviews with key informants in November 2022.

³ UNDP. Evaluation Report: Terminal Evaluation Report SAU10/82003 Saudi Food and Drug Authority Phase II. 2018.

⁴ As of November 2022, the project was still active with discussions taking place to extend it in 2023.





2.2 SFDA CONTEXT

The Saudi Food and Drug Authority provides professional and outstanding services that contribute to the protection and promotion of health in Saudi Arabia, making it the leading regional regulatory authority for food, medicines, and medical devices. Developing government operations and putting in place the necessary infrastructure to realise Vision 2030's goals and objectives is the focus of the National Transformation Program (NTP). Through years of development, SFDA is now one of the key players in the First Theme of Transform Healthcare across government agencies in KSA.

Since its foundation in 2007, SFDA has prepared and implemented three strategic plan cycles to reflect the various stages of development and strategic priorities related to the strategy period and national priorities. The first strategy, for example, was concerned with building the regulatory framework and the requisite capacities to carry out regulatory responsibilities (2007-2011). The second strategy (2012-2016) focused on filling mandate shortages while maintaining operational and organisational strength. Both the First Strategic Plan (covering the years 2007–2011) and the Second Strategic Plan (covering the years 2012–2016) of the Saudi Food and Drug Authority have been fully implemented. The United Nations Development Programme (UNDP) offered technical assistance to SFDA and worked with the agency to accomplish its strategic objectives for 2018–2022.

The third plan (2018-2022) focused on outcomes and demonstrable benefit to stakeholders served by SFDA's activities, such as successful operations based on scientific evidence and risk assessment, while continuing to interact with partners to monitor various programme components across the value chain. The SFDA is currently developing its fourth strategic plan (2023-2026), which will focus on the following strategic directions as the SFDA and the Kingdom's ambitious Vision 2030 evolve, and in the aftermath of the COVID-19 outbreak.





2.3 PROJECT DESCRIPTION & BACKGROUND

The project evaluation and exploratory mission in 2018 identified the potential scope of the next phase of the collaboration between UNDP and SFDA based on observations and data gathered. UNDP provided technical assistance to SFDA and collaborated in achieving the strategic goals set in SFDA third strategic plan.

PROJECT/OUTCOME INFORMATION		
Project title:	Support SFDA Third Strategic Plan Implementation	
Atlas ID	SAU10/115227	
Corporate outcome and output	Sustainable Development Mainstreamed across the Economy	
Country	Saudi Arabia	
Region	RBAS	
Date project document signed	14 March 2019	
Destant datas	Start	Planned end
Project dates	1 April 2019	31 December 2022
Project budget	US\$ 7,200,000	
Project expenditure at the time	US\$ 6,584,590	
of evaluation		
Funding source	Government	
Implementing party	Saudi Food and Drug Authority	

A. The project pillars:

The evaluator understand that the project has evolved through different stages, with changes in nature and significance of the pillars that compose the project's scope (as intended at the initial phase). The following pillars remained essential and core components of the project through its life cycle:

- 1. **Support strategy implementing processes**: all of the activities and interventions were designed to contribute to key priorities of the SFDA strategy.
- 2. **Capacity building**: this is crosscutting component in different project technical areas and across all sectors of SFDA.
- 3. **Raising awareness and cooperation**: through sharing of knowledge and utilization of expertise in different disciplines.





B. Project objectives and outcomes:

UNDP aimed to support building the capacity of SFDA sectors and departments responsible for delivering on the third strategic plan. The project under evaluation was a continuation project in general sense. It was built based on the successes achieved through the joint project to support the second SFDA strategic plan⁵. As such, that has provided clarities about the project's scope, internal documents review and interviews for this evaluation indicated that staff recruited to implement and coordinate the project were all clear about the project identity and its scope since early stage of the implementation. In addition, UNDP staff (with their expertise in development fields) consider the project an opportunity for UNDP expertise and technical advice to go beyond the project and support SFDA towards its ambitious strategy⁶.

C. Logical model

The logic model conceptually describes the following key program or project components as sub-set:

- (*) inputs (i.e., resources dedicated to or consumed by the program),
- (*) activities (i.e., what the program does with the inputs to fulfil its mission),
- (*) outputs (i.e., the direct products of program activities), and

(*) outcomes (i.e., benefits to participants during and after project activities). Often, the outcomes component is further divided into short-term and long-term.

It is important to note that there was a clear separate log frame and chronogram for the project, which was put in 2018 and 2019. A clear log frame for the project objectives was essential to support the project team in aligning the objectives with the activities. On the other hand, the activities included in the log frame were very generic. The annual review of the project has been an opportunity to identify activities to be included in the new log framework for the subsequent year. *Please refer to annex 3 for more details on the most recent log framework of the project*.

D. Project beneficiaries:

The project has targeted groups; (i) the policymakers and experts in different functional sectors in SFDA (Food, Drugs, and Medical Devices), (ii) the supporting functions and departments in SFDA and their support systems. The evaluator investigated how the project and project staff has crafted a good implementation strategy to reach these target groups and the willingness of potential members from the target group to commit and cooperate with the project.

E. Geographic coverage of the project:

While the project was directly implemented with SFDA, its indirect effect covers the entire Kingdom of Saudi Arabia.

F. Key partners:

⁵ UNDP. Evaluation Report: Terminal Evaluation Report SAU10/82003 Saudi Food and Drug Authority Phase II. 2018.

⁶ Key informants' interviews with UNDP project and supporting staff.



- Implementing organization: UNDP has a key role in managing the allocated resources, coordinating activities, and recruiting, training, and supervising implementers and other staff (e.g., consultants). How well the project was implemented is related to how well UNDP has structured its delivery.
- **Project implementers**: This project is mainly the SFDA but may also include government counterparts). These include UNDP staff who collaborate and support the project directly daily.

G. Project alignment:

The Sustainable Development Goals (SDGs) underline the importance of synergies between health technology R&D on the one hand and access and delivery on the other, recognizing both as essential priority toward achieving SDG3 on ensuring health and well-being for all. Addressing both of these concerns will be critical in supporting all nations in achieving UHC and other SDG health targets. As a result, the project was closely related to the SDGs. Furthermore, the project's design and objectives were in line with the UNSDCF and UNDP CDP.





3. EVALUATION SCOPE, OBJECTIVES AND PURPOSE

This evaluation was commissioned and managed by UNDP CO. It aimed to assess the relevance, coherence, effectiveness, efficiency, impact, and sustainability of the joint project between UNDP and SFDA (2019-2022); and identify the key lessons learnt. As such, this evaluation's design aimed to support a process to generate evidence that supports the learning process.

3.1 EVALUATION SCOPE

The evaluation period covered the project from its initiation in 2019 until the end of October 2022. The project is planned to be extended until June 2023 and further extension until end of 2023 (these extensions were not within the evaluation scope). The evaluation scope focused on the direct project activities and results. The project geography was highly focused on implementing the interventions in Riyadh, KSA, specifically the SDFA Head Quarter Office in Riyadh. However, some indirect effects of the project include changes in the national policies, which go beyond the project scope, including aspects related to governmental relations and all the project external relations. The evaluator will report, where relevant, on these indirect results associated with the project.

The initial evaluation scope focuses on a set of criteria including relevance, appropriateness, effectiveness, and connectedness based on the TOR. During the inception phase, the evaluator suggested focusing on operational efficiency within the scope of this evaluation. Operational efficiency, as a measure of how economic resources and inputs are converted to results, was included within the scope of this evaluation.

The evaluator focused on the following 'technical' areas while performing the evaluation:

- Describe and assess the partnership environment and strategy to implement the project; including emphasis on alignment, communication, processes, and collaboration to address risks.
- Review current issues impacting quality of the implementation strategy and provide recommendations on how to address them moving forward.

3.2 EVALUATION OBJECTIVES

The overall objective of the evaluation was to assess the relevance, appropriateness, effectiveness, and connectedness of UNDP & SFDA Joint Project (2019-2022); and to identify the key lessons learnt.

In specific, and according to the Terms of Reference (TOR, see annex 1) the evaluation aims to answer the following Evaluation Questions (EQs):

- **EQ 1**: How does the project relate to the main objectives of UNDP and development priorities the local, regional, national, and international level?
- EQ 2: To what extent has the project been coherent?
- EQ 3: To what extent have the expected outcomes and objectives of the project been achieved?
- EQ 4: Was the project implemented efficiently, in line with international and national norms and standards?
- EQ 5: To what extent are there financial, institutional, socio-political, and/ or environmental risks to sustaining long-term project results?





A modification was made during the inception phase (April 2022) by adding an evaluation question that focuses on the impact of the project. The evaluator proposed to add impact as one of the evaluation criteria besides these four criteria. Evaluating the impact was considered as an important aspect of this evaluation to obtain more comprehensive evidence. However, this criterion was not full covered during the evaluation process. The evaluator was made aware of a plan to conduct more comprehensive activity (SFDA Impact analysis and Reporting). This analytical activity will be driven by the wider impact of SFDA within the community. The impact of the project would be a subset of this full impact analysis. As such, the evaluator did not include the impact evaluation as part of the evaluation scope or report. However, the report will provide suggestions for how to modify the concept note for this impact analysis⁷.

In addition, it is also important to note that, following the inception phase, which was completed in May 2022, UNDP decided to postpone the data collection phase to be aligned with the SFDA plans to review the third strategic plan and develop the new (fourth) strategic plan. It was decided to conduct the field phase in November 2022. One key update during this period was the ongoing discussion between UNDP and SFDA to collaborate on conducting the mentioned impact analysis of SFDA in the local context. The impact analysis would help the SFDA capture and evaluate the impacts, both positive and negative, of its services during the past four years (2018-2022). As such, the proposed impact analysis will cover two important criteria planned to be covered by this evaluation (i.e., sustainability and impact). Both criteria are linked and interrelated, given that the project impact would be translated into a sustained capacity of SFDA in different areas covered by all collaboration projects between SFDA and UNDP.

This evaluation's design also aimed to support a process to generate evidence that supports the learning process. While deploying the evaluation method, the evaluator will ensure that transparency in deliberations and data collection will aim eventually at improving the relevance, effectiveness, and quality of future similar interventions (i.e., support for the fourth SFDA Strategy). The evaluator will ensure that conclusions from the evaluation will provide insights on:

- Lessons learned on enhancing the chance that goals and objectives of such kind of project are achieved effectively.
- What components of such projects work well/do not work and why.
- Identifying areas that need special attention to provide the best service possible to targeted groups.

3.3 EVALUATION PURPOSE

The evaluation aimed primarily at contributing to UNDP and SFDA conversations about strategic and programmatic approaches and practices most appropriate to SFDA needs and ambition. This evaluation report provides evidence-based recommendations for future applications in similar projects or contexts. UNDP and SFDA will use the evaluation findings, report, and recommendations to reflect on and learn about UNDP policies, strategy, and service delivery related to this project. For UNDP, working in KSA was not new; however, the

⁷ UNDP Country office in KSA: Proposed Concept note and framework for SFDA Impact analysis and Reporting





formulation of entry points, development of engagement strategy and adoption of the right approach for these kinds of projects might require an informed approach.

In addition, the evaluation design is meant to be participatory in nature and driven by questions that support UNDP at policy and operational levels to generate lessons learned. The evaluation was an opportunity to create awareness around the evaluation of such a project (which should not be perceived as a kind of audit).

3.4 EVALUATION METHODOLOGY & FRAMEWORK

Method-driven evaluations (pure qualitative or quantitative) have methodological rigour, but it ignores broader programming issues of interest and usefulness to stakeholders. On the other hand, many evaluations may focus heavily on assessing causal mechanisms linking interventions to outcomes. To address the drawbacks of method-driven evaluation, advocates of program theory or theory-driven evaluations proposed to go beyond methods by articulating theoretical assumptions underlying a program for inquiry⁸.

The evaluation of project was designed to adopt a theory-based evaluation approach, driven by a good understanding of which theory of change (ToC) was adopted by UNDP to implement the project. As part of the ToC assessment, the evaluator initiated a comprehensive desk review that aims at developing a better understanding of the project. The output of the desk review fed into the analysis of the project ToC (please refer to the list of documents reviewed and references in the annexes).

This section of the report provides a brief overview of the evaluation methods utilised, the rationale for its selection, and how they were deployed. It also describes the evaluation synthesis and rubric based on the evaluation's predefined criteria and standards.

A. The Methodology

A. 1. Evaluating the theory of change

Creating and analysing ToC for projects can help organizations grasp the bigger picture of the change they want to see. UNDP partnership with SFDA in KSA could benefit from this. A ToC depicts how project's efforts resulted in desired or observed changes or results. These include the change theory and results mapping. The ToC help in identifying and answering critical evaluation questions, key indicators, data gaps, prioritize other data collection, and report data effectively. A version of program/ project theory called the action model/change model schema was adopted for this purpose. The schema goes beyond assessing why it works (the change model) by also assessing how to do it (the action model). In addition, the schema focuses on both descriptive and prescriptive assumptions behind the design and implementation of the project.

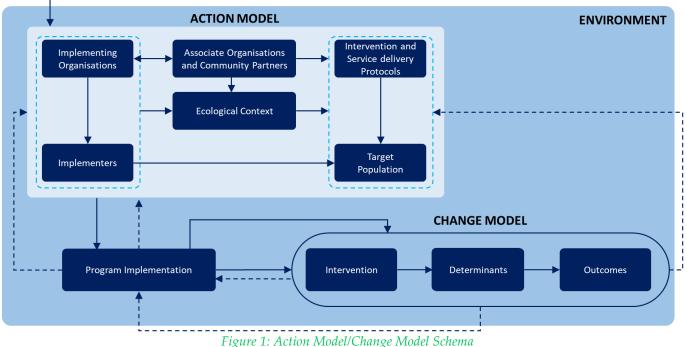
The structure and components of the change model and action model schema and their relationships are discussed below:

⁸ Chen, H.-T. (1990). Theory-driven evaluations. Sage Publications, Inc.





RESOURCES



Action model

The action model within the project context is a systematic plan for arranging staff, resources, settings, and support organizations, to reach a target group and deliver activities & services. The action model consists of the following elements:

- **Implementing organization**: This part of the analysis has focused on UNDP (as organization) and its role of managing the allocated resources, coordinating activities, and recruits, trains, and supervising implementers and other staff (e.g., consultants). How well the project was implemented is related to how well UNDP has structured its way to deliver the project. The aim of this analysis is to ensure that UNDP has provided the suitable and adequate capacity to implement the project.
- **Project implementers**: The implementers are responsible for delivering services to client (in this project, it is mainly the SFDA, but may also include government counterparts). These include UNDP staff who collaborate and support the project directly on daily basis.
- **Peer organizations**: Within the context, this project may benefit from, or even require, cooperation or collaboration with governmental and nongovernmental organizations responsible for relevant scope or services to the project (policy level and service delivery levels). These may also include units within the SFDA that are not a direct counterpart to project implementation. If linkages or partnerships with these functional groups are not properly established, implementation of the project may be hindered. Analysis of this component helped the evaluator to investigate how UNDP has approached its partnership with the concerned organizations. In this regard, stakeholders and peer organizations in this project include the Ministry of Health, Ministry of Environment, Water and Agriculture, Ministry of Commerce and Investment, Gulf Health Council and other sectoral agencies and associations in KSA
- Interventions protocol (program guidelines): Interventions and operating guidelines are the programme guidance or prospectus stating the exact nature, content, and activities of a project—in other words, the details of its orienting perspective and its operating procedures. Interventions protocol (to support SFDA), in contrast,



refers to the steps to be taken to deliver the activities. These protocols are linked with the technical approach of 'how' the work has been done technically speaking and translating the programmatic objectives into action plans.

- Ecological context: certain contextual factors characterize the project. Micro-level and macro-level contextual factors may play a crucial role in a project's successes or failures. Micro-level contextual support comprises social, developmental, and material supports to ensure clients' continued participation in the implementation (including all actors). Macro-level context includes community & gender norms, cultures, and political and economic processes.
- **Target group**: We believe the project has targeted groups; (i) the policymakers and experts in different functional sectors in SFDA (Food, Drugs, and Medical Devices), (ii) the supporting functions and departments in SFDA and their support systems. The evaluator investigated how the project and project staff has crafted a good implementation strategy to reach these target groups and the willingness of potential members from the target group to commit and cooperate with the project.

Logical/change model

The evaluator analysed the causal process generated by the project in the change model. The following are the elements of a change model:

- **Objectives and outcomes**: Goals reflect the desire to fulfil unmet needs identified by the project stakeholders, identified at the initial phase of the project. The ToC analysis focused on measurable aspects of these goals (to be evaluated using quantitative data).
- **Determinants**: To reach goals, the project team must have identified some leverage mechanisms to design and develop the project. The evaluator looked at which mechanisms were adopted and how well implemented to achieve the desired outcomes, and that has helped in assessing the strategy adopted by the project.
- **Intervention**: this component helped in analysing the project and assessing all activities in the projects that aimed directly at changing the determinants of the challenges/ needs targeted by the project.

In addition to the ToC analysis, the evaluator applied a context analysis approach, using a more qualitative approach for data collection and analysis through interviews that aimed at gathering information about changes observed in the broader environment of the project while responding to actual needs in SFDA. The review considered the broader issues highlighted in the published and unpublished literature.

B. Evaluation activities:

Evaluation inception phase

• During this phase, the evaluator engaged with UNDP CO to agree on the evaluation of the scope and elaborate on the methodology. These were captured in the evaluation inception report.

Literature review:

• A desk-based review of literature relevant to the design and delivery of the project, including but not limited to the Theory of Change, Results Framework, Action-specific annual operational work plans, end-of-year action reports including project reports, organizational annual reports and evaluation and research publications.





Field visits:

• Following the literature review, the evaluator conducted field visits/engagements in Riyadh, KSA, to meet with the project implementation partners from UNDP CO and SFDA.

Data review and analysis

• The evaluator consolidates the findings and data generated through the evaluation to produce the findings and final report

C. Data collection:

This section provides details on how the evaluator approached the data collection needed to assess the indicators and project attributes associated with different evaluation questions. The evaluation adopted a participatory approach in data collection and analysis. While the evaluator maintained an independent status, he ensured that the evaluation was done in partnership with the key stakeholders and players at UNDP and different levels, with emphasis on building trust in the process and confidence in the results.

C.1. Documents review

As far as possible, existing data and analyses were utilized for this evaluation. A repository with available resources and data sets was compiled, with inputs from UNDP and stakeholders. In particular, the evaluator utilized the project monitoring reports for further analysis. Inputs and activity data were highly relevant given the focus of the evaluation on process and implementation.

C.2. Key Informants

The evaluator mapped country-level stakeholders in consultation with UNDP and SFDA focal points and developed an engagement plan before establishing the evaluation. The primary qualitative data were collected through engagement with key informants through a series of interviews to explore issues in-depth (the evaluator used an interview guide developed at the inception phase). In addition, the literature review and data triangulation utilized a participatory approach and was complemented by key informant interviews. The evaluator focused on triangulating the findings through asking propping questions to understand the root causes of some challenges facing the implementation.

D. Limitations

Below is the evaluator' assessment on the main limitations in this evaluation:

- The desk review included limited quantitative data and could not respond to all indicators being tracked in this evaluation. In addition, the evaluation relied on reports by project staff of their activities, documents produced as an outcome of the project, and primary data generated from the fieldwork. The project staff's self-reports in review meetings and progress reports were verified through triangulation during the data collection to enable our team to understand the evaluation questions under investigation. Project documents were examined where information gaps existed in the project staff's responses. In addition, the project reports shared with the evaluator were limited to annual reports only. On the other hand, the project document (M&E section) refers to the expected deliverables of the project. These documents (deliverables) were not shared with the evaluator.
- Many of the outcomes targeted to be achieved by the project were hard to quantify from outcomes measurement standpoints. Changes observed are mostly intermediate results rather than true tangible outcomes. The evaluator adopted a qualitative analysis approach to mitigate this aspect on lack of quantitative data to support



the analysis. As such, that did not affect the credibility of the findings, as the project aims to achieve contributions to the capacity of SFDA sectors rather than attributable quantifiable results.

- There was potential for interview fatigue as there were two other ongoing missions from UNDP by the time of the evaluation. The unavailability of some respondents to provide information due to their busy schedules and other activities was also a great limitation. The evaluator adopted a simplified approach for the interview matrix to reduce or avoid unnecessary interviews and to use group interviews where it is feasible.
- The initial focus of the evaluation was on the relevance, coherence, effectiveness, efficiency, and sustainability aspects to synthesize supportive recommendations for the remaining period of the project and future programming.

E. Ethical considerations

The evaluator integrated the following ethical considerations in the methodological approach:

- The evaluator was committed to conducting this evaluation to be in line with the UNDP evaluation ethics or any other reference standards. The evaluator upholds the commitment to adhere to UNDP ethical guideline, evaluation guidelines, norms, and standards. It was proposed that UNDP teams review any modifications to the protocols or reportable new information about the evaluation when necessary.
- All information providers were informed by the evaluation's purpose and will be asked to participate in the evaluation, providing information and or filling any data collection tool voluntarily.
- Participants' privacy and confidentiality were strictly observed, and all evaluation-associated risks were be minimized.

F. Data analysis

The literature review and data triangulation utilized a participatory approach and was complemented by key informant interviews. The evaluator focused on triangulating the findings through secondary data analysis of quantitative data sources (including cross-checking the data from different sources). The evaluator reviewed all relevant sources of information, such as project documents, project reports, national strategic and legal documents, and any other materials. To examine project implementation and monitoring provisions, the evaluator collated and analysed relevant data provided by UNDP and SFDA. This covered such issues as the budget structure and management, allocation of funding according to objectives and activities. While the evaluation faced some limitations, as explained below, however, these factors did not negatively impacted the reliability of the evaluation outcomes. During the Field Phase, both interviews and collection of additional documents and information provided the evaluator with sufficient information about the project and its progress to date. Therefore, accurate data on the implementation and administration of the project was made available which allowed an extensive analysis of program effectiveness.



G. Evaluation Rubric

The overall objective of the evaluation is to assess the **relevance**, **coherence**, **effectiveness**, **and efficiency** (i.e., evaluation criteria) of the project; and to identify the key lessons learnt. **1. Relevance**

1.1. Elements for analysis:

A. Responding to needs, policies and priorities

- Assessment of the extent to which the intervention addressed beneficiaries' needs and priorities.
- Assessment of how the intervention addressed the priorities of involved institutions or partners.
- Assessment of alignment between UNDP and partner institutions strategies and policies.

B. Being sensitive and responsive to the context

- Assessment of the relationship, and interaction, between the intervention and the needs of beneficiaries and other key stakeholders within the context (i.e., assessing contextual relevance).
- Assessment of changes and adaptations of the intervention in response to changes in the needs.
- Assessment of the project assumptions within the historical background of the intervention.

1.2. Concluding on criteria

• A statement indicating the extent to which the quality of the project, including its design and delivery, were aligned to the respective stakeholder needs, policies, and priorities, and measure and report on the sensitivity of the response to the needs.

2. Coherence

2.1. Elements for analysis:

A. Appropriateness:

- Assessment of internal coherence of the intervention building on (in comparison with) similar previous or current UNDP projects targeting similar areas. Focusing on interconnections, complementarity, and coherence of how the project was designed and implemented.
- Assessment of external coherence of the intervention focusing on alignment with external policy commitments; and coherence with relevant interventions implemented by other actors in the context.

B. Partnership and integration

- Assessment of interaction of the project with its partner organizations and success in creating an effective partnership environment.
- Assessment of the degree to which the project was embedded and well-integrated within the local health system, overall national strategy and building on existing capacity.

C. Quality of design

- "Assessment of extent to which stakeholders' priorities and needs are articulated in the intervention's objectives, its underlying theory of change, theory of action and/or change model.
- Assessment of gaps in design and/or unaddressed needs.
- Assessment of the intervention's strategy and its appropriateness.

D. Adapting over time

- Assessment of the project evolution overtime.
- Assessment of degree the project succeeded to apply adaptive management effectively.
- Assessment of how external factors, risks and opportunities were addressed effectively to ensure minimal negative impact on achieving objectives (or maximizing chances).
- 4.3. Concluding on criteria





• There is evidence that the project design was appropriate to the needs for the stakeholder with agile project management that supports flexibility to make amend the project components as needs are changing. There is evidence that the intervention measured and reported on the sensitivity of the interventions to the context.

3. Effectiveness

3.1. Elements for analysis:

A. Achievement of the objectives

- Assessment of whether the intervention has achieved its intended results at different levels of the results chain (usually outputs and outcomes), using the validated ToC.
- Assessment of ToC logic, validity, and plausibility to assess the potential contribution of the project in the wider context and achieving broader objectives.
- Assessment of any unintended effects (both positive and negative) as well as indirect effects or changes.

B. Assessing the influencing factors

- Assessment of factors that influenced the results achieved by the project (at objective and outcomes levels).
- Assessment of implementation quality of services delivered by the project (in comparison to the relevant implementation protocols and guidelines).
- Assessment of positive and negative effects arising from the intervention's context, which in turn contribute to achievement or non-achievement of results.
- Assessment of the intervention's adaptive capacity in response to contextual changes.

3.2. Concluding on criteria

• There is evidence on the extent to which the intervention is achieving, or is expected to achieve its objectives, results, including any differential results across groups.

4. Efficiency

4.1. Elements for analysis:

1. Economic efficiency

- Assessment of project's management ability to avoid waste and the conversion of inputs into results in the most cost-efficient way possible in comparison to suitable benchmark or reference standard.
- Assessment of appropriateness of choices made and trade-offs addressed in the design stage and during implementation (including the way that resources were allocated to target groups).

2. Operational efficiency

- Assessment of operational efficiency focusing on planning and utilization of human and financial resources.
- Assessment of how resources redirected as needs changed.
- Assessment of how the project team managed the implementation risks.

3. Timeliness

- Assessment of the extent the results were achieved within the intended timeframe.
- Assessment of the extent to which the timeframe was realistic or appropriate for the project (depending on the allocated budgetary framework).
- Assessment of efforts made by the project to overcome obstacles and mitigate delays in how the intervention was managed (given the change context of the project).

5.3. Concluding on criteria

• There is an adequate level of evidence indicating that the intervention has delivered results in an economic and timely way.





4. FINDINGS

The evaluator synthesized the findings under five criteria for this evaluation. These include relevance, coherence, effectiveness, efficiency, and sustainability/connectedness. Evidence was gathered to support findings, judgement, and conclusions about the evaluation questions associated with these criteria. In addition, the evaluator looked at the barriers and enablers that are making the difference between successful and inadequate implementation and results. The evaluator used an evaluation rubric corresponding to different dimensions within the specific criterion to judge the project on each criterion.

Under each criterion, this section provides the definition adopted for the criterion, brief and high-level findings on the macro evaluation question relevant to the criterion, followed by a summary and detailed findings under each of the macro evaluation's questions (sub-set of the micro question).





4.1 RELEVANCE

Definition:

For this evaluation, Relevance is defined as "Relevance is the extent to which the project's objectives are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies." Seeking evidence that the project was relevant to the governments' priorities and policies in KSA (by the time when the project was launched and at the time of evaluation, with evidence indicating its relevance as fit-for-purpose in the future).

Main Evaluation Question #1: How does the project relate to the main objectives of UNDP and development priorities the local, regional, national, and international level?

The evaluation found that the project components were highly relevant (highly satisfactory) to the needs and priorities identified by SFDA and UNDP in the context and implementation. The relevance of the project derived from its focus on addressing UNDP's added value.

4.1.1 Needs identified, selected, and addressed:

EQ 1.1. What needs did the project aim to address and how were they identified and selected?

According to 2018 evaluation report⁹, and by the time when UNDP conduced its evaluation and exploratory mission in 2018, there was significant progress in the implementation of the second strategic plan and needs to improve specific areas to support SFDA to delivery its third strategic plan.

The context at the time when the UNDP and SFDA decided to agree on the new joint project was characterized by the following needs:

- 1. Technical assistance should be provided to SFDA to develop national HTA guidelines to ensure timely, reliable, consistent HTA that is relevant to the needs of decision-makers and key stakeholders in the healthcare sector in KSA.
- 2. SFDA should extend the scope of its current assessment methods and consider the costs related to the use of health technologies in addition to the evaluation of their effectiveness and safety.
- 3. SFDA shall enhance collaboration with healthcare providers and establishments along with comprehensive data gathering initiatives will improve adverse event reporting and ultimately lead to safer usage of medical devices.
- 4. Technical assistance should be provided to SFDA to enhance quality assurance practices and to develop healthcare quality and patient safety strategy and policy documents and practice guidelines. Assistance can be provided to the assessment of health technologies used at healthcare providers to ensure their quality and safe use.
- 5. Support should be provided by UNDP to SFDA in building broad and deep capabilities in all relevant areas

⁹ UNDP Country office in KSA: Proposed Concept note and framework for SFDA Impact analysis and Reporting



as per SFDA mandate.

- 6. Improve SFDA's performance regarding inspection of local market food businesses and water bottling plants, build out pesticide standards and related control infrastructure.
- 7. SFDA to proactively take part in the activities of Gulf Health Council to achieve its main objectives, such as those addressing the utilization of international experiences and strengthening collaboration with Arab, regional, and international organizations working in the health field, and other related areas.
- 8. SFDA should be supported in increasing its role in the international community.
- 9. SFDA should be supported in developing and strengthening its organisational culture and internal communication.
- 10. SFDA should be supported in improving external communication and raising awareness on its role and functions.

EQ 1.2. To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach?

Gender equality and social inclusion of the most marginalized are necessary core principles of developmental projects. The evaluation has lightly assessed how the needs of women and vulnerable individuals can be met. The evaluation addressed the following cross-cutting issues gender equality, women empowerment, and the human rights-based approach. The goals of the Saudi Vision 2030 and the National Transformation Program (NTP) 2020, which it underpins, include expanding women's access to education and the workforce. Given the healthcare industry's centrality to many other issues, the project focused on some interrelated aspects, including gender parity and the rights of the most marginalized members of society. It was noticeable that the SFDA has continued to hire qualified women for technical, scientific, and management roles, which was not the case in earlier years. In addition, NTP 2020 features several programs designed to boost the efficiency of the healthcare system. In addition, through the decentralized and strengthened health system, the KSA was focusing on creating new centres for diverse healthcare disciplines. Vulnerable populations will finally have access to adequate care after the healthcare system is fully developed according to equity, accessibility, and the quality of healthcare services. The SFDA's mission and mandate include advancing the NTP agenda and contributing to the better performance of the overall healthcare system. As such, the project indirectly contributes to addressing the structural factors to enhancing considerations of women's empowerment and human rights and addressing the needs of vulnerable populations. As such, the overall SFDA strategy, including this project as supporting intervention, is meant to enhance a human-rights-based approach to access safe and quality healthcare services in the country.

4.1.2 UNDP response to the needs:

EQ 1.3. Did the project respond to the expressed needs and demands of the different stakeholders?

UNDP started project on 2019 as an extension of the previously running project with similar scope but different activities. The core of the project was to address some of priorities for building the capacity of SFDA to deliver on its mandate. As mentioned before, the SDGs underline the importance of synergies between health technology





R&D, as such the project was closely related to the SDGs. Furthermore, the project's design and objectives were in line with the UNSDCF and UNDP CDP.

The evaluator considers the project as a typical stereotype of a capacity development project, where UNDP has comparative advantages in comparison to other development agencies. In addition, the project was also perceived by UNDP internal stakeholders as a 'catalytic project'. In addition, the evaluator recognizes that the project has different targeted groups within SFDA structure (including regular staff, experts who were recruited to support SFDA functional departments, and experts who support SFDA on ad-hoc basis). As such, the evaluator found that UNDP's response to the needs of these stakeholders were addressed adequately. There are some opportunities for improvement in the process of engaging these stakeholders that will be provided as part of the recommendations. While these broad strategies to address the needs (as described above) were considered relevant, the project documents did not clearly outline how the planned activities would contribute towards these objectives.

The evaluation process indicated positive feedback of SFDA stakeholders about their perception about UNDP approach in reaching out and collaborating with these stakeholders. The identity and reputation of UNDP as a development agency or organization was seen as a positive factor that shaped the nature of UNDP approach in this project¹⁰. On the other hand, project stakeholders in SFDA raised concerns about the length of some procedure and nature of engagement from UNDP CO especially concerning the payments corresponding to services provided under the project.

One of the challenges faced UNDP in responding to the needs was wide, and sometimes diverse, range of needs and how to prioritize assisting SFDA with these needs and the budget implications. It is important that UNDP CO to manage expectations on what is possible and what is not possible for contributions through UNDP project. That requires more clarifications and communication about UNDP's role and by avoiding over-promise for obligations that are not part of the project's scope (as defined in the project document).

The Project's external collaboration efforts were extremely important in impacting SFDA image and reputation. UNDP played an important role in this area during the previous project and project under evaluation. However, such engagement needs to be institutionalized within the SFDA structure (through the department of International Cooperation - DIC), rather than being managed vertically by UNDP CO. The DIC should be taking the ownership and leading role in driving the cooperation with all SFDA's stakeholders, while UNDP CO to play a facilitating and supporting roles. That would enhance the relevance and sustainability of the project on the long terms.

¹⁰ Interview with KI in SFDA.





4. 1.3. Appropriateness of project objectives: EQ. 1.4. Do the project objectives correspond to the identified needs?

The expletory mission report in 2018 referred to the potential scope of project based on needs expressed, observations and data gathered. The project also aimed to support building the capacity of SFDA sectors responsible for delivering its mandate.

The design of the project was developed to ensure the full alignment of the project to the SFDA third strategy. The following table explains this alignment.

SFDA Mandate	SFDA Third Strategy	Join Project
Observe the safety of medical devices and its impact on public health. Ensure accuracy and safety of medical and diagnostic devices. Observe the safety, security, and effectiveness of food and drug for humans and animal. Launch clear policies and procedures for food and drug, and plan to achieve and implement these policies.	Establish risk-based evaluation capability for the SFDA that achieves regional and international recognition while simultaneously balancing notified body participation is core to the strategic plan for medical devices. Establish a central medical device testing lab in Riyadh, conduct research activities and externalize to local testing labs. Accredit Riyadh reference and research drug testing lab, perform Post Market Surveillance tests and explore externalizing local Quality Control labs. Perform full assessment of new drugs and complex generics, adopting a new Committee model for registrations with expert input. Leverage the maturity effort for human drugs evaluation to build vet capabilities and adopt international best practices for cosmetics, herbal drugs & food supplements approvals.	Output 3. Standards, control systems and policies developed to cover food, drug, and medical devices Activity 1. Continue to fulfil competencies and responsibilities outlined in mandate Activity 4. Reinforce safety of drugs, bio- products, health, herbal and veterinary products across the value chain Activity 6. Develop best practice policies for specific / emerging product categories
Observe the safety of complementary biological and chemical substances, cosmetics, and pesticides.		Output 3. Standards, control systems and policies developed to cover food, drug, and medical devices Activity 2. Optimize SFDA's role regarding inspection of local market food businesses and water bottling plants Activity 3. Implement effective processes to operationalize pesticide safety standards Activity 5. Pursue the development of cosmetics standards and ensure the safety of cosmetics products
Conduct research and applied studies to identify health problems, their causes, and determine its impact on public, with the consideration of methods for research / studies evaluation. The authority shall establish scientific bases for awareness and consulting	Improve access to registered products by exploring incentives for registrations and clarifying Marketing Authorization Holder responsibilities whilst supporting efforts to build public confidence and uptake of marketed generics. Encourage innovation by reviewing Phase 1 clinical trials and foster an environment for local R&D.	Output 1. Capacity of institutional, individual and systems developed to serve processes and tools in all relevant sectors Activity 2. Enhance SFDA key internal tools and processes to better support its mission Activity 3. Fully develop the required set of capabilities to take over key processes





services and executive programs in the fields of food and drug. Disseminate and exchange information with local and international scientific and legal agencies and setting up a database for food and drug. Control and supervise licenses procedures for food, drug, and medical devices factories.		Activity 4. Support ITP and shared services in building their capabilities
	Enhancing collaboration with healthcare providers and establishments along with comprehensive data gathering initiatives will improve adverse event reporting and ultimately lead to safer usage of medical devices. Published guidelines and best practices will provide guidance to industry, setting expectations and improving communication.	Output 1. Capacity of institutional, individual and systems developed to serve processes and tools in all relevant sectors Activity 1. Enrich SFDA's expertise by attracting, retaining and developing the appropriate human resources Output 4. Systems and processes to improve pro- activity in addressing emerging risk developed Activity 1. Establish collaborative knowledge- sharing systems enabling early detection of potential hazards to food and feed control system Activity 2. Identify and swiftly act upon risks to patient safety

The way in which the project was oriented since the beginning was with focus on the development guiding documents and protocols. The technical assistance, recruited through UNDP, played an important role in supporting all sectors of SFDA to achieve the desired outcomes.





4.2 COHERENCE

Definition:

For this evaluation, Coherence is defined as "the compatibility of the project with other projects in the Kingdom, health sector and SFDA strategy. It also covers the extent to which the designs and implementation attained internal and external coherence".

It requires an assessment of (1) internal coherence of the project focusing on interconnections, complementarity, and (2) coherence of how the project was designed and implemented, (3) the external coherence of the project focusing on alignment with external policy commitments; and (4) coherence with relevant workstreams in SFDA implemented by other actors in the local context.

Main Evaluation Question #2 and findings summary: To what extent has the project been coherent?

The evaluation established that the project (design and strategy) was moderately coherent (moderately satisfactory) to the needs and the local context of SFDA. The evaluation also established that project (design and strategy) was appropriate to the needs and the local context. The coherence of the project was significantly related to its high relevance to the context. However, the project would have benefited from a better implementation approach and adoption of more fitting implementation strategy.

The evaluation findings indicating that the project was well connected to its context. The project has demonstrated clear values of effective partnership, interactions, interconnections, complementarity, and coherence in how the project was designed and implemented. The project was successful and effective in alignment and coherence with relevant actors in the context.

4.2.1. Appropriateness of project strategy:

EQ. 2.1. Was the UNDP overall implementation strategy appropriate to achieve its objectives?

Successful projects must have identified options for leverage mechanisms, as part their strategy to achieve the objective, develop the project to reach goals. The assumptions statement for the leverage strategy should be as follow: once these leverage points are activated then the identified leverage mechanisms or alleviate the cause of the problem, and that will enable the project achieving the goals or objectives within the project's time frame. The leverage points could be looked at as the intervention variables or determinants. Defining these variables should come from a formal or informal theory from the designers that can suggest the best technical framework' to achieve the objective(s). These determinants can also shape the stakeholders' perceptions (including the implementers) about what is the problem, what is the solution and why the solution or strategy is good.

Building on the documents review and series of interviews with the stakeholders, the evaluator considers the following are the key determinants of project which has shaped its implementation strategy:

- The choice of a suitable methodology for project design and management to work with SFDA.
- The use frameworks and best practices wherever possible.
- Experienced project managers, coordinators & strong project team members.





- Ensure that formal communication processes (meetings, documentation), as well as informal processes, are implemented and used.
- Careful management of risks (especially on the financial fronts).
- The use of appropriate monitoring & control tools.

4.2.2. Stakeholders feedback on appropriateness: EQ. 2.2. To what extent was the project appropriate according to the main stakeholders?

The project has clear implementation strategy since its initial phase. This was mainly felt by the project implementors and implementation stakeholders in SFDA.

The role of, and needs to, effective procurement and recruitment strategy was an area that different stakeholders emphasized its importance to achieve the project objectives. The evaluation process indicated a gap in coherence in implementation especially among different staff supported the project from UNDP side. It is essential that the implementation of project to be stable and supported through same interpretation of guidelines and management manuals that govern the implementation. The changes in project support team should not be associated with different implementation approaches or different interpretations and communication of how to implement the project.

The evaluator compiled a list of possible assumptions based on documents review. Please refer to section 4.3.1 for more details. Many assumptions held true at the activity to output level, while some assumptions only partially held true at the output to outcome level and beyond.

4.2.3. Leveraging local resources:

EQ. 2.3. What local capacities and resources were identified? How did the project connect with these?

UNDP has the global experience to work with government agencies and support building institutional capacities using different modalities. The experience and resources available to UNDP CO to support the project were valuable. On the other hand, the support that was directed to different stakeholders inside SFDA was limited by the current coordination arrangements. In addition, the project succeeded to establish a good working relationship with senior level (directors' level) in a good manner through the participation in the Project Board. On the operational level, the relations between UNDP and SFDA remained constrained by one single entry/ focal point at SFDA. It is essential to expand the scope of coordination in such kind of complex projects (that involve multiple stakeholders among the beneficiaries).

On the other hand, the evaluation process indicated that UNDP CO may benefit from expanding its working relationships (and capitalizing more on that). For instance, the project would benefit from utilizing the exciting capacities available inside the SFDA when it comes to progress monitoring (through the Strategy Office) and financial monitoring (through the Financial Department). In addition, working with, and through systems and setup, the KSA Ministry of Finance will reduce the verticality of the project implementation and expand the level of resources available to support the project implementation and enhance its operations.

The utilization of, and reliance on, these local resources is very crucial strategy that is aligned with the objectives of project (i.e., trust and utilize these resources).





4. 2.4. Partnership strategy:

EQ. 2.4. To what extent was the UNDP way of working effective in attracting and working with different partners as a mean to achieve objectives?

While this section of the report provides description of working modalities and how it has contributed to the local health system and building capacities, it is important to note the connection between this section and the report section that focuses on 'effectives' criteria.

All the stakeholders interviewed as part of this evaluation agreed that UNDP has been an important and significant partner who supported the SFDA for many years. The level of support and way of engagement has been one of the strengths identified. As highlighted in previous section, the project has different component and pillars. The change model reflects general activities which are translated into a set of concrete, organized and implementable activities and tasks and day-to-day work plans. The translation of the strategy into activities requires clear work plan plus programme management guidance (these are called POPP for UNDP - Programme and Operations Policies and Procedures). POPP serve as guidance to the technical approach of 'how' the work has been done technically (i.e., translating the programmatic objectives into actions and steps). POPP represent an important tool that guides the way UNDP team engaged with their counterparts in SFDA. UNDP CO staff have all agreed that the flexibility provided in POPP for the CO is supporting them to achieve the project objectives. On the other hand, the SFDA counterparts highlighted the fact that interpretation of UNDP policies is not always consistent and varies depending on the officers in charge of supporting the project. This observation highlights the importance of ensuring all staff are well aware of the POPP and flexibilities allowed, while also devote attention to how to communicate UNDP approach for the implementation in meaningful manner (offering solutions and alternatives based on flexibilities available to them and engagement of their managers).

4.3 EFFECTIVENESS

Definition:

Effectiveness is defined as "is the extent to which the project's objectives were achieved or are expected to be achieved".

This effectiveness section presents evidence indicating that the project has achieved its objectives, supported by the alternative's analysis and other means if feasible. Effectiveness is also used as an aggregate measure of the extent to which the project has attained its major objectives efficiently in a sustainable manner and with a positive institutional development impact.

Main Evaluation Question #4: To what extent have the expected outcomes and objectives of the project been achieved?

The evaluation findings indicated that the project was effective in achieving its objectives (2021 achievements report). The project was successful in delivery of targeted services, achievement of targeted outputs and influence on the expected outcomes. However, the monitoring and evaluation (M&E) plan/frame was not fully utilized to report on the project achievements.





4.3.1. Project achievements:

- 4.1.1. To what extent have the expected objectives been achieved?
- 4.1.2. Did the UNDP interventions create any unintended effect?

Project achievements against objectives, outcomes

The primary goal of the UNDP Project is to assist SFDA in achieving its third Strategic Plan, which focuses primarily on (1) developing broad and deep skills, and (2) ensuring thoroughness, transparency, and consistency in enforcement and communication. Both components of the objective were achieved to some extent during the project period; however, some areas need to be supported until the approval of the new projects (i.e., to ensure continuity of support). The data collection phase of the evaluation revealed that the project had relevant and adequate objectives that are in line with the KSA's health policy and strategy. The Project considerably contributes to SFDA's ability to focus requirements in the covered areas (i.e., food, drug, and medical devices).

The evaluation investigated the extent to which the project's objectives were met as anticipated, as well as if the project's effects were aided or hampered by any circumstances. The evaluation demonstrates the logical reasoning that connects the needs, the objectives, and a variety of policy solutions for meeting the needs. The Project makes a substantial contribution to the Saudi people's health. The risk of food and medical items on the market that are faked, of poor quality, or lack active components is minimised, which could be fatal, especially for children or severely ill persons. In this regard, all initiatives aimed at improving quality control and inspections are beneficial to the population's health and safety.

Review of available project documentations indicated that the planning and preparation of the project was done in accordance with best practices. Then the project, through its impact on SFDA's operation according to its mandate and by strengthening its institutional, staff and systems capacities in all sectors, helped to ensure that the systems and guidance governing SFDA operations are positioning the SFDA to implement its mandate. In particular, the project also supported SFDA in the improvement of its business processes and systems in licensing, inspection and registration. Therefore, the project improved the level of the quality of healthcare in KSA. Beside the project activities, the continuous professional development of SFDA staff, availability of needed equipment and availability of funds, etc., have also contributed to effective implementation of the project strategies.

The evaluator took note of the advances achieved through the implementation of the third strategic plan and how the project has contributed positively to different areas. Reflecting on the pillars of the project:

- 1. **Support strategy implementing processes**: the final report of the strategy implementation (and 2022 annual report) was not available by the time of the evaluation. However, data from the 2021 annual report indicates that the SFDA is on track to achieve its objectives set for the third strategic plan.
- 2. **Capacity building**: the evaluation process reveals important advances in SFDA activities and operations (especially those supported by the project). For instance, the Food Sector updated and acted in areas where there were no technical regulations or standards. SFDA inspectors were given training sessions with the help of experts and committees funded by the initiative. The Drug Sector increased the number of scientists with competence in biologics and emerging innovative drug categories. Members of the biologics team have been appointed to international committees. Several pharmaceutical guidelines have been updated. New registration, variation, and renewal files were reviewed. Employees were given training. International conferences were attended by SFDA speakers. Staff received ongoing training, both in-house and outside of the organisation. The method of receiving and processing samples delivered for analysis was enhanced.





3. **Raising awareness and cooperation**: While the project has been very effective in most of its strategies and components, the effectiveness of building sustained cooperation through the project was an area that was not fully demonstrated. As stated in previous sections, while the project work with and through different departments in SFDA, the collaboration between UNDP and the International Cooperation Department in SFDA was not sustained and would benefit from further institutionalization. Establishment of focal persons is very critical to ensure continuity of support and implementation of activities in an effective and supportive manner.

Project achievements against activities and service delivery outputs

The evaluator reviewed the available documentation focusing on the Theory of Change (ToC) to establish a mutual description of the project (scope, objectives, and logical model). The subsequent part of this section provides this description. The following outputs and result statements represent the joint intentions in general terms during the project life cycles.

Outputs and Results	Brief on achievements
Output 1. Assessment of the Safety and	One of the objectives of the National Transformation Program
Effectiveness of New Drugs and Medical	was to establish a National Center for the evaluation of
Devices	healthcare technology. The Third Key Plan of the SFDA also
Result 1.1. National HTA guidelines to	establishes drug and medical device evaluation as strategic
ensure timely, reliable, consistent HTA that	objectives. Through the initiative, professionals assisted SFDA
is relevant to the needs of decision-makers	in establishing a comprehensive evaluation of new medications
and key stakeholders in the healthcare	and complex generics. At the time of this review, the application
sector in SA	of risk-based evaluation capabilities for the assessment of
Result 1.2. Development of capacities on the	medical devices was well-established. Positive feedback was
regulation, evaluation, and registration of	received from the SFDA on the technical help they got to design
new health technologies relevant for SFDA,	the national guidelines, which has also played an essential role
i.e., drug and medical devices	in capacity building and the transfer of knowledge.
Output 2. Risk Based Evaluation and Safe	While there was no documentation from the project on
Use of Technologies	progress in this area, the Ministry of Health in Saudi Arabia has
Result 2.1. Enhanced quality assurance	formed various workstreams to improve the quality and safety
practices	of health services, as patient safety is a major concern. In this
Result 2.2. Assessment of health	context, the Ministry of Health created a framework for
technologies used at healthcare providers to	improving a shared national understanding of terms and
ensure their quality and safe use.	concepts related to patient safety.
Output 3. Continuation of Building Institutional and Staff Capacities Result 3.1. Improved performance of SFDA regarding inspection of local market food business and water bottling plants Result 3.2. Established pesticide standards and related control infrastructure	One of the project's primary initiatives was to promote the formation of various technical committees and taskforces to develop SFDA's institutional capacities in these priority areas. Through the project under assessment, UNDP continued to assist SFDA in enriching its expertise by attracting, maintaining, and developing the required human resources, as well as





Outputs and Results	Brief on achievements
Result 3.3. Reinforced safety of drugs, bio- products, health, herbal and veterinary products across the value chain Result 3.4. Developmed cosmetics standards and safety insurance of cosmetics products Result 3.5. Established controls over manufacturing, import and export of medical devices Result 3.6. Collection of best practice policies for specific / emerging product categories	improving SFDA's essential internal tools and processes to better support its mission. The UNDP assistance to SFDA has been focused on improving SFDA's performance in the Food Sector, as evidenced by interviews with SFDA colleagues.
Output 4. Regional and International Collaborations and Recognition Result 4.1. SFDA role in the international community increased Result 4.2. Drug procurement processes and pricing policies developed	In accordance with SFDA Third Strategic Plan increasing organizational performance is considered as a strategic area to foster a collaborative and accountable culture, attract, and retain talent, and clarify responsibilities. While the 2018 evaluation and needs assessment indicated that "SFDA should be supported in developing and strengthening its organizational culture and internal communication."; this area received less attention and collaboration through the project because it was one of the areas deprioritized after 2020.
Output 5. Internal Communication and Organizational Culture Result 5.1. Organizational culture and internal communication developed and strengthened Result 5.2. Fine-tuned organizational structure and raised awareness on the intra- organizational job-share and cooperation between sectors	Same as above. This area received less attention and collaboration through the project because it was one of the areas deprioritized after 2020.
Output 6. External Communication and Awareness Result 6.1. Improved external communication and raised awareness on SFDA roles and functions Result 6.2 Engaged proactively with the public and other external stakeholders to promote safe and informed use of products and foster trust in SFDA	According to the SFDA's Third Strategic Plan, collaboration, scientific contributions, and mutual exchange of know-how are viewed as strategic areas for SFDA to become a member of the international network of food, drug, and medical device regulation. SFDA has already taken a step toward collaboration, scientific contributions, and knowledge exchange by establishing the Research Center, in addition to other efforts to promote SFDA to international peers and other stakeholders in the sector.
	The UNDP CO assisted the SFDA in expanding its influence in international society through the project. UNDP assisted the SFDA in establishing ties with international counterparts (both bilaterally (e.g., USA and Switzerland) and multilaterally (e.g.,





Outputs and Results	Brief on achievements
	the virtual conference with the leaders of the Global
	Harmonization Working Party (GHWP) of Medical Devices in
	2020 - Scientific and technical groups).

As the final evaluation was conducted concurrently with the needs assessment mission for the new project; it was evidence that the SFDA and UNDP want to capitalize on the achievements made through the previous years. As the regulatory affairs related to food, drugs and medical devices are continuously changing; the collaboration through the new project should support SFDA to maintain its up-to-date competencies in these areas. For example, the potential new scope of the project might cover some of the following targeted areas:

- Embracing and adopting biotechnology in the drugs, food, and medical device sector.
- Explore the use of artificial intelligence and big data across SFDA areas of work.
- Position SFDA to contribute to the National Strategy for Industry.
- Collaborate with peer organizations through a regional component.

The validity of the implementation assumptions:

One of the important considerations to assess the effectiveness of any project is to assess the validity of the assumptions adopted during the planning stage. The following table summarizes the main assumptions stated in the project document and the evaluator's assessment of these assumptions.

The following assumptions are also made for the Project to be successful, and that are believed to likely happen:

Project plan assumptions	Assumptions validity and if they hold
Adequate human and financial resources will assure a smooth project implementation;	The assumption was valid, and experience showed it hold during the implementation.
Stability of the stakeholders and external working environment, which could be shaped by political and economic circumstances, throughout the whole project;	The assumption was valid, and experience showed it hold during the implementation.
Priority and importance of the Project is clearly stated and communicated to all parties involved;	The assumption was valid, and experience showed it hold during the implementation.
Stability and availability of qualified staff and experts, including staff with the necessary level of authority to make decisions, as and when required during the whole project lifecycle;	The assumption was valid, and experience showed it hold during the implementation.
The experts will work closely with the relevant sectors and departments in SFDA;	The assumption was valid, and experience showed it hold during the implementation.





Project plan assumptions	Assumptions validity and if they hold
All the necessary communication channels are established within the project and with other stakeholders;	The assumption was valid, but no evidence it held during the implementation.
Appointed project experts fulfil their duties and are available for the required duration, in accordance with the project schedule;	The assumption was valid, and experience showed it hold during the implementation.
Continuous high-level support and promotion for the project;	The assumption was valid, and experience showed it hold during the implementation.
Requested information and documentation are available and provided;	The assumption was valid, and experience showed it hold during the implementation.
No changes in the legislative framework negatively affecting the healthcare system.	The assumption was valid, and experience showed it hold during the implementation.

According to the above assessment, the evaluator considers the assumptions valid and have contributed to the successful implementation of the project by the time of its evaluation.

4.3.2. Project catalytic effect and unintended effects:

Given the scope and design of the project, the evaluator recognizes the catalytic nature of this project within its context and how it supports Saudi Government. UNDP has been implementing catalytic projects in other countries and with KSA. Evaluating such nature of projects and understanding how to assess the approach to design and implement effective strategy to produce the desired catalytic effect are part of the learning process for UNDP.

Catalysis is the process of speeding up or slowing down a reaction using a catalyst that is not necessarily major element of the change process¹¹. Conceptually, a catalytic process may be seen as a chain of activities (the catalytic strategy), in which different actors intervene at different times and with different immediate goals to further the results. Not all interventions go through each stage. UNDP GFF Evaluation office suggested the following conceptual framework of nine strategies for a project catalytic role by combining the stated objectives and outputs for projects from the operational strategy documents with the catalytic strategies and results¹². The evaluator adopted this framework to assess the project, and the table below summarizes the assessment.

¹¹ Catalysis is something that speeds up a response without being eaten or modified. "Catalyst for political change," "catalyst for market change," etc. Finance or technical support can affect greater changes in political direction or policy, or in product markets. Catalysis is often associated with concepts like 'scaling-up', 'scaling-out', and 'replication' in the development industry. Many of these agencies pursue methods and techniques that are meant to have a bigger impact than the project itself (e.g., the idea of 'influencing'). For example, policy advice, information exchange and awareness raising, networking and capacity building are all examples of catalytic tactics. Some agencies focus on change catalysts, such as innovation, where direct funding can introduce new ideas or techniques, which may lead to government, individual, or private sector partners scaling up.

¹² GEF Evaluation Office (2008). Conceptual Framework: Evaluation of GEF Catalytic Role. Available here





Strategies	How the project approaches the catalytic effect (sub-strategies) *
Institutional Capacity	• Support establishing standards and codes through creation and support of
Building	expert panels.
	• Develop partnerships with key stakeholders.
	Support changing and updating regulatory policies
	Ensure monitoring and enforcement of project activities
Individual Capacity	Increase knowledge of SFDA staff and expertise.
Building	
Demonstration and	• Support SFDA to show case its achievement and translate the knowledge to
Replication	other countries.
Awareness	Increase knowledge of SFDA staff and expertise.
	Dissemination of project results.
Create demand	Create demand for adopting new advancements in regulatory affairs.
Sustainable Activity	Support local SFDA systems to deliver its services
	Table 1: Project approach to achieve the catalytic effect

* <u>Important note</u>: the above table attempts to summarize the strategies adopted by the project.

Project evaluations are often not explicit as regards to intended impact, although the project objective often refers to the intended impact of the development interventions. There are subtle differences between catalytic effects and impact. Catalytic effects are indeed a type of impact or results (key aspects to effectiveness). The catalytic strategies discussed above are plausibly have produced the desired impact of the project. However, the catalytic effects of UNDP project go beyond the intended results documented through the project objectives. The evaluator encourages UNDP and SFDA to include this element as part of the planned impact analysis of SFDA.

Unintended effects:

The analysis from the limited background review and key informants' qualitative interviews do not demonstrate that the project had any unintended effect (including any negative impacts). Rather, the various stakeholders agreed that the intervention's outlined outcomes had not been fully achieved, due in part to the execution approach of the objectives.

Opportunities and lessons learned

The evaluation process has been an opportunity to identify lessons learned to enhance the effectiveness of the project in the next phase. Some points emerged from the discussion include:

- Clarify and communicate more about the role of UNDP in the project (manage expectations).
- Provide briefing and orientation for 'new' experts about UNDP and its working system and payment mechanism (as part of the negotiation or the onboarding).
- Focus on development of clear scope of work (TOR) of the experts based on consultations between technical officers in both SFDA and UNDP.
- Possibility to change terms used to monitor progress on expenditure tracking (e.g., add the term committed to take into considerations fund that committed to experts following contract signature).





4.4 EFFICIENCY

Definition:

Efficiency is a measure of how economically resources and inputs (funds, expertise, time, etc.) are converted to results. The evaluation assesses project outputs measures – qualitative and quantitative – and link it with favourable outcomes and progress.

This evaluation criterion focused mostly on using/allocating resources, such as human resources, equipment, and the timeliness with which the project was implemented. While evaluation of efficiency may involve cost-effectiveness analysis, it is important to note that this evaluation did not pursue such an approach for evaluating the project. Efficiency, under this evaluation, focuses on operational efficiency besides assessing the timeliness of project implementation. The evaluation aimed at utilizing a mix of qualitative and quantitative data available for the project team (mostly secondary data) and primary qualitative data collected through interviews with some key informants. However, there were challenges in obtaining enough quantitative financial data to assess the project's performance in-depth.

Main Evaluation Question #5: How well and efficient the project being implemented and adapted as needed?

The evaluation findings showed that the human, material, and financial resources invested in the project (human resources, thematic capacity strengthening interventions) are adequate and mostly sufficient for reaching the initially planned results. While there were delays in the project's during COVID-19 phase, the project managed to deliver on some of the expected outputs. We conclude that the project was efficient (Satisfactory).

4.4.1. Human resources allocation

EQ. 5.1. To what extent have human resources been allocated strategically?

From a design perspective, the project's scope and scale are considered a small-scale project. It has a highly focused target and a limited number of beneficiaries expected to be served. The amount of human and financial resources invested or expected to be invested in the project was limited. The number of staff recruited by UNDP for the project increased between 2018 and 2022. It is important to note, however, that there was no sufficient locally available expertise at the time of when the project started.

Human resources allocation strategy and decisions to the project were fit-for purpose and aimed at maximizing value and reducing inefficiencies. However, there are some spaces for improvements (e.g., ensure new staff are aware of the POPP, communicate the procedures and policies in clear manner, better handover process, and clearing R&R among the team).

Given the nature of this project, the human resources management (HRM) was one of the essential management functions under this project. This subsection provides some observations on the HRM approach applied by partners in this project.

1. During the previous phases of the project, the HR matrix of the project (technical professionals) was not





included. All the staff supporting the project were handling it from management perspectives (including financial part). As the SFDA has been growing faster than anticipated, and the scope and needs in the project, it was necessary to ensure the existence of technical expertise to support the project implementation (from technical/ content perspective). It was clear that supporting the project with staff at Technical Advisor level can play an essential role of steering the project implementation and support the coordinators responsible for the project. As such, this role is very fundamental to support SFDA and UNDP to achieve the project objectives. In case this role to be introduced, it is very essential to ensure clear relationships with different stakeholders and define the communication channels with all the key staff.

- 2. One of the key issues that became apparent during the desk review and the interviews was the high turnover of the staff (mainly the project implementers in UNDP CO). The evaluator considers this frequent change had somehow contributed to challenges faced the project implementation, as this factor has a direct or an indirect effect on strategy development and implementation.
- 3. The interviews with SFDA counterparts raised concerns on whether UNDP project new staff have received an adequate level of orientation on skills related to handling policies and on applying change management skills, which were key profound competencies needed to manage such kind of projects. In addition, the evaluator encourages the engagement of international senior UNDP experts (from different global and regional units) to ensure support provided to project staff including hands-on guidance to apply techniques and strategies required to handle challenges encountered during the project's previous phase. For such kind of projects, it is important to support the project change agents (like national officers) with appropriate communication and change management skills and to work closely with them to ensure that they manage relationships with their counterparts in a successful manner.

4.4.2. Financial resources optimization

EQ. 5.2. To what extent have financial resources been allocated and managed optimally?

It is important to note that the decision to increase or decrease the funding available for the project remains controlled by the Saudi Government. As such, efficiency of project's spending through adoption and allocation of financial resources have been controlled by SFDA in this project. UNDP's role continued to be supportive to SFDA and to ensure the decisions does not affect the project negatively. While the project has a separate budget or management line, it is important note that it remains governed by the local rules and regulations from the Ministry of Finance. While both UNDP and SFDA have been in agreement on this principle, some of the challenges that faced the implementation emerged sometimes from the lack of full coherence between the UNDP POPP and MoF guidance or procedures. As such, there is a need for a joint review that aims to identify areas where there are frequent challenges, identify the root causes of these challenges and agree on the way forward to address them (i.e., move from one-off fire-fighting approach to more systematic way of handling these challenges).

UNDP and SFDA adopted different strategies to optimize the use of resources; however, these have also contributed to some limitations in ensuring all the required resources to support the project were allocated in responsive manner. In addition, the delays in processing payments are one of the critical issues (which may also contribute to lower expenditure rates). Based on the discussions during this evaluation; some suggestions emerged to address these challenges including:

- (1) Regular cash flow assessment and proactive management,
- (2) Upfront and adequate planning,





- (3) Sharing of information as early as possible,
- (4) Develop and use checklists to assess completion and compliance in advance,

(5) Creation of joint simple tracking tools beside Finance Portal Tracking (e.g., excel sheets or other collaborative digital applications).

4.4.3. Implementation efficiency

EQ. 5.3. Was the project implementation approach efficient for delivering the planned project results?

According to examination of project records and input from key informants, data showed that, despite the few challenges, the project is on track to complete on schedule (an extension is underway to cover 2023 until the approval of the new project). Despite some gaps identified through this evaluation, UNDP's methodology enabled the project to deliver the expected services. If the project had contemplated establishing parallel structures/a vertical implementation strategy, it would have taken significantly longer to achieve its goals, and UNDP may not have been able to implement it due to its short-term engagement in the implementation. One of the main advantages in the project is the fact that UNDP did not establish a separate structure within SFDA, but rather it has provided support to existing structure. This has contributed to efficiency of the project implementation.

The COVID-19 pandemic hit KSA in March 2020, disrupting different essential services. The kingdom announced the suspension of all domestic and international travel. After curfews and lockdowns were placed on several administrative levels, the number of daily confirmed cases shrunk dramatically, and by June, all curfews were lifted through a three-phase program enacted throughout the country. The economy of Saudi Arabia also suffered a heavy impact; a budget deficit was reported in the first to third quarters of 2020 caused by the decline in oil prices and the economic effects of the pandemic.

The situation created because of the COVID-19 pandemic has contributed to significant disruptions in the project design and delivery model. The total resources originally budgeted for this project have been significantly reduced due to COVID-related issues. The budget at the project inception was US\$16.9 million and has been reduced to around US\$ 7.2 million. This reduction has undoubtedly impacted the delivery of outputs. However, adopting swift working modalities (including working from home) has contributed to addressing challenges in implementing the activities.

During the interviews, many SFDA directors indicated that these working arrangements for experts supported by the project had mitigated the negative impact of the budget reduction. The implementation in 2021 and 2022 has been accelerated, which has contributed to addressing the disruptions caused by the pandemic. During the COVID-19 pandemic, the SFDA excelled with rapid and speedy approvals of new vaccines, facilitating the Kingdom's access to these vaccines and diagnostics to decrease the health impact.

4.4.4. Agile project management:

EQ. 2.6. What amendment may have been necessary to better embed the project in this specific context?

The project evolved throughout time to suit the needs of SFDA in an evolving manner and the changing policy climate, but these changes were made on the impulse of the momentum rather than in advanced and planned manner. While the initial project plan clearly stated the goal of changing major policies in these areas, there was no specific indications of how the project team should manage the change process if policy or other key changes to the context occurred during implementation. Despite this, adjustments were plainly made. These modifications





assured the project's continued relevance, but they looked to be organic rather than the result of any deliberate adaptive strategy described in the Project plan or elsewhere.

The COVID-19 pandemic hit KSA in March 2020, and it disrupted different essential services, including most of government businesses. On the other hand, Saudi government was praised for its effective way of handling the emergency created by the pandemic. The agility in systems created prior to the pandemic has enabled the government agencies, including SFDA, to adapt quickly to alternative approaches to ensure continuity of work. As such, UNDP and SFDA managed to continue the implementation of the project was minimum level of disruptions. The workplan has been implemented through modifications in implementation modalities, such as online collaboration and use of other virtual collaboration means.

The agile project management implies that the risks and mitigation plans are well analyzed and continuously updated. The evaluation process reflected on risks and assumptions as described in the project document. The table below provide high level descriptions of the findings on the effectiveness of the mitigation actions.

Description of risk	Mitigation plan	Effectiveness of the mitigations
Lack of governance and capacity gaps to implement and monitor the strategy of Ministry of Health and the National Transformation Program in health		Feedback indicates effective mitigations
Lack of cooperation on the part of SFDA or any of the stakeholders	Implementation of an efficient project management structure and management processes	Project structure was efficient. However, there are needs for some changes
Ineffective communication channels between UNDP/project team and SFDA, and within SFDA	Pre-defined and approved communication channels	The process of communication channels needs further alignments
Changes to the project requirements during the project	Implementation of adequate project change management and controlling processes	The implementation of processes was not stable. It is important to ensure use of SOPs to clarify the processes
Retention of qualified staff and low commitment of the staff to the implementation of the project	Taking measures to assure the availability as well as the requested quantity and quality of human resources The requirements are clearly defined	There were frequent changes in project support staff at UNDP CO. Despite being acceptable as normal turnover, its important to ensure continuity of support
	during the Inception phase by UNDP	through good handover process
Change or fluctuation in the composition of stakeholders	Continuous and overall stakeholder management during the project	There was no significant impact on the project
Changes in the organizational structure of the Ministry of Health	Providing timely and clear information on relevant changes in the organizational structure	There was no significant impact on the project





Description of risk	Mitigation plan	Effectiveness of the mitigations
Misinterpretation of UNDP/project team tasks and deliverables	Careful description of activities and deliverables, refinement based on mutual understanding	The implementation of processes was not stable. It is important to ensure use of SOPs to clarify the processes
Recruitment of specialized experts fails	Advertise ToRs Expedite issuance of letter of appointment	There was no significant impact on the project
Lack of SFDA reporting and annual planning	Follow up with participating sectors, and link payment to status reporting	There is a need to further refine and define the process of reporting and payments
Change of SFDA national project manager / coordinator	Document and share project documentation with project team	There was no impact on the project
Unavailability of subject matter experts in certain scientific areas	SFDA to post expert ToR ahead of time to avoid any delay	There was no significant impact on the project
Major changes to project scope	Follow a change management process with signed change requests	There was no significant impact on the project
Language barrier	Careful selection of experts Effective translation/ interpreter service ensured by UNDP if needed	There was no significant impact on the project

4.5 SUSTAINABILITY

Definition:

Within the evaluation framework, sustainability is defined as "the continuation or likely continuation of positive effects from the project after it has come to an end, and its potential for scale-up and/or replication. UNDP-supported projects are intended to be environmentally, institutionally, financially, politically, culturally, and socially sustainable".

The evaluation pursued evidence that the SFDA project's benefits are likely to continue after the end of the project, and it will be maintained in accordance with relevant guidelines (demonstrated in leadership commitment, financial and policy measures). In addition, the report reflects on the extent there are financial, institutional, socio-political, or environmental risks to sustaining long-term project results. The achievements at the (pre)final review are especially relevant regarding the likelihood of continuing the project's advantages, albeit the durability of the achievements is typically too early to determine. However, the evaluator appraised the project's probable sustainability possibilities. The project did not specifically target environmental sustainability, as the initiative was designed as a non-environmental intervention. Additionally, the final evaluation did not remark on any actions which would produce harm or affect the environment.





Main Evaluation Question #5 and findings summary: To what extent are financial, institutional, socio-political, or environmental risks to sustaining long-term project results?

The evaluation established that the project sustainability prospects of the achievements represent a high and positive likelihood towards sustained benefits. In terms of financial and technical sustainability, the prospects are promising, which is the same in institutional sustainability.

4.5.1 Financial sustainability

EQ. 5.1. To what extent are project results likely dependent on continued financial support? What is the likelihood that any required financial resources will be available to sustain the project results?

The financing of the SFDA project was, and continued to be, driven by the KSA Government's commitment to strengthen the SFDA's central role in the health sector. The Government is allocating significant funds to SFDA annually to support operations and development projects. The joint project with UNDP is one of these funded projects. Because the project scope was established in 2011, the SFDA leadership has expressed interest in continuing the collaboration with UNDP to support implementing the fourth strategic plan. As such, while this specific project under evaluation will come to its end (i.e., as it was associated with the third strategic plan of SFDA); there is a great likelihood that the funding of the project areas and priorities will continue to the next period. Demonstrating the project benefits to SFDA and the Government is the main driver of this commitment. On the other hand, since the new project is still at the consultations and endorsement stage; there is clarity on the amount of funding that will be pledged or committed towards the project once the Ministry of Finance approves the project's scope. Considering the scope of the current and new projects, there is a clear indication that the new project builds on the outputs and outcomes of the current project, which is a strong indication of the continuation of benefits in an incremental fashion.

Despite the prospect, there is a clear need to focus on enhancing the partnership environment between UNDP and the Government to materialize the continuation of financing. The issues highlighted in this report shall be considered as means to enhance cooperation, engagement and coordination, which are essential to enhance the confidence of the Government to allocate additional resources to ensure the continuity of UNDP support.

4.5.2 Technical sustainability

EQ. 5.3. To what extent are lessons learned documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?

One of the success factors for this project under evaluation is immense from its evolution around implementing a clear and ambitious strategic plan. The project is a means or tool to support the delivery of already set interventions and actions. In addition, there is a full cycle of review-planning-acting-evaluation within the strategic planning process and the project cycle. The final project evaluation was well aligned with an internal evaluation of SFDA for its third strategic plan and development of the new plan. The review process was inclusive and engaged all SFDA sectors and technical departments in a bottom-up manner. The needs and directions for the new strategic plan were linked to the current position of SFDA and future aspirations. The UNDP's final evaluation of this project and the scoping of the new project were aligned with the SFDA internal processes. The stakeholders' suggestions and recommendations, in addition to the synthesis of findings compared to relevant guidance and international standards, were the basis for the forward-thinking. Maintaining close collaboration on identifying achievements, gaps and lessons learned; incorporating these into decision-making and planning for the next period is an essential element of technical sustainability.





Another important consideration of technical sustainability is the design and objects of the project as capacitybuilding intervention. The fact that the project stakeholders emphasize knowledge transfer as a key strategy for the project implementation; reflects mutual goals to achieve a sustainable technical capacity of SFDA as a result of the project implementation. While there were limited quantitative data to indicate the significance of this aspect of the project outcomes, however; the number of local staff at SFDA who acquired the targeted competencies and expertise is significant (according to feedback from the senior SFDA staff who participated in this final evaluation). Even in cases where the collaboration came to its end between UNDP and SFDA, such an approach for designing the project has been appropriate to establish institutional capacity (systems, structures, staff, expertise, etc.) that will be self-sufficient after the project closure.

4.5.4 SFDA ownership:

EQ. 5.4. What is SFDA authorities' ownership level towards the project?

As explained in section 4.5.1, there is clear evidence that the Government, through the SFDA, possesses a strong commitment and ownership of the project and its leadership. The Government's commitment to sustaining the results of the UNDP support and continuing the initiatives has been consistent since 2011. In addition, the constructive partnership with SFDA (as the hosting entity of the project) also represents important sustainability prospects and, therefore, should not be underestimated. The project is aligned with the national strategies and priorities of SFDA, which is an important consideration to ensure the change process is driven by SFDA leadership. On the other hand, the Ministry of Health's role in this project needed to be clarified. While SFDA possesses an autonomous body with the Government, MOH is still the leading agency in the health sector. As such, its ownership and support of the project are essential. UNDP CO should ensure that MOH representatives on the Project Board are continuously engaged and informed about the progress and addressing any policy issues promptly.

4.5.4 Likelihood of impact

EQ. 5.4. To what extent will target men, women and vulnerable people benefit from the project interventions in the long term?

As highlighted in other sections, the project outcomes contribute to wider social and institutional changes in the Kingdom, inspired by its 2030 Vision. Such a conducive approach in linking the project to its wider context (including addressing gender equality and human rights concerns systematically) is important sustainability consideration. Please refer to section 4.1.1 for further details. The current local context enables and positions the project to achieve and maintain its social impacts as intended. In addition, the intended impact assessment will provide further evidence of the broader impacts achieved or could be attributed to the project and its implementation in the local context.

4.5.5. Risks to sustainability

EQ. 5.5. Are there any social or political risks that may jeopardize the sustainability of project outputs and the project contributions to country programme outputs and outcomes?

EQ. 5.6. Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize the sustainability of project benefits?

The likelihood of sustainability of project outcomes in terms of the key risks is an important consideration for the SFDA project. The biggest challenge and sign of success for the activities, especially for the sustainable products that the project is supporting, will be whether or not the beneficiaries who got better because of the intervention



will keep going after the project is over and the budget is gone. Those associations that took advantage of the things that helped them will have become more productive and competitive over time, which will help them stay around.

At the time of conducting this final evaluation, the evaluator did not find any evidence suggesting any social or political risks that could undermine the longevity of project outcomes. On the contrary, the social and political stability of the context in the Kingdom supports the implementation of the project. Besides, as indicated in section 5.4.3, the Government continued to express commitment and ownership to allow for the project outcomes and benefits to be sustained, given its significance in the current context.

The project document included a well-elaborated risk assessment log with clear plans for mitigating the risks identified by the stakeholders. On the other hand, the implementors of the project, from the UNDP and SFDA side, should update this tool regularly to ensure that emerging risks are identified and addressed promptly. The process is essential as it will continuously identify structural factors that may contribute to poor sustainability of the results and address them in a coordinated process.

One of the elements that need to be considered by UNDP, to ensure the maintenance of collaboration with the Government, in general, is to consider reviewing the overall new legal frameworks, policies, and governance processes introduced by the Ministry of Finance which have clear implications for how SFDA will adapt its financial governing process and regulations. Carrying out such a review will help UNDP CO to identify any potential risks for misalignments and areas for further coordination with the Government in general and with SFDA in particular.





5. CONCLUSIONS

5.1 RELEVANCE

Conclusions and Summary of findings

The evaluation found that the project components were highly relevant (highly satisfactory) to the needs and priorities identified by SFDA and UNDP in the context and implementation. The relevance of the project derived from its focus on addressing UNDP's added value.

5.1.1 Needs identified, selected, and addressed:

- The project succeeded to address the beneficiaries' needs and priorities and a meaningful manner, despite some of the potential areas for improvement as will be highlighted.
- The priorities targeted by the interventions of the project are aligned to the priorities of KSA government.
- There is a need for better alignment between SFDA and UNDP policies and processes to enhance the relevance of the project.
- The project through its contribution to SFDA strategy (which translates the goals of the Saudi Vision 2030 and the National Transformation Program 2020), is contributing to addressing structural aspects to enhance women's empowerment and social inclusion of vulnerable populations.

5.1.2 UNDP response to the needs:

- The project responded significantly and adequately to the needs and demands identified. Stakeholders who participated in the evaluation process all shared a positive perception of UNDP response.
- The changes and adaptations of the project in response to changes in the needs within the context have contributed to maintain the relevance of goals until the last year of the project.
- While the evaluation documented opportunities for enhancing the partnership environment, that did not associate with gaps in relevance of the project but was more related to how UNDP and SFDA stakeholders perceived the means to achieve the same objectives.

5.1.3 Appropriateness of project objectives:

• The evaluation confirmed the general objectives of the project were highly appropriate to the needs of SFDA at the time the project was planned. This included stakeholder analysis and preliminary discussions with all the stakeholders.



5.2 COHERENCE

Conclusions and Summary of findings

The evaluation established that the project (design and strategy) was moderately coherent (moderately satisfactory) to the needs and the local context of SFDA. The evaluation also established that project (design and strategy) was appropriate to the needs and the local context. The coherence of the project was significantly related to its high relevance to the context. However, the project would have benefited from a better implementation approach and adoption of more fitting implementation strategy. The evaluation findings indicating that the project was well connected to its context. The project has demonstrated clear values of effective partnership, interactions, interconnections, complementarity, and coherence in how the project was designed and implemented. The project was successful and effective in alignment and coherence with relevant actors in the context.

5.2.1 Appropriateness of project strategy:

• The change model of UNDP strategy to implement the project were plausibly valid to have enabled UNDP achieving the project objectives and outcomes.

5.2.2 Stakeholders feedback on appropriateness:

- The focus on capacity development and implementation support as particular purpose of the project was considered important by the stakeholders. However, stakeholders flagged the lack of coherence in how the project was implemented through its life span.
- The modifications and changes adopted by UNDP through the implementation life cycle were partially effective to support the project.

5.2.3 Leveraging local resources:

- The extent to which the project connected with local actors varies across sectors and was influenced by the complex structure of SFDA.
- The project was successful in connecting and building good working relationships with all the relevant entities benefiting from the project. However, there was no evidence that the project related to all the key departments at in depth level.

5.2.4 Partnership strategy:

- The project received very positive feedback from all the stakeholders participated in this evaluation regarding the project's role and how the project team connected with them.
- The analysis of the project change theory indicated that the project was very effective on how it worked and collaborated with partner entities and sectors in SFDA.
- The ability of the project team to link and collaborate with partners contributed to many of the achievements made by the project.





5.3 EFFECTIVENESS

Conclusions and Summary of findings

The evaluation findings indicated that the project was effective in achieving its objectives (2021 achievements report). The project was successful in delivery of targeted services, achievement of targeted outputs and influence on patients expected outcomes. However, the monitoring and evaluation (M&E) plan/frame was not fully utilized to report on the project achievements.

5.3.1 Project achievements:

- The project objectives were broad, and vaguely articulated; however, the annual action plan provide more detailed account of output objectives and activities of the project in each year.
- There was not enough evidence to substantiate that the UNDP interventions had unintended negative effects in the local context.
- Project activities were adapted at several intervals during the project in response to identified challenges and the changing context.

5.3.2 Project catalytic effect and unintended effects:

• Given the scope and design of the project, the evaluator recognizes the catalytic nature of this project within its context and how it supports Saudi Government. UNDP has been implementing catalytic projects in other countries and with KSA. Evaluating such nature of projects and understanding how to assess the approach to design and implement effective strategy to produce the desired catalytic effect are part of the learning process for UNDP.

5.3.3 Unintended effects:

The analysis from the limited background review and key informants' qualitative interviews do not demonstrate that the project had any unintended effect (including any negative impacts). Rather, the various stakeholders agreed that the intervention's outlined outcomes had not been fully achieved, due in part to the execution approach of the objectives.

5.4 EFFICIENCY

Conclusions and Summary of findings

The evaluation findings showed that the human, material, and financial resources invested in the project (human resources, thematic capacity strengthening interventions) are adequate and mostly sufficient for reaching the initially planned results. While there were delays in the project's during COVID-19 phase, the project managed to deliver on some of the expected outputs. We conclude that the project was efficient (Satisfactory).





5.4.1 Human resources allocation

• Human resources allocation strategy and decisions to the project were fit-for purpose and aimed at maximizing value and reducing inefficiencies. However, there are some spaces for improvements (e.g., ensure new staff are aware of the POPP, communicate the procedures and policies in clear manner, better handover process, and clearing R&R among the team).

5.4.2 Financial resources optimization

• there is a need for a joint review that aims to identify areas where there are frequent challenges, identify the root causes of these challenges and agree on the way forward to address them.

5.4.3 Implementation efficiency

- There were no significant frequent changes in the focus of the project in terms of project strategies. This may reflect good coherent of change model since the start of the project.
- The situation created because of the COVID-19 pandemic has not contributed to significant disruptions in the implementation.

4.5 SUSTAINABILITY

4.5.1 Financial sustainability

- ✓ The financing of the SFDA project was, and continued to be, driven by the KSA Government's commitment to strengthen the SFDA's central role in the health sector.
- ✓ Demonstrating the project benefits to SFDA and the Government is the main driver of this commitment. Considering the scope of the current and new projects, there is a clear indication that the new project builds on the outputs and outcomes of the current project, which is a strong indication of the continuation of benefits in an incremental fashion.

4.5.2 Technical sustainability

- ✓ This project's success is largely due to its clear and ambitious strategic plan. The final project evaluation aligned with SFDA's third strategic plan and new plan development. The bottom-up examination included all SFDA sectors and technical units.
- ✓ The project's design and capacity-building objectives are vital for technical sustainability. The project stakeholders highlight knowledge transfer as a critical technique for project implementation to build a sustainable technical capability of SFDA.

4.5.4 SFDA ownership:

✓ Since 2011, the government has been committed to maintaining UNDP results and extending projects. The positive relationship with SFDA (the project's host) also indicates excellent sustainability prospects.

4.5.4 Likelihood of impact

✓ The current local context enables and positions the project to achieve and maintain its social impacts as intended.





4.5.5. Risks to sustainability

- ✓ The final evaluation found no evidence of social or political hazards that could compromise project achievements. Social and political stability in the Kingdom support project implementation.
- ✓ The project document includes a detailed risk assessment record with explicit mitigation plans. UNDP and SFDA should update this tool regularly to identify and resolve developing hazards.
- ✓ UNDP must assess the entire new legal frameworks, policies, and governance processes introduced by the Ministry of Finance, which have significant implications for how SFDA would adjust its financial regulating process and laws.

5.6 Lessons learned:

- A common agenda: A common understanding of the challenges, a shared vision for success, and a shared strategy for change will all support enhancing effective partnerships between UNDP and the SFDA.
- **Mutually reinforcing activities**: A diverse set of stakeholders, typically across all SFDA sectors, coordinate a set of differentiated activities through a mutually reinforcing plan of action.
- **Continuous communication**: All project implementors (in UNDP and SFDA) should engage in frequent and structured open communication to build trust, ensure mutual objectives, and create common motivation.
- **Backbone support**: technical staff dedicated to the project is essential and provides ongoing support by guiding the project strategy, supporting aligned activities, establishing shared measurement practices, building public will, advancing plans, and mobilizing resources.
- Shared standards and measurement: Agreement on the ways success will be measured and reported, with a short list of common standards and process indicators identified and used for learning and improvement.





6. **RECOMMENDATIONS**

Recommendations to improve the Relevance:

- 1. UNDP CO to manage expectations on what is possible and what is not possible for contributions through the UNDP project. The UNDP CO project team must clarify and communicate UNDP's role and avoid over-promise for obligations outside the project's scope.
- 2. UNDO and SFDA to ensure that the Department of International Cooperation (of SFDA) is leading and coordinating all of the external collaboration efforts. That will ensure more sustainable work in this area and avoid duplication of efforts.
- 3. SFDA and UNDP CO to agree on fix calendar for organizing the annual Board meetings and the proceeding steps to agree on the amendments of the annual plans. The agreed-upon changes must be included in the annual SFDA workplan that the Ministry of Finance approves to ensure that all stakeholders are aligned on one reference document.

Recommendations to improve the Coherence:

- 4. UNDP CO continuously identifies and builds on potential leverage points to advance the partnership with SFDA.
- 5. UNDP CO to assess possibilities for enhancing the coherence of its implementation policies (guided by the POPP) to align more with the policies that govern SFDA as a governmental body. Aspects of financial and audit requirements defined by the Ministry of Finance need to be discussed between the two partners and seek how to enhance the alignment of the procedures and requirements to manage the project.
- 6. UNDP CO to ensure the stability of the project support in the short and long term and retention of staff supporting the project.
- 7. UNDP CO and SFDA to discuss and agree on establishing additional focal points for the project in the Strategy Office and the Department of International Cooperation.
- 8. UNDP CO to communicate and simplify the relevant requirements of the POPP in an effective manner, as well as the available flexibilities in a manner that provides options to find solutions (especially for frequent challenges).

Recommendations to improve the Effectiveness:

- 9. SFDA and UNDP CO to collaborate on designing and implementing a comprehensive impact analysis in 2023.
- 10. SFDA to highlight areas that need additional support through the project to strengthen internal and external communication as outlined in the strategic plan.
- 11. UNDP CO to provide briefing and orientation for 'new' experts about UNDP and its working system and payment mechanism (as part of the negotiation or the onboarding).
- 12. UNDP CO and SFDA to focus on developing a clear scope of work (TOR) of the experts based on consultations between technical officers in both SFDA and UNDP.
- 13. SFDA and UNDP CO to consider the possibility of changing terms used to monitor progress on expenditure tracking (e.g., add the term committed to taking into considerations fund committed to experts following contract signature).

Recommendations to improve the Efficiency:

14. SFDA and UNDP CO to explore recruiting additional staff at the Technical Advisor level who can support the implementation of the new project.





- 15. UNDP CO to seek continuous engagement of international senior UNDP experts (from different global and regional units) to ensure support is provided to project staff, including hands-on guidance for applying techniques and strategies required to handle challenges encountered during the project's previous phase.
- 16. UNDP and SFDA to agree on the best approach to address challenges related to the management of payments. Options may consider:
 - (1) Regular cash flow assessment and proactive management,
 - (2) Upfront and adequate planning,
 - (3) Sharing of information as early as possible,
 - (4) Develop and use checklists to assess completion and compliance in advance,

(5) Creation of joint simple tracking tools beside Finance Portal Tracking (e.g., excel sheets or other collaborative digital applications).

- 17. SFDA and UNDP CO are to work closely to monitor and update the Risk Log regularly (quarterly if feasible) and ensure the mitigation actions are monitored and effective.
- 18. SFDA and UNDP CO to agree on areas that require establishing Standard Operating Procedures (SOPs) to clarify how routine procedures will be managed.

Recommendations to improve the Sustainability:

- 19. The project document includes a detailed risk assessment record with explicit mitigation plans. UNDP and SFDA should update this tool regularly to identify and resolve developing hazards.
- 20. UNDP must assess the entire new legal frameworks, policies, and governance processes introduced by the Ministry of Finance, which have significant implications for how SFDA would adjust its financial regulating process and laws.





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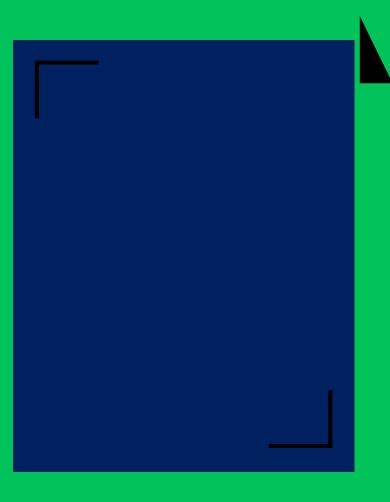




6.2 ANNEXES

Attached as separate files.

- Annex I: Terms of Reference
- Annex 2: Evaluation matrix
- **Annex 3: Project Logical Framework**
- **Annex 4: Evaluation Rubric**



Final Evaluation of UNDP Project: Support of SFDA Third Strategic Plan Implementation