

Independent Evaluation Division

# Independent Mid-Term Evaluation of **UNIDO's Programme for Country Partnership (PCP)**



UNITED NATIONS  
INDUSTRIAL DEVELOPMENT ORGANIZATION

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## Abbreviations and acronyms

CP	UNIDO Country Programme
CITEs	Innovation and Technology Centres (Peru)
CRP	Conference Room Paper
DaO	Delivering as One UN system
DFI	Development Finance Institution
EIB	European Investment Bank
EU	European Union
FDI	Foreign Direct Investment
GC	General Conference
GEF	Global Environment Facility
GTP	Growth and Transformation Plan (Ethiopia)
HQ	Headquarters
IADB	Inter-American Development Bank
IAIP	Integrated Agro-Industrial Parks (Ethiopia)
IEV	UNIDO Independent Evaluation Division
IIP	Integrated Industrial Park (Senegal)
ISID	Inclusive and Sustainable Industrial Development
ITPO UNIDO	Investment and Technology Promotion Offices
KPI	Key Performance Indicator
MoF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
MoI	Ministry of Industry
MoU	Memorandum of Understanding
M&E	Monitoring and Evaluation
NSC	National Steering Committee
OECD	Organisation for Economic Cooperation and Development
ODA	Official Development Assistance
PCP	Programme for Country Partnership
PDWG	Private Sector Development Working Group
PIU	Project Implementation Unit
PRODUCE	Ministry of Production (Peru)
PSE	Plan Senegal Emergent
SAP	Data Management System
SDGs	Sustainable Development Goals
SEZ	Special Economic Zones
SNI	National Society of Industries (Peru)
SWOT	Strengths, weaknesses, opportunities, and threats
TC	Technical Cooperation
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNDAF	UN Development Assistance Framework
UNIDO	United Nations Industrial Development Organization
UR	UNIDO Representative
USD	United States Dollars
WB	World Bank

## Glossary of evaluation-related terms

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

# Executive summary

## UNIDO PCP background

Since the adoption of the Lima Declaration by UNIDO's Member States and the 2030 Agenda for Sustainable Development of the UN, UNIDO is focusing its efforts on the implementation of this mandate to support its Member States towards enhanced inclusive and sustainable industrial development (ISID). To this end it has been developing and piloting a new programmatic framework, called the Programme for Country Partnership (PCP). The PCP is an innovative model for accelerating inclusive and sustainable industrial development in Member States focusing on sectors with high growth potential. The PCP seeks to build synergies with government and partner interventions and is meant to mobilize partners and resources to achieve larger development impact. UNIDO introduced the PCP in mid-2014 and launched a pilot phase in 2015 in Ethiopia and Senegal and in 2016 in Peru.

## Evaluation purpose and objectives

The mid-term evaluation is a forward-looking assessment based on a rather short pilot phase (since mid-2014) with the purpose of drawing lessons from the implementation of the pilot phase of the PCP in order to support achieving stated strategic objectives and identify areas for possible improvement. The objectives of the mid-term evaluation of UNIDO's PCP Concept are to (1) assess the relevance and effectiveness of the PCP concept to UNIDO's ISID mandate and global 2030 Agenda of the UN, (2) assess whether the implementation of the PCP concept and the pilot phase in the three pilot countries Ethiopia, Senegal and Peru are likely to lead to achieving the expected outcomes, (3) assess whether UNIDO's different roles / tasks in the PCP context, as well as the related models of engagement are conducive to the achievement of the expected outcomes, and (4) assess the potential of the PCP concept for UNIDO's future mainstream interventions at

the country level and, based on the lessons learned, make recommendations for future improvement of the PCP concept.

## Subject and scope of the evaluation

The mid-term evaluation encompasses (a) the concept of the PCP, with a focus on policies, strategies and processes that affect the design, development, implementation and monitoring of PCPs, (b) the implementation of the pilot phase at UNIDO headquarters; (c) the implementation of the PCP in the three pilot countries Ethiopia, Senegal and Peru. The scope of this evaluation in terms of time frame is from 2015 to September 2017.

## Evaluation methodology

The evaluation framework with the evaluation criteria, questions and sub-questions was developed by the evaluation team to provide the main analytical framework of this evaluation. The main data analysis methodology used in this evaluation is based on the theory of change. The data sources were the results from interviews and evaluation team observations in the three pilot countries on the one hand and at UNIDO headquarters on the other hand. Stakeholders and UNIDO documents were key sources of data. The pilot country visits to Ethiopia, Senegal and Peru were the main part of the evaluation process. The evaluation team also conduct interviews at UNIDO headquarters as well as a SWOT analysis workshop.

Limitations: While the three PCP pilot countries provide the key evidence base, this evaluation did not conduct three full-fledged PCP pilot country evaluations. What is more, the evaluation was challenged by the fact that the three pilot PCPs were at various stages, i.e. implementation had not yet began in Peru, while significant work had been deployed in Ethiopia and Senegal. Thus, the evaluation focus was put on the identification of cross-cutting lessons for improving the Programme for Country Partnership.

## Main findings

### **Rational and relevance of the PCP:**

Governments share the Director General's vision and the PCP objective to accelerate industrial development of programme countries. Ownership and alignment of the PCP to national development plans are such, that governments do not perceive the PCP as a UNIDO planning tool, but rather as their own instrument to pursue part of the industrial development agenda.

**PCP approach:** Comprehension by UNIDO staff of the PCP concept varies. While some staff see the PCP to be very similar to the standard UNIDO country programmes (CPs), others view the PCP to be very different. The evaluation team found that the PCPs on the one hand are similar to CPs in terms of the services of UNIDO to the recipient countries are in the format of technical assistance; while on the other hand PCPs are very different from CPs as a) UNIDO has a significantly enhanced role as advisor, coordinator and convener compared to CPs at the country level, b) UNIDO TC projects are supposed to contribute to leveraging large scale investment and intensive efforts have been put on creating synergies with development partners, c) PCPs are much larger in terms of funding requirements (to be mobilized by governments with cooperation of UNIDO), d) 'parallel funded' activities constitute the lion share of PCP activities and UNIDO TC projects amount to only a fraction of the total PCP funding requirements e) PCP flagship projects are much larger than standard UNIDO TC projects, and f) UNIDO internally sets up a team led by a team leader to coordinate not only development of PCP but also implementation of PCPs. An explicit theory of change was not formulated when launching the PCP.

**Priority sectors, thematic focus, gender dimension:** Industrial parks are one of the key thematic priorities in all three PCP pilot countries. Thematic focus on selected priority sectors and the reduction of project

fragmentation are an ongoing challenge. Gender is not a particularly strong priority in the PCP pilots.

### **Milestones, UNIDO support, implementation challenges:**

Some significant milestones have been achieved - like for example the cornerstone inauguration of three agro-industrial parks in Ethiopia - and most of the UNIDO TC projects are implemented according to plan. However, most of the large countries' PCP related flagship projects like the Modjo Leather City in Ethiopia or the agro poles and the mining hub in Senegal have not started with the implementation phase yet. There are several implementation challenges: in some instances, government capacities to implement specific large-scale projects and mobilize the necessary large-scale funding and UNIDO's organizational set up.

### **UNIDO's organizational set up and sustainability:**

While the support structure at headquarters is similar for the three PCP pilot countries, the support structure at the country level varies. The three pilots show that coordination and management of PCPs requires a different way of using human resources both at country level and at UNIDO headquarters. UNIDO internal coordination works particularly well during the PCP inception phase. During the implementation phase UNIDO project managers appear to be operating rather independently. The role of the UR is unclear if not at the same time PCP team leader (Senegal). Sustainability of organizational set up uncertain.

### **Mobilisation of large-scale public and private investment:**

Roles and responsibilities with regard to fundraising are not clearly defined between governments and UNIDO. Since resources mobilisation from public and private sources requires significant amount of time, within the 2 years of implementation of pilot PCPs large-scale resources have - with some exceptions - not materialized yet. In addition, interviewees voiced concerns as to the extent to which

UNIDO has the in-house competence to support governments in approaching the development finance institutions (DFIs) for 'parallel funding'. Fourth, the shortage of seed-money on UNIDO's side has negatively affected UNIDO's ability to prepare full-fledged project proposals.

**Steering mechanism, monitoring & reporting:** National steering mechanisms/committees have been put in place. They have the overall oversight responsibility, including the monitoring of progress in achieving PCP milestones and objectives. There is no systematic monitoring of and reporting on targets as established in the results frameworks.

**Contribution to development results:** Based on the theory of change analysis, it seems likely that the PCP's contribution to development results will be smaller by 2020 than what was originally planned. This is because targets and timeframes were very ambitious in the first place. In addition, the mobilization of large-scale public and private resources is more challenging and time consuming than anticipated.

## Conclusions

**PCP relevance:** UNIDO's PCP is on the right track 'to extend the impact of UNIDO's technical cooperation and accelerate inclusive and sustainable industrial development in Member States'- the PCP objective. As such, the PCP is fully in line and consistent with the UNIDO ISID mandate. UNIDO should carry the PCP approach forward to foster achievement of SDG 9 as it unites the features put forward in the Agenda 2030 for sustainable development, i.e. country leadership and partnerships.

The PCP is also an opportunity for UNIDO to play a significantly more important role in the development of programme countries, compared to the traditional cooperation

modality which is focussing on the implementation of rather small and at times disconnected technical assistance projects in the context of country programmes or standalone projects, albeit without playing an integrated advisory role to Governments on industrial development.

**From planning to implementation:** The first two years of the pilot PCPs currently under implementation have been dominated by planning and feasibility activities. It is now high time to accelerate implementation by governments and partners, in particular of the flagship projects. While the PCP is more than the flagship projects, they make the PCP distinctively different from the standard UNIDO country programmes especially in terms of scale. This therefore requires particular attention. UNIDO has to be ready to provide complementary assistance and accompany implementation. However, UNIDO needs to make clear to partner governments its capabilities as well as its financial and technical limitations.

**Risks and expectations:** There is a significant risk that the pilot PCPs currently under implementation will not meet the expectations. First, because the objectives in the pilots are very ambitious and the expectations are very high. Second, the PCP flagship projects require significant investments from public and private partners. However, the resource mobilisation is a lengthy time-consuming process. While there are some positive signs and advanced negotiations, a 'Copernican' shift with regard to the mobilization of large-scale public and private investment has yet to take place.

**Role of UNIDO in mobilizing partners and additional large-scale resources:** The stated objective of the PCP to mobilize external partners and additional resources in order to extend the impact of UNIDO's technical cooperation and accelerate inclusive and sustainable industrial development in

Member States<sup>1</sup> creates to some extent wrong expectation, in the sense that UNIDO could be perceived as being capable and direct responsible of mobilizing additional resources for governments. While this is possible for UNIDO TC projects, the mobilization of 'parallel' funding is primarily the responsibility of the government. UNIDO only has a supportive role. This needs to be made much clearer in order to avoid wrong expectations.

**PCP working modality:** The PCPs pilots are overambitious, and in order to succeed, UNIDO requires a different working modality. A new working modality requires that the PCP leadership from UNIDO side must be at the country level. PCP leadership requires first and foremost 'personal stature' in the sense of interacting at high level with ministers, representatives of development partners in particular the heads of the development finance institutions (DFIs) and CEOs of private companies. This requires seniority and convening authority. Naturally, this 'key high level role has to be played by the UNIDO Representative, the most senior UNIDO representative in a country. However, the required 'talent' may not be available in abundance among UNIDO staff. Moreover, in many countries UNIDO does not have an in-country UNIDO Representative in the first place. This poses a major challenge for UNIDO for the rollout of the PCP to additional countries. The challenge might be mitigated to some extent by a national PCP coordinator with the required 'personal stature'.

The UNIDO Representative (or similar) requires a strong support team that reports directly to him/her and not to headquarters. First, the UR must be supported by a strong 'Chief Operating Officer' who can manage the operational side of the PCP and can interact with stakeholders at the technical level. In addition, the country team may require fundraising facilitation competencies, in

particular with regard to the requirements of the DFIs. Interaction with DFIs must be backed by strong support from UNIDO headquarters. TC project managers should also report and be accountable to the UR, i.e. the PCP team leader.

New TC projects must be in line with the PCP priorities and must be seen as facilitators of large-scale PCP flagship programmes. Traditional bilateral donors have to be convinced that in PCP countries, contributions have to directly support the achievement of PCP objectives as defined by the programme country governments.

The new working modality also requires a different approach to the private sector. The current PCPs are focused on government priorities and interaction. The private sector requires a stronger voice and engagement in the PCPs. UNIDO has to support governments in reaching out and engaging with the private sector.

**PCP seed money:** The securing of financial resources to kick-start the PCP requires the utmost attention. It is a key element in the PCP equation. The underfunded Partnership Trust Fund is a serious constraint to accelerate the PCP implementation in some of the pilot countries.

**Additional PCPs:** Should the PCP be rolled out to many more countries? While in principle UNIDO's PCP approach is on the right track, several conceptual and structural issues need to be addressed as showed above, before the PCP should be rolled out to more countries.

Once the conceptual and structural issues are addressed, UNIDO should end the PCP pilot phase and make the PCP an official modality, in addition to other cooperation modalities that may be kept for Member States which (a) do not wish to adopt the PCP because they consider the PCP to demanding or too risky, or (b) which do not meet the necessary pre-conditions (i.e. strong government

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1 GC.16/CRP.5, para. 3.

ownership, financial resource allocation by government to PCP, capacity to take the leadership, basic infrastructure).

PCPs offer excellent features to standard UNIDO country programmes. These are:

- a) high level 'alliance' with government,
- b) enhanced policy advisory role of UNIDO,
- c) coordination support provided by UNIDO,
- d) enhanced convening role of UNIDO,
- e) UNIDO support in resource-mobilisation for parallel funding. Standard UNIDO country programmes could incorporate some of these features on a selective, demand driven basis.

## Lessons learned

### Encouraging lessons

- 1. Mutual commitment:** The mutual commitment to the PCP at the highest government level and by the Director General of UNIDO is indispensable and provides a strong foundation for the programme for country partnerships.
- 2. Development partners:** Development partners in general welcome the PCPs and are in principle interested to contribute.
- 3. Flagship projects:** Having the PCP contribute to a few large-scale government flagship projects - like for example the Modjo Leather City in Ethiopia - which are significantly larger than traditional UNIDO TC projects is a good practice. It gives the PCP a much larger scale compared to traditional country programmes, and signals clear focus and strong visibility.
- 4. UNIDO's role:** The PCP in the three pilot countries shows that UNIDO can play a more prominent role with regard to industrial development of a country. UNIDO is a highly trusted and appreciated partner.
- 5. UNIDO technical assistance (TC):** UNIDO TC is also seen as highly relevant in PCP countries, but mainly to facilitate large-scale investment and less stand-alone projects.

### Challenging lessons

- 6. PCP as mechanism to mobilize resources:** Winning development partners to participate in the PCP with large-scale resources has proved challenging and more time-consuming than expected by stakeholders.
- 7. Country presence:** A strong UNIDO country presence is paramount for the implementation of the PCPs.
- 8. Expectations:** National stakeholder expectations vis-à-vis the PCP are high. Clear definition of realistic expectations between the Government and UNIDO in terms of roles and responsibilities is important.
- 9. Risks:** The overall success of PCP is closely associated with the success of the flagship projects. If the very large-scale and complex projects do not succeed, the PCP's are at risk, as are the governments' and UNIDO's reputation.
- 10. Timeline:** The development and implementation of a PCP takes considerable more time compared to a standard UNIDO country programme. A five year timeframe to achieve the envisaged large scale development results is so far unrealistic.
- 11. Implementation of large-scale projects:** The capacity of UNIDO to support the implementation of large-scale projects, such as the establishment of agro industrial parks, is a challenge. In cases where government funding is granted with no DFI component, UNIDO could assist and accompany the government in availing itself Project Implementation Units (PIU) like services.
- 12. Project alignment:** Close alignment of ongoing and new UNIDO TC projects to the PCP priority sectors remains a challenge.
- 13. Private sector:** The private sector needs to be much more involved in the PCPs in order to ensure they come fully on board.

## Recommendations

UNIDO's PCP approach is on the right track (country-owned and consistent with the Agenda 2030 for Sustainable Development and with UNIDO ISID policy) and UNIDO should carry the concept forward to foster achievement of SDG 9, albeit fine-tuning the approach and incorporating the following recommendations as well as the lessons learned of the pilot phase.

### PCP approach related recommendations:

1. UNIDO should better define the PCP in order to establish realistic expectations. The following elements should be clearer defined:

- a. The indicative nature of the financial framework.
- b. The inclusion of 'parallel funded' activities of other actors.
- c. Governments overall responsibility for the PCP, in particular regarding resource mobilisation for 'parallel funding' and lead responsibility for the implementation of the large-scale 'parallel funded' projects.
- d. UNIDO's supportive role in the PCP, in particular regarding UNIDO's supportive role in resource mobilisation for 'parallel funding' and UNIDO's supportive role in the implementation of large-scale 'parallel funded' projects.
- e. Accountability for achieving results. Clearly define in each PCP to what extent UNIDO is accountable for achieving results, in particular for UNIDO TC projects (high accountability) and 'parallel funded' activities (low accountability).
- f. The long-term horizon of a PCP in particular for higher level results (5-10 years or more).

2. UNIDO to develop a theory of change for the PCP in order to explain to stakeholders the PCP's approach and intervention logic and the pathway to impact, in particular the hierarchy of objectives.

3. UNIDO and PCP country governments to improve the PCP logical frameworks and the monitoring of the PCP framework. The following elements need to be addressed:

- a. Establish realistic indicator-targets and timeframes for higher level results (outcomes and impact).
- b. Establish accountabilities for achieving results (who is accountable for what, i.e. government, UNIDO, development partners).
- c. Use and make explicit reference to UNIDO KPIs where possible (e.g. number of jobs).
- d. UNIDO should develop and establish a PCP monitoring framework to at PCP programme level in order to allow management consistency, clarity and aggregated results reporting.

### Recommendations related to structure and capacity:

4. UNIDO to strengthen the PCP lead from UNIDO's side at the country level and assure a strong UNIDO country presence in PCP countries. The 'high level' leadership requires an experienced senior UNIDO staff member, e.g. a UNIDO Representative or similar.

In order to strengthen country based leadership it is necessary that UNIDO TC project managers also report to the UNIDO Representative (or similar).

The 'high level' PCP leader should be supported by a strong and dynamic 'Chief Operational Officer' responsible for the operational side of the PCP and the interaction with stakeholders at the technical level.

5. UNIDO should strengthen its capacity at the country level to support the resource mobilisation of Member States for PCP 'parallel funding', in particular funding from development financial institutions (DFIs). UNIDO headquarters should support the work done at the country level with regard to the DFIs.

6. UNIDO should keep advising and accompanying Member States in the implementation of large-scale PCP projects. While implementation responsibility is clearly with the government, UNIDO should go beyond providing feasibility studies or business plans, and being ready to provide technical assistance/technical cooperation as needed in line with its ISID mandate.

**Recommendation related to private sector:**

7. Member States (PCP countries) to give the private sector a stronger voice in the PCPs at the country level in particular during the design phase in order to facilitate large-scale private investment later in the process. UNIDO could further facilitate this process as needed.

**Recommendations related to the expansion of the PCP:**

8. Incorporate as much as possible the key PCP features in all UNIDO different modalities of technical cooperation or services to its member states. Keep the other cooperation modalities as needed, for Member States which (a) do not wish to adopt the PCP because they consider the PCP too demanding or too risky, or (b) which do not have the necessary pre-conditions (i.e. strong government ownership, financial resource allocation by government to PCP, capacity to take the leadership, basic infrastructure).

9. As the PCPs require a different way of using UNIDO capacities and resources, in particular at the country level, UNIDO should cautiously expand the PCPs to more programme countries. This allows for further organizational learning and further addressing the areas for improvement.

10. UNIDO and Member States to upgrade the current different approaches of cooperation by incorporating - in a modular manner - key features of the PCP.

11. Member States (PCP countries and donor countries) should support the PCP through UNIDO TC projects and/or the UNIDO Partnership Trust Fund.

# 1. Introduction

The UNIDO Executive Board in February 2017 mandated the Independent Evaluation Division (ODG/EVQ/IEV) to conduct a thematic mid-term evaluation of UNIDO's Programme for Country Partnerships (PCP). The Independent Evaluation Division prepared the terms of reference (TOR) for this evaluation (25 May 2017). Based on the TOR, the evaluation team prepared an inception report (22 June 2017). Based on the TOR and the inception report, this mid-term evaluation was conducted by a team of independent evaluators with the support of the UNIDO Evaluation Division.

## Evaluation purpose and objectives

The purpose of the mid-term evaluation is to draw lessons from the early implementation of the pilot phase of the Programme for Country Partnership (PCP) in order to further improving the PCP. The mid-term evaluation is a forward-looking assessment based on a rather short pilot phase (2015-2017) with a view to support achieving stated strategic objectives and identify areas for possible improvement. As such, it is a formative evaluation.<sup>2</sup>

The objectives of the mid-term evaluation of UNIDO's PCP Concept are the following:

1. Assess the relevance and effectiveness of the PCP concept to UNIDO's ISID mandate and global 2030 Agenda of the UN.
2. Assess whether the implementation of the PCP Concept and the pilot phase in the three pilot countries Ethiopia, Senegal and Peru are likely to lead to achieving the expected outcomes.
3. Assess whether UNIDO's different roles / tasks in the PCP context, as well as the related models of engagement are conducive to the achievement of the expected outcomes.

4. Assess the potential of the PCP Concept for UNIDO's future mainstream interventions at the country level and, based on the lessons learned, make recommendations for future improvement of the PCP Concept.

## Subject and scope of the evaluation

The mid-term evaluation encompasses:

- The concept of the PCP, with a focus on policies, strategies and processes that affect the design, development, implementation and monitoring of PCPs;
- The implementation of the pilot phase, in particular, the roles of UNIDO headquarters and field offices;
- The implementation of the PCP in the three pilot countries Ethiopia, Senegal and Peru, including the organizational arrangements and coordination of UNIDO services within UNIDO and at country level within the context of the PCP concept.

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<sup>2</sup> A formative evaluation looks into the ways in which a program, policy, or project is implemented. It examines whether or not the assumed 'operation logic' corresponds with actual operations and identifies the (immediate) consequences the implementation (stages) produces. This type of evaluation is conducted during the implementation phase of a project or programme. ... One type of formative evaluation is a mid-term or mid-point evaluation. ... The purpose of a midterm evaluation is to help identify which features are working well and which features are not. (The Road to Results, The World Bank, 2009, p.9)

The scope of this evaluation in terms of time frame is from 2015 to September 2017.

### Key evaluation questions

The key evaluation questions which guide this evaluation are the following (see additional sub-question in the evaluation framework (Annex 1):

<b>Evaluation criteria and questions</b>
<b>Relevance</b>
i. To what extent are the objectives of PCP valid?
Objectives: "To mobilize external partners and additional resources in order to extend the impact of UNIDO's technical cooperation and accelerate inclusive and sustainable development in Member States."
ii. Are the activities and outputs of PCP consistent with the overall goal and the attainment of its objectives?
iii. Is the PCP concept perceived as the most appropriate strategy for partner countries' governments to achieving their sustainable industrial development objectives and contribute to the implementation of the Agenda 2030? How strong is the ownership of the instrument by partner countries' governments?
iv. Within the aid architecture, what is the relation of the PCP concept in the pilot countries to the respective UNDAF processes and other UN as well as non-UN development planning and coordination mechanisms relevant to ISID?
<b>Effectiveness</b>
i. What are the key results and benefits of the PCP concept for UNIDO and for the three pilot countries? To what extent have the expected results been achieved or are likely to be achieved, in particular with regard to the four key dimensions of the PCP concept?
ii. Is the PCP concept reaching the set milestones on the way to the ultimate goal of supporting governments?
<b>Efficiency</b>
i. Is the actual institutional organizational set up, i.e. organizational structure, functions, roles, responsibilities and availability of human and financial resources, adequate for developing and implementing the PCP concept currently in (a) the three pilot countries and (b) further in a significant number of additional countries?
ii. Are the institutional assets (e.g., policies, processes, tools and indicators) available for the PCPs to actually report on how they contribute to UNIDO's ISID mandate and the SDGs? How can UNIDO on the corporate level report on the achievements of the PCPs?
iii. If the PCPs are actually creating a much larger development impact than the traditional CPs and stand-alone projects, can UNIDO report this systematically to its member states and partners?
<b>Sustainability</b>
i. How robust are the organizational arrangements, systems/tools and methods put in place by UNIDO to disseminate the PCP to other countries?
Cross cutting issues
i. To what extent have gender issues been addressed within the PCP concept?
<b>Good practices/lessons</b>
i. What recommendations and lessons can be drawn from the PCP implementation in the three pilot countries?
ii. What is the potential of the PCP Concept for UNIDO's future interventions at the country level?
iii. Can varying interventions at country level converge into a single engagement concept? How should and could stand-alone interventions, country programmes and PCP programmes converge?
iv. What lessons can be learned to best engage with other partners?

## 2. Evaluation methodology

### Evaluation Team

The evaluation was conducted by a team of independent international evaluators, i.e. Mr. Urs Zollinger (Team Leader), Ms. Silvia Alamo and Mr. Cristóbal Vignal; and the participation of Ms. Simone La Rosa Monier from the UNIDO Independent Evaluation Division.

### Analytical framework and theory of change

The evaluation framework with the evaluation criteria, questions and sub-questions (Annex 1) provides the main analytical framework of this evaluation. Data was collected, analysed and processed along these criteria and questions. The evaluation framework lists source of information and the data collection methods, as well as the data analysis methods.

The main data analysis methodology used in this evaluation is the theory of change analysis (Chapter 4). A theory of change methodology is used for different reasons. First, as an explicit theory of change was not formulated when launching the PCP, the development of a theory of change retrospectively helped the evaluation team as well as the evaluation stakeholders to better understand the PCP concept. Second, the theory of change provides an analytical framework against which the PCP can be assessed. Third, since this evaluation is a mid-term evaluation, expected results are not achieved yet. The theory of change allows for assessing the likelihood that expected results will be achieved in future.

The results of the theory of change analysis provide a basis to answer the main evaluation questions.

### Data collection and analysis process

The data collection and analysis process is visualized in Figure 1.

The *data sources* were the three pilot countries on the one hand and UNIDO headquarters on the other hand. Stakeholders were a key source of data. The evaluation team conducted a stakeholder mapping and sampling in order to identify the stakeholders for interviews from a quite large universe of potential informants. Selected projects visits of PCP initiative projects provided another source of information. Finally, UNIDO documents were the third main source of data.

Data was *collected* through interviews in the three pilot countries and at headquarters (Annex 3), an internal SWOT<sup>3</sup> analysis workshop at headquarters, project visits/ observations and content analysis of documents. Especially the SWOT analysis workshop emphasised the participatory nature of this formative evaluation.

Data collected was *analysed* in different steps. First, for each country, a country case study was prepared following a predefined template. The country case study included a theory of change assessment for each country and assessment of the evaluation questions for each pilot country.

In a second step, the three country case studies were compared, aggregated and cross-checked with data collected at headquarters. At this point, the overall PCP theory of change was assessed leading to overall findings, conclusions and recommendations.

### Pilot country and headquarter visits

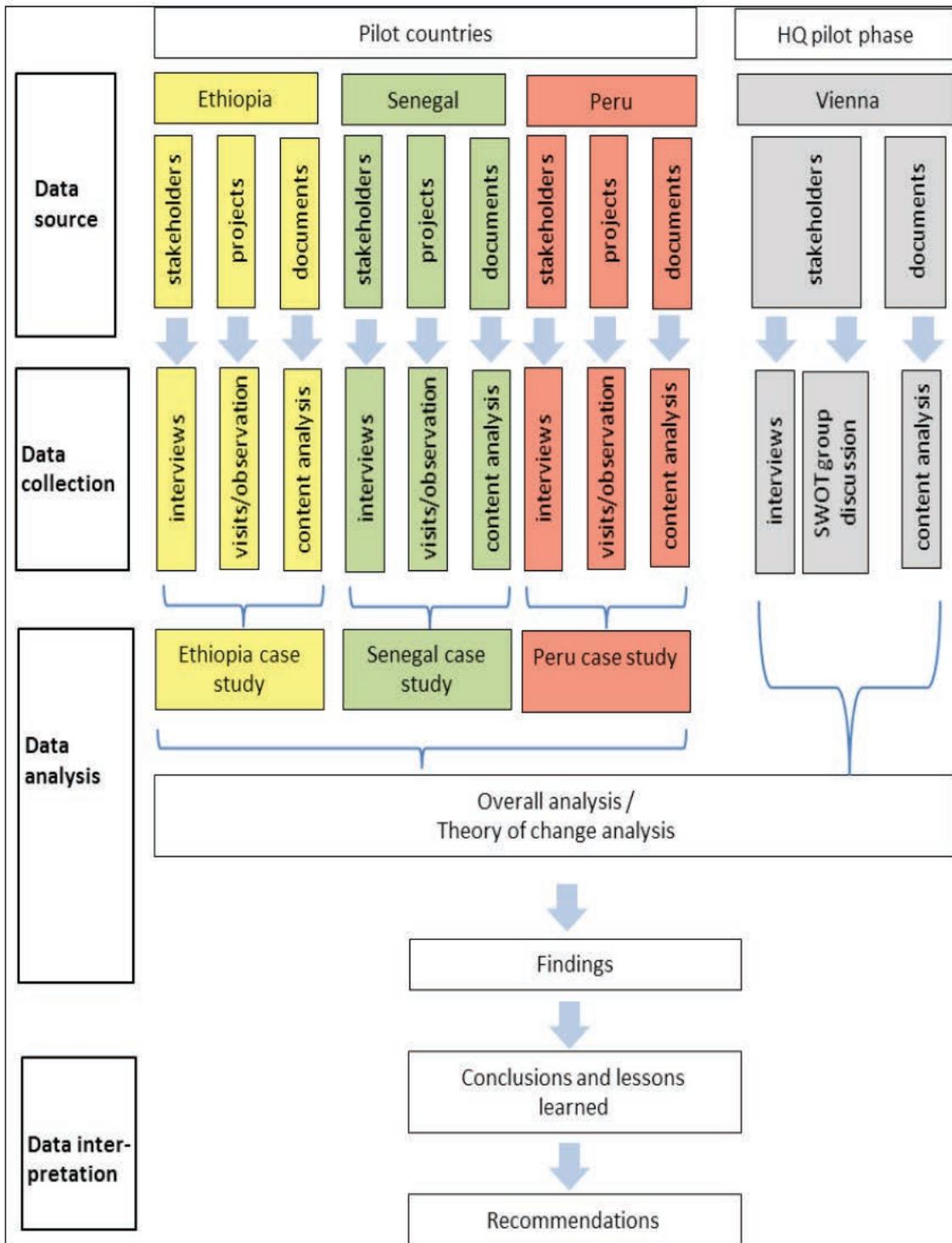
As shown above, the pilot country visits were a key element in the evaluation process. Each country was visited by a team of at least two international evaluators, in order to strengthen the data collection capacity and to assure impartiality. Each evaluator had the lead for one pilot country and was responsible for the respective country case study.

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3 SWOT = strengths, weaknesses, opportunities, and threats

The entire evaluation team visited UNIDO headquarters in June 2017 in order to conduct interviews and the SWOT analysis workshop.

**Figure 1: Data collection and analysis process for the PCP mid-term evaluation<sup>4</sup>**



<sup>4</sup> Source: Evaluation team

## Limitations

The theory of change approach has its limitations. It can't take all factors that influence the success of an intervention logic into account. Reality is too complex. Therefore, the theory of change used for this evaluation is – like any other theory of change - only an approximation of reality. Still, having tested the theory of change in three pilot countries, the evaluation team is confident that the results are approximately a reflection of reality.

While the three PCP pilot countries provide the key evidence base, this evaluation did not conduct three full-fledged PCP pilot country evaluations. This would have been beyond the scope of this evaluation (the evaluation teams spent five days only in each country). This mid-term evaluation focussed on the corporate level, i.e. the question to what extent the PCP – as a concept – is working. Consequently, the evaluation did not assess the relevance of the selected thematic priorities in each pilot country or progress of individual projects. Rather, the focus was on the relevance of the PCP as a concept and the extent to which the PCP is likely to contribute to development results.

The following issues presented challenges for this evaluation:

a) The approach to designing the PCP was different, i.e. while the PCPs in Ethiopia and Senegal commenced after Government signature, three stages were identified in the Peru PCP, i.e. establishment of an agreement, a one-year inception phase (project identification phase) and subsequently an implementation phase, which had not begun at the time of the mid-term evaluation.

b) The conceptual models differed, i.e. while the PCP in Peru aligned with country's priorities mostly funded by DFIs and the Government, in Ethiopia and Senegal PCP flagship projects fell in DFIs unfunded areas;

c) The PCPs were at various stages of development in the three pilot countries, i.e. implementation had not yet began in Peru, while significant work had been deployed in Ethiopia and Senegal.

Thus, the evaluation focus was put on the identification of cross-cutting lessons for improving future PCPs.

Regarding the partnership with the private sector: this evaluation did not include the UNIDO Business Partnerships managed at headquarters. The focus of the evaluation was on partnerships with the private sector in the context of the PCPs in the three pilot countries.

## 3. Background

### Policy background

Since the adoption of the Lima Declaration (GC.15/Res.1) by UNIDO's Member States and the 2030 Agenda for Sustainable Development of the UN, UNIDO is focusing its efforts on the implementation of this mandate to support its Member States towards enhanced inclusive and sustainable industrial development (ISID). To this end, and based on the Organization's experience and expertise on inclusive and sustainable industrial development, it has been developing and piloting a new programmatic framework, called the Programme for Country Partnership (PCP).

The development and expansion of UNIDO's partnership approach, the Programme for Country Partnerships was put before the General Conference at its sixteenth session (GC.16) as a note by the Secretariat (GC.16/CRP.5).

The General Conference at its sixteenth session (GC.16) adopted decisions and resolutions regarding the introduction of a new partnership approach for promoting inclusive and sustainable industrial development (ISID) and requested the Director General to continue to align, in accordance with UNIDO's mandate, its activities, technical cooperation delivery, partnership approach and country programmes with the goals and targets set out in the 2030 Agenda. It also requested UNIDO to continue to reach out to all United Nations Member States and encourage them to join the Organization in the spirit of a revitalized global partnership for sustainable development and with a view to strengthening the means of implementation for Sustainable Development Goal 9 and other relevant and interlinked goals and targets of the 2030 Agenda. In particular, UNIDO was requested to expand its pilot Programme for Country Partnership initiated in Senegal and Ethiopia to other LDCs in all regions taking into account lessons learned and best practices.

### International development context

In September 2015, Heads of State and Government agreed on the 2030 Agenda for Sustainable Development, including 17 Sustainable Development Goals, SDGs, which set out quantitative objectives across the social, economic, and environmental dimensions of sustainable development to be achieved by 2030.

Achieving the SDGs will require an unprecedented level of collaboration across all countries and stakeholders, pooling resources from diverse actors through multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources.

SDG 17 states the need to "strengthen the means of implementation and revitalize the global partnership for sustainable development", highlighting the central role of partnerships in fulfilling the 2030 Agenda. As such, new forms of collaboration are increasingly taking shape between inter alia states, civil society, international organizations, finance institutions and the private sector, leveraging resources from various actors to allow for more scalable and sustainable development results.

### UNIDO and inclusive and sustainable industrial development

UNIDO's vision to address today's economic, social and environmental challenges is enshrined in the Lima Declaration, adopted by the Organization's Member States in December 2013. The Lima Declaration provides UNIDO with a mandate to achieve inclusive and sustainable industrial development (ISID).

ISID is based on the recognition by Member States that poverty eradication "[...] can only be achieved through strong, inclusive, sustainable and resilient economic and industrial growth and the effective integration of the economic, social and environmental dimensions of sustainable development".

UNIDO's mandate for ISID is anchored within the internationally agreed 2030 Agenda. Of the 17 SDGs that comprise this agenda, Goal 9: "build resilient infrastructure, promote inclusive and sustainable industrialization, and foster innovation" is especially relevant to UNIDO's work. It recognizes that the industrial sector can serve as a primary engine not only of job creation and economic growth, but also of technology transfer, investment flows and skills development. In addition to Goal 9, UNIDO's mandate for ISID aligns with many other SDGs, including those related to poverty eradication (SDG 1), job creation (SDG 8), access to clean and affordable energy (SDG 7) and gender equality (SDG 5), among others.

## **UNIDO's Programme for Country Partnership (PCP)**

### **What is the PCP?**

Traditionally, UNIDO has been delivering its technical cooperation services in support of national development priorities, be Country Programmes, Integrated Programmes or Country Service Frameworks, aligned with UNDAFs or in some instances with DaO, or as individual TC projects.<sup>5</sup>

UNIDO introduced the Programme for Country Partnership (PCP) in mid-2014 as a mechanism for the implementation of its ISID mandate. Following extensive consultations with stakeholders and potential counterparts, including during two ISID Forums in 2014, the process culminated in the development of a new service package<sup>6</sup> for UNIDO Member States: the Programme for Country Partnership (PCP). The PCP framework was launched on a pilot base in 2015 in Ethiopia and Senegal and in 2016 in Peru.

**The stated objective of the new model is "to mobilize external partners and additional resources in order to extend the impact of UNIDO's technical cooperation and accelerate inclusive and sustainable industrial development in Member States".<sup>7</sup>**

UNIDO defines PCP as a process-oriented approach, coordinating all UNIDO relevant interventions towards enhanced industrialization, from initiation and preliminary assessments, to consultations with different stakeholders and programme development, and throughout implementation. UNIDO aims at providing guidance and driving PCP interventions, jointly with the government, which maintains ultimate ownership of the programme to ensure sustainability and long-term impact. UNIDO aims at providing an advisory function to the government on industry related issues, playing a catalysing, facilitating and convening role. Through the PCP, UNIDO aims at supporting further the government in developing a strategy for prioritizing and ultimately accelerating industrialization.

The PCP is seen by UNIDO as an innovative model for accelerating inclusive and sustainable industrial development in Member States.<sup>8</sup> Aligned with the national development agenda and focused on a limited number of sectors with high growth potential, the programme supports a country in achieving its industrial development goals. The PCP is meant to rest on a multi-stakeholder partnership led by the host government. It seeks to build synergies with government and partner interventions relevant to industrial development. The PCP is also meant to leverage additional investment in selected priority sectors. As such, it is a model that seeks to mobilize partners and resources to achieve larger development impact.

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<sup>5</sup> Delivering as One UN system.

<sup>6</sup> Terminology from document 'Sustainable Industrial Development for Shared Prosperity - UNIDO's Programme for Country Partnership - An Overview', p. 6.

<sup>7</sup> GC.16/CRP.5, para. 3.

<sup>8</sup> Also seen as an opportunity to create innovation partnerships and business models to bring forward innovation in industry, not only with DFIs but also with NGOs, industry, academia, etc.

### **Government ownership**

The Government provides leadership through a national coordination mechanism. The PCP is aligned with the national industrialization strategy and targets a limited number of prioritized industrial sectors.

The host government plays a lead role in the mobilization of resources for the implementation of the PCP. This is done in part through the direct allocation of its own resources and in part through loans, for example for industrial infrastructure development. Such public investment under the PCP helps to mobilize additional private finance.

### **UNIDO's role in the PCP**

A UNIDO multidisciplinary team is meant to provide technical assistance and facilitate overall coordination.

UNIDO's role in the PCP is to provide support to the Government, i.e. identifying priority industrial sectors if requested<sup>9</sup>, namely those with a strong potential for job creation, increasing exports and attracting national and foreign direct investment. UNIDO also conducts value chain assessments within these sectors and advises on which interventions are required to advance inclusive and sustainable industrial development. During these processes, UNIDO is meant to prepare feasibility studies for large-scale industrial infrastructure development projects such as industrial parks directly geared to mobilize / catalyse additional investment for industrial development or evaluation studies of approaches to enhance competitiveness and productivity. UNIDO is also meant to identify and reach out to essential partners, with a focus on leveraging large-scale public and private investment. Additionally, a multidisciplinary UNIDO team is meant to provide technical assistance for the execution of the programme in line with the three pillars of ISID: promoting shared prosperity,

advancing economic competitiveness and safeguarding the environment.

The PCP is meant to support the government in improving the overall business environment and in promoting specific investment opportunities to attract domestic as well as foreign direct investment. At the same time, UNIDO's aim is to provide technical assistance designed specifically to unlock large-scale funding from development partners, such as development finance institutions and bilateral donors. The PCP facilitates the mobilization and coordination of three streams of resources: public investment, private sector investment, and technical assistance.

In order to pilot the new model, UNIDO conducted high-level scoping missions to consult with relevant stakeholders in potential PCP countries. In mid-2014, Ethiopia and Senegal were selected as the first two pilots. Multidisciplinary technical teams were assembled who, in close collaboration with the respective governments and potential partners, formulated the PCP for each country. In December 2015, Peru became the third PCP pilot country. Over the next few years, UNIDO plans to roll-out the PCPs progressively to other geographical regions.

UNIDO has also established a Partnership Trust Fund to support the development and roll-out of the PCPs. Through voluntary contributions, the Trust Fund supports activities such as the development of an industrialization strategy, preparatory activities in selected pilot countries, overall PCP coordination, and joint activities with PCP partners, bridging a funding gap where there is potential to trigger additional large-scale funding, and global forum activities aimed at promoting partnerships.

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<sup>9</sup> In Peru, the Government's focus is rather on establishing the conditions for the private industry to enhance creativity and competitiveness, rather than on pre-determined priority sectors.

## **Programme for Country Partnership in Ethiopia**

The PCP for Ethiopia is rooted in the country's national development strategy for the period 2015 to 2020, the Growth and Transformation Plan II (GTP II). The GTP II aims to bring about the structural transformation of the Ethiopian economy from one based on agriculture to one driven primarily by industries. The objective of the GTP II is for Ethiopia to become a middle-income country by 2025.

The Joint Steering Committee, the national coordination mechanism, is composed of the key ministries (MoI, MoFEC, MoANR, MoLF), the Ethiopian Investment Commission, the Agricultural Transformation Agency and development partners. In addition, six task forces have been established, each responsible for specific areas/sectors of the PCP programme.

The Government identified the development of light-manufacturing and industrial zones as vehicles for accelerating industrialization, which are therefore integral parts of the PCP for Ethiopia. The three priority sectors of the PCP – agro-food processing, leather and leather products, and textiles and apparel – also lie at the heart of the GTP II.

In order to promote investment in the three priority sectors, UNIDO and the Government of Ethiopia are undertaking several activities in collaboration with PCP partners. This includes reviewing the related policy framework, preparing feasibility studies, mobilizing resources for infrastructure development, preparing specific investment projects and organizing international investment events. The PCP also integrates complementary cross-cutting interventions according to government-defined priorities in the fields of trade facilitation, environment and energy and institutional capacity-building.

## **Programme for Country Partnership in Senegal**

The PCP for Senegal is being implemented within the framework of the Plan Senegal Emergent (PSE), the country's national development strategy. The overall objective of the PSE is to transform Senegal into “an emerging country by 2035 with social solidarity and a state of law”. The PCP for Senegal supports the implementation of the industrial component of the PSE, with a focus on selected priority industrial projects. To this end, the PCP is supporting the Government to shape and implement its national industrial policy.

A national coordination mechanism has been established under the leadership of the Government of Senegal, bringing together relevant ministries and PCP partners. This coordination body – the PCP Steering Committee – is chaired by the Ministry of Industry and under the supervision of the Prime Minister's Office. A Partner and Donor Working Group will also be established under the auspices of the Ministry of Economy, Finance and Planning.

The Programme for Country Partnership (PCP) for Senegal, initiated in 2015, mobilizes development partners, UN agencies, development finance institutions (DFIs) and the private sector – under the leadership and ownership of the national Government – to advance inclusive and sustainable industrial development, within the framework of the PSE. The PCP focuses on five main areas:

1. Industrial policy development;
2. Establishment of Agro-poles for agricultural value chains; and
3. Operationalization of existing industrial parks and the development of new ones
4. Support for Special Economic Zones and investment package reform; and
5. Establishment of mining regional hub

The Programme will also integrate complementary cross-cutting interventions according to government-defined priorities. These include:

- private sector development
- investment promotion;
- environment;
- energy;
- trade facilitation;
- south-south and triangular industrial cooperation;
- innovation, science and technology for industry.

### **Programme for Country Partnership in Peru**

#### **Fostering Modern, Competitive and Inclusive Industrial Development**

Through the Programme for Country Partnership (PCP) for Peru, launched in December 2015, UNIDO - together with the Ministry of Production (PRODUCE) and other national and international partners - will support the Government of Peru in fostering Inclusive and Sustainable Industrial Development (ISID). Within this framework, the PCP Peru will promote a modern, competitive and inclusive industrialization, in line with the country's national development strategy and goal of acquiring membership in the Organisation for Economic Cooperation and Development (OECD). UNIDO and the PRODUCE will work together to support Peru's continuing socio-economic progress, with a focus on promoting national quality infrastructure and innovation systems, supporting the development of a national programme on industrial parks and identifying new business models for priority sectors and regions. The Technical Cooperation Framework jointly developed by UNIDO and the Ministry of Production (PRODUCE) comprises four components:

1. Quality and innovation;
2. Value chain and enterprise development;
3. Sustainable industrial parks and
4. Industrial resource and energy efficiency, including renewable energy for productive use
5. and the environmentally sound management of chemical substances and waste.

These components will be implemented at the national level, with the support of partnering institutions. The operational structure of the PCP includes a National Advisory Committee - comprising high-level representatives from the Ministries of Production, Economy and Finance, Environment, Foreign Trade and Tourism, Energy and Mines and Foreign Affairs; National Society of Industries (SNI) and SME industry associations; National Development Bank - COFIDE; and Academia. A Partner and Donor Working Group (PDWG) will operate under the auspices of the Ministry of Economy and Finance, PRODUCE and the Ministry of Foreign Affairs and encompass development finance institutions, both bilateral and multilateral. UNIDO will act as a technical advisor to the PDWG.

## 4. Theory of change analysis

### PCP theory of change - concept

The evaluation team developed a theory of change (ToC) of the programme for country partnership (PCP) in order to first understand the concept behind the PCP and second to have an analytical tool to assess the PCP (Figure 2). The theory of change is based on the analysis of UNIDO documents related to the PCP and discussion with UNIDO staff members.

A theory of change is an attempt to capture complex reality in a simplified manner by identifying the fundamental logic and assumptions behind a concept.

### Key features of PCP

The PCP theory of change begins with the key features of the PCP as established by the Organization.<sup>10</sup> The five features are:

1. Focus on selected priority sectors/areas
2. Multi-stakeholder partnerships from programme design to implementation
3. Mobilization of large-scale public & private investment
4. Coordination under government leadership & ownership
5. Robust monitoring and evaluation mechanism

### UNIDO interventions

Based on the key features of the PCP, UNIDO has identified four support areas to the PCP. We can call them the UNIDO interventions (or UNIDO's role in the PCP).

1. UNIDO technical assistance
2. UNIDO key advisor to governments on industrial development (e.g. PCP Diagnostic) UNIDO identifies & reaches out to partners (convening role)<sup>11</sup>
3. UNIDO facilitates coordination

### Intermediate change I

The next level in the theory of change – the intermediate change I – is about the outcomes directly emanating from the UNIDO interventions. The expected outcomes from the UNIDO interventions are:

4. Outcomes of UNIDO TC projects
5. Policy changes
6. Enhanced private investment (FDI/ local private sector)
7. Public resources mobilized (e.g. from Development Finance Institutions (DFIs))
8. Inter-ministerial coordination enhanced

### Intermediate change II

The next level – the intermediate change II – is about the expected changes triggered by earlier outcomes. At the same time, this level captures the main objectives of the PCP:

9. Upscaled UNIDO TC
10. Greater synergies with government & partner interventions; partners can be companies, Development Finance Institutions, bilateral donors, etc.

### Main outcomes of the PCP and development objectives

Intermediate change I and II lead – in theory – to the main outcomes of the PCP, i.e. the outcomes in the selected industrial priority areas (ToC element no. 12.) such as for example job creation which ultimately lead to the development objectives (ToC element no. 13).

<sup>10</sup> Key features from document 'UNIDO's Programme for Country Partnership – An Overview', p. 10-11; and document GC.16/CRP.5 para.9.

<sup>11</sup> from document 'UNIDO's Programme for Country Partnership – An Overview', p. 8.

## Pre-conditions

A couple of pre-conditions need to be in place before a PCP can start. They can also be regarded as criteria to qualify for a PCP. These are:

**PC.1** Strong Government ownership and commitment at highest national authority level (strong ministry of industry commitment is required but not sufficient pre-condition); financial resource allocation from the Government to PCP;

**PC.2** Government is willing and has the capacity to take the leadership in the PCP; ministry of finance required to play a leading role in resource and partner mobilization;

**PC.3** Some basic infrastructure must be in place (e.g. roads, energy, ports, airports).

There are likely to be more pre-conditions required to be in place before a PCP can start. However, above appear to be the key pre-conditions.

## Assumptions

Assumptions are an important element in any theory of change. If assumptions are wrong, then the theory of change may not work or collapse entirely. The PCP theory of change is based on several fundamental assumptions:

**A.1** UNIDO has the capacity and resources at HQ and at country level to play the coordination and convening role among development partners; this includes the assumption that UNIDO has the capacity to support resource mobilisation for governments;

**A.2** UNIDO internal coordination between different departments is functioning (required to play a credible coordination and convening role with external partners)

**A.3** Government willing to give UNIDO facilitation role (with regard to coordination and convening role)

**A.4** Partners are in principle willing to engage and interested to invest

**A.5** National industrial development strategy is convincing to partners

**A.6** Context related assumptions: political stability in country

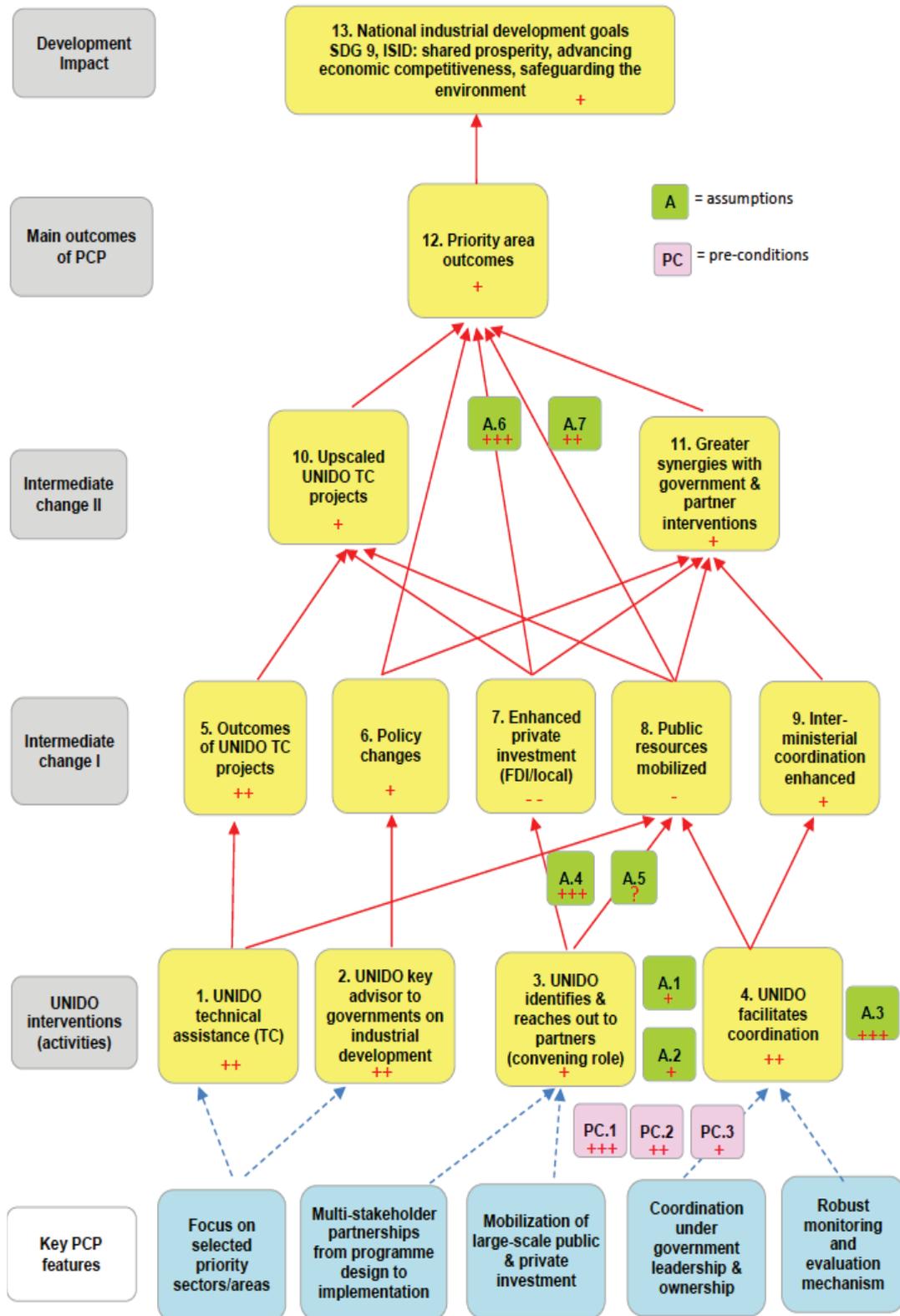
**A.7** Context related assumptions: enabling economic environment i.e. demand for goods and services produced in priority sectors

There are likely to be more underlying assumptions. However, this ToC is trying to identify the key assumptions without which the PCP logic is likely to fall apart.

## PCP theory of change - assessment

Subsequently, the evaluation team assessed the PCP theory of change (ToC). The first step was for the evaluation team to prepare a ToC assessment for each pilot country, i.e. Ethiopia, Senegal and Peru. In a second step, the evaluation team compared the three ToC assessments and aggregated the results arriving at an overall PCP ToC assessment. The results and the ratings are included in figure 2 with a detailed analysis presented thereafter. At the time of the mid-term evaluation for the two pilots under implementation, assessment of results is most accurate at the level of 'UNIDO interventions (activities)'. At higher levels, e.g. intermediate changes and main outcomes, the likelihood of achieving the expected changes is assessed. For the pilot in Peru, only the likelihood of achieving all levels of expected results or changes can be assessed based on the design characteristics and in the progress with preparatory activities.

Figure 2: PCP theory of change assessment<sup>12</sup>



12 Source: Evaluation team, based on theory of change assessments of the PCPs in the three pilot countries Ethiopia, Senegal, Peru

## Rating scale:

Interventions and expected change	Assumptions	Pre-conditions
+++ highly satisfactory	+++ highly accurate	+++ strongly in place
++ satisfactory	++ accurate	++ in place
+ moderately satisfactory	+ moderately accurate	+ moderately in place
- moderately unsatisfactory	- moderately inaccurate	- moderately not in place
-- unsatisfactory	-- inaccurate	-- not in place
--- highly unsatisfactory	--- highly inaccurate	--- strongly not in place
? unclear/not enough evidence	? uncertain/not enough evidence	? uncertain/not enough evidence

## Assessment of pre-conditions (PC)

PC.1: Strong Government ownership and commitment at highest national authority level; financial resource allocation from the Government to PCP.	<b>Rating</b>	+++
<u>Analysis and evidence:</u> In all three pilot countries, interviews with representatives from various ministries show high ownership and commitment and the highest level. Ownership is not only strong in the ministry of industries but across governments. All three governments have made financial commitments to the PCP.		
PC.2: Government is willing and has the capacity to take the leadership in the PCP; ministry of finance required to play a leading role in resource and partner mobilization.	<b>Rating</b>	++
<u>Analysis and evidence:</u> In all three pilot countries, governments are willing to take the leadership in the PCP. This was evident in meetings during the evaluation mission. Governments have made the PCP their own planning framework and view it as a tool to implement part of national development plans. While governments have the capacity to take the leadership, interviewees indicated a need to reinforce implementation capacity, although to a varying degree.		
PC.3: Some basic infrastructure must be in place (e.g. roads, energy, ports, airports)	<b>Rating</b>	+
<u>Analysis and evidence:</u> Basic infrastructure is in place in all three countries and continued investment in infrastructure is ongoing in all three pilot countries. Examples are the 780 km rail service linking Addis Abba with the port of Djibouti or the construction of the urban pole of Diamniadio in Senegal. Peru has for example an extensive system of roads and over 20 major airports. However, infrastructure needs are still significant in all three countries, being one main area of World Bank financial support.		

## Assessment of assumptions (A.)

A.1: UNIDO has the capacity and resources at HQ and at country level to play the coordination and convening role among development partners; this includes the assumption that UNIDO has the capacity to support resource mobilisation for governments.	<b>Rating</b>	+
<u>Analysis and evidence:</u> At headquarters, the assumption is accurate. For each pilot country UNIDO established a loosely structured team of around nine experts at headquarters. At country level, the assumption is only partly accurate. While in Ethiopia a PCP coordination unit with four staff was established, in Peru only one person is in charge of PCP coordination until now (albeit PCP implementation had not yet started). While the PCP team leader for Ethiopia and Peru is located at headquarters, the coordination role for Senegal is assumed by the UNIDO Representative (UR) in Senegal who is also the UR for Cabo-Verde, Gambia, Guinea-Bissau and Mauritania. The PCP Senegal coordination team has two additional persons. Regarding the UNIDO capacity to support resource mobilisation for governments: While UNIDO can mobilize resources for 'traditional' UNIDO TC projects and has the capacity to develop project documents which can help governments to approach potential donors, it is not quite clear what is meant by 'UNIDO identifies and reaches out to essential partners, with a focus on leveraging large-scale public and private investment'. <sup>13</sup>		

<sup>13</sup> Key feature from document 'UNIDO's Programme for Country Partnership – An Overview', p. 8.

A.2: UNIDO internal coordination between different departments is functioning (required to play a credible coordination and convening role with external partners).	<b>Rating</b>	+
<p>Analysis and evidence: This assumption is moderately accurate. At headquarters the PCP teams have – under leadership of the PCP team leader – frequent exchange across different technical branches. At the same time, UNIDO project managers appear in some instances to operate quite independently, especially during project implementation. Interviews at country level in particular in Ethiopia and Senegal, confirm a concern of limited coordination at UNIDO headquarters. This is also reflected in the limited alignment of projects to PCP priorities. For example in Ethiopia, the country office considers 16 out of 23 projects as stand-alone projects. However, UNIDO has a long history of cooperation with Ethiopia, thus, during the first PCP years ongoing projects are implemented together with new PCP projects. In Peru, the Government will prioritize the initial set of 19 project proposals and the final PCP scope will be included in the document once approved.</p>		
A.3: Government willing to give UNIDO facilitation role (with regard to coordination and convening role).	<b>Rating</b>	+++
<p>Analysis and evidence: Governments in the three pilot countries welcome UNIDO's facilitation role. There is very close collaboration between UNIDO and the governments also demonstrated by the fact that some UNIDO staff is located in ministries (Ethiopia, Peru).</p>		
A.4: Partners are in principle willing to engage and interested to invest.	<b>Rating</b>	+++
<p>Analysis and evidence: Most development partners interviewed by this evaluation showed a strong interest to engage in the PCP in all three pilot countries. The interest to invest – in principle – is also supported by recent FDI and ODA figures (annex 2). While Peru has the largest FDI, Ethiopia receives the largest ODA of the three pilot countries. Evidence shows that the World Bank has invested in areas similar to the PCP priorities (e.g. industrial parks in Ethiopia and value chain development of the aquaculture sector in Peru). A recent report by a business consultancy views Senegal as 'a competitive investment destination in West Africa.'<sup>14</sup></p>		
A.5: National industrial development strategy is convincing to partners.	<b>Rating</b>	+
<p>Analysis and evidence: The evaluation team was able to determine that industrial development strategies in the pilot countries was in general convincing to partners. However, the emphasis on agro industrial park development - a key component in two PCP pilot countries - is viewed very differently by development partners, mainly because of their large-scale and very complex nature making success dependent on many factors including the implementation capacities of governments.</p>		
A.6: Context related assumptions: political stability in country.	<b>Rating</b>	+++
<p>Analysis and evidence: Although the political context varies between the three pilot countries, political stability appears to exist, in spite of the current political changes in Peru. For PCPs to succeed, political stability is important.</p>		
A.7: Context related assumptions: enabling economic environment.	<b>Rating</b>	+++
<p>Analysis and evidence: All three pilot countries have solid economic environments. The Ethiopian economy grew at a rate of between 8-11% annually in the decade before 2016. Ethiopia is diversifying exports and commodities such as sesame, livestock and horticulture products, which are becoming increasingly important. The Growth and Transformation Plan II (2016-2010), emphasizes developing manufacturing in sectors where Ethiopia has a comparative advantage, such as textiles and garments, leather goods, and processed agricultural products. Senegal is classified among the top three fastest-growing economies in Africa.<sup>14</sup> Export volumes have grown by 10 percent per year, on average over the period 2011-2015. Senegal is a relatively diversified economy, both in terms of export products and partners. The Plan Senegal Emergent (PSE) has a strong industrial development component. Peru grew at an average annual rate of 5.3%, in the first 10 years to the XXI century leading to high average income. In the last 3 years growth fell to 3-4% annually. High income led to new challenges, e.g. the country can no longer grow based on low labour costs. There is now a need to foster productivity, diversification and innovation. The PCP is fully consistent with the Government's agenda for creating the conditions for the private sector to foster creativity and competitiveness.</p>		

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## Assessment of UNIDO's role in the PC

1.: UNIDO technical assistance.	<b>Rating</b>	++
<p>Analysis and evidence: UNIDO's technical assistance and backstopping is highly appreciated at all levels. UNIDO is considered to have either strong expertise in house, or to be in a position to access and deploy this to the field in the form of consultants. UNIDO's competence in preparing project proposals was particularly highlighted. The key issue raised by several stakeholders in all three countries are the limited human resource capacity of UNIDO and long response time. In Ethiopia and Senegal, the need for more support in implementation of projects<sup>15</sup> and implementation capacity building (e.g. going beyond feasibility studies) was stressed. This is recognized by UNIDO and currently being addressed.</p>		
2.: UNIDO key advisor to governments on industrial development.	<b>Rating</b>	++
<p>Analysis and evidence: Overall, evidence suggests that UNIDO's role as advisor to governments on industrial development in the three PCP pilot countries is satisfactory. The importance of the advisory role varies among the pilot countries. The role is particularly strong in Peru. The Government of Peru expects UNIDO's support in providing key advice on industrial development policies and industrial parks development. UNIDO had helped in the national debate on productivity and innovation. In Ethiopia and Senegal, UNIDO's advisory role is more seen at a technical level, for example in Ethiopia with regard to integrated agro-industrial parks (IAIPs) or similarly in Senegal with regard to the integrated industrial parks (IIPs), for which UNIDO prepared a business model for the management of the park and the support of a regulatory framework for Special Economic Zones (SEZ). PCP pilot countries and UNIDO have established such close partnerships that independent advice may not always be possible ("we are together in this").</p>		
3.: UNIDO identifies & reaches out to partners (convening role).	<b>Rating</b>	+
<p>Analysis and evidence: UNIDO has played a strong convening role through the ISID Forum held in Dakar (2016) and the Agro-Industry Investment Forum in Addis Ababa (2016) which attracted 1,200 participants, including over 400 international participants, comprising 200 representatives of business sector and 50 representatives of finance institutions. Ministries, bilateral and multilateral partners in Peru appreciate the convening role of the PCP, albeit not necessarily in fund raising.<sup>16</sup> The PCP Peru integrates the National Society of Industries (SNI), SME industry associations and COFIDE, the National Development Bank in its National Steering Committee. In Ethiopia, however, bilateral and multilateral development partners are of the view that UNIDO could do more to reach out and inform and involve development partners. The PCP Joint Steering Committee – in which development partners participate - only met twice in 2.5 years. In Senegal, UNIDO interacts regularly with the private sector, in particular at project level. In addition, a PCP-private sector workshop took place in 2016 Dakar. However, a meeting during this evaluation with private sector representatives suggest that UNIDO could play a stronger role in bringing the private sector and the government together. All in all, the results of UNIDO's convening role are relatively modest.</p>		
4.: UNIDO facilitates coordination.	<b>Rating</b>	++
<p>Analysis and evidence: UNIDO facilitates coordination, mainly among different ministries involved in industrial development. This is recognized and appreciated in all three pilot countries. In Ethiopia, the coordination mechanism is particularly elaborate: a PCP management structure with a Joint Steering Committee, six task forces and a PCP Secretariat managed by UNIDO. In Senegal, the PCP Steering Committee (NSC) was established as the key PCP coordination mechanism. And although in Peru the National Steering Committee had only met once and the Private Sector Development Working Group (PDWG) had not met yet, interviews with various ministries and bilateral and multilateral donors appeared to confirm the appreciation of the facilitation / coordination function of the PCP both through the PCP Team at headquarter and the Peru National Coordination Unit.</p>		

15 An example for needed implementation support are the integrated agro-industrial parks (IAIPs) in Ethiopia. While there is experience and capacity in Ethiopia to build industrial parks, interviews and documented evidence indicate a demand for specify support for implementing the integrated agro-industrial parks (IAIPs).

16 Some donors in Peru felt that UNIDO does not have resource mobilization "skills", especially in financial terms.

## Assessment results achieved or the likelihood that results will be achieved (intermediate change I)

5.: Outcomes of UNIDO TC projects.	Rating	++
<p>Analysis and evidence: This is about the UNIDO TC projects within the much larger PCP framework.<sup>17</sup> As this is a mid-term evaluation it is too early to measure the full achievement of results of UNIDO TC projects, in particular in Peru, where the PCP implementation phase has not started yet.<sup>18</sup> Moreover, this evaluation did not evaluate individual UNIDO projects as the focus was on the overall PCP concept. Therefore the present assessment relies on UNIDO progress reports and stakeholder feedback. It appears that UNIDO technical assistance projects in the PCP priority areas are by and large on track to achieve anticipated results. The focus of the technical assistance in the PCP priority areas during the first two years was primarily on preparatory and conceptual work such as feasibility studies, identification of project sites, diagnostic studies, master plans, the development of project documents and negotiations with potential partners. Still, there are some tangible results. In Ethiopia for example, the construction of three integrated agro-industrial parks (IAIPs) has started and the agro-investment forum attracted over 1,200 participants. In Senegal, the construction of the first part of the Integrated Industrial Part in Diamniadio is completed and the first companies are reportedly moving in soon. While some delays were reported by stakeholders in both Ethiopia and Senegal, overall stakeholders are satisfied with the technical assistance received by UNIDO. A proposed roadmap for the establishment of a strategy and a national programme for the development of industrial parks were finalized in Peru and a GEF-funded project for the development of a sustainable industrial area in Callao is currently in the final preparatory and approval phase.</p>		
6.: Policy changes.	Rating	+
<p>Analysis and evidence: While UNIDO's role as policy advisor is welcome and acknowledged (see ToC element no. 2 above), actual policy changes as of now are few. In Ethiopia, the most important contribution to industrial policy can be seen in the promotion of the integrated agro-industrial parks (IAIP). In Senegal, UNIDO contributed significantly to the reform of the Special Economic Zones (SEZ), which led to the adoption of two new laws<sup>19</sup> by the Government in 2017 and to the signing of three enabling decrees. In Peru one significant contribution to policy so far can be seen in the fact that the recommendations of UNIDO's CITE's assessment<sup>20</sup> will be significant for the future CITE strategy to be funded through public budget and an IADB<sup>21</sup> loan. The Government of Peru recognized that UNIDO's core role in the project is supporting the 'institutionalization' of policies.</p>		
7.: Enhanced private investment (FDI/local private sector).	Rating	--
<p>Analysis and evidence: A key features of the PCP is the mobilization of large-scale private investment.<sup>22</sup> There is an interest in principle (assumption 4). However, while it takes time for private investments to materialize there is currently limited evidence that point to the likelihood of enhanced private investment as a result of the PCP in spite of different outreach efforts.<sup>23</sup> Several stakeholders (incl. private sector) mentioned the limited follow-up to the Agro-Industrial Investment Forum in Ethiopia and the ISID Forum in Senegal. There are some indications that UNIDO and the PCP have contributed to some private sector engagement in Senegal which is likely to results in private investment in the near future.<sup>24</sup> However, a meeting with the local private sector representatives suggested limited national interest in the industrial park (cost reasons). In Peru, negotiations are underway for obtaining co-financing for GEF-funded sustainable industrial parks.<sup>25</sup></p>		

17 The budget of ongoing UNIDO projects are for Ethiopia USD 23 m, for Senegal USD 10 m and for Peru USD 5 m. The planned UNIDO PCP technical assistance for Peru is estimated at USD 56-63 m.

18 In Ethiopia the PCP started in February 2015 and in Senegal in April 2015.

19 Loi n2017-06 dealing with the SEZ; Loi n2017-07 dealing with incentive schemes applicable in the SEZ

20 CITE: Innovation and Technology Centres.

21 Inter-American Development Bank.

22 UNIDO's Programme for Country Partnership – An Overview', p. 11

23 E.g. Agro-Industrial Investment Forum in Addis Ababa, a mission to Ethiopia of 20 Japanese companies organised by UNIDO ITPO Tokyo, ISID Forum in Senegal, a presentation in Peru of a project proposal to large industries of the National Aquaculture Board.

<b>8.: Public resources mobilized (e.g. from DFIs).</b>	<b>Rating</b>	-
<p>Analysis and evidence: The most significant public resources invested in a PCP are the USD 300 m allocated by the Government of Ethiopia to the development of infrastructure for integrated-agro-industrial parks (IAIPs). In Senegal, the Government invested USD 44 m<sup>26</sup> in the Integrated Industrial Park of Diamniadio. In Peru, the Government had negotiated a loan with the IADB (USD 100 m) and UNIDO was contributing to shaping the implementation approach, in specific the CITE strategy. In a similar manner, UNIDO was contributing to a national programme funded by the Government (USD 80.9 m) and the WB (40 m) on innovation of fisheries and aquaculture. In Ethiopia and Senegal, several partners have expressed an interest in the PCP.<sup>27</sup> It takes time to mobilize resources from DFIs and only few are at an advanced stage.<sup>28</sup>(Sept. 2017).</p> <p>The original indicative funding requirement for the PCP in Ethiopia was estimated at USD 8.25 billion.<sup>29</sup> Based on available documents, only a small portion has been financed as of now. In Senegal the indicative funding requirement was estimate as USD 2.82 billion of which only a fraction has been mobilized as of now. At the same time, UNIDO appears to be successful in mobilizing resources from bilateral donors for UNIDO 'traditional' technical assistance projects (similar to non-PCP countries). In Ethiopia, it is expected that UNIDO will mobilize more resources (over USD 40 m) than originally planned (USD 38 m). The Partnership Trust Fund established at UNIDO headquarters in support of the PCPs received only about USD 9 m, of which almost 90% was received from one UNIDO Member State.<sup>30</sup></p>		
<b>9.: Inter-ministerial coordination enhanced (e.g. MoF, MoFA, Mol, etc.).</b>	<b>Rating</b>	+
<p>Analysis and evidence: The evaluation team found mixed evidence for enhanced inter-ministerial coordination in the three pilot countries. In Ethiopia, an enhanced inter-ministerial coordination was reported. The PCP has succeeded in engaging and bringing together more ministries when it comes to industrial development. UNIDO is now not only interacting with the Ministry of Industry (and the ministries of environment) but also with the ministries of finance, agriculture, etc. In Senegal, inter-ministerial coordination is generally accepted to be standard operational practice, which seems to have been only minimally influenced by UNIDO according to stakeholders. In Peru, while still in the inception phase, inter-ministerial coordination appears to have improved due to the PCP. However, some interviewees indicated that the Ministry of Production needs to involve other interested parties more strongly.</p>		

## Assessment of likelihood that higher level results will be achieved (intermediate change II, main outcomes of PCP, development impact)

<b>10.: Upscaled UNIDO TC.</b>	<b>Rating</b>	+
<p>Analysis and evidence: Some of the PCP flagship projects are very large-scale. For example, the flagship project of the PCP Ethiopia - the four Integrated Agro-Industrial Parks (IAIP) – aims at creating 160,000 new jobs by 2020.<sup>31</sup> The PCP Senegal has envisaged investments in industrial parks of USD 1,348 m and in agro-poles of USD 980 m. In Peru the flagship project sustainable industrial zone development has a budget of USD 650 m. The flagship projects for implementing the CITEs network model and innovation in aquaculture were granted loans by the IADB and the WB and co-funding from the Government of 22 and 62,8 million US\$ respectively. At this point, it is too early to know whether or not the planned PCP projects will be fully realized at the planned large scale. Based on the above theory of change assessment and two years into the PCP the situation is moderately satisfactory.</p>		

24 The ISID Forum in Dakar may have facilitated discussions between Government of Senegal and a Mauritius based fund with whom a partnership has been established to operate the first stage of the Diamniadio Industrial Park and to finance the development and operation of the second phase. Also, the evaluation team was told that the first foreign companies are ready to sign contracts with the Diamniadio Industrial Park. In addition, the Bingtuan Group, an agricultural company from China, has signed an agreement (MoU) with the Government of Senegal which aims to facilitate the establishment of an agro-industrial park for the rice industry in the north of Senegal.

25 Total project co-financing needs amount to 36 million US\$. Private investors being approached and financing agreements negotiated.  
26 25 billion Frank CFA

27 In Senegal, the China Africa Development Fund signed an agreement (MoU) with the Government which aims to facilitate the joint establishment of an agro-industrial park for the rice industry in the north of Senegal.

28 A concreted and advanced expressions of interest is available in Ethiopia for the Modjo Leather City financing from the European Investment Bank (USD 35-50 m) and the EU (EUR 10 m).

29 indicative funding requirement, PCP document, Dec. 2014 (2015-2020), p. 59; these are funding requirements for the industry sector of the Growth and Transformation Plan II (GTP); the GTP II midterm review this year will inform on the status of funding, gap and expenditure.  
30 China.

As the PCP governments invest themselves the results will likely be at a larger scale compared to standard UNIDO country programmes. A positive factor is also the accuracy of assumption no. 4 that in principle, partners are interested to invest. The mobilisation of resources from development partners is overall limited until now (ToC element no. 8), although the situation in Peru looks promising. While early stage, there is currently limited evidence that point to the likelihood of significant enhanced private investment as a result of the PCP (ToC element no. 7). Most of the UNIDO technical assistance projects have a budget comparable to traditional UNIDO projects. For example, the median<sup>32</sup> UNIDO project budget in Ethiopia is Euro 1.5 m; in Senegal Euro 730,000; in Peru USD 1.85 m.<sup>33</sup>

11.: Greater synergies with government & partner interventions; partners can be companies, Development Finance Institutions, bilateral donors, etc.

**Rating**

+

Analysis and evidence: Synergies or anticipated synergies among different actors appear to be moderately satisfactory. Possible synergies appear in Ethiopia. In 2017, the Government, China and UNIDO have agreed to strengthen collaboration on investment promotion, industrial park development and the upgrading of technical and vocational education the framework of PCP. In addition, UNIDO is currently preparing a project to provide institutional support to the Ministry of Science and Technology under a USD 50 m World Bank project on National Quality Infrastructure (NQI). A pre-PCP project with the Cooperation of the Coffee Authority (CA) and the Italian Agency for Development Cooperation Italy may offer some synergies with the agro-industrial parks in the south. In Senegal, synergies appear to be particularly promising in the context of the global GEF Sustainable Cities programme and the industrial park in Diamniadio. Also in Senegal, a youth employment initiative with UN sister organisations including ILO, UNDP and UN Women offers synergies. In addition, Senegal signed an MOU with Malaysia including strengthening capacities in implementing complex projects with the agro-pole project as pilot. In all three PCP pilot countries, synergies with the private sector are not yet very strong.<sup>34</sup> Generally speaking, the fact that development partners are interested in the PCP and willing to cooperate (ToC assumption no. 4) and enhanced inter-ministerial coordination (ToC element no. 9), point to an enhanced potential for synergies. In Peru, the Ministry of Education has requested participation in the National Advisory Committee with a view to link education and the productive sector. However, the unsatisfactory situation with regard to public and private resource mobilisation reduces the potential for synergies with partner interventions at this point in time (ToC element no. 7. and 8.).

12.: Priority area outcomes.

**Rating**

+

Analysis and evidence: While the achievement of the PCP priority area outcomes depend on many factors, based on the theory of change assessment it is likely that the achievements will be moderately satisfactory by 2020. This is based on moderately satisfactory upscaling (ToC element no. 10) and moderately satisfactory synergies (ToC element no. 11). The political and economic context is assessed favourably (assumption no. 6 and 7) for the PCP to succeed.

13.: National industrial development goals; SDG 9; ISID: shared prosperity, advancing economic competitiveness, safeguarding the environment.

**Rating**

+

Analysis and evidence: The PCP contribution to national industrial development goals are likely to be moderately satisfactory across the three pilot countries since the achievements of PCP priority area outcomes are likely to be moderately satisfactory (ToC element no. 12). The contributions to national industrial development goals are likely to vary among pilot countries.

31 Ethiopia PCP document, p. 58.

32 Median: half of the projects have a larger budget than USD 1.5 m, half of the projects have a smaller budget.

33 According to the Peru Draft PCP document.

34 In Ethiopia, there are two UNIDO projects with private sector partners, i.e. Illy Caffe and Volvo.

## 5. MAIN FINDINGS

### RATIONAL AND RELEVANCE OF THE PCP

Findings: Governments share the Director General's vision and the PCP objective to accelerate industrial development of programme countries. Ownership and alignment of the PCP to national development plans are such, that governments do not perceive the PCP as a UNIDO planning tool, but rather as their own instrument to pursue part of the industrial development agenda.

#### Rational

The Programme for Country Partnership (PCP) enjoys great popularity among governments in the three pilot countries Ethiopia, Senegal and Peru. This was evidenced during interviews with government representatives. The UNIDO Director General's vision of accelerated industrial development of programme countries is applauded by programme country governments. The PCP is seen as a modality to advance the mission of UNIDO, as described in the Lima Declaration in 2013, which is to promote and accelerate inclusive and sustainable industrial development (ISID) in Member States. The PCP is very much perceived by pilot country governments as a modality to enhance the impact of UNIDO compared with the standard UNIDO country programmes (CPs).

The PCP is also in line with the Third Industrial Development Decade for Africa (2016-2025), adopted by the United Nations General Assembly in 2016. The PCP can contribute to the achievements of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs), in particular to Goal 9, which aims at inclusive and sustainable industrialization. And the PCP is also consistent with other initiatives like the G20 Compact for Africa or the European external investment plan to foster investment with a Euro 4 billion envelope.

#### PCP objective

The stated objective of the PCP is “to mobilize external partners and additional resources in order to extend the impact of UNIDO’s technical cooperation and accelerate inclusive and sustainable industrial development in Member States.”<sup>35</sup> The objective is further specified by a second sentence: “In particular, partnerships with the private sector and development finance institutions (DFIs) are important to leverage the resources required for large-scale industrial development, such as industrial zones.”<sup>36</sup> This objective is widely shared and supported by pilot country governments. The objective is seen as valid and contributing to national industrial development goals and ISID.

However, it is important to note that the first part of the objective - “to mobilize external partners and additional resources...” - can only be an interim-objective and not an end in itself, while the second part “...to extend the impact of UNIDO’s technical cooperation and accelerate inclusive and sustainable industrial development in Member States” - constitutes the ultimate objective. This is reflected in the PCP theory of change used for this evaluation (Chapter 4). The mobilisation of resources is captured at the ‘intermediate change level I’ while the higher level objectives are captured at the level of ‘main outcomes of PCP’ and ‘development impact’.

#### Ownership

The evaluation team found strong ownership and leadership of the PCP by the three pilot country governments. Support to the PCPs is visible at the highest government levels. The Prime Minister of Ethiopia has participated in several PCP events including the Agro-Industry Investment Forum 2016 or the inauguration of the agro-industrial park site in Yirgalem (2016). In Senegal, the Prime Minister participated for example in the ISID Forum in 2016. In Peru, Government

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<sup>35</sup> GC.16/CRP.5, para. 3.

<sup>36</sup> Ibid.

officers interviewed stated that ‘the PCP is not UNIDO’s project, but Peru’s plan’. Government ownership is also visible through financial commitments to the PCP by both the Government of Ethiopia and Senegal. In Peru, which is just about to complete the inception phase, the Government provided significant financial resources for UNIDO to carry out the inception phase. Negotiations are ongoing for the Government to provide financial support for the future country-based PCP executive unit, planned to commence with a four persons coordination team.

Not only is there strong ownership of the PCP, there is also full alignment with national development plans. The PCP in Ethiopia is fully aligned with the Growth and Transformation Plan II. In Senegal, the PCP is fully aligned with the countries’ industrial development strategy, as contained in the Plan Sénégal Emergent (PSE). In Peru, the PCP is well aligned with the country’s main development policy frameworks, namely Plan 2021 and Agenda 2030.

Ownership and alignment of the PCP are such, that governments do not perceive the PCP as a UNIDO planning tool, but rather their own instrument to pursue part of the industrial development agenda.

### **PCP APPROACH**

*Findings: Comprehension by UNIDO staff of the PCP approach varies. While some staff see the PCP to be very similar to the UNIDO country programmes (CPs), others view the PCP to be very different. The evaluation team found that the PCPs on the one hand are similar to CPs in terms of the services of UNIDO to the recipient countries are in the format of technical assistance; while on the other hand PCPs are very different from CPs as a) UNIDO has a significantly enhanced role as advisor, coordinator and convener compared to CPs at the country level, b) UNIDO TC projects are supposed to contribute to leveraging large scale investment and intensive efforts have been put on creating synergies with*

*development partners, c) PCPs are much larger in terms of funding requirements (to be mobilized by governments with cooperation of UNIDO), d) ‘parallel funded’ activities constitute the lion share of PCP activities and UNIDO TC projects amount to only a fraction of the total PCP funding requirements e) PCP flagship projects are much larger than standard UNIDO TC projects, and f) UNIDO internally sets up a team led by a team leader to coordinate not only development of PCP but also implementation of PCPs. An explicit theory of change was not formulated when launching the PCP.*

### **What is the PCP?**

In the PCP documentations, the PCP is labelled in different ways, i.e. a ‘programmatic framework’, a ‘service package’, a ‘model’, a ‘process-oriented approach’, a ‘tool’. UNIDO staff also suggested that the PCP is an ‘analytical framework’.

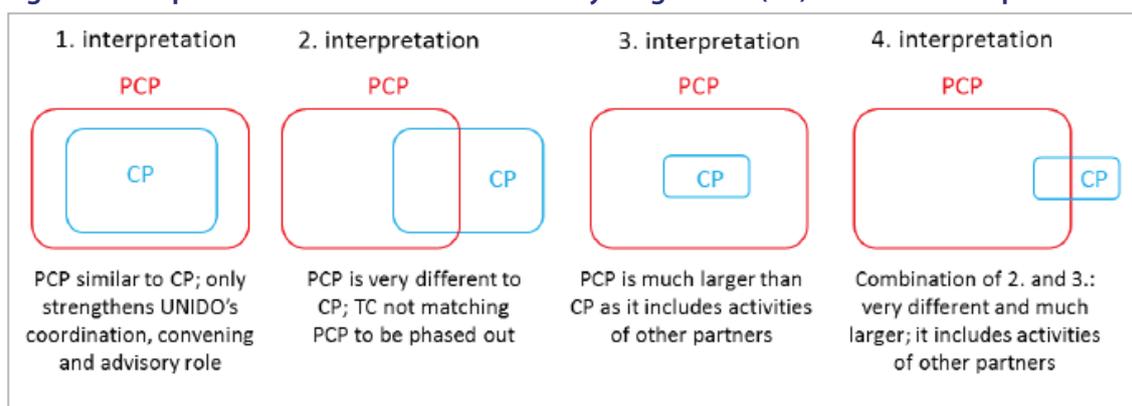
Clearly, the PCP is several things at the same time. First, PCPs provide programmatic framework by defining priority industrial sectors and establishing industrial development goals. Second, PCPs provide a financial framework for other actors to participate. So the PCPs can be seen as partnership and coordination platform.

However, it appears that the PCPs are not firm planning instruments, but rather wide programmatic frameworks with open budget estimates and significant funding gaps. At the beginning, partners are not yet on board. One of the pilots adopted the approach of linking PCP projects with undertakings that were already funded or close to obtaining funding from DFIs and the Government.

### **Comprehension by UNIDO staff**

How is the PCP different from the standard UNIDO country programme (CP)? While the TOR for this evaluation do not ask for a comparative analysis between CP and PCP, the evaluation team found, that UNIDO staff have different comprehensions when it comes to the

**Figure 3: Comparison of PCP with UNIDO Country Programme (CP) – different interpretations<sup>37</sup>**



comparison between CP and PCP. This was also stressed during the SWOT analysis workshop at headquarters. Four different interpretations can be distinguished (Figure 3).

Some staff see the PCP pilots to be very similar to the CP with the only difference being that of the advisory role and the coordination/convening role being expanded compared to the CP. Others view the PCP to be very different, mainly because of the much larger financial targets and the focussing on priority sectors. This group was of the view that technical cooperation projects (TC) which do not fall into the priority areas should be phased out.

The evaluation team found that the interpretation no. 4 is the most accurate description of the PCP concept. The PCP pilots a) are much larger in terms of funding requirements (to be mobilized by governments with cooperation of UNIDO), b) 'parallel funded' activities constitute the lion share of PCP activities,<sup>36</sup><sup>38</sup> and UNIDO TC projects amount to only 0.5-2% of the total PCP funding requirements, c) UNIDO TC projects are supposed to contribute to leveraging large scale investment, d) PCP flagship projects are much larger than standard UNIDO TC projects, and e) UNIDO has a significantly enhanced role as advisor, coordinator and convener compared to CPs.<sup>39</sup>

### Theory of change

An explicit theory of change was not formulated when launching the PCP. The evaluation team developed a theory of change of the PCP (Chapter 4) in order to understand the concept behind the PCP and to have an analytical tool to assess the PCP (Figure 2). The analysis of the theory of change is assessing every concept-element of the PCP as well as the overall intervention logic of the PCP (Chapter 4).

### Relation of PCP to national development plans and UNDAFs

One of the evaluation questions is the relation of the PCP to national development plans and UNDAFs. In Figure 4 the evaluation team makes an attempt to visualize the relationships. National development plans provide the overall framework. The PCP is within the national plan similar to the UNDAFs which are also within national plans. UNIDO TC projects should – over time - be in the PCP and UNDAF. That is also why the PCP overlaps with UNDAF. However a PCP can include areas which are not included in the UNDAF. The PCP is larger than UNIDO projects and provides a programmatic outline for other partners to join. The dashed line indicates that PCP is not a firm planning framework (unlike the UNDAF).

<sup>37</sup> Source: Evaluation team, based on UNIDO staff interviews.

<sup>38</sup> Parallel funding = resources from partners, including the host Government, that do not contribute to UNIDO's TC activities but to complementary interventions considered an inherent part of the overall PCP. These resources are not managed by UNIDO but contribute significantly to the full outreach and outcomes of the PCP (GC.16/CRP.5, para 17. (b)).

<sup>39</sup> This policy advisory and coordination roles are substantively different from roles played by UNIDO in standard projects.

**Figure 4: National development plans, PCP, UNIDO TC and UNDAF - relationships<sup>40</sup>**

How to read:

- National development plans provide the overall framework
- PCP is within national plan
- PCP overlaps with UNDAF
- All UNIDO TC projects should be in PCP and UNDAF
- Dashed red line: the PCP is not a firm planning framework (unlike the UNDAF)

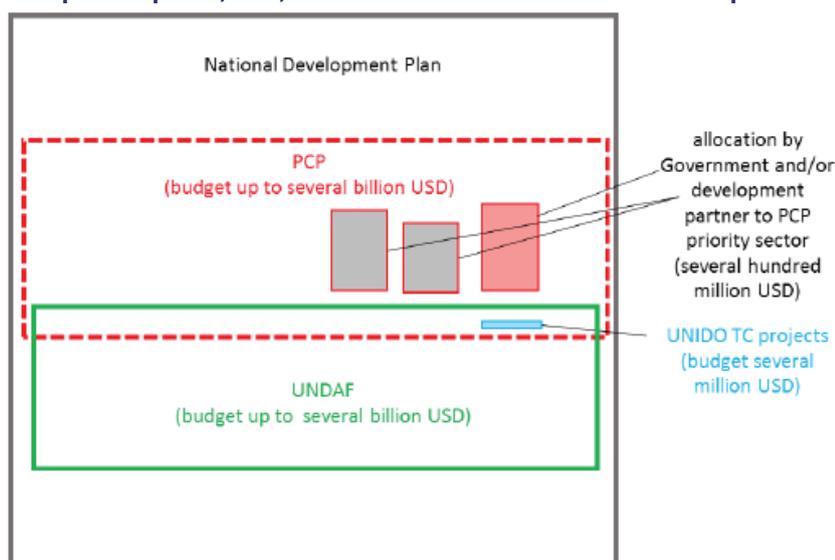


Figure 4 is based on the above interpretation 4 – the PCP is very different and much larger compared with the standard CPs. Over time, all UNIDO’s activities should be within the PCP priority areas.

### PRIORITY SECTORS, THEMATIC FOCUS, GENDER DIMENSION

Findings: Industrial parks are one of the key thematic priorities in all three PCP pilot countries. Thematic focus on selected priority sectors and the reduction of project fragmentation are an ongoing challenge. Gender is not a particularly strong priority in the PCP pilots.

#### Priority sectors

Each PCP has defined 3 to 4 priority sectors or areas which are supplemented by cross-cutting components (Table 1). The thematic priorities vary from one pilot country to another. However, industrial parks are a key feature of all three pilot PCPs. In Ethiopia, the integrated agro-industrial parks (IAIPs) are the flagship project. The master plan for one of the IAIP is displayed in Figure 5. The second most important project is the Modjo Leather City, a new industrial district for the leather industry. In Senegal, the

support to the integrated industrial park (IIP) in Diamniadio, and the establishment of integrated agro-poles are two flagship projects. In Peru, transforming the existing national industrial parks into a sustainable industrial zone is a PCP priority. USD 650 m out of a total USD 941 m are related to industrial parks.

**Table 1: Priority areas in PCP pilot countries<sup>41</sup>**

Ethiopia	Senegal	Peru
Agro-food sector	Industrial policy development	Quality and innovation
Leather and leather projects sector	Establishment of Agro-poles for agricultural value chains	Value chain and enterprise development
Textile and apparel sector	Operationalization of existing industrial parks and development of new ones	Sustainable industrial parks
Cross-cutting components <sup>42</sup>	Industrial mining hub	Industrial resource and energy efficiency and renewable energy
	Cross-cutting components (horizontal components) <sup>43</sup>	

= with industrial parks as a key component

<sup>40</sup> Source: Evaluation team, based on UNIDO documents.

<sup>41</sup> Source: Evaluation team, based on UNIDO documents.

<sup>42</sup> Investment promotion; trade facilitation; capacity building; environment & energy.



## Gender dimension in the PCPs

Based on the document analysis, the evaluation team found that gender is not in the focus of PCP pilots. Neither the PCP annual progress reports, nor the original PCP documents refer to specific women's needs being addressed. Interviews indicated that gender will be mainstreamed across each of the programme components and projects following UNIDO's gender mainstreaming guidelines.

There are some references in the documents. In the PCP Ethiopia document, there are some disaggregated indicators and targets.<sup>47</sup> In addition, there are three – rather small – projects with a particular focus on women.<sup>48</sup> And in the context of the coffee value chain projects a gender based analysis was conducted. In the PCP Senegal document, there are only a few generic references to gender like 'contribute to gender equity in agriculture and industry sectors'. Of similar generic nature is the reference under the National Quality Infrastructure Strengthening project ('Gender issues will be considered as well'). In the annual progress report 2016 it is stated that a planned rice value chain development project will among other components address gender balance in rice production. The logical framework in the July 2017 PCP document for Peru includes gender indicators. The document also indicates that gender will be mainstreamed across each of the programme components. For example, gender issues will be considered within the PCP capacity building models on industrial parks development.

## MILESTONES, UNIDO SUPPORT, IMPLEMENTATION CHALLENGES

Findings: Some significant milestones have been achieved - like for example the cornerstone inauguration of three agro-

industrial parks in Ethiopia - and most of the UNIDO TC projects are implemented according to plan. However, most of the large PCP flagship projects like the Modjo Leather City in Ethiopia or the agro poles and the mining hub in Senegal have not started with the implementation phase yet. There are several implementation challenges: in some instances, government capacities to implement specific large-scale projects mobilize the necessary large-scale funding and UNIDO's organizational set up.

This evaluation did not conduct full-fledged PCP pilot country evaluations which would have been required to systematically assess implementation progress of all projects. Rather, this evaluation attempts to provide an overview and a more generic assessment by using the theory of change approach (Chapter 4).

## Some milestones

The implementation of the PCPs has been ongoing in Ethiopia and Senegal for two years. In Peru, the implementation phase is expected to begin in the last quarter of 2017.

Based on the annual progress reports and on the timelines presented on the UNIDO PCP website<sup>49</sup>, it is fair to say that both in Ethiopia and in Senegal several important milestones have been achieved.

In Ethiopia, the cornerstone inauguration of three agro-industrial parks took place. Another milestone was the First International Agro-Industry Investment Forum in Addis Ababa (October 2016). Another key project, the Modjo Leather City is in at an advanced stage, and funding decisions from the European Union and the European Investment Bank are expected.<sup>50</sup>

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47 E.g. '10,000 jobs created for men and women and youth, in manufacturing and services sectors'

48 'Establishing a Moringa-based economic development programme to improve the livelihood of rural women in Ethiopia' (Euro 1 m); 'Reducing Irregular Migration in Northern Ethiopia by establishing industrial processing and marketing of Beles-based food products (Euro 0.36 m)'; 'Productive Work for Youth and Women through SMEs Promotion in Ethiopia' (Euro 0.9 m).  
49 <https://isid.unido.org/pcp-overview.html>

50 The 'key milestones for results monitoring' as established in the original PCP document are not monitored and reported on systematically.

In Senegal, a major milestone was the adoption of the reform for the Special Economic Zones (SEZ) as Law by the Government of Senegal in 2017. Other milestones were the master plan and business plan for integrated industrial parks (IIPs) and the pre-feasibility studies for the establishment of three integrated agro-poles. Furthermore, UNIDO conducted a study for a mining hub which led to the adoption of an action plan.

In Peru, the most important milestones are a roadmap for the establishment of a national programme for the development of industrial parks and a study on the Innovation and Technology Centres in Peru (CITEs) outlining recommendations for the way forward. Also important is the initial assessment of the Peruvian aquaculture sector, the basis for a flagship project on fostering aquaculture integrated value chain.

Overall, stakeholders interviewed during the country visits view the initial phase of the PCPs as satisfactory. However, interviewees pointed out that implementation focus during the first two years was primarily on preparatory and conceptual work, such as pre-feasibility studies, identification of project sites, master plans, etc. This is particularly the case for the large-scale flagship projects. Now, the real implementation has to start. While most of the rather small-scale standard UNIDO TC projects (less than USD 5 m project budget) are implemented according to plan, most of the large PCP flagship projects like the Modjo Leather City in Ethiopia or the agro poles and the mining hub in Senegal have not started with the implementation phase as the funding is not secured yet.

In two of the pilot countries, the evaluation team found high expectations among stakeholders vis-à-vis UNIDO with regard to implementation support. For example in Ethiopia, the Government expects further implementation support for the construction of the Integrated Agro-Industrial Parks (IAIPs) and Government expectations in this regard have not been fully met until now.

In the implementation of PCP projects in Peru, UNIDO's anticipated role is in line with Government's expectations and should not pose a risk at the implementation stage.

### **UNIDO support**

UNIDO has identified four implementation support areas:

1. technical assistance
2. key advisor to governments on industrial development
3. identifies & reaches out to partners (convening role)
4. facilitates coordination

The four support areas have been assessed in the above theory of change assessment (ToC elements no. 1.-4.). UNIDO technical assistance, the advisory role and the coordination role are particularly appreciated by stakeholders. Especially UNIDO's technical assistance in terms of technical expertise is widely recognized. It is seen as an important ingredient to make the PCP work. The convening role is also appreciated, albeit somewhat less strongly. This finding is largely based on views expressed by pilot country governments and development partner representatives.

### **Implementation challenges**

While several milestones have been achieved and UNIDO's support is largely being appreciated, there are several implementation challenges.

First, governments in the two first PCPs – Ethiopia and Senegal - are challenged to move from the conceptual phase of the PCP to the implementation and execution phase of the PCP, in particular the large-scale flagship projects. This requires significant management and implementation capacities. The current PCPs do not give a lot of attention to this component. UNIDO is challenged to provide support to the implementation of large scale projects like the establishment of the integrated agro-industrial parks in Ethiopia (USD 300 m). These are much larger

projects compared with standard UNIDO TC projects (USD 1 to 5 m). UNIDO lacks for example the experience of the World Bank to establish Project Implementation Units (PIU), which – while not replacing the government institutions and implementation responsibilities - support the government in overlooking procurement standards. In some instances, Governments expect UNIDO – this came out strongly in interviews – to provide additional implementation support. It is not sufficient to provide concepts, studies, plans, etc. Support is for example expected in capacity building for the management and implementation of specific large-scale projects or providing complementary assistance, e.g. “accompanying” Governments in project implementation.

The second major apparent challenge relates to the mobilisation of large-scale resources from development partners and private sector. This challenge is addressed in a separate chapter below (Financial resources).

A third challenge relates to the UNIDO’s organizational set up. This is addressed in the next chapter.

### **UNIDO’S ORGANIZATIONAL SET UP AND SUSTAINABILITY**

Findings: While the support structure at headquarters is similar for the three PCP pilot countries, the support structure at the country level varies. The three pilots show that coordination and management of PCPs requires a different way of using UNIDO’s human resources both at country level and at UNIDO headquarters. UNIDO internal coordination works particularly well during the PCP inception phase. During the implementation phase UNIDO project managers appear to be operating rather independently. The role of the UR is unclear if not at the same time PCP team leader (Senegal). Sustainability of organizational set up uncertain.

### **Set up**

The organisational arrangements to manage and coordinate the PCPs vary from pilot country to pilot country (Table 2). For each PCP country, there is a 9 to 11 person team at UNIDO headquarters comprised of technical experts from different departments. For Ethiopia and Peru, the PCP team leaders are based in Vienna. For Senegal, the PCP team leader is the UNIDO Regional Representative based in Dakar. While the PCP coordination unit in Ethiopia has a total of four persons (incl. one driver), the same unit in Senegal has only two persons and in Peru, there is only one person as of now. Discussions with Government are ongoing to expand the unit to four persons. The role of the UNIDO Representative (UR) also varies. In Ethiopia, the current UR is not the PCP team leader. However, the UR spends a significant amount of time on PCP affairs. In Senegal the UR is also the PCP team leader. In Peru, there is no UNIDO office. UNIDO activities in Peru are coordinated by the UNIDO regional office in Colombia. The UR has actively supported the PCP process.

**Table 2: Organizational set up of UNIDO for PCP countries<sup>51</sup>**

	<b>Ethiopia</b>	<b>Senegal</b>	<b>Peru</b>
<b>PCP team leader</b>	UNIDO staff member (technical expert) based at UNIDO headquarters (Vienna)	UNIDO Representative based in the UNIDO regional office in Dakar (previously, the first team leader was based at headquarters)	UNIDO staff member (technical expert) based at UNIDO headquarters (Vienna)
<b>PCP team at UNIDO headquarters (Vienna)</b>	9-person team comprised of experts from different branches	11-person team comprised of experts from different branches	9-person team comprised of experts from different branches
<b>PCP coordination at country level</b>	PCP coordination unit with a total of 4 persons (incl. one driver) led by a PCP coordinator	PCP coordination unit with a total of 2-persons lead by a PCP coordinator	1 PCP coordinator; ongoing discussions with Government to expand to 4 persons
<b>UNIDO country office</b>	5 persons (incl. driver)	3 persons (incl. driver)	No UNIDO country office; managed from UNIDO regional office in Colombia
<b>Role of UNIDO Representative in PCP</b>	UNIDO Representative based in Ethiopia supports PCP (not PCP team leader)	UNIDO Representative based in Senegal is also the PCP team leader	UNIDO Representative based in Colombia supports PCP process (not PCP team leader)
<b>UNIDO TC projects</b>	37 persons (incl. drivers)	9 persons	Not yet started (to be added)
<b>Total of persons with UNIDO contract at country level</b>	46	12	1 (to be complemented with TC project staff)
<b>Total of persons with UNIDO contract contributing to PCP (country level and headquarters)</b>	55	24	10 (to be complemented with TC project staff)
Note: not all persons listed are UNIDO staff member; in particular at the country level there are different contractual arrangements			

### **Human resources**

From the analysis of the PCP support structure the following overall findings emerge. The coordination and management of the PCP requires significant human resources both at country level and at UNIDO headquarters. While the support structure at headquarters is similar for the three PCP pilot countries, the support structure at the country level varies. This has implications on the role UNIDO can

play at the country level. In particular, the outreach to development partners requires significant capacity in terms of time and competences. Development partners would welcome to be better informed and more involved. As shown in the theory of change analysis, partners are in principle willing to engage and interested to invest in PCP priority areas (Assumption no. 4). The burden on country teams will further increase as the PCPs

<sup>51</sup> Source: Evaluation team, based on information provided by UNIDO country offices.

move from planning to implementation, as was visible to the evaluation team in Ethiopia and Senegal, and as is expected in Peru.

However, while staff resources are limited, interviews voiced that the existing capacities may not currently be used most efficiently, in particular when taking into account the rather large teams of UNIDO staff at the country level (TC and PCP staff) and at headquarters in the ongoing PCPs (see Table 2). So the question may be less about the limited capacity but about how to make best use of existing capacities.

### **UNIDO internal coordination**

With regard to the internal coordination, the coordination between different departments is moderately satisfactory as found in the theory of change assessment (Assumption no. 2). During the SWOT analysis workshop at headquarters, it was stressed that the collaboration with other departments has increased. Especially during the inception phase of the PCPs in Ethiopia and Senegal, members of PCP teams had frequent exchanges across technical departments. This was confirmed again most recently during the inception phase for the new PCP Peru.

However, during the implementation phase, coordination appears to be less strong. Interviews at country level confirm a concern of limited coordination at UNIDO headquarters. In some instances, UNIDO project managers appear to continue operating rather independently. The independence of some project managers is also reflected in fundraising activities, which were largely project based, rather than PCP oriented. Also, project staff interviewed at country level showed at times very little knowledge about the PCP beyond their own project. The finding that UNIDO project managers continue operating rather independently was confirmed during the SWOT analysis workshop at headquarters and is identified as one of the weaknesses of the PCP implementation.

### **Division of labour between UNIDO Representative and PCP team leader**

Another finding relates to the division of labour between the UNIDO Representative and the PCP team leader. This is particularly the case for Ethiopia, the only pilot with an in-country UNIDO Representative and a PCP team leader based in Vienna (in Senegal, the UR is the PCP team leader). The evaluation team found that in Ethiopia the PCP coordinator reports to the PCP team leader on technical matters, and to the UR only on administrative matters. This creates a parallel reporting structure and at times unclear decision-making processes. The PCP is organized like a TC project, i.e. with a project manager based in Vienna (PCP team leader) and PCP project staff at the country level (PCP coordinator).

For Senegal, where the UR is also the PCP team leader, the evaluation team found that the management of a PCP is a major challenge, given the responsibilities of managing a regional office for five countries and a rather small country team. This is also a challenge in Ethiopia which is a regional office responsible for four countries and the UNIDO relationship with the African Union and the Economic Commission for Africa (ECA).

### **Sustainability of organizational set-up**

The human and financial resources provided by UNIDO to coordinate and support the PCP are significant and it appears to be questionable if UNIDO can put up the same level of effort in many more countries, since already now, UNIDO in one pilot country - Peru – is clearly understaffed with a one person National Coordination Unit. Stakeholders in Senegal consider organizational arrangements (human and financial) as a major source of concern. Capacities are stretched to their limits and it appears that without additional strengthening, delivery of results will be compromised. It is evident that considerable resources are a condition

for success, and this has implications for deployment of the PCP modality to other countries. Sustainability of the intervention is not a given as government capacity to take over is not yet demonstrated.

It does not help that the Partnership Trust fund is underfunded, which would help to finance additional capacities in PCP countries (more on the Partnership Trust Fund in the following chapter).

In summary, the PCP represents a challenge to UNIDO's current organizational structure. The current structure works well in a context of standard UNIDO projects which are largely implemented by one project manager. However, the PCPs involve a set of related projects or industrial development programmes, which are managed as components of a larger framework, requiring strong coordination among the PCP team leader, the staff in charge of the various components, with governments, donors and investors. Thus, the PCP requires UNIDO staff to work in teams cutting across various technical units. In addition, it is complex to resolve the observed tension between centralization and decentralization. The matter is further complicated by the need of PCP teams to equip themselves with specialized capabilities, such as fund raising.

### **MOBILISATION OF LARGE-SCALE PUBLIC AND PRIVATE INVESTMENT**

Findings: Roles and responsibilities with regard to fundraising are not clearly defined between governments and UNIDO. Since resources mobilisation from public and private sources requires significant amount of time, within the 2 years of implementation of the PCPs pilots large-scale resources have – with some exceptions - not materialized yet. In addition, interviewees voiced concerns as to the extent to which UNIDO has the in-house competency to support

governments in approaching the DFIs for 'parallel funding'. Fourth, the shortage of seed-money on UNIDO's side has negatively affected UNIDO's ability to prepare full-fledged project proposals.

The mobilisation of large-scale public and private investment is a key feature of the PCP. This is evident in several UNIDO documents:

- Key PCP feature no. 4: 'mobilization of large-scale public and private investment'.<sup>52</sup>
- Stated objective of the PCP: 'to mobilize external partners and additional resources in order to extend the impact of UNIDO's technical cooperation and accelerate inclusive and sustainable industrial development in Member States. In particular, partnerships with the private sector and development finance institutions (DFIs) are important to leverage the resources required for large-scale industrial development, such as industrial zones'.<sup>53</sup>
- Role of UNIDO: 'UNIDO identifies and reaches out to essential partners, with a focus on leveraging large-scale public and private investment'.<sup>54</sup>
- 2016 Progress Reports of PCP for Ethiopia and for Senegal, chapter 'Partnership and Resource Mobilization'.<sup>55</sup>

As shown in the theory of change assessment above, since resources mobilisation from public and private sources requires significant amount of time, within the 2 years of implementation of PCP pilots large-scale financial resources have – with some exceptions - not yet materialised (as of Sept. 2017).

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52 'UNIDO's Programme for Country Partnership – An Overview', p. 11.

53 GC.16/CRP.5, para. 3.

54 'UNIDO's Programme for Country Partnership – An Overview', p. 8.

55 PCP for Ethiopia 2016 Progress Report, p. 6; PCP for Senegal 2016 Progress Report, p. 5.

The original indicative funding requirement for the PCP in Ethiopia was estimated at USD 8.25 billion.<sup>56</sup> These are funding requirements for the industry sector of the Growth and Transformation Plan II (GTP). Based on available information, only a small portion has been financed as of now. The GTP II midterm review this year will inform on the status of funding, gap and expenditure. In Senegal the indicative funding requirement was estimate as USD 2.82 billion of which only a fraction has been mobilized as of now. In Peru, large scale resource mobilisation was anticipated in the list of projects (941 million), out of which over 650 million related to industrial parks, which would only materialize once initial pilot projects are completed and replicated.

UNIDO has applied two different approaches with regard to large-scale resources. In Ethiopia and Senegal, unfunded Government priorities were identified and included in the PCP (e.g. agro-industrial parks, agro-poles). In Peru, the PCP is largely aligned with already funded or soon to be funded Government priorities.

### **Public resources**

The most important public resources invested in a PCP are the USD 300 m allocated by the Government of Ethiopia to the development of infrastructure for integrated-agro-industrial parks (IAIPs). This is a significant achievement in term of leveraging resources for industrial development. In Senegal, the Government has invested 25 billion Franc CFA (USD 44 m) in the industrial parks of Diamniadio, although attribution to the PCP in the strict sense is limited as the construction started already mid-2014, about a year before the PCP was launched in 2015. For UNIDO TC projects, the Senegalese Government has allocated USD 4.5 m to the PCP. In Peru, the Government had negotiated a loan with the IADB (USD 100 m) and UNIDO was contributing to shaping the implementation approach, in specific the

CITE strategy. In a similar manner, UNIDO was contributing to a national programme funded by the Government (UDS 80.9 m) and the WB (40 m) on innovation of fisheries and aquaculture. In Ethiopia and Senegal, several development partners have expressed an interest in the PCP (e.g. the African Development Bank, Islamic Development Bank) and discussions are ongoing (e.g. with the China Exim Bank). However, only few negotiations are at an advanced stage. A concreted and advanced expression of interest is available in Ethiopia for the Modjo Leather City financing from the European Investment Bank (USD 35-50 m) and the EU (EUR 10 m). And in Senegal, the China Africa Development Fund signed an agreement (MoU) with the Government which aims to facilitate the joint establishment of an agro-industrial park for the rice industry in the north of Senegal.

There are several reasons for which the resource mobilization for the so called 'parallel funding'<sup>57</sup> has not much advanced yet. First, while several development partners, including representatives of development finance institutions (DFIs), indicated an interest in the PCPs, the evaluation team was informed that most agencies have not yet been approached officially with concrete project proposals.

Second, resource mobilisation for the PCPs appears to be a shared responsibility of the programme country governments and UNIDO. While UNIDO usually takes the lead in mobilizing resources for UNIDO TC projects, governments have the lead with regard to loans from development finance institutions (DFIs). It is however notable that governments expect UNIDO to be in a position to support resource mobilization from DFIs, by conducting – and financing – feasibility studies and by preparing project proposals, in line with DFIs' requirements.

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<sup>56</sup> indicative funding requirement, PCP document, Dec. 2014 (2015-2020), p. 59.

<sup>57</sup> Parallel funding = resources from partners that do contribute to complementary interventions considered an inherent part of the overall PCP. (GC.16/CRP.5, para 17. (b).

This happened for example in Ethiopia for the four agro-industrial parks and the Modjo Leather City.

The shortage of seed-money, for example the low level of resources in the Partnership Trust Fund, has negatively affected UNIDO's ability to prepare full-fledged project proposals. The Partnership Trust Fund established at UNIDO headquarters in support of the PCP is underfunded and received only about USD 9 m, of which almost 90% was received from one Member State only (China). While the trust fund resources were instrumental to develop the PCPs in the three pilot countries (e.g. for the establishment of the PCP secretariats), the limited resources hinder UNIDO to finance some of the upfront investment required (e.g. full-fledged feasibility studies) in order to trigger additional larger funding.

Third, as seen in the theory of change analysis (Assumption 1), UNIDO's resource mobilization capacity builds largely on individual project managers' fundraising capacity and network which is reflected in the successful mobilisation of resources for UNIDO TC projects in PCP countries which are similar to non-PCP countries. In Ethiopia, it is expected that UNIDO will mobilize more resources (over USD 40 m) than originally planned (USD 38 m). Traditional funding partners are bilateral development partners (e.g. Italy, Luxembourg, Sweden, Austria, and Switzerland) as well as the Global Environment Facility (GEF) in Senegal and Peru. Interviewees voiced doubts as to the extent to which UNIDO has the in-house competency to support governments in approaching the DFIs for 'parallel funding'.

Fourth, large-scale funding requires elaborate and time-consuming processes with lengthy maturity period as the example of the European Investment Bank (USD 35-50 m) and the EU (EUR 10 m) for the Modjo Leather City shows. Decisions for large-scale investment also depend on many factors

which are outside of the control of UNIDO (e.g. political context factors). In this regards, the time-line of the PCP (five years) appears too optimistic.

Overall, the evaluation team found that the role of UNIDO with regard to the support of government resource mobilization efforts is not clearly defined. The stated PCP objective and the indicated UNIDO role with regard to resource mobilization create to some extent wrong expectation, in the sense that UNIDO could be perceived as being in a position to mobilize additional resources for governments. While this is possible for UNIDO TC projects, the mobilization of 'parallel' funding is primarily the responsibility of the government. UNIDO only has a supportive role. Moreover, different approaches are adhered to in the different pilot countries which reflects different government expectations. For some stakeholder, the role of UNIDO is limited to preparing technical project proposals thereby enhancing the likelihood of obtaining funds. In Peru, some donors felt that UNIDO does not have convening "skills" in financial terms. Others expect UNIDO to be more proactive in reaching out to development partners and to organize donor working group mechanisms. PCP concept papers are also not very clear on UNIDO's role in resource mobilisation and remain rather ambiguous: 'UNIDO reaches out to partners who have the potential to contribute to the country's industrial agenda'.<sup>58</sup>

### **Private sector investment**

When it comes to private sector investment, the situation is at the moment rather bleak. While there is an interest in principle (assumption 4) and while it takes time for private investments to materialize there is currently limited evidence that point to the likelihood of enhanced private investment as a result of the PCP in spite of different outreach efforts. Private sector representatives mentioned the limited follow-up to the Agro-Industrial Investment

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58 GD.16/CRP.5, para. 9. (b).

Forum in Ethiopia and the ISID Forum in Senegal. The ISID Forum in Dakar may have, however, facilitated the partnership between the Government of Senegal and the Mauritius Africa Fund (MAF) to operate the first stage of the Diamniadio Industrial Park and to finance the development and operation of the second phase. In addition, the evaluation team was informed that the first foreign companies are ready to sign contracts with the Diamniadio Industrial Park. However, a meeting with the local private sector representatives suggested limited national interest in the industrial park, pointing to the fact that the price per square foot was very high, and indicating that the interested parties as they understood it were currently of Chinese origin. In addition, the Bingtuan Group, an agricultural company from China, has signed an agreement (MoU) with the Government of Senegal which aims to facilitate the joint establishment of an agro-industrial park for the rice industry in the north of Senegal. In Peru, negotiations are underway for the development of a sustainable industrial zone project in Callao and for co-financing the respective GEF grant.

Reasons for the private sector not to invest significantly until now are manifold. The evaluation team identified two main reasons. The first reason is timing. It is to some extent too early for the private sector to invest, e.g. to set up a factory in an industrial park, if the park does not exist yet. A second reason relates to the limited involvement of the private sector in the PCPs. While there is regular interaction with the private sector at the project level,<sup>54</sup><sup>59</sup> it is less prominent at the strategic level of the PCP. The PCP steering committee in Ethiopia does not include the private sector.<sup>60</sup> The PCP steering committees in Senegal and Peru include the private sector.<sup>61</sup> However, it appears from interviews with private sector representatives that overall the PCPs are mainly driven by governments and

government priorities. While some interaction took place only few concrete agreements with the private sector have materialized until now. The limited involvement of the private sector at the strategic PCP level is supported by the fact that this mission could only meet few private sector representatives, and this in spite of the fact that meetings were repeatedly requested. The few meetings with private sector representatives which finally materialized were rather sobering, reflecting limited information about and involvement in the PCPs.

### **STEERING MECHANISM, MONITORING & REPORTING**

*Findings: National steering mechanisms/committees have been put in place. They have the overall oversight responsibility, including the monitoring of progress in achieving PCP milestones and objectives. There is no systematic monitoring of and reporting on targets as established in the results frameworks.*

#### **Steering mechanism**

All three pilot countries have established a steering mechanism. In Ethiopia, the Joint Steering Committee (JSC) is composed of key ministries, the Ethiopian Investment Commission, the Agricultural Transformation Agency and development partners. The JSC guides programme implementation, prioritizes programme activities, ensures coordination among partner interventions, mobilizes resources and monitors PCP programmes. In addition there are different task forces established each, responsible for specific areas/sectors of the PCP programme. The steering mechanism has recently been revised to further enhance coordination.

In Senegal, the PCP Steering Committee (chaired by the Ministry of Industry under the supervision of the Prime Minister's Office) is the core body responsible for monitoring

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59 E.g. Integrated Industrial Upgrading and Enterprise Development Approach in Senegal.

60 Apparently, the Government has another means to communicate with the private sector.

61 Senegal: e.g. Chamber of Commerce, Peru: e.g. National Society of Industries (SNI)

and coordinating PCP implementation. It is composed of high-level representatives from the Plan Senegal Emergent (PSE), all ministries involved in industrialization, the Chamber of Commerce, private sector associations, development partners and UNIDO. In addition, a partner and donor working group (PDWG) is expected to be established shortly. This will be the main focal point for coordination with bilateral donors and multilateral development finance institutions in resource mobilization and fund allocation for the PCP.

In Peru, there is also a National Advisory Committee comprised of high-level representatives of various ministries, the National Society of Industries (SNI), the SME industry associations, the National Development Bank (COFIDE) and academia, which only met once. In addition, it is planned to establish a partner and donor working group (PDWG).

The PCP steering committee in Ethiopia does not include the private sector. The PCP steering committees in Senegal and Peru include the private sector.

Interviews with government representatives suggest that the coordination mechanism function is satisfactory. The PCP has succeeded in engaging and bringing together ministries contributing to industrial development which usually would not sit at the table.

Interviews with development partners and the private sector suggest that they are not yet fully on board and would like to be more involved and, that the planned PDWGs in Senegal and Peru are welcome.

### **Monitoring and reporting**

The monitoring framework is not clear. While the primary monitoring framework should be the results frameworks established at the outset in the PCP documents,<sup>62</sup> there is

no systematic monitoring of and reporting on the targets as established in the results frameworks. This would include a systematic assessment of progress in achieving each output and outcome (i.e. on track/partly on track/not on track).

The monitoring of the PCP is to a large extent a reporting of activities and early results along the priority sectors. A comparison of actual activities and achievements with planned activities and objectives (results framework) is not systematically done.

Moreover, the evaluation team could not find evidence that the results framework or the annual progress reports are explicitly referring to the UNIDO Key Performance Indicators (KPIs). This is a missed opportunity as several PCP indicators are in fact the same as the UNIDO KPIs (e.g. no. of jobs created), but it is not made clear. In addition, the results frameworks do not make reference to the SDG indicators and targets<sup>63</sup>, although the PCP Senegal and Peru documents refer to several SDGs in general. The weakness in terms of linking the PCP results framework with UNIDO KPIs and SDG indicators was also highlighted during the SWOT analysis workshop at headquarters. In this regard, the recommendation made in the evaluability assessment conducted in 2015 is still valid: 'Develop a robust M&E system as common tool for all PCPs ... that is fully aligned to the UNIDO-wide results framework, including key performance indicators (KPIs) and Sustainable Development Goals (SDGs) and that captures the direct results of UNIDO's work.'<sup>64</sup>

Monitoring and reporting of PCP progress is primarily done by the national steering committees in collaboration with the PCP team leaders and the PCP coordination units at country level. Reporting is mainly done through annual progress reports.

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62 Ethiopia: Programme Matrices, Senegal: Logical Framework, Peru: Logical Framework

63 <https://sustainabledevelopment.un.org/sdg>

64 Evaluability assessment - Inclusive and sustainable industrial development (ISID) pilot programmes for country partnership (PCPs) in Ethiopia and Senegal, UNIDO Office for Independent Evaluation, 2015.

Annual reports are organized along the PCP priority areas in each country. The focus of the reporting is on major activities and milestones. Reporting on outcomes or impact is limited until.

The annual progress reports are supplemented by bi-annual progress reports (Ethiopia) and the standard UNIDO project progress reports.

In Senegal, UNIDO is in contact with the Prime Minister's Office in charge of monitoring public policies, the General Directorate for Planning and Economic Policy and the Bureau Opérationnel de Suivi du PSE (BOS), which is the operational office of the Ministry to the President of the Republic in charge of monitoring the implementation of the Plan for an Emerging Senegal. UNIDO finalized a report on PCP's M&E that remains to be shared with national and partners institutions.

More broadly, most UNIDO stakeholders express the view that monitoring and reporting can be improved, including during the SWOT analysis workshop at headquarters.

## **CONTRIBUTION TO DEVELOPMENT RESULTS**

**Findings:** Based on the theory of change analysis, it seems likely that the PCP's contribution to development results will be smaller by 2020 than what was originally planned. This is because targets and timeframes were very ambitious in the first place. In addition, the mobilization of large-scale public and private resources is more challenging and time consuming than anticipated.

The PCPs have very ambitious targets. For example the PCP Ethiopia anticipates 160,000 new jobs in the agro-food sector and 150,000 new jobs in the leather sector by 2020. These are 'PCP outcomes and indicators'.<sup>65</sup> In Senegal, the PCP expects 18,000 new jobs in the next 10 years because of three new agro-poles.<sup>66</sup> In Peru, targets had not

been identified at the time of the mid-term evaluation.

As this is a mid-term evaluation, it is too early to measure higher level development results. And as shown above the focus of the monitoring & reporting is on major activities and milestones. Results, in terms of outcomes or impact are limited until now with some exceptions. So this evaluation is attempting to assess the likelihood that development results will be achieved given the information available today. The evaluation is basically testing the PCP concept and the likelihood that the PCPs can work. In order to do so, the evaluation is using the theory of change approach. The hypothesis of the theory of change is that if important pre-conditions are in place, fundamental assumptions are accurate and lower level results are achieved, the likelihood and extent to which higher level results (priority area outcomes and development impact) will be achieved can credibly be anticipated. An overview of the theory of change assessment is provided in Figure 2. A detailed assessment of all elements of the theory of change is provided in chapter 4.

While the achievement of the PCP development results depend on many factors, based on the theory of change assessment it can be expected that the achievements will be moderately satisfactory and most likely below expectations, although results will naturally vary among pilot countries.

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65 PCP Ethiopia document, December 2014, 'PCP outcomes and indicators', p.58.

66 PCP Ethiopia document, December 2014

Elements supporting the likelihood of achieving results are the following:

- Government have strong ownership of the PCPs (pre-condition no. 1)
- Governments are willing to take the leadership (pre-condition no. 2)
- The political and economic context is assessed rather favourably (assumption no. 6 and 7)
- UNIDO technical assistance is satisfactory (TC) (ToC element no. 1)
- UNIDO advisory role is satisfactory (ToC element no. 2)
- UNIDO coordination role is satisfactory (ToC element no. 4)
- Development partners are in principle willing to engage and interested to invest in PCP priority areas (assumption no. 4)
- The outcomes of UNIDO TC projects are expected to be satisfactory (ToC element no. 5.)

Elements which moderately support the likelihood of achieving results are the following:

- Basic infrastructure is in place (pre-condition no. 3)
- UNIDO capacity and resources at HQ and at country level to play the coordination and convening role, including the capacity to support resource mobilisation is assessed as moderately satisfactory (assumption no. 1)
- UNIDO internal coordination between different department is assessed as moderately satisfactory (assumption no. 2)
- UNIDO outreach to partners is assessed as moderately satisfactory (ToC element no. 3)
- Moderate policy changes as a consequence of UNIDOs advise (ToC element no. 5.)
- Moderate enhancement of inter-ministerial coordination (ToC element no. 9)

Elements not supporting the likelihood of achieving results are the following:

- Currently limited evidence that point to the likelihood of enhanced private investment as a result of the PCP in spite of different outreach efforts (ToC element no. 7)
- Limited resources mobilized from public development partners (e.g. DFIs) until now; funding mainly from bilateral donors for standard UNIDO TC projects with rather small volumes; significant fund gaps remain (ToC element no. 8)

Aggregating the above elements implies that upscaling of activities and synergies with partner interventions will most likely be moderate within the PCP timeframes of five years (ToC element no. 10 and 11). The overall expectation therefor is that the PCPs' contribution the national industrial development goals will be smaller than originally (2015) envisaged. In fact, the timeline appears too ambitious. A 6-8 year horizon would appear to be more realistic.

## 6. Conclusions

The following conclusions reflect the professional opinion of the evaluation team, based on the above theory of change assessment and key findings. It is the evaluators' interpretation of the findings.

### PCP concept relevance

UNIDO's PCP approach is on the right track *'to extend the impact of UNIDO's technical cooperation and accelerate inclusive and sustainable industrial development in Member States'* - the PCP objective. As such, the PCP is fully in line and consistent with the UNIDO ISID mandate. UNIDO should carry the PCP concept forward to foster achievement of SDG 9 as it unites the features put forward in the Agenda 2030 for sustainable development, i.e. country leadership and partnerships.

The PCP is also an opportunity for UNIDO to play a significantly more important role in the development of programme countries, compared to the standard cooperation modality which is focussing on the implementation of rather small and at times disconnected technical assistance projects in the context of country programmes or standalone projects, albeit without playing an integrated advisory role to Governments on industrial development.

### From planning to implementation

The first two years of the PCP pilots currently under implementation have been dominated by planning and feasibility activities. It is now high time to accelerate implementation by governments and partners, in particular of the flagship projects. While the PCP is more than the flagship projects, they make the PCP distinctively different from the standard UNIDO country programmes especially in terms of scale. This therefore requires particular attention. UNIDO has to be ready to provide complementary assistance and accompany implementation. It is not

sufficient to provide pre-feasibility studies or business plans. Governments may require support in terms of capacity building and technical teams for the management and implementation of, in particular, large-scale industrial development projects like the agro-industrial parks. The needs for support by partner governments is especially acute in cases of initiatives funded solely with government funds. UNIDO needs to make clear to partner governments its capabilities as well as its financial and technical limitations.

### Risks and expectations

There is a significant risk that the pilot PCPs currently under implementation will not meet the expectations. First, because the objectives in the pilots are very ambitious and the expectations are very high. Second, the PCP flagship projects require significant investments from public and private partners. However, the resource mobilisation is a lengthy time-consuming process. While there are some positive signs and advanced negotiations, a 'Copernican' shift with regard to the mobilization of large-scale public and private investment has yet to take place. The limited resources mobilized – or the long time frame to do so - constitutes a challenge for the PCPs. Without the private sector, the large-scale flagship projects like the industrial parks projects cannot be realized. Only the future will show if the private sector is indeed investing in the projects. The resource mobilization challenge in Peru is more manageable, the targets probably not as ambitious as in Ethiopia and Senegal. Thus, the risk of not meeting expectations is lower.

### Role of UNIDO in mobilizing partners and additional large-scale resources

The stated objective of the PCP to mobilize external partners and additional resources in order to extend the impact of UNIDO's technical cooperation and accelerate inclusive and sustainable industrial

development in Member States<sup>67</sup> creates to some extent wrong expectation, in the sense that UNIDO could be perceived as being capable and direct responsible of mobilizing additional resources for governments. While this is possible for UNIDO TC projects, the mobilization of 'parallel' funding is primarily the responsibility of the government. UNIDO only has a supportive role. This needs to be made much clearer in order to avoid wrong expectations.

The evaluation team posed itself the question of what can UNIDO realistically do to help countries mobilize partners and resources. In particular, resource mobilization is a complex task requiring in-depth knowledge of countries' financial resource situation and needs. It also requires in-depth knowledge of the processes to solicit resources as well as excellent political connections with donors and knowledge of their specific strategies. Mobilizing resources for a national development plan is radically different from mobilizing resources for a TC project. The human resources and capabilities required for mobilizing resources for several PCP countries would be enormous. The question of whether UNIDO has this mandate or possesses such skills and expertise in the necessary breadth and depth was posed by interviewed Government and DFI officials.

UNIDO has applied two different approaches with regard to the funding of large-scale PCP projects. In Ethiopia and Senegal, unfunded Government priorities were identified and included in the PCP (e.g. agro-industrial parks, agro-poles). In Peru, the PCP largely aligned with already funded or expected soon to be funded Government priorities. UNIDO could use both models as appropriate and as demanded by PCP countries, in the understanding that the first model involves more risks and is highly resource consuming. An additional risk in the first model is the potential for unrealistic Government

expectations regarding the role that UNIDO in resource mobilisation. The expectations need to be managed carefully.

Another challenge is the attribution of mobilized resources to UNIDO's efforts. While in the case of UNIDO TC projects a direct attribution is possible, the extent to which resources mobilized for PCP flagship projects ('parallel funding') can be attributed to UNIDO efforts is probably more difficult.

### **PCP working modality**

The fundamental difference of the PCPs compared to UNIDO country programmes is not fully understood or appreciated in UNIDO. Many UNIDO project managers continue with 'business as usual', focussing on their TC projects. This is not to say that TC is no longer relevant. On the contrary, TC projects are highly relevant in the PCP context. However, TC projects rather than being stand-alone projects, they either prepare the ground for large-scale industrial development programmes or contribute directly to overall PCP objectives.

The PCP pilots are overambitious, and in order to succeed, UNIDO requires a different working modality. It requires a strong leadership and a team at country and headquarters which is working together to achieve the PCP objectives. Individual project objectives are only relevant in as far as they contribute to the overall PCP objectives. To illustrate: in Ethiopia it is absolutely fundamental that the agro-industrial parks and the Modjo Leather City are a success. These several hundred million dollar projects are complex and challenging and while the lead is obviously with the Government (the money does not go through UNIDO books, i.e. 'parallel funding'), UNIDO is challenged to help the government to succeed. UNIDO activities that do not support the flagship projects must be second priority.

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67 GC.16/CRP.5, para. 3.

A new working modality requires that the PCP leadership from UNIDO side must be at the country level. PCP leadership requires first and foremost ‘personal stature’ in the sense of interacting at high level with ministers, representatives of development partners in particular the heads of the development finance institutions (DFIs) and CEOs of private companies. This requires seniority and convening authority. Naturally, this ‘high level’ role has to be played by the UNIDO Representative, the most senior UNIDO representative in a country. However, voices in UNIDO raise the concern that the required ‘talent’ may not be available in abundance among UNIDO staff. Moreover, in many countries UNIDO does not have an in-country UNIDO Representative in the first place. This poses a major challenge for UNIDO for the rollout of the PCP to additional countries. The challenge might be mitigated to some extent by a national PCP coordinator with the required ‘personal stature’.

The UNIDO Representative (or similar) requires a strong support team that reports directly to him/her and not to headquarters. First of all, the UR must be supported by a strong ‘Chief Operating Officer’ who can manage the operational side of the PCP and across the various projects as well as interact with stakeholders at the technical level. In addition, the country team may require fundraising facilitation competencies, in particular with regard to the requirements of the DFIs. Supporting governments to prepare loan requests from DFIs requires specific competencies. It is very different from the standard resource mobilisation for UNIDO TC projects. Interaction with DFIs must be backed by strong support from UNIDO headquarters. Technical expertise at project level can be pulled in from UNIDO headquarters upon demand. TC project managers should also report and be accountable to the UR, i.e. the PCP team leader. Thus, TC project managers should report to both the line manager and the PCP team leader.

New TC projects must be in line with the PCP priorities and must be seen as facilitators of large-scale PCP flagship programmes. Traditional bilateral donors have to be convinced that in PCP countries, contributions have to directly support the achievement of PCP objectives as defined by the programme country governments. This constitutes a great opportunity for donors: TC projects can be seen as seed money, which lead to a large scaling-up of activities.

The new working modality also requires a different approach to the private sector. The current PCPs are focused on government priorities and interaction. However, large-scale investment in industrial development has of course to come from the private sector. The private sector requires a stronger voice and engagement in the PCPs. UNIDO has to support governments in reaching out and engaging with the private sector.

### **PCP seed money**

The securing of financial resources to kick-start the PCP (e.g. with feasibility studies) requires the utmost attention. It is a key element in the PCP equation. The underfunded Partnership Trust Fund is a serious constraint to accelerate the PCP implementation in some of the three pilot countries. The Partnership Trust Fund is one modality to provide seed money to PCP countries and to kick-start large-scale resource mobilisation efforts from DFIs. The Partnership Trust Fund provides another opportunity for donors to leverage their own resources for development cooperation.

### **Additional PCPs**

Should the PCP be rolled out to many more countries? While in principle UNIDO’s PCP concept is on the right track, several conceptual and structural issues need to be addressed as showed above, before the PCP should be rolled out to more countries.

Once the conceptual and structural issues are addressed, UNIDO should end the PCP pilot phase and make the PCP an official modality, in addition to other cooperation modalities that may be kept for Member States which (a) do not wish to adopt the PCP because they consider the PCP to demanding or too risky, or (b) which do not meet the necessary pre-conditions (i.e. strong government ownership, financial resource allocation by government to PCP, capacity to take the leadership, basic infrastructure).

### **PCPs offer excellent features to standard UNIDO country programmes**

These are:

- a) high level 'alliance' with government,
- b) enhanced policy advisory role of UNIDO,
- c) coordination support provided by UNIDO,
- d) enhanced convening role of UNIDO,
- e) UNIDO support in resource-mobilisation for parallel funding. Standard UNIDO country programmes could incorporate some of these features on a selective, demand driven basis.

## 7. Lessons Learned

### ENCOURAGING LESSONS

1. **Mutual commitment:** The mutual commitment to the PCP at the highest government level and by the Director General of UNIDO is indispensable and provides a strong foundation for the programme for country partnerships.

2. **Development partners:** Development partners in general welcome the PCPs and are in principle interested to contribute.

3. **Flagship projects:** Having the PCP contribute to a few large-scale government flagship projects - like for example the Modjo Leather City in Ethiopia - which are significantly larger than traditional UNIDO TC projects is a good practice. It gives the PCP a much larger scale compared to traditional country programmes, and signals clear focus and strong visibility.

4. **UNIDO's role:** The PCP in the three pilot countries shows that UNIDO can play a more prominent role with regard to industrial development of a country. UNIDO is a highly trusted and appreciated partner.

5. **UNIDO technical assistance (TC):** UNIDO TC is also seen as highly relevant in PCP countries, but mainly to facilitate large-scale investment and less stand-alone projects.

### CHALLENGING LESSONS

6. **PCP as mechanism to mobilize resources:** Winning development partners to participate in the PCP with large-scale resources has proved challenging and time-consuming than expected by stakeholders.

7. **Country presence:** A strong UNIDO country presence is paramount for the implementation of the PCPs.

8. **Expectations:** National stakeholder expectations vis-à-vis the PCP are high. Clear definition of realistic expectations between the Government and UNIDO in terms of roles and responsibilities is important.

9. **Risks:** The overall success of PCP is closely associated with the success of the flagship projects. If the very large-scale and complex projects do not succeed, the PCP's are at risk, as are the governments' and UNIDO's reputation.

10. **Timeline:** The development and implementation of a PCP takes considerable more time compared to a standard UNIDO country programme. A five year timeframe to achieve the envisaged large scale development results is so far unrealistic.

11. **Implementation of large-scale projects:** The capacity of UNIDO to support the implementation of large-scale projects, such as the establishment of agro industrial parks, is a challenge. In cases where government funding is granted with no DFI component, UNIDO could assist and accompany the government in availing itself Project Implementation Units (PIU) like services.

12. **Project alignment:** Close alignment of ongoing and new UNIDO TC projects to the PCP priority sectors remains a challenge.

13. **Private sector:** The private sector needs to be much more involved in the PCPs in order to ensure they come fully on board.

## 8. Recommendations

UNIDO's PCP concept is on the right track (country-owned and consistent with the Agenda 2030 for Sustainable Development and with UNIDO ISID policy) and UNIDO should carry the concept forward to foster achievement of SDG 9, albeit fine-tuning the concept and incorporating the following recommendations as well as the lessons learned of the pilot phase.

### CONCEPT RELATED RECOMMENDATIONS

**1.** UNIDO should better define the PCP concept in order to establish realistic expectations. The following elements should be clearer defined:

- a.** The indicative nature of the financial framework.
- b.** The inclusion of 'parallel funded' activities of other actors.
- c.** Governments overall responsibility for the PCP, in particular:
  - i. Governments lead in resource mobilisation for 'parallel funding' in particular funding from development financial institutions (DFIs) Governments implementation responsibility of large-scale projects
  - ii. Government lead and responsibility for the implementation of the large-scale 'parallel funded' projects.
- d.** UNIDOs supportive role in the PCP, in particular:
  - i. UNIDO's supportive role in resource mobilisation for 'parallel funding' in particular funding from development financial institutions (DFIs);
  - ii. UNIDO's supportive role in the implementation of large-scale 'parallel funded' projects.
- e.** Accountability for achieving results. Clearly define in each PCP to what extent UNIDO is accountable for achieving results, in particular for UNIDO TC projects (high accountability) and 'parallel funded' activities (low accountability).
- f.** The ong-term horizon of a PCP in particular for higher level results (5-10 years) or more.

**2.** UNIDO to develop a theory of change for the PCP in order to explain to stakeholders (including UNIDO staff) the PCP's concept and intervention logic and the pathway to impact, in particular the hierarchy of objectives. The theory of change might build on the theory of change used in the present evaluation.

**3.** UNIDO and PCP country governments to improve the PCP logical frameworks and the monitoring of the PCP framework. The following elements need to be addressed:

- a.** Establish realistic indicator-targets and timeframes for higher level results (outcomes and impact).
- b.** Establish accountabilities for achieving results (who is accountable for what, i.e. government, UNIDO, development partners).
- c.** Use and make explicit reference to UNIDO KPIs were possible (e.g. number of jobs).
- d.** UNIDO should develop and establish a PCP monitoring framework to at PCP programme level in order to allow management consistency, clarity and aggregated

results reporting. Progress towards achieving targets as stated in the logical framework must be systematically monitor and report. Establish a monitoring plan (when, what, by whom).

## **RECOMMENDATIONS RELATED TO STRUCTURE AND CAPACITY**

4. UNIDO to strengthen the PCP lead from UNIDO's side at the country level and assure a strong UNIDO country presence in PCP countries. The 'high level' leadership requires an experienced senior UNIDO staff member, e.g. a UNIDO Representative or similar. This is particularly important for:

- a. the interaction with governments at the highest possible level,
- b. for outreach activities to development partners, and
- c. alignment of UNIDO activities to PCP priority sectors.

In order to strengthen country based leadership it is necessary that UNIDO TC project managers also report to the UNIDO Representative (or similar). And in order to assure close alignment of new UNIDO TC projects with PCP priorities the UNIDO Representative must validate new projects as it is the practice with the new SAP workflow.

The 'high level' PCP leader should be supported by a strong and dynamic 'Chief Operational Officer' responsible for the operational side of the PCP and the interaction with stakeholders at the technical level.

5. UNIDO should strengthen its capacity at the country level to support the resource mobilisation of Member States for PCP 'parallel funding', in particular funding from development financial institutions (DFIs). This requires good understanding of the DFIs working modalities and funding requirements. UNIDO headquarters should support the work done at the country level with regard to the DFIs.

6. UNIDO should keep advising and accompanying Member States in the implementation of large-scale PCP projects like for example the agro-industrial parks. In doing so, UNIDO and the Government should consider potential financial, time schedule and reputation risks in a realistic manner. If government financing is the only source of funding, UNIDO and the government should study implementation modalities. While implementation responsibility is clearly with the government, UNIDO should go beyond providing feasibility studies or business plans, and be ready to provide technical assistance/technical cooperation as needed in line with its ISID mandate.

## **RECOMMENDATION RELATED TO PRIVATE SECTOR**

7. Member States (PCP countries) to give the private sector a stronger voice in the PCPs at the country level in particular during the design phase in order to facilitate large-scale private investment later in the process. UNIDO could further facilitate this process as needed.

## **RECOMMENDATIONS RELATED TO THE EXPANSION OF THE PCP**

8. Incorporate as much as possible the key PCP features in all UNIDO different modalities of technical cooperation or services to its member states. Keep the other cooperation modalities as needed, for Member States which (a) do not wish to adopt the PCP because they consider

the PCP too demanding or too risky, or (b) which do not have the necessary pre-conditions (i.e. strong government ownership, financial resource allocation by government to PCP, capacity to take the leadership, basic infrastructure).

**9.** As the PCPs require different ways of using UNIDO's capacities and resources in particular at the country level UNIDO should cautiously expand the PCPs to more programme countries. This allows for further organizational learning and addressing the areas for improvement.

**10.** UNIDO and Member States to upgrade the current approaches of cooperation by incorporating - in a modular manner - key features of the PCP, i.e. (a) high level 'alliance' with government, (b) enhanced policy advisory role of UNIDO, (c) coordination support provided by UNIDO, (d) enhanced convening role of UNIDO, (e) UNIDO support in resource-mobilisation for parallel funding.

**11.** Member States (PCP countries and donor countries) should support the PCP through UNIDO TC projects and/or the UNIDO Partnership Trust Fund. In order for the PCPs to succeed, UNIDO requires 'seed' money to kick-start the PCP (e.g. with feasibility studies). 'Seed' money has an important catalytic role in the PCP. UNIDO TC projects can also support the implementation of large-scale PCP projects.



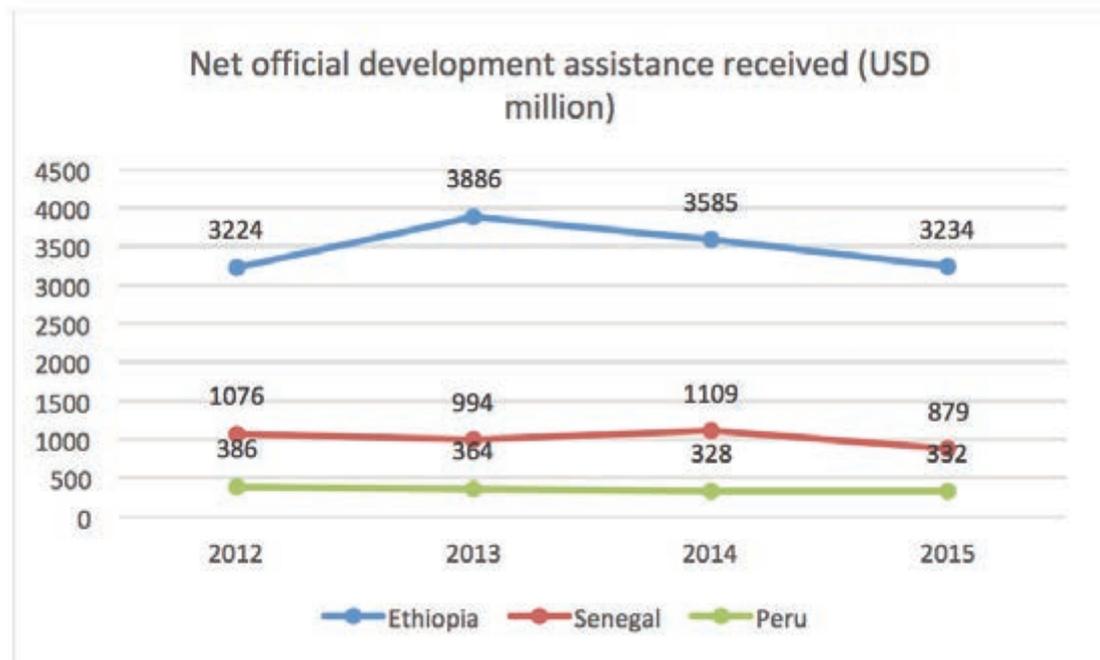
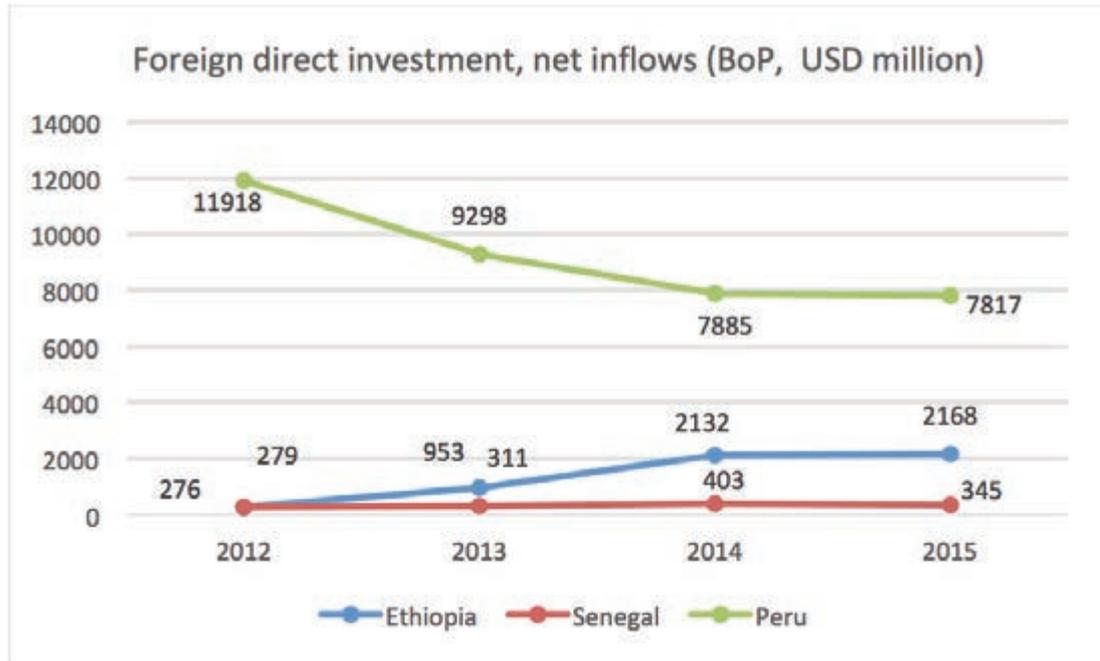
# Annex 1: Evaluation Framework

Evaluation criteria and questions	Sub-questions/sub-dimensions	Source of information and data collection methods	Data analysis methods
<p><b>Relevance</b></p> <p>i. To what extent are the objectives of PCP valid?            Objectives: "To mobilize external partners and additional resources in order to extend the impact of UNIDO's technical cooperation and accelerate inclusive and sustainable development in Member States."</p> <p>ii. Are the activities and outputs of PCP consistent with the overall goal and the attainment of its objectives?</p>	<p>Is the PCP theory of change relevant in principle (in theory)?            see draft PCP theory of change</p> <p>This relates to UNIDO's role in the PCP. The question is: how relevant are UNIDO's interventions/activities in contributing to the objective of the PCP? (UNIDO's interventions: (1) technical assistance, (2) key advisor to governments, (3) reaching out to partners (convening role), (4) facilitating coordination            See draft theory of change</p>	<p>Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> <li>- Pilot country government representatives</li> <li>- Partner representatives in pilot countries</li> <li>- Interviews with Member State representatives (Vienna)</li> </ul> <p>SWOT group discussion with UNIDO staff at HQ            UNIDO documents</p> <p>Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> <li>- Pilot country government representatives</li> <li>- Partner representatives in pilot countries</li> </ul> <p>SWOT group discussion with UNIDO staff at HQ            UNIDO documents</p>	<p>Content analysis of interview notes            Content analysis of results of SWOT group discussion            Theory of change analysis            Content analysis of documents</p> <p>Content analysis of interview notes            Content analysis of results of SWOT group discussion            Theory of change analysis            Content analysis of documents</p>
<p>iii. Is the PCP concept perceived as the most appropriate strategy for partner countries' governments to achieving their sustainable industrial development objectives and contribute to the implementation of the Agenda 2030? How strong is the ownership of the instrument by partner countries' governments?</p>	<p>This is about alignment with national industrial development priorities, and the ownership and leadership of the PCP by governments.</p>	<p>Interviews with:</p> <ul style="list-style-type: none"> <li>- Pilot country government representatives</li> <li>- Partner representatives in pilot countries</li> <li>- Interviews with Member State representatives (Vienna)</li> </ul>	<p>Content analysis of interview notes            Theory of change analysis</p>
<p>iv. Within the aid architecture, what is the relation of the PCP concept in the pilot countries to the respective UNDAF processes and other UN as well as non-UN development planning and coordination mechanisms relevant to ISID?</p>	<p>This is about how the different programmatic/financial frameworks relevant for ISID complement overlap or compete with each other.            See also figure 'PCP and other programmatic/financial frameworks and coordination mechanism'</p>	<p>Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> <li>- Pilot country government representatives</li> <li>- Partner representatives in pilot countries                UNIDO and partner documents</li> </ul>	<p>Content analysis of interview notes            Content analysis of documents            Comparative analysis in pilot countries of other development partners</p>
<p><b>Effectiveness</b></p> <p>i. What are the key results and benefits of the PCP concept for UNIDO and for the three pilot countries? To what extent have the expected</p>	<p>Does the PCP theory of change work in pilot countries?            This is about assessing the results achieved and/or</p>	<p>PCP progress reports from pilot countries            Interviews with:</p> <p style="text-align: right;">Source:</p>	<p>Content analysis of progress reports            Content analysis of interview notes and            Source: Evaluation team, based on TOR.</p>

Evaluation criteria and questions	Sub-questions/sub-dimensions	Source of information and data collection methods	Data analysis methods
<p>results been achieved or are likely to be achieved, in particular with regard to the four key dimensions of the PCP concept?</p>	<p>the likelihood of achieving expected results (as this is a mid-term evaluation) See draft theory of change and the intermediate changes at levels I, II and III (outcomes no. 5 to 12) For flagship projects: (1) explain the success; and (2) why did they work so well</p>	<ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> <li>- Pilot country government representatives</li> <li>- Partner representatives in pilot countries</li> </ul> <p>Project visits/observations</p>	<p>observation notes Theory of change assessment</p>
<p>ii. Is the PCP concept reaching the set milestones on the way to the ultimate goal of supporting governments?</p>	<p>What are the specific milestones in each pilot country? To what extent have they been achieved?</p>	<p>PCP progress reports from pilot countries Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> <li>- Pilot country government representatives</li> <li>- Partner representatives in pilot countries</li> </ul>	<p>Content analysis of progress reports Content analysis of interview notes</p>
<p><b>Efficiency</b></p> <p>i. Is the actual institutional organizational set up, i.e. organizational structure, functions, roles, responsibilities and availability of human and financial resources, adequate for developing and implementing the PCP concept currently in (a) the three pilot countries and (b) further in a significant number of additional countries?</p>	<p>This is about developing a new PCP on the one hand and about the implementation of the PCP on the other hand. Both dimensions in relation to:</p> <ul style="list-style-type: none"> <li>- organizational structure (HQ and FO);</li> <li>- functions, roles, responsibilities (who does what);</li> <li>- the availability of human and financial resources</li> </ul> <p>And it is about the future: Does UNIDO have the capacity to roll out the PCP to many more countries?</p>	<p>PCP progress reports from pilot countries SWOT group discussion with UNIDO staff at HQ Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> <li>- Pilot country government representatives</li> <li>- Partner representatives in pilot countries</li> </ul> <p>Project visits/observations</p>	<p>Content analysis of progress reports Content analysis of results of SWOT group discussion Content analysis of interview notes and observation notes</p>
<p>ii. Are the institutional assets (e.g., policies, processes, tools and indicators) available for the PCPs to actually report on how they contribute to UNIDO's ISID mandate and the SDGs? How can UNIDO on the corporate level report on the achievements of the PCPs?</p>	<p>This is about monitoring and reporting.</p>	<p>PCP progress reports and other reporting tools from pilot countries SWOT group discussion with UNIDO staff at HQ Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> </ul>	<p>Content analysis of progress reports/other reporting tools Content analysis of results of SWOT group discussion Content analysis of interview notes</p>
<p>iii. If the PCPs are actually creating a much larger development impact than the traditional CPs and stand-alone projects, can UNIDO report this systematically to its member states and partners?</p>	<p>This is also about monitoring and reporting.</p>	<p>PCP progress reports and other reporting tools from pilot countries SWOT group discussion with UNIDO staff at HQ Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> <li>- Interviews with Member State representatives (Vienna)</li> </ul>	<p>Content analysis of progress reports/other reporting tools Content analysis of results of SWOT group discussion Content analysis of interview notes</p>
<p><b>Sustainability</b></p>			

Evaluation criteria and questions	Sub-questions/sub-dimensions	Source of information and data collection methods	Data analysis methods
<p>i. How robust are the organizational arrangements, systems/tools and methods put in place by UNIDO to disseminate the PCP to other countries?</p> <p><b>Cross cutting issues</b></p> <p>i. To what extent have gender issues been addressed within the PCP concept?</p>	<p>This question is similar to aspects of efficiency question no. i.</p>	<p>SWOT group discussion with UNIDO staff at HQ</p> <p>Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> </ul>	<p>Content analysis of results of SWOT group discussion</p> <p>Content analysis of interview notes</p>
<p><b>Good practices/lessons</b></p> <p>i. What recommendations and lessons can be drawn from the PCP implementation in the three pilot countries?</p>	<p>Review of PCPs in pilot countries and the importance given to gender issues.</p> <p>Discussion of gender dimensions in PCP concept with UNIDO HQ</p>	<p>PCP document/progress reports from pilot countries</p> <p>SWOT group discussion with UNIDO staff at HQ</p> <p>Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> <li>- Pilot country government representatives</li> <li>- Partner representatives in pilot countries</li> </ul> <p>Project visits/observations</p>	<p>Content analysis of progress reports</p> <p>Content analysis of results of SWOT group discussion</p> <p>Content analysis of interview notes and observation notes</p> <p>Final analysis of evaluation findings</p>
<p>ii. What is the potential of the PCP Concept for UNIDO's future interventions at the country level?</p>	<p>Is the PCP theory of change relevant in principle (in theory)?</p> <p>Does the PCP theory of change work in in pilot countries?</p> <p>Does UNIDO have the capacity to roll out the PCP to many more countries?</p> <p>see draft PCP theory of change</p>	<p>SWOT group discussion with UNIDO staff at HQ</p> <p>Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> <li>- Pilot country government representatives</li> <li>- Partner representatives in pilot countries</li> </ul>	<p>Content analysis of results of SWOT group discussion</p> <p>Content analysis of interview notes</p> <p>Theory of change assessment</p>
<p>iii. Can varying interventions at country level converge into a single engagement concept? How should and could stand-alone interventions, country programmes and PCP programmes converge?</p>	<p>This is about on-going UNIDO activities at the time of a new PCP.</p> <p>How can these activities be integrated into the PCP?</p>	<p>SWOT group discussion with UNIDO staff at HQ</p> <p>Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> </ul>	<p>Content analysis of results of SWOT group discussion</p> <p>Content analysis of interview notes</p>
<p>iv. What lessons can be learned to best engage with other partners?</p>	<p>Collect good PCP practices and lessons learned related to the engagement with other partners.</p>	<p>SWOT group discussion with UNIDO staff at HQ</p> <p>Interviews with:</p> <ul style="list-style-type: none"> <li>- UNIDO staff (HQ/FO)</li> <li>- Pilot country government representatives</li> <li>- Partner representatives in pilot countries</li> </ul>	<p>Content analysis of results of SWOT group discussion</p> <p>Content analysis of interview notes</p> <p>Final analysis of evaluation findings</p>

## Annex 2: FDI and ODA in Ethiopia, Senegal and Peru



Data from database: World Development Indicators

Last Updated: 06/30/2017

## **Annex 3: List of persons met**

### **Ethiopia**

#### **Government of Ethiopia**

Mr. Ahmed Abteu, Minister, Ministry of Industry  
Mr. Gebregziabher Gebreyohannes (PHD), State Minister, Ministry of Livestock and Fisheries  
Mr. Asfaw Abebe Eregnew, Director General, Federal Small & Medium Manufacturing Industry Development Agency (FeSMMIDA)  
Mr. Fikru Amenu Director, Ethiopian Coffee and Tea Development and Marketing Authority  
Mr. Mebrahtu Meles (PHD), State Minister & Member of Parliament, Ministry of Industry (Agro-food Processing Industries)  
Mr. Admasu Nebebe, State Minister, Ministry of Finance & Economic Cooperation  
Mr. Bogale Feleke, State Minister, Ministry of Industry (Leather and Textile Sub-sectors)  
Mr. Wondwosen Fisseha Kidanie, Project Coordinator, National Quality Infrastructure Development Project, Project Implementation Unit, Ministry of Science and Technology  
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## Annex 4: List of documents

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#### UNIDO Headquarters

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