

Independent Terminal Evaluation

Strengthening the National Quality Infrastructure (NQI) for trade - Myanmar

UNIDO project ID: 120027



UNITED NATIONS
INDUSTRIAL DEVELOPMENT ORGANIZATION

Independent Evaluation Division
Office of Evaluation and Internal Oversight

Independent Evaluation

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Myanmar

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List of acronyms and abbreviations

Abbreviation	Meaning
AB	Accreditation Body
ACCSQ	ASEAN Consultative Committee for Standards and Quality
ADB	Asian Development Bank
APLMF	Asia-Pacific Legal Metrology Forum
APMP	Asia Pacific Metrology Program
ASEAN	Association of South East Asian Nations
AWP	Annual Work Plan
BIPM	International Bureau of Weights and Measures (<i>Bureau international des poids et mesures</i>)
BLQS	Bureau of Laboratory Quality Standards
BS	British Standards
CGPM	General Conference on Weights and Measures (<i>Conférence générale des poids et mesures</i>)
CI	Certification International
CIPM	International Committee for Weights and Measures (<i>Comité international des poids et mesures</i>)
CODEX	Codex Alimentarius
CTA	Chief Technical Advisor
CTQMC	Commodity Testing and Quality Management Centre (of Min. of Commerce)
DAC	Drug Advisory Committee
DIN	German Institute for Standardization (Deutsches Institut für Normung)
EC	European Commission
EU	European Union
FACC	Food Advisory Committee
FAO	Food and Agricultural Organization
FDA	Food and Drugs Administration
FDI	Foreign Direct Investment
FDSC	Food and Drug Supervisory Committee
FIDSL	Food Industries Development Supporting Laboratory (of MFPEA)

Abbreviation	Meaning
FIQCD	Fish Inspection and Quality Control Division
FQCL	Food Quality Control Laboratory
FS 22000	Food Safety 22000
FVO	Food and Veterinary office
FY	Fiscal Year
GDP	Gross Domestic Product
GFSI	Global Food Safety Initiative
GHP	Good Hygiene Practices
GHGs	Greenhouse Gases
GLP	Good Laboratory Practices
GMP	Good Manufacturing Practices
GoM	Government of Myanmar
GRP	Good Regulatory Practice
HACCP	Hazard Analysis Critical Control Points
HDI	Human Development Index Report
HR	Human Resources
IAF	International Accreditation Forum
ICT	Information communication technology
IDC	Industrial Development Committee
IEC	International Electro-technical Commission
ILAC	International Laboratory Accreditation Cooperation
ISO	International Organization for Standardization
IS	Indian Standards
ITC	Implementation Technical Committee
JETRO	Japan External Trade Organization
JICA	Japan International Cooperation Agency
JIS	Japanese Industrial Standards
MAPT	Myanmar Agricultural Produce Trading
MAS	Myanmar Agricultural Services
MFDBA	Myanmar Food and Drug Board and Authority
MFPEA	Myanmar Food Processors and Exporters Association
MDG	Millennium Development Goal

Abbreviation	Meaning
MITS	Myanmar Testing and Inspection Services Co, Ltd
MLA	Multilateral Recognition Arrangement
MNPED	Ministry of National Planning and Economic Development
MoAI	Ministry of Agriculture and Irrigation
MoC	Ministry of Commerce
MoCO	Ministry of Cooperatives
MoH	Ministry of Health
MoLF	Ministry of Livestock and Fisheries
MoST	Ministry of Science and Technology
MA	Malaysian Standards
MRA	Mutual Recognition Agreements
MSTRD	Myanmar Scientific and Technological Research Development
NAF	National Accreditation Forum
NAL	National Analytical laboratory
NES	National Export Strategy
NMI	National Metrology Institute
NORAD	Norwegian Agency for development cooperation
NQP	National Quality Policy
NQI	National Quality Infrastructure
NSB	National Standards Bureau
OC	Organochlorine residues
OECD/DAC	Organization for Economic Co-operation and Development/Development Assistance Committee
ODA	Official Development Assistance
OVI	Objectively Identifiable Indicators
OIE	World Organization for Animal Health (<i>Office International des Epizooties</i>)
OIML	Organization for Legal Metrology (<i>Organization Internationale de Métrologie Légale</i>)
PFT	Project Formulation Team
PTAC	Post-Harvest Technology Application Centre
QI	Quality Infrastructure

Abbreviation	Meaning
QMS	Quality Management System
RMO	Regional Metrology Organization
R&D	Research and Development
SC	Steering Committee
SME	Small and Medium-Sized Enterprise
SI	International System of Units
SMART	Specific, Measurable, Achievable, Realistic, Time frame
SMTQ	Standards, Metrology, Testing and Quality
SQMT	Standardization, Quality Assurance, Metrology and Testing
SPS	Sanitary and Phyto-Sanitary
TA	Technical Assistance
TBT	Technical Barriers to Trade
TC	Technical Committee
TOR	Terms of Reference
UK	United Kingdom
UKAS	United Kingdom Accreditation Services
UMFCCI	Union of Myanmar Federation of Chambers Of Commerce and Industries
UNIDO	United Nations International Development Organization
USD	United States Dollars
WG	Working Groups
WTO	World Trade Organization

Glossary of evaluation-related terms

Term	Definition
Baseline	The situation, prior to an intervention, against which progress can be assessed.
Effect	Intended or unintended change directly or indirectly due to an intervention.
Effectiveness	The extent to which the development intervention's objectives were achieved or are expected to be achieved.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Impact	Positive & negative, intended & non-intended, directly & indirectly, long term effects that represent fundamental durable change in the condition of institutions, people & their environment brought about by the Project.
Indicator	Quantitative or qualitative factors that provide a means to measure the changes caused by an intervention.
Intermediate States	The transitional conditions between the Project's outcomes & impacts which must be achieved in order to deliver the intended impacts.
Lessons learned	Generalizations based on evaluation experiences that abstract from the specific circumstances to broader situations.
Logframe (logical framework approach)	Management tool drawing on results-based management principles used to facilitate the planning, implementation and evaluation of an intervention. It involves identifying strategic elements (activities, outputs, outcomes, impacts) and their causal relationships, indicators, and assumptions that may affect project success or failure.
Outcomes	The likely or achieved short- to medium-term behavioural or systemic effects to which the Project contributes, which help to achieve its impacts.
Outputs	The products, capital goods, and services that an intervention must deliver to achieve its outcomes.
Relevance	The extent to which an intervention's objectives are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donor's policies.
Risks	Factors, normally outside the scope of an intervention, which may affect the achievement of an intervention's objectives.
Sustainability	The continuation of benefits from an intervention, after the development assistance has been completed.
Target groups	Specific entities for whose benefit an intervention is undertaken.

Executive summary

Evaluation purpose and methodology

The objectives of this Independent Terminal Evaluation were to (a) assess the project performance in terms of relevance, effectiveness, efficiency, sustainability and progress to impact and (b) develop a series of findings, lessons and recommendations for enhancing the design of new projects and the implementation of ongoing projects by UNIDO.

The Terminal Evaluation commenced in early May 2018 with a team contracted by UNIDO consisting of an International Evaluation Expert, Mr. Tom Pengelly, and a National Evaluation Expert, Ms. Moe Chit Khaing. The approach was based on the OECD-DAC evaluation criteria, with reference to UNIDO's own Evaluation Policy and Guidelines. A mixed-methods approach was used, which made sure to incorporate a gender-inclusive cross-section of stakeholders.

Main data-collection methods included:

- A document and literature review
- Stakeholder interviews
- Field visit, 14th-19th May 2018
- SME case studies
- UNIDO International Expert e-mail survey
- Triangulation and synthesis

The Evaluation Team was able to complete the Terminal Evaluation in line with its specified objectives, but there were a number of limitations to the different individual evaluation workstreams and data collection methods. These included the lack of a mid-term review, reduced stakeholder interviews due to time constraints, the absence of a Theory of Change and similar contribution analysis mechanisms, and the lack of evidence at Outcome and Impact levels.

Relevance

The project was considered highly relevant to all beneficiaries. This was in large part due to its alignment with Myanmar's national context and unique requirements. The project aligned particularly well with the Quality Management volume of the *National Export Strategy of Myanmar (2015-2019)* and is well reflected in the *Myanmar Development Strategy (June 2018)*. Moreover, the project design was aligned with key regional and international quality and standards management and food safety standards; up-to-date ISO benchmarks in the institutional sector, and FSSC 22000, HACCP and GMP in the private sector.

The project remained relevant to beneficiaries following the revision of the overall objective. Further revisions by the UNIDO project team reflected in the Amended Project Document (August 2015) to M&E indicators, workplan, timeline and budget distribution contributed to increased emphasis on Gender and Social Inclusion issues, helping to maintain an inclusive view of beneficiary groups.

The project was also considered relevant to NORAD and UNIDO objectives. This was due to the strong link between improved NQI and increased exports, with the selection of honey and fisheries as appropriate pro-poor sectors to maximize developmental impact. Furthermore, the UNIDO project team can be credited with effective coordination with other projects and donors including the United States Agency for International Development (USAID), European Union (EU) and Physikalisch-Technische Bundesanstalt (PTB). Risks of duplication were mitigated

proactively, and synergies were incorporated into the logframe through successful results-based management, such as scaling back certain activities which were covered by other donors.

Effectiveness

Across each of the 5 Outputs, activities were effectively planned and delivered, with well-qualified and capable international and national experts deployed by UNIDO. This was reflected in consistent feedback from counterparts to the Evaluation Team during the field mission on the quality of project inputs, and strong professional working relationships with the Chief Technical Adviser and UNIDO international experts.

- **Output 1** All activities were achieved successfully, with Activity 1.9 being transferred to the PTB project. Strong progress was achieved towards Output 1 logframe targets: one logframe indicator was exceeded, while two indicators were partially achieved.
- **Output 2.** Most activities were achieved successfully. Activity 3.6 could not be fully achieved due to delays in the implementation of the Law on Standards. The status of the accreditation body will only be secured once this Law is passed and effectively implemented. Strong progress was achieved towards Output 2 logframe targets; two indicators were exceeded, while one indicator was partially achieved.
- **Output 3** Some activities were achieved successfully. Activity 4.8 could not be achieved due to unstable environmental conditions in calibration laboratories compromising reliable measurement. Activities 4.6, 4.7 and 4.9 were phased out to avoid overlap with the PTB project. Fair progress was achieved towards Output 3 logframe targets; two indicators were partially achieved, while one indicator was achieved.
- **Output 4** All activities were achieved successfully. Activity 4.3 was fully achieved, with a QMS set up aligned with ISO 17020 awaiting accreditation due to delays. Activity 4.4 was phased out over concerns about its feasibility. Strong progress was achieved towards Output 4 logframe targets; one indicator was exceeded, while two indicators were achieved.
- **Output 5** Most activities were achieved successfully. Activity 5.6 was partially achieved, since training tools or guides could not be integrated into local packages. Activity 5.8 was not achieved, since a food safety curriculum was deemed premature. Strong progress was achieved towards Output 5 logframe targets; two indicators were exceeded, while one indicator was achieved.

Efficiency

There were initial delays in the first years of the project, which were mitigated by effective results-based management by the project manager and Chief Technical Adviser later on. In the final 6 months of the original project implementation period, around 35% of the budget remained available, leading to an extension to March 2018.

Problems with revision of the Law on Standards caused delays during the project to the achievement of Outcome 2, which was further impeded by the General Election and subsequent churn in staff and the re-location of DRI to a different supervisory ministry.

Significant successes in improving efficiency included the Chief Technical Advisers' technical capacity allowing him to deliver cross-sector training, as well as sensible judgement over the

value of renovating the DRI building, the costs of FIDS partnering with a regional institution, and the needs-based approach for MFPEA interventions.

All but one Output was delivered within budget, despite significant exchange rate losses reducing the level of funds available for spending by UNIDO. Features of efficient project management by UNIDO included contract management of international and national experts, and strong and proactive communication with counterparts and other donors, facilitated by the Chief Technical Adviser's location at DRI.

Progress to impact

Good progress was achieved towards the overall project objective at **Impact-level**. Overall, the project has clearly contributed to increasing the availability of internationally recognized quality and conformity assessment services in Myanmar.

Very good progress was achieved at the **Outcome-level**, with two of three indicators met or exceeded. Anecdotally, there has been significant progress towards mainstreaming quality and standards through positive awareness-raising activities in government and the private sector.

Overall, two problems typical to capacity-building programmes have presented themselves: delays between programme interventions and results, and the problem of attribution in results chains interacting with complex social, political and economic contexts. It is suggested that a follow-up quantitative and qualitative assessment on Outcome-level indicators, be carried out to support these conclusions. Moreover, some analysis of contribution analysis mechanisms, such as a Theory of Change incorporating assumptions and possible interactions with context would also help to evidence Impact-level conclusions more fully.

Other laboratories in Myanmar have expressed interest in replicating the experience, of the three microbiology laboratories assisted by the project. Partnerships created on the project, such as with the Singapore Accreditation Council, have helped to raise Myanmar's profile in ASEAN, and the improved standardization function has contributed to implementing ASEAN regional integration through harmonization of national standards.

Cross-cutting issues

Gender

Gender inclusion was very well-incorporated into project design and activities thanks to a gender analysis and action plan on gender mainstreaming incorporated into the inception phase. Capacity-building activities saw equal gender representation among trainees, while positive discrimination improved the proportion of female specialists and representation at senior official levels. Sustainable gender mainstreaming was secured through engagement with Women Business Association and the co-production of a gender brochure in English Myanmar. The activity as a whole was supported by gender-disaggregated logframe indicators, with disaggregated data being collected reliably at the Output level.

Monitoring & evaluation system design and implementation

The logframe in the Final Inception Report (April 2015) was clear and logical, with measurable indicators pointing clearly towards the overall objective. M&E activities were strong at the Activity and Output levels. However, M&E activities were incomplete at the outcome and impact level.

Sustainability

Strong capacity has been built to maintain project Outputs. The majority of training has been delivered effectively, achieving or exceeding the majority of logframe indicators. This has been facilitated by equipment provided by UNIDO and the PTB project. A particular strength of the project has been awareness-raising activity, which is incorporated into all but one output. This has been facilitated by initiatives such as participation in events including World Metrology Day.

The institutional environment is reasonably well-placed to maintain results. This is evidenced by the level of accreditation reached or expected, as well as reforms to the legislative environment, particularly through the *National Quality Policy*. However, the delayed passing of the Law on Standards and Law on Metrology poses some important risks.

A number of additional institutional risks remain: the NQI of Myanmar must be developed and promoted further; the DRI's institutional location under the Ministry of Education means it may not get the required attention and resources for results to be sustained and scaled-up; and testing laboratories may require ongoing rationalization to match demand.

Fees for services are in place in testing laboratories. The FIDSL operates at a break-even basis and Government laboratories and services have no financial targets for cost-recovery. MITS have also seen significantly increased demand for their services, supported by a business plan designed by the project.

Recommendations and lessons learnt

Following closely from the Findings and Conclusions, the Evaluation has generated a number of recommendations and lessons for enhancing the design of new projects and the implementation of ongoing projects by UNIDO.

Recommendations

Recommendation 1: More consideration should be given to political economy factors and political risks in UNIDO projects working on NQI development with public sector actors. In particular, changes of government (e.g. through the electoral cycle), allocation of public finances, and passage/blockage of new legislation/regulations can have significant impacts on project operations and sustainability. More active mitigation of these political risks should be considered by UNIDO top management and its donors, for example through regular outreach, briefings and site-visits for key actors in different national political parties and parliamentarians (e.g. on public accounts committees or trade and industry committees) on the importance and status of NQI development in the country.

Recommendation 2: UNIDO projects should include a more explicit framework for monitoring and reporting Value for Money. The framework should be based around measuring qualitative and quantitative outputs in relation to inputs, and include a limited number of well-constructed indicators and metrics (both quantitative and qualitative) to enable measurement of Value for Money. Preparation of a Value for Money framework and data collection against the key indicators would facilitate better monitoring and evaluation reporting on the Value for Money framework to be included in 6 monthly progress reports, Mid Term Reviews, Project Final Reports and Terminal Evaluations.

Recommendation 3: UNIDO should enhance its project-level monitoring and evaluation practices and systems at Outcome-level and Impact-level to better capture data on this range of effects and to understand the contribution from UNIDO project interventions through

enhanced KPIs and contribution analysis. This should be a key focus for UNIDO project-level Mid Term Reviews (in the mode of formative evaluations) and for Terminal Evaluations (in the mode of summative evaluations). UNIDO could also undertake a portfolio-approach to Outcome-level and Impact-level evaluation, including a group of projects within the scope to facilitate cross-learning and efficiency.

Lessons learnt

Lesson 1: Working at enterprise-level on agri-business export development in low-income economies is complex, and challenges and success factors typically go well beyond food safety and quality management systems. Effective project design requires a very clear focus and definition of target products, markets, standards, enterprises, and consideration of all-in costs and benefits. Pilot schemes are a very valid approach for working with enterprises, but effective mechanisms and resources need to be built-in to allow for lesson-learning, scaling-up and replication.

Lesson 2: Achieving substantive impact at significant scale working at enterprise level on agri-business export development may well require UNIDO to enter into partnerships with other development actors, who maybe better placed to address binding-constraints at enterprise level such as access to finance; factory upgrading; trade facilitation and logistics (including cold storage); export market information; product development, packaging and branding; and negotiation with buyers in overseas markets.

Lesson 3: Measurement and assessment of results from NQI development projects at Outcome-level and Impact-level is complex. Simplistic aggregate indicators such as “increased total agricultural exports” do not capture the range of intended and un-intended effects that NQI project interventions can be expected to have in terms of enterprise behavior; employment and wages; entry and success in export markets; and impacts on domestic firms and consumers (for example through improved legal metrology services in a country).

Project ratings

	Evaluation criteria	Rating
A	Impact (or progress toward impact)	4
B	Project design	4
	Overall design	5
	Logframe	4
C	Project performance	5
	Relevance	6
	Effectiveness	5
	Efficiency	5
	Sustainability of benefits	4

	Evaluation criteria	Rating
D	Cross-cutting performance criteria	4
	Gender mainstreaming	5
	M&E <ul style="list-style-type: none"> • M&E design • M&E implementation 	3
	Results-based management (RBM)	4
E	Performance of partners	5
	UNIDO	5
	National counterparts	4
	Donor	5
F	Overall assessment	5

Score	Definition	Category
6	Highly satisfactory Level of achievement clearly exceeds expectations and there is no shortcoming.	SATISFACTORY
5	Satisfactory Level of achievement meets expectations (indicatively, over 80-95 per cent) and there is no or minor shortcoming.	
4	Moderately satisfactory Level of achievement more or less meets expectations (indicatively, 60 to 80 per cent) and there are some shortcomings.	
3	Moderately unsatisfactory Level of achievement is somewhat lower than expected (indicatively, less than 60 per cent) and there are significant shortcomings.	UNSATISFACTORY
2	Unsatisfactory Level of achievement is substantially lower than expected and there are major shortcomings.	
1	Highly unsatisfactory Level of achievement is negligible and there are severe shortcomings.	

1. Introduction

1.1 Evaluation purpose and scope

Evaluation Purpose

As per the Terms of Reference, UNIDO and NORAD commissioned this evaluation with the purpose of providing an independent assessment of the project and to help UNIDO improve performance and results of future projects and programmes. The Terms of Reference define two specific objectives for the Evaluation:

- i. To assess the project performance in terms of relevance, effectiveness, efficiency, sustainability and progress to impact.
- ii. To develop a series of findings, lessons and recommendations for enhancing the design of new projects and enhance the implementation of ongoing projects by UNIDO.

Evaluation questions

The Terms of Reference for the Evaluation sets out five main over-arching evaluation questions for the Evaluation:

- i. What are the key drivers and barriers to achieve the long-term objectives of the project? To what extent has the project helped to put in place the conditions likely to address the drivers, overcome barriers and contribute to the long-term objectives?
- ii. How well has the project performed? Has the project done the right things? Has the project done things right, with good value for money?
- iii. What have been the project's key results (outputs, outcomes, and impact, if possible)? To what extent have the expected results been achieved or are likely to be achieved against the project design?
- iv. To what extent will the achieved results be sustainable after the completion of the project?
- v. What lessons can be drawn from the successful and unsuccessful practices in designing, implementing and managing the project?

1.2 Evaluation Approach & Methodology

The Terminal Evaluation for the project commenced in early May 2018, with a team contracted by UNIDO consisting of an International Evaluation Expert, Mr. Tom Pengelly, and a National Evaluation Expert, Ms. Moe Chit Khaing.

Approach

The Terms of Reference call for the Terminal Evaluation to be carried out as an in-depth independent evaluation, using a participatory approach as far as possible. The Evaluation used a theory-based, realist approach with a re-constructed Theory of Change (see Annex 3) used by the Evaluation team to identify the causal pathways from project activities to outputs to outcomes, as well as contributions to longer-term impacts, identifying also the external drivers and barriers that may exist.

The Evaluation approach followed by the Evaluation team was based on the OECD-DAC evaluation criteria, with reference to UNIDO's own Evaluation Policy and Guidelines for the Technical Cooperation Project and Project Cycle (for example the completion of an

assessment using UNIDO's internal "project ratings" system which was included as a part of this evaluation).

Methodology and data collection methods

The Evaluation team has used a mixed-methods approach, collecting data and information from a range of sources and informants involved in the project. To ensure an evidence-based and robust evaluation, the Evaluation team has paid close attention to triangulating and synthesizing the data and information collected for the Evaluation Report.

Particular efforts were made by the Evaluation team to interview male and female informants in Myanmar during the field visit, and to reach out to a wide spectrum of project stakeholders – UNIDO staff, UNIDO international and national experts, Government officials, business membership associations, and local private enterprises active in the agri-food processing sector in Myanmar.

A project-closing stakeholder workshop had been organized by UNIDO and the Department for Research and Innovation (DRI) in Yangon in March 2018. This greatly benefitted the Evaluation team as it meant that project stakeholders from Government departments and agencies were very well prepared for interviews with the Evaluation team during the field visit, often providing copies of slide packs developed for the end-of-project workshop which contained useful data on the project activities and components they had been involved in over several years, and facilitating discussion with the Evaluation team about evidence of outcomes, sustainability and cross-cutting issues like gender (e.g. project partners were typically very able to describe male/female participation in the project activities (e.g. training courses) relevant to them.

The main data collection methods used by the Evaluation team and stages in the different evaluation workstreams were as follows:

- i. **Document and literature review** (desk-based) including project documents, inception and progress reports, the project Final Report and national policy, strategy and planning documents related to trade, export development and quality infrastructure in Myanmar (a full list is at Annex 2).
- ii. **Stakeholder interviews** with UNIDO staff, UNIDO international and national experts, Government officials, business membership associations, and local private enterprises active in the agri-food processing sector in Myanmar (a full list is at Annex 1). Some interviews were conducted face-to-face and some via telephone/email.
- iii. **Field visit to project sites** in Yangon and Nay Pyi Taw was undertaken by the Evaluation team from 14th - 19th May 2018 to meet with project counterparts, UNIDO national experts and stakeholders from government and the private sector.
- iv. **Case studies** on 3 agri-food processing companies based in Yangon who had participated in the project were compiled by the National Evaluation Expert, Ms. Moe Chit Khaing.
- v. **Email survey of UNIDO International Experts** was conducted. The email survey comprised of four questions and mainly related to the assessment of the effectiveness and efficiency of project management. In total, responses to the survey were received from 9 of the UNIDO International Experts who had delivered activities during the project.

- vi. **Data analysis and report writing** including reconstruction of a theory of change for the project, triangulation and synthesis of data from different sources, and preparation of the Evaluation Report following the OECD-DAC evaluation criteria, and with reference to UNIDO internal guidelines (such as the calculation of the “project ratings”).
- vii. **Presentation to UNIDO HQ staff** was made in Vienna by the International Evaluation Expert on 31st May 2018. Approximately 15 UNIDO HQ staff participated in the session, and there was a useful discussion of emerging conclusions, lessons and recommendations from the project in Myanmar, comparing and contrasting these with other UNIDO projects.

1.3 Limitations

The Evaluation Team was able to complete the Terminal Evaluation in line with its specified scope and objectives, and to answer all of the evaluation questions set out in the Terms of Reference. At the same time, there were a number of limitations and related factors which are relevant to the Evaluation and should be borne in mind when reading the Terminal Evaluation Report.

- i. **No Mid Term Review was undertaken for this project.** This was not a mandatory requirement for the project or for the Evaluation. However, the absence of a Mid Term Review did mean that the Evaluation Team were making the first external independent assessment of the project since its origination in 2012, and this was the first investigation of the project’s Theory of Change and M&E system, data collection and records (often weaknesses in these systems are highlighted during Mid Term Reviews and corrective measures can be taken by the project team to lay the ground work for the Terminal Evaluation).
- ii. **Limitations on stakeholder interviews due to time constraints.** While the CTA, previous PM and PM for Food Safety output were unavailable due to the timing of the field mission at the end of the project cycle, they were available remotely. However, time constraints affected the ability of the Evaluation Team to interview representatives from other donors and development partners, while interviews with UNIDO national experts and agri-food processing firms were limited in number.
- iii. **Limitations in the project’s M&E system.** No Theory of Change had been prepared by UNIDO for the project since its origination, so the Evaluation Team had to reconstruct this during the evaluation. The project’s monitoring and reporting system was robust at activity-level and output-level, however, monitoring and reporting at outcome-level and impact-level was much weaker and there was little or no detailed evidence that had been documented by the project team at these levels. Despite universal issues surrounding attribution, further analysis could have been conducted to track attribution using revised KPIs and taking into account assumptions and possible interactions between the social, political and environmental context and the results chain.

2. Project background

2.1 Project origin, timeline and design

Project origination and timeline

An Administration agreement was signed between NORAD and UNIDO in November 2012 in order to prepare a full-fledged project document, which was subsequently submitted and approved by all parties in 2013.

The project inception phase took place from September 2013 to February 2014. The Chief Technical Adviser was in-field at the end of March 2015, and the CTA's inception was report submitted in April 2015. The inception report and the recommended modifications to project design were endorsed by the Steering Committee at its meeting on 24 June 2015 and also approved by NORAD via email in August 2015. As a result of the Inception Phase, a revision of the project document was submitted in August 2015.

A NORAD delegation met with project counterparts and stakeholders in Myanmar in May 2017. The outcome of that mission was a very positive impression of the NQI project by NORAD staff. Following that mission, UNIDO put forward a proposal to extend the project implementation period until 31st March 2018 during the bi-annual progress meetings held between UNIDO and NORAD in late May 2017. The proposal was formally accepted by NORAD in September 2017.

Project design and problems to be addressed

The project design was focused on facilitating trade and export growth in the food processing sector in Myanmar through the development of the National Quality Infrastructure, and a pilot engagement with a cohort of local agri-processing firms on strengthening quality management and food safety systems in line with internationally recognized standards. The over-arching problem to be addressed by the project was defined in project design as follows:

“Insufficient capacity in the NQI to provide viable and cost-efficient quality assurance and conformity assessment services to international standards to the export food processing sector”.

This over-arching problem was viewed as raising the barriers of entry for local firms in Myanmar to the export food processing sector and therefore acting as a constraint on export led growth. Specifically, it was also determined to be limiting the capacity of local food processors to:

- Implement quality management systems necessary to meet food safety regulatory requirements and private sector standards in export markets
- Demonstrate compliance with food safety regulatory requirements in export markets
- Develop value-added food products to meet demand in export markets
- Compete effectively in global markets

The project design process found that there were significant weaknesses in all aspects of the NQI in Myanmar. Eliminating all these weaknesses would address the problems identified; however, weaknesses in certain functions would require more detailed planning before a major intervention could be launched to address them. Given this constraint and the limited

resources available for the project, the Project Formulation Team recommended prioritizing support to the testing laboratories, strengthening the system of standardization, promoting increased use of international standards by the private sector food processors and preparation of long-term development plans for the NQI components to improve their absorption capacity for future technical assistance.

It was decided that the existing capacity would be strengthened in four key food testing laboratories and training would also be provided to meet the requirements for accreditation to ISO 17025 for some key testing parameters. The MFPEA's FIDSL was earmarked to receive the bulk of support in terms of equipment as its mandate is to provide testing services to MFPEA members and it was in the best position to rapidly extend its range of testing services to exporters with support from the project.

On the job training was to be provided under the project to the Department of Research and Innovation (as the National Standards Body), then under the Ministry of Science and Technology, to manage the standardization process and build capacity in standards development. This would include assistance to prepare a Medium to Long Term Plan for strengthening Standardization in Myanmar and the development of the DRI as a modern, capable NSB in all aspects.

The DRI would be supported by the product with equipment and technical training to upgrade their metrology calibration laboratory for mass and temperature. In addition, technical assistance would be provided to assist the DRI in preparing a detailed 5 to 10-year development plans for the establishment of a Legal Metrology (Weights and Measures) inspectorate; the establishment of a National Metrology Institute (NMI) and further strengthening of the calibration laboratory. A detailed road-map for the establishment of an Accreditation Body would be also prepared.

Technical assistance would also be provided under the project to strengthen inspection procedures for food by the Food and Drug Administration (FDA), Ministry of Health (MoH) and the Myanmar Testing and Inspection Services (MITS). In parallel MITS would be assisted to assess its feasibility for accreditation as an inspection body, and if feasible, a suitable roadmap for accreditation would be prepared for MITS.

Finally, to promote the adoption of the highest standards in food safety risk management, the project would initiate a pilot program to support at least 25 small and medium size enterprises (SMEs) for certification to FSSC 22000. This scheme is a common requirement for participation in the global food supply chain of multiple retailers in the EU, USA and increasingly in Asia. This would build on an existing base of 12 large food processors that are certified to ISO 22000. As part of this component, a core group of national consultants and public food inspectors would be trained in implementation of food safety risk management systems at enterprise-level.

2.2 Project objectives, components and budget

Project objectives and components

The initial overall project objective (as per the Project Document 2013) or **Impact-level** objective was defined as follows: *“To facilitate increased trade by strengthening the capacity of the NQI to provide laboratory testing services to international standards to food exporters and to integrate fully into the international QI.”* This was later revised as follows (Project

Document Amendment August 2015): “To further Myanmar trade integration through the establishment of a national quality infrastructure that is aligned to international practice”.

The **Outcome-level** objective for the project was revised as follows: ‘More internationally recognized quality and conformity assessment services are available and used in country, allowing SMEs to better conform to standards.’

Overall, five separate **Output-level** objectives were defined for the project as follows:

- **Output 1:** “Testing laboratories’ capacity is improved to operate under a management system compliant with ISO17025 standard for selected tests related to agri-food products.”
- **Output 2:** “National capacities of DRI and other stakeholders are strengthened for developing the NQI, and offering services aligned with international practice.”
- **Output 3:** “The DRI metrology system is developed with focus on calibration, traceability, and legal metrology.”
- **Output 4:** “MITS capacities are strengthened to provide inspection services for trade as per international standards.”
- **Output 5:** “Enhanced awareness and capacities for food safety management systems, resulting in more SMEs in the agri-food sector becoming compliant to global food safety standards.”

Project budget

Subsequent to the Chief Technical Adviser’s inception report in April 2015, the initial budget in the project document was revised to accommodate changes in the logframe and to reflect better the current implementation status.

Table 1: Project Budget categorized by Output as at 25 May 2018

Output		Budget by Output as per approved produc
1	Testing laboratories capacity improved	539,393.00
2	Building capacities for DRI to develop the NQI	198,786.00
3	DRI metrology system developed	346,344.00
4	MITS inspection capacities strengthened	62,583.00
5	Development of food safety management systems	500,718.00
Project Management/Evaluation		698,023.00
TOTAL (Euro)		2,345,847.00

NB: This budget excludes UNIDO support costs @ 13%

3. Findings

3.1 Relevance

Was the project relevant to beneficiaries?

The beneficiaries for the project were identified in the project document as the following groups:

- Line Ministries (Ministry National Planning and Economic Development; Ministry of Agriculture and Irrigation; Ministry of Commerce; Ministry of Cooperatives; Ministry of Health; Ministry of Livestock and Fisheries; Ministry of Science and Technology).
- NQI Institutions (DRI, FDA under Ministry of Health, Federation of Chambers of Commerce and Industry, Myanmar Apiculture Association)
- Private sector associations
- Private sector
- Consumers
- Myanmar population

The Evaluation found that the project design, implementation and results were highly relevant to these beneficiaries. Its design was consistent with the priorities of Line Ministries due to its alignment with existing policy portfolios. The National Export Strategy of Myanmar (2015-2019) identifies quality compliance and food safety as barriers to entering export markets. In particular, it identifies a number of policy and institutional challenges, of which the majority have been addressed by project design (excluding border testing): the absence of a national quality policy; an inadequate metrology system; outdated standards; inadequate mutual recognition agreements; the lack of a national accreditation body; limited laboratory capacities; lack of co-ordination and resource sharing with the quality management framework; absence of an effective traceability system; and a lack of qualified trainers and inspectors. The National Export Strategy stresses the need for awareness-raising in the country and relationship-building with regional partners, which again were addressed within the project design.

The project was a precursor to the *Myanmar Development Strategy* (June 2018) and its Outcome 3.7 'On Food Quality and Safety'. There is a very strong alignment between the project and targets in the *Myanmar Development Strategy* including developing regulations, adopting legislation, working towards accreditation, improving traceability, raising awareness and establishing regional partnerships. The presence of these priorities in the *Myanmar Development Strategy* indicates that project design continues to be well-aligned and institutionalized against national development plans and programmes in Myanmar.

The project design and implementation was also highly relevant to NQI institutions and private sector associations due to its alignment with national, regional and international frameworks. An important feature of project design was prioritizing accreditation and alignment to ISO benchmarks, as this would ensure rapid progress to regional and international markets. In particular, revising DRI's accreditation goals to ISO 17011:2017 would ensure that quality management systems strengthened by the project would be up to date, improving value for money in turn. Focusing on certification at the institutional (FMPEA, FOSTA and the FDA), intermediate level (food businesses) and the individual level (local food specialists) ensured a comprehensive approach. Prioritizing SME certification to FSSC 22000, HACCP or GMP allowed SMEs to self-select the system most relevant to them in order to access their target

markets. The revision of initial project design to enable SMEs to self-select their target certification scheme in this way increased the relevance of project interventions to these beneficiaries.

Overall, the project design and implementation was highly relevant to consumers and the population of Myanmar as a whole. This is due to the strong link between improved NQI and market access, which has a significant impact on private sector development. As businesses become more profitable, this improves quality of life for employees through higher wages and increases employment rates. Consumers will see increased quality of life through safer products.

Was the project relevant to donor priorities?

NORAD's priorities are identified as 'gearing intensified aid to support pro-poor private sector development, particularly through creating a business enabling environment while maximizing development impact'¹. The project design and implementation is highly relevant to these priorities. The project focuses on honey and fish industries, which are significant sources of income for poor families including independent smallholders. Facilitating certification of their products allows access to national and regional markets, allowing small businesses to grow, accumulate profits, hire more workers and increase quality of life. The developmental impact of the project has been extended through the emphasis on Gender and Social Inclusion factors in the logical framework indicators.

Was the project relevant to UNIDO?

UNIDO's priorities are identified as promoting sector-specific value-chain development through QIS, with a view to improving international trade norms and standards by assisting developing countries in upgrading production and processing systems to enhance the quality of local products to help them conform to international markets. The project isolated two sectors – fisheries and honey – which were appropriate for pro-poor value-chain development. The project was designed to upgrade quality infrastructure systems both through national institutions and the private sector.

Moreover, the project allowed UNIDO to operate effectively by efforts to avoid duplication with existing projects in the region. Weak co-ordination at a national level between UNIDO, GIZ-EU, PTB, ITC and USAID NQI projects was identified as a challenge by the UNIDO project team. This was mitigated effectively with consultation meetings between project team leaders and the preparation of joint work programmes led by DRI, especially driven by the Chief Technical Adviser between 2016 and March 2018. A donor co-ordination mechanism was effectively implemented to avoid duplication.

There were notable examples of strong donor co-ordination taking place during project implementation, which the UNIDO project team and DRI as the main counterpart both actively participated in. These included working with the ADP and FAO in SPS under Output 1; prioritizing 3 microbiology laboratories, allowing chemistry to be managed by the EU/GIZ TDP project; avoiding duplication with the PTB project by phasing out Activities 3.6, 3.7 and 3.9, while procuring necessary mass calibration equipment; handing over the regional laboratory association to the PTB project; collaborating with the USAID 'Private Sector Development Activity', including on a joint position paper on the Law on Standards; delegating legal metrology to the USAID project in order to prioritize conformity assessment; involvement in the preparation and follow-up to the EIF Diagnostic Trade Integration Study; and conducting

¹ Working together: Private sector development in Norwegian development cooperation Meld. St. 35 (2014-2015) Report to the Storting (white paper) Summary

joint workshops with the FAO. These successes in donor co-ordination were largely due to the pro-active efforts by the Chief Technical Adviser between 2016 and March 2018.

Did project objectives and interventions remain relevant to beneficiaries?

Initially, the overall objective of the project was ‘To facilitate increased trade by strengthening the capacity of the NQI to provide laboratory testing services to international standards to food exporters and to integrate fully into the international QI’. This was revised to reflect the project impact, rather than the outcome level, in the project amendment of August 2015 ‘To further Myanmar trade integration through the establishment of a national quality infrastructure that is aligned to international practice’. The CTA, fielded in March 2015, revised the project outputs after a thorough document review, work sessions with DRI and MFPEA counterparts at several levels.

The revisions largely included improving the implementation approach and revising the project logframe to incorporate more M&E indicators; formulating the workplan for the implementation of the activities, providing a timeline to the beneficiaries; and adjusting the budget distribution over the provision of equipment. Considering the extent of consultation, this amendment and final inception report reflect a greater level of relevance to beneficiary priorities. Notably, the revised version also places a far greater emphasis on gender mainstreaming indicators, helping maintain relevance to a more equitable distribution of beneficiaries.

3.2 Effectiveness

This section of the Evaluation Report reviews the performance of the project Activities and accomplishment towards the respective Outputs. It draws heavily on the Project Final Report prepared by UNIDO and validated by the Evaluation Team. The project’s performance in terms of accomplishment of targets for each of the Output-level indicators in the logframe is reviewed in section 3.4 Progress to Impact.

Output 1: Activity level performance

Testing laboratories’ capacity is improved to operate under a management system compliant with ISO 17025 standard for selected tests related to agri-food products.

Activity	Performance
Activity 1	
Support the development of a costing framework and budgeting system for the MFPEA FIDS laboratory	This activity was achieved. The project effectively supported the development of a costing framework and budgeting system for the MFPEA FIDS laboratory. Other government laboratories already had in place existing systems. Suggested accounting and cost-tracking software and training, however, were not adopted by the MFPEA.
Activity 2	
Prepare the roadmap to ISO 17025 accreditation for selected analyses	This activity was achieved for the three microbiology laboratories, including milestones and regular updates. It was supported by a study tour to the ASEAN Food Microbiology reference laboratory in October 2016.

Activity	Performance
Activity 3	
Assess equipment needs and provide equipment	This activity was achieved. After consultation with the laboratories, 190 000 Euro worth of equipment was procured in the first half of 2017: plate readers, incubators, autoclaves, a microwave, water baths, thermometers, pH meters, an air-borne microorganism counter, glassware, small bench tools and reagents.
Activity 4	
Ensure advanced training on new equipment	This activity was achieved. 12 thematic, practical training sessions were delivered.
Activity 5	
Deliver theoretical and practical training on testing methods	This activity was achieved. The UNIDO International Expert on microbiology delivered ten support missions to the three laboratories. This included theoretical and practical training on testing methods. A chemistry expert assisted the CTQMC laboratory on a method validation plan and quality assurance programme.
Activity 6	
Provide technical assistance and capacity building for ISO 17025 on QMS, audits, QA/QC, SOP, methods	<p>This activity was achieved.</p> <p>The CTA and chemistry expert delivered 5 ISO 17025 training sessions on standard and QMS approach for FDA new staffs and labs, BPI lab and lab network. The CTA also delivered internal auditing training session for 15 technicians in testing laboratories.</p> <p>The UNIDO International Expert on microbiology delivered ten support missions to the three laboratories. This included theoretical and practical training on testing methods, QMS and ISO17025 conformity assistance, quality assurance and control programmes, SOP revision. The CTA assisted the CTQMC and MITS laboratories with ISO17025 training, QMS assistance and methods and SOP writing in four generic workshops and individual mentoring sessions.</p>
Activity 7	
Provide support to laboratories for calibration and PT programs	This activity was achieved. The project provided support for quality assurance programmes in the laboratories, proficiency testing and calibration services and reference materials. This included 70 PT samples in 7 laboratories, reference materials (pure strains for microbiology labs, OC residues solutions for CTQMC, water organic contaminants and heavy metals for CTQMC) and 232 instruments calibrated by Vietnam's Metrology Institute.
Activity 8	
Organize blank audits and support the formal accreditation process	This activity was achieved. The project organized 9 blank audits supporting the accreditation process.
Activity 9	

Activity	Performance
Foster the creation of a Myanmar laboratory association with link to lab networks in region and exchanges of experience	This activity was achieved. The CTA initiated the network and facilitated the first two meetings. This was continued under the PTB project.

Output 2: Activity level performance

National capacities of DRI and other stakeholders are strengthened for developing the NQI, and offering services aligned with international practice.

Activity	Performance
Activity 1	
Assist DRI to communicate and coordinate the NQI development	This activity was achieved. Three missions were delivered to support the NQP through consultations with Ministries and the private sector. Two drafts were circulated and revised after consultation before a final draft was produced at the end of 2017. The final draft was endorsed by the National Standard Council (October 2017) and mentioned in the new Law on Standards. Two validation workshops in Yangon and Mandalay in March 2018 were attended by 250 participants from the government and the private sector. Finally, the NQP document was printed in Myanmar and English, then circulated. Project support consisted of advice and support documents for NSQD staff in advance of Trade-related Working Group (ACCSQ) meetings. However, DRI did not adopt the project proposal to develop a full-fledged communication and outreach plan and related skills training for officers.
Activity 2	
Support establishing the NAB and prepare road map to full development	This activity was achieved. A road map finalized and regularly updated in coordination with other donors (PTB project). The accreditation division has set up a management system conforming to ISO 17011.
Activity 3	
Discuss cooperation agreement with a reputed AB in region	This activity was achieved. In 2015, the project assisted the DRI to select the Singapore Accreditation Council as partner AB with NSC validation, with MOU signed. This allows Myanmar to deliver joint accreditation service with no extra cost to their 20 first CAB.
Activity 4	

Activity	Performance
Develop accreditation staff capabilities for accrediting testing laboratories and CAB	This activity was achieved. The project supported accreditation through the definitional and subsequent implementation of an accreditation roadmap in conjunction with the PTB project. A consultation was held in November 2014, followed by regular consultation with the DRI DG and conformity assessment bodies. The project mobilized a TA expert who assisted NSQD developing mechanisms and management systems for accreditation services. 4 accreditation officers received multiple training sessions on ISO17011, ISO17025, ISO17020 and ISO17021 and to implement and control the MS. Project resources supported participation of the accreditation division in APLAC General Assembly and meetings 2015, 2016, 2017 resulting in increased capability and profile of Myanmar participants by APLAC.
Activity 5	
Identify, mobilize and train a core of competent (registered) assessors and auditors	This activity was achieved. The UNIDO International Expert and project CTA helped NSQD select and qualify 40 assessors to deliver 9 mock assessments of the local laboratories.
Activity 6	
Prepare a mid-term plan to further strengthen the capacities of DoS towards a NSB	<p>This activity was partially achieved. Due to delays in the implementation of the Law on Standards, the project was not in a position to develop a roadmap for a full-fledged NSB. However, the project assisted in:</p> <ul style="list-style-type: none"> - The preparation of a WTO-conformant Standardization Manual relevant to the Law on Standards - Support to the National Standardization Strategy alongside the ISO regional office and the inputs of a local economist to set priorities - Sponsoring participation in regional ISO standards promotion and marketing training. - Responding to a DRI request and organizing a study visit for TC Heads and DRI Directors by the Sri Lanka Standard Institute, including a presentation of the mandate and delivery modes of SLSI, a working session of a technical committee, and high-level discussions with the DG and Directors of the SLSI.
Activity 7	
Develop capabilities to prioritize work, adopt/harmonize or create standards (GMP, MS standards)	This activity was achieved. See above.

Activity	Performance
Activity 8	
Assist DRI to set up a public/industry contact point for NQI, and to raise awareness and interest on standards, metrology and quality	This activity was achieved. The project commissioned a national survey on the use of standards and calibration services and organized a workshop to share the results. It also helped organize the World Standard Day events in 2015, 2016 and 2017 and took part in World Accreditation Day 2016 and World Metrology Day 2017.

Output 3: Activity level performance

The DRI metrology system is developed with focus on calibration, traceability, and legal metrology.

Activity	Performance
Activity 1	
Assess gaps and needs for metrology functions	This activity was achieved. A TA expert assessed gaps and needs in 2014. Following review in 2015, it was found that DRI's collaboration with PTB included a capacity development plan with secondment training at LINPI and regular expert visits. Therefore, further activities under 3.6, 3.7, and 3.9 were phased out.
Activity 2	
Survey enterprises' calibration needs	This activity was achieved. A national survey was commissioned in 2015 to assess calibration and conformity assessment needs in 400 variously-sized SMEs. This was supported by door-to-door visits to ensure the quality of results. The results showed low usage of calibration services and ignorance on the benefits of standards. The results were synthesized and shared in a debriefing session with main stakeholders, with the exception of unavailable NSQD officers which prevented organization of a broader dissemination workshop.
Activity 3	
Prioritize equipment in coordination with other projects	This activity was achieved. The PTB had no budget for investment, so UNIDO focused on procuring priority equipment after cooperation with PTB experts and NSQD.
Activity 4	
Procure and commission equipment	This activity was achieved. The equipment was procured in December 2017 and delivered in March 2018. Calibration tools and instruments are available for the laboratories dealing with mass (comparators and E1 masses set), temperature (liquid baths and reference thermometers & probes), and dimension (gauges, verniers, calipers, measuring tape calibration bench). In 2016, DRI requested laboratories to control environmental conditions (temperature, humidity) for basic calibration services. Initial offers to following tender yielded beyond budget. Given DRI plans a new NMI

Activity	Performance
	building, NSQD agreed to procure only materials necessary for a light renovation of three laboratories, which was completed at the end of the project. Three measurements were renovated for the mass, electricity and dimension laboratories.
Activity 5	
Enhance technical knowledge and skills for staff and officials (measurement, traceability)	This activity was achieved. Two training sessions on uncertainty and traceability were delivered as part of assessors' training. Calibration officers were trained on calibration SOP (2014) and as assessors (2015 & 2016). An expert conducted four missions training metrology officers on the general concept, roles and models of the legal metrology functions, maintaining relevance to the Law on Metrology on weights and measures. Further support was given to the metrology division manager and staff on regulation for non-automatic weighing instruments, pre-packaged goods, fuels dispenser and weights and measures. Further missions included additional training on the development of regulations and practical on-site verification skills.
Activity 6	
Train and support staff to review/prepare laboratory calibration operational procedures	This activity was taken over by PTB.
Activity 7	
Provide technical assistance and capacity building for ISO 17025, including auditor training	This activity was taken over by PTB.
Activity 8	
Provide support services e.g. calibration and access to PT/ILC programs	This activity was not achieved due to unstable environmental conditions in calibration labs compromising reliable measurement.
Activity 9	
Arrange blank audits and support accreditation process	This activity was taken over by PTB.
Activity 10	
Prepare a 5 to 10-year development plan for the legal metrology inspectorate	This activity was achieved. The same expert as in activity 3.5 prepared a 5-year development plan for the legal metrology inspectorate, including staffing and budgeting requirements. Parts of the Law on Metrology were reviewed, six regulations of legal metrology were prepared and staff were trained.
Activity 11	
Assist DRI to promote metrology by CCI and	This activity was achieved. The project assisted with a metrology survey and promotion activities such as an awareness and training

Activity	Performance
industry associations, and to identify issues by members	session for MITS managers and the yearly World Metrology Day events.

Output 4: Activity level performance

MITS capacities are strengthened to provide inspection services for trade as per international standards.

Activity	Performance
Activity 1	
Assist MITS for strategic & business planning	This activity was achieved. The strategic business plan was discussed and prepared. A quality manual and a dozen SOP and work instructions have been prepared based on templates provided by the project expert.
Activity 2	
Develop a roadmap for the accreditation of MITS as an inspection body	This activity was achieved. TA missions over 2016-2017 reviewed strategy and business planning and developed a roadmap to ISO17020 preparing the top management to impartiality and risk management dispositions in the new version. The roadmap was prepared and implemented by MITS.
Activity 3	
Train and assist MITS staff to set up and maintain a QMS as per ISO 17020	This activity was partially achieved. A QMS is in place around ISO 17020, with functions defined and risk assessment carried out. MITS is in a position to seek certification by the end of 2018. Delays were caused by time constraints and the renewal of ISO 9001 certification.
Activity 4	
Provide equipment and advice to increase border inspections effectiveness	This activity was phased out upon MITS request, deemed outside the scope of the project due to feasibility issues. MITS received the following inspection equipment: balances, pH meter, calibrated sieves, measurement tape (to improve accuracy) and hygrometer (to extend the scope of inspection).
Activity 5	
Assist FDA to improve official controls in line with the best international practices.	This activity was achieved. Around 75 FDA inspectors were trained on risk-based approaches, establishment classification, preparation of National Control plans, and HACCP-based inspection. There was participation in workshops on official control systems, food safety policy etc.

Output 5: Activity level performance

Enhanced awareness and capacities for food safety management systems, resulting in more SMEs in the agri-food sector becoming compliant to global food safety standards.

Activity	Performance
Activity 1	
Assess the demand for analytical services in agro-processing and other sectors	This activity was achieved. Information on the whole project cycle was gathered and summarized through consultation with experts and industry and workshops. Questionnaires were sent to stakeholders and replies were synthesized to shape the roadmap to accreditation.
Activity 2	
Assist MFPEA in strategic planning for their service unit in partnership with regional institutions	This activity was achieved. A concept and business model has been drafted for MFPEA consideration, and an FS training activity began in 2018. Initially, it was proposed that the FIDS lab should evolve into partnership with a regional institution. However, the proposed partner costs exceeded the available budget and was not included into the action plan. This input triggered the creation of MFPEA's training and resource centre in 2018.
Activity 3	
Identify, train and coach food safety auditor/s inspectors	This activity was achieved. 83 food inspectors have been trained: 10 inspectors from MITS and 75 from the FDA. Upon FDA request, UNIDO strengthened the official controls system, explaining best practice and training managers and inspectors of the FDA Inspection Division in i) building capacities and skills on inspection methods, including a mock inspection organized in 20 factories ii) developing risk-based approaches for official controls iii) training on methods for food import controls and set-up of control plans iv) training on classification of food businesses. Moreover, at FDA's request UNIDO provided a briefing on the EU food systems, provided feedback on the revised Food Law, participated in three national workshops on the modernization of food controls and delivered a keynote speech for the national workshop on food contaminants (2016).
Activity 4	
Develop awareness and foster use of food safety management systems (gap assessment, advice, training...)	<p>This activity was achieved. 30 SMEs received support, ranging from the basic level (GMP) to the development of HACCP- and ISO22000-based management systems. After the inception phase, the project shifted to 'on-demand' support where SMEs could choose their food safety target. Due to internal constraints, the number of participating SMEs dropped by 5 so more beneficiaries were added in January 2017. The project involved them in several awareness-raising activities (MFPEA and FOSTA seminars) and fostered the use of food safety management systems (gap assessment, advice, training). In 2017 a food safety expert assisted teams with training sessions, on-site verification and skills development. In total, support to SMES amounted to 40 person-months by local experts and 5 person-months by international experts. Occasionally, testing services were also facilitated. Training sessions for GMP and advanced FS systems represented 65% and 35% of inputs respectively.</p> <p>During the phasing out period, the project tendered and delivered external audit services to assess compliance capacity levels against the</p>

Activity	Performance
	selected certification scheme of 12 SMEs, helping identify gaps to certification. Seven of these assessments served as a stage 1 audit, and upcoming final audits will be with the same supplier. The project recruited, trained and mentored (by the CTA) eight (seven female) national food specialists in both group and individual sessions. Six were active from May 2015 - September 2017.
Activity 5	
Assist MFPEA organizing skills development/problem solving workshops (food contaminants, RP, HACCP, ISO22000, internal audits)	This activity was partially achieved. Services and problem-solving was organized on an individual basis; for instance, facilitating access to tests of contaminants, validating process control instruments, clarifying food contact materials and defining sampling plans. The project assisted in MFPEA workshops on issues relevant to the processing sector - around two or three per year, organized within national events such as Propack, Food & Hotel Myanmar, Myanmar Food Exhibition, the National Conference on Development of Food Science and Technology in Myanmar.
Activity 6	
Develop training tools and guides in local languages	This activity was partially achieved. An individual trainers' package was developed for the project national consultants. Training tools and guides have not been formally edited or published, and could not be integrated in local packages due to a change in CIEH strategy.
Activity 7	
Identify master trainers and equip them with FSMS and pedagogic skills	This activity was achieved. 10 master trainers were identified from the local specialists and FOSTA membership and qualified by a CIEH certified trainer with recognized FSMS and pedagogic skills to CEIH level 3.
Activity 8	
Develop a food science/food safety curriculum in a higher education institute	This activity was not achieved. The project supported the first roundtable on Higher Education for Food Technology, including methodological inputs from IUFOSTA on curriculum development due to UNIDO's working relationship with FOSTA. However, consultation with HE contacts revealed that due to low demand, lack of resources and poor industry connection, a food science curriculum was premature and beyond project scope.

Was the project logframe clear, logical, measurable (including baseline data) and relevant to the overall objective? Was the M&E plan sufficient at the point of project approval, including baseline data and a schedule?

The logical framework in the final inception report was clear and logical, with measurable indicators that pointed clearly towards the overall objective. Risks and assumptions were clearly identified between outputs and impacts. The M&E plan was sufficient after the project was revised in 2015 and facilitated positive results-based management. Examples of this include phasing out elements of Outcome 3 to incorporate the PTB project, which is clearly reflected in the logframe.

However, more detailed M&E was lacking at the Outcome and Impact level. For instance, data was not collected for the second indicator measuring the overall objective and there was no deeper qualitative evidence and analysis regarding the difference made for local firms from improved quality assurance and conformity assessment services, and the consequential

impact on export market performance, wages and employment, and for domestic consumers and firms.

3.3 Efficiency

Was the project delivered within the original budget and timeline?

There were some inefficiencies during the inception phase, with only 10% of project inputs used in the first year. This was due to the fact that no permanent technical staff (such as a National Project Coordinator) were recruited in-country, meaning international experts were limited in mobilizing counterparts. These inefficiencies were mitigated due to effective results-based management by the project manager and Chief Technical Adviser, following his appointment in March 2015. Around 35% of the project budget remained available in the final 6 months of the original implementation period of the project, due to the limited availability of DRI/NSQD managers and the pace of the inception phase, and it was therefore decided that the project should be extended until March 2018. The extension allowed for the delivery of more project activities and achievement of better results on standardization, accreditation and SME capacity building activities.

Another significant source of delay that affected the project was the protracted revision of the Law on Standards and the Law on Metrology. In the case of the Law on Standards, this was due to the lack of activity in technical committees and the limited availability of the DRI Standards Division officers owing to an over-loaded agenda. The General Election in 2015 further impeded the legislative reform process, and there was a subsequent churn in staff and reorganization of ministries causing delays, with DRI being re-located away from the Ministry of Science and Technology to be under the supervision of the Ministry of Education. This significantly impeded progress to impact in Output 2. Finally, delays were also caused in the certification of MITS to ISO17020 due to the need to renew MITS' ISO 9001 certification.

However, significant successes in improving efficiency were also achieved. For instance, the Chief Technical Adviser technical capacity allowed him to conduct multiple training sessions across sectors, helping to reduce onboarding costs, target training approaches and facilitate communication with DRI management. Moreover, a full renovation of DRI buildings under Output 3 was refused on the grounds that it would have exceeded the budget, and was considered unnecessary given the imminent new NMI building. While initial plans were for the FIDS lab to evolve in partnership with a regional institution, unfeasibly high partner costs meant this was phased out of the action plan.

Table 2: Project Budget categorized by Output as at 25 May 2018

Output		a. Budget by Output	b. Aggregate of instalments	c. Total expenditure by output to date	d. Balance
1	Testing laboratories capacity improved	539,393.00	491,714.38	478,552.50	13,161.88
2	Building capacities for DRI to develop the NQI	198,786.00	319,828.26	305,459.75	14,368.51
3	DRI metrology system developed	346,344.00	308,437.83	308,600.97	-163.14
4	MITS inspection capacities strengthened	62,583.00	71,816.77	64,573.30	7,243.47

Output		a. Budget by Output	b. Aggregate of instalments	c. Total expenditure by output to date	d. Balance
5	Development of food safety management systems	500,718.00	500,052.80	482,460.46	17,592.34
Project Management/Evaluation		698,023.00	454,678.80	427,172.05	27,506.75
TOTAL (Euro)		2,345,847.00	2,146,528.84	2,066,819.03	79,709.81

NB: This budget excludes UNIDO support costs @ 13%

Exchange rate losses resulted in EUR 2,144,151 being available to UNIDO for project expenditure of the EUR 2,345,847 budget (excluding 13% project support costs). The table above shows that all but one output (Output 3) was delivered within budget, as per the revised Project Document. This led to a balance of EUR 79,709.81, although this will be reduced once the full costs of the Terminal Evaluation budget have been paid.

What features of project management enabled efficiency?

UNIDO managed International and National expert contracts efficiently, while missions were all considered well-prepared with strong engagement from counterparts. However, some UNIDO experts suggested they would have preferred more feedback on the impacts of their missions. Clearer differentiation of responsibilities between UNIDO experts and their counterparts in Myanmar was also highlighted as an area for improvement, as was the length of missions conducted, with some missions deemed too short for sufficient learning to take place.

The Chief Technical Adviser was based at DRI and maintained regular communication with counterparts. He was regarded by counterparts as being responsive and pro-active. The involvement of DRI/NSQD managers in non-priority tasks was identified as a challenge. The project mitigated this, though inconsistently, with an availability calendar for senior management and management meetings at NSQD with the Chief Technical Adviser.

An assessment in 2014 by the incoming UNIDO project manager led to increased communication, termination of some national expert contracts and recruitment of the Chief Technical Adviser. The Chief Technical Adviser, joining in March 2015, immediately undertook intensive consultations, identifying future priorities with DRI and MFPEA, the two main project counterparts. He also conducted systematic visits to private-sector beneficiaries. The amended project document represents an example of adaptive, results-based project management by UNIDO.

3.4 Progress to impact

How far has the project achieved its overall objectives?

Impact-level performance

The **overall objective** (Impact) in the project document (as revised in August 2015) was to *“To further Myanmar trade integration through the establishment of a national quality infrastructure that is aligned to international practice”*.

Indicator	Status (March 2018)
Exports in agri-food sector are increased to USD 2.5 billion in 2018 from USD1.64 billion (2013)	USD2.2 billion
Increase in exports of selected high value-added products increased by 30% by end of project	N/a

At **Impact-level**, the project has clearly contributed to the establishment of an improved national quality infrastructure in Myanmar that is aligned to international practice in a number of important and tangible ways, as described in Section 3.2. These improvements have served to integrate Myanmar’s policy and regulatory frameworks related to standards, quality, metrology and testing with those of ASEAN, the WTO, and other global standards setting bodies such as ISO.

However, the Evaluation Team did not find any evidence or analysis presented by UNIDO or other counterparts to demonstrate that increases in agri-food export values since 2013 were attributable to project interventions. This is due in large part to unavoidable attribution issues in capacity-building activities in general. However, better definition of KPIs, as well as derivation of a Theory of Change (although not standard UNIDO M&E practice at the time of project design) would demonstrate a greater understanding of the assumptions made and possible interactions of the social, political and economic context with results chains. Given the universal issue of determining attribution, however, considerable resources should not be spent on this analysis beyond justifying indicators chosen.

Outcome-level performance

The project results framework defined the **Outcome** of “*More internationally recognized quality and conformity assessment services are available and used in country, allowing SMEs to better conform to standards*”.

Outcome Indicator	Status (March 2018)
The number of accredited services fields is increased to at least 6 by 2018 from 2 (2013)	6
The number of companies certified is increased to 150 in 2018 from 122 (2013)	198
The awareness level of the business community on the interest of using standards and internationally recognized services is increased by 50%.	TBD

At **Outcome-level**, the project has made very good progress towards accomplishment of the Outcome objective, and 2 of the 3 indicators in the logframe have been met or exceeded. The third indicator is expected to be met in the near future as the certification process of additional accredited services is being completed.

As described by the Evaluation Team’s findings in Section 3.2, it is clearly the case that the project has contributed to increasing the availability of internationally recognized quality and conformity assessment services in Myanmar. There is evidence that there has been some increase in the use of such services by SMEs to better conform to national and international

standards. However, delays are to be expected between capacity-building interventions and their results; therefore, a programme design allowing for a comprehensive quantitative and qualitative follow-up assessment on the expanded use of such improved services by firms in Myanmar, and the associated costs and benefits compared to the baseline scenario, would help to evidence this conclusion more fully.

Output 1: Output-level performance

The objective statement for Output 1 in the project logframe was “*Testing laboratories capacity is improved to operate under a management system compliant with ISO17025 standard for selected tests related to agri-food products*”. Overall, there was strong progress towards this Output. The FIDS laboratory has registered a 15% increase in test requests since 2015. The impact should increase once the accreditation process is finalized for the three laboratories seeking certification.

Indicator	Status March 2018
Indicator 1	
30 laboratory technicians, of which 15 trained on internal audits, QC/QA, and QMS	This indicator was fully achieved. 33 laboratory technicians (29 female) were trained on internal audits and QC/QA, while around 200 staff have been trained to ISO17025 standard on the preparation of a QMS. The overall number of staff trained exceeded the initial target, while the gender target was far exceeded.
Indicator 2	
Number of tests relevant to agri food sector increased by 30% by end of 2017	This indicator was partially achieved by the end of 2018, with 3100 tests relevant to the agri-food sector compared to the 3575 2018 target.
Indicator 3	
3-5 laboratories have a QMS, and at least 2 laboratories secure accreditation for selected tests	This indicator was partially achieved. 5 laboratories (Yangon and Nay Pyi Taw microbiology laboratories, MITS food chemistry laboratory, FIDS food microbiology lab, CTQMC pesticides residues lab) now have QMS conforming to ISO 17025. 3 laboratories have initiated the accreditation process (FDA Yangon, Nay Pyi Taw and FIDS), with a certificate expected Q3 2018.

Output 2: Performance against logframe indicators

The objective statement for Output 2 in the project logframe was “*National capacities of DRI and other stakeholders are strengthened for developing the NQI, and offering services aligned with international practice.*” Overall, there was strong progress towards this Output. Accreditation services are available locally at competitive prices, and awareness has been improved of quality and standards and the work of DRI. Joint accreditation with the Singapore Accreditation Council (under an MOU) means that the first 20 accreditations will be free of charge. However, the impact will be fully realized only once the Law on Standards is passed and implemented.

Indicator	Status March 2018
Indicator 1	
Number of standards developed and harmonized is increased by 20%	This indicator was exceeded, with 127 standards developed and harmonized compared to the 2018 target of 100.
Indicator 2	
15 persons (of which at least 6 female) trained on accreditation work and as assessors	This indicator was exceeded. 40 persons (36 women) have become qualified as lab assessors in 3 disciplines (microbiology, chemistry, medical); at the end of the project Myanmar has two lead assessors, three technical assessors, and 33 trainee technical assessors.
Indicator 3	
10 seminars on standards and CA organized for the industry	This indicator was partially achieved. 9 seminars were organized during the project cycle, in addition to workshops during World Standard Day events in 2015, 2016 and 2017, World Accreditation Day 2016 and World Metrology Day 2017.

Output 3: Performance against logframe indicators

The objective statement for Output 3 in the logframe was *“The DRI metrology system is developed, with a focus on calibration, traceability, and legal metrology”*. Overall, there has been partial accomplishment of this Output. The DRI metrology system was developed successfully in conjunction with the PTB project. Again, the impact will materialize only once the Law on Metrology is passed and implemented.

Indicator	Performance
Indicator 1	
The scope of industrial metrology is increased to 6 fields of measurement in 2017 from 2 in 2013	This indicator was partially achieved. The scope was increased to 3 fields of measurement.
Indicator 2	
10 staff (at least 5 female) trained on calibration and traceability	This indicator was partially achieved. 5 staff were trained, 2 of which were female.
Indicator 3	
A plan for the development of a legal metrology inspectorate is developed	This indicator was achieved. The same expert as 3.5 prepared a 5-year development plan for the legal metrology inspectorate, including staffing and budgeting requirements.

Output 4: Performance against logframe indicators

The objective statement for Output 4 in the logframe was “*MITS capacities are strengthened to provide inspection services for trade as per international standards.*” Overall, there has been strong progress towards this Output. MITS is in a strong position to become the first accredited legal inspection body in Myanmar. Demand for MITS services have increased significantly, with the number of laboratory services conducted increasing from 192 in 2015/16 to 335 in 2017/18, and the number of import/export inspections conducted increasing from 14,906 in 2015/16 to 25,668 in 2017/18. Export inspections almost doubled between 2015 and 2018. MITS easily secured certification to ISO 9001 (2015) and whilst it has not reached ISO 17020 accreditation, roadmaps are in place for this to be realized. The FDAs inspection capabilities have also been significantly improved.

Indicator	Performance
Indicator 1	
Number of inspection procedures upgraded (For key agri-food export/import)	This indicator was exceeded. 14 inspection procedures are now in place, compared to the 2018 target of 5.
Indicator 2	
10 persons successfully achieve competency-based training as inspectors	This indicator was achieved. 10 MITS officers and managers have been trained to inspector level. Including FDA inspector training, 72 staff (32 women) have received training overall.
Indicator 3	
MITS inspection activity is aligned with ISO 17020	This indicator was achieved. The QMS is in place, awaiting accreditation.

Output 5: Performance against logframe indicators

The objective statement for Output 5 in the logframe was “*Enhanced awareness and capacities for food safety management systems, resulting in more SMEs in the agri-food sector becoming compliant with global food safety standards.*” Overall, there has been strong progress towards this Output. Although developing a Higher Education food safety curriculum was deemed beyond the scope of the project, significant awareness has been raised overall. As a pilot programme (with 25 companies), however, the contribution of this Output towards accomplishment at Outcome and Impact levels will be modest.

Indicator	Performance
Indicator 1	
3 awareness workshops/ seminar on FSMS are organized	This indicator was exceeded. 9 awareness workshops were conducted given the on-demand approach adopted and involvement with existing workshops.
Indicator 2	

10 persons, of which at least 5 women, are trained on food safety, and qualify as mentors or auditors	This indicator was significantly exceeded. 30 staff (21 female) were qualified.
Indicator 3	
25 companies are compliant with GFSI global market program's basic or intermediate levels	This indicator was achieved. 30 SME were supported in total, while 5 SME left the project. Four SME are in the final stages of FSCC22000 certification, six have undertaken certification for HACCP and three for GMP, while 11 have adopted improved GMP but do not seek certification.

To what extent have conditions been established for mainstreaming, replication and scaling-up of results?

From a very low base in 2012, there has been significant progress towards mainstreaming quality and standards awareness within Myanmar over the last 5 years, as well as improving capacity in both the government and private sector. Significant progress has also been made towards institutionalizing this through legislative updating and reforms.

Several new laboratories have expressed interest in replicating the project experience. For instance, seeing the success of the three microbiology laboratories, the CTQMC, National Analytical Laboratories of DRI and oils testing laboratories of MITS requested project support, increasing the number of laboratories implementing quality management systems and targeting accreditation. Partnerships created by the project, such as that established between the DRI and the Singapore Accreditation Council (SAC), as well as the creation of laboratory networks and a regional association, have helped to scale up Myanmar's presence in the regional quality and standards sphere, while government laboratories are aiming to become ASEAN reference laboratories.

3.5 Sustainability and cross-cutting issues

Sustainability

Has sufficient capacity been built to maintain project outputs?

A strong level of capacity building has been achieved due to the emphasis on this aspect in the project design. The majority of capacity-building indicators in the project logframe have been achieved or exceeded. These include training testing laboratory staff on QMS to ISO 17025, 40 trained DRI assessors, 5 staff trained on calibration and traceability, 10 MITS staff trained to inspector level; and 30 staff qualified as food safety auditors. One threat to capacity building sustainability is that the DRI did not adopt the UNIDO project team's proposal to develop a full-fledged communication and outreach plan and related skills training for officers. Nevertheless, there are roadmaps for laboratory accreditation, the establishment of the national accreditation body, a development plan for DRI, MITS accreditation and MFPEA strategic planning.

Overall, the project can be credited with strong awareness-raising activities, which will significantly increase the sustainability of the project with the private sector. An activity on awareness-raising was included in each Output, with the exception only of Output 4. These included the creation of a national laboratory association linked regionally; and establishing a public/industry contact point for NQI. Further initiatives were taken by the Chief Technical

Adviser to organize and involve the project in events such as World Standards Day, World Accreditation Day and World Metrology Day.

Will the institutional environment maintain project outputs?

The National Quality Policy will have a crucial overarching function for sustaining improvements in quality and standards. It has so far been endorsed by the National Standard Council, and is set for implementation according to its Action Plan. However, this function is slightly compromised by delays to the Law on Standards. The main project counterpart (DRI) has achieved a fully developed accreditation function, with the conditions to set up a National Accreditation Body compliant to ISO 17011 and a roadmap to develop accreditation functions and capacity building, supported by an MOU with the Singapore Accreditation Council. However, full recognition of the accreditation body relies on the Law on Standards being successfully passed and implemented. Calibration services will be further enhanced by the new National Metrology Institute building (constructed by DRI from its own capital investment budget) to be operational in 2019. FDA microbiology labs are near accreditation, and are aiming to become ASEAN Reference laboratories, amplifying project results.

Are there any financial, environmental or socio-political risks to the project results?

Cost-recovery mechanisms have been developed for laboratories, ensuring their ability to maintain results. The FIDSL estimate that they currently operate at a break-even basis and plan to offer a competitively priced service in the future as the demand for laboratory testing services continues to increase. MITS operate on a user-pay policy, and have developed a business plan to maintain their performance. Government entities have no financial targets for cost-recovery and income generation. The FDA has built three new laboratories and 450 additional staff, expanding project outcomes.

A number of institutional risks remain. These include further development of the NQI in Myanmar and promotion of its use by the private sector. Moreover, the institutional location of the DRI within the Ministry of Education, following relocation from the Ministry of Science and Technology after the 2015 election, may compromise the levels of senior policymaker attention and resources required to develop and promote the NQI. The Evaluation Team found that a relocation of DRU to the Ministry of Commerce is possible, but as yet unconfirmed, although the Vice-Minister of Commerce is a strong advocate of NQI development and its importance for trade and industrial development.

Finally, although difficult to measure, as with any demand-driven service, testing laboratories under Output 1 and 2 may initially face a lack of demand against its improved capacity-levels due to the low level of testing in Myanmar currently. Conversely, small laboratories such as FIDS may become unsustainable in the long-term due to physical constraints, if demand for services increases significantly. Ongoing rationalization of results under Output 1 and 2 will be required to match market demand.

Does the project exit strategy account for sustainability considerations?

A number of follow-up activities have been identified for the DRI to ensure the sustainability of project results. These include reviewing and finalizing of the Law on Metrology and the Law on Standards; ensuring DRI accreditation set-up conforms to ISO 17011:2017 and APLAC requirements; securing the human resources and operating budget for legal metrology; and operating budget; and securing ample support to develop food technology institutional capacities for enterprises in Myanmar.

Cross Cutting Issues: Gender and social inclusion

A gender analysis and action plan on gender mainstreaming was included in the project inception phase. This involved promoting equal access to resources and training opportunities, ensuring the legislative and training environment prevented discrimination against women, and actively promoting female group leaders and reporters, including targeted outreach to increase female participation and capacity under Output 2 and 5, as well as targeted skill upgrading training where required to access new technologies provided by the project.

Gender-disaggregated data for project training activities and indicators in the logframe was collected and reported by the UNIDO project team in the Final Report. All outputs with the exception of Output 4 emphasized female participation in the design of logframe indicators, although female staff capacity-building in Output 4 was also high. These data reveal significant participation by women in project training and SME-outreach activities, and this was confirmed through interviews with project counterparts and the Evaluation Team during the field mission. Indeed, at MRI and the FIDS laboratory in particular, the Evaluation Team noted that female staff widely reported they had benefitted from significant professional skills development from the project, and these skills were clearly being recognized and deployed in their technical leadership roles within the respective organizations.

Further instances of active gender inclusion are positive discrimination by cancelling the National Coordinator position rather than yielding to the DRI preference towards a male candidate, enhancing representation at senior levels. Sustainability of gender mainstreaming was secured through final engagement with Women Business Association and the co-production of a gender brochure in English Myanmar.

4. Conclusions, Recommendations & Lessons

4.1 Conclusions

Relevance

The project was highly relevant to its intended beneficiaries, NORAD and UNIDO. It addressed the national context and unique NQI requirements. From a starting point of almost no NQI in Myanmar in 2013, the project addressed the unique national context and NQI requirements. UNIDO oversaw a logical, well-structured project design involving adaptive collaboration with beneficiaries.

The result was a series of interventions addressing weaknesses in policy, national institutions and the private sector, which were fully aligned with existing policy priorities. These interventions prioritized two sectors which had a strong developmental impact, in line with NORAD priorities. The revision of the logical framework allowed for greater incorporation of Gender and Social Inclusion issues, improving relevance to potentially marginalized beneficiary groups. Significant efforts were made to ensure that UNIDO's work worked in synergy with other donors working in the sector, notably USAID, EU, GIZ/PTB.

A striking finding from the Evaluation Team's field visit and interviews with national stakeholders was how quickly and extensively they have embraced a modern approach to NQI development and its role in the economy since 2013.

Effectiveness

The project made substantial achievements at the **Output level**, which can be measured by the extent of activities achieved. For each of the 5 Outputs, activities were effectively planned and delivered to a good standard by UNIDO project management and international/national experts.

During the field visit, the Evaluation Team heard consistent appreciation from project counterparts about the quality of inputs provided through the project. Many counterparts noted how they valued the levels of trust and professional working relationships they had established with the Chief Technical Adviser and the UNIDO international experts, particularly those who had undertaken a series of missions to Myanmar during the project. Counterparts also noted their appreciation for study tours which the project had sponsored, and they were able to describe tangible benefits and learning they had accomplished through such tours.

Overall, Output 1 accomplished alignment with ISO 17025 in selected testing laboratories. Of these, 3 are expected to be certified by the end of 2018. This will allow for product samples to be accepted in ASEAN regional and international markets. Public sector laboratories have also gained higher demand.

Under Output 2, DRI capacities and awareness-raising activities have been substantially achieved, in particular through the institutionalization of the National Quality Policy and Strategy and the finalization of 52 new Myanmar standards harmonized with ASEAN regional and international practice. This is supported by a MoU with the Singapore Accreditation Council. The effectiveness of these activities will be secured once the Law on Standards is passed and implemented.

Output 3 saw improvements in industrial metrology capability through calibration equipment and staff training, while the DRI now has the capabilities to deploy a legal metrology function and following the implementation of the Law on Metrology.

Substantial progress has been made in MITS capacity under Output 4 through inspection equipment and staff training, with a QMS suitable for external certification under additional funding. During the field visit, the Evaluation Team was informed of a doubling in MITS export inspections since 2015.

Finally, under Output 5, over 20 local companies have seen increased awareness and capacity around global food safety management systems. Of these, 4 companies are seeking certification at FSSC 22000 level, while others are pursuing similar standards such as HACCP and GMP. The level of effectiveness was somewhat reduced by limitations in access to finance for factory upgrading, while the level of existing capacity was too low to introduce a higher education food safety curriculum.

Efficiency

Management of the project was generally efficient by UNIDO, with adequate work planning, monitoring and reporting. UNIDO identified, recruited and managed a large number of experts effectively during the project implementation period and procured a substantial amount of equipment for project counterparts. There were delays in the first years of project implementation and delivery and completion of some activities (for example the procurement of laboratory equipment), and these delays did entail the extension of the project implementation period.

Efficiency in project management did increase noticeably with the mobilization of the Chief Technical Adviser and the switch away from reliance only on UNIDO HQ staff for project management. In terms of project management, it seems likely that the project would have benefitted from the earlier appointment of a Chief Technical Adviser, and indeed the appointment of a National Project Coordinator.

There was effective financial management of the project, and actual expenditure was very close to budget allocation for all of the 5 Outputs, and for project management and evaluation. Whilst there was no formal Value for Money framework, data collection or reporting, the Evaluation Team found no evidence that the project delivered poor economy and cost-effectiveness in provision of inputs. Inputs such as equipment were procured using competitive tendering and recruitment of UNIDO experts used established banded pay rates to determine daily fee rates.

Progress to impact

The project made fair progress towards its overall objective, which can be measured by the extent of indicators achieved at Outcome and Impact level. At **Outcome level**, the project has made very good progress towards accomplishment of the Outcome objective, and 2 of the 3 indicators in the logframe have been met or exceeded. The third indicator is expected to be met in the near future as the certification process of additional accredited services is being completed. It is clearly the case that the project has contributed to increasing the availability of internationally recognized quality and conformity assessment services in Myanmar. There is evidence that there has been some increase in the use of such services by SMEs to better conform to national and international standards. However, delays are to be expected between capacity-building interventions and their results; therefore, a programme design allowing for a comprehensive quantitative and qualitative follow-up assessment on the expanded use of

such improved services by firms in Myanmar, and the associated costs and benefits compared to the baseline scenario, would help to evidence this conclusion more fully.

At **Impact level**, the project has clearly made a contribution to the establishment of an improved national quality infrastructure in Myanmar that is aligned to international practice in a number of important and tangible ways. These improvements have served to integrate Myanmar's policy and regulatory frameworks related to standards, quality, metrology and testing with those of ASEAN, the WTO, and other global standards setting bodies such as ISO. The Evaluation Team could not fully conclude that increases registered in the headline values of agri-food exports in 2018 from the 2013 baseline could be attributable to project interventions. This is due in large part to unavoidable attribution issues in capacity-building activities, as well as delays between capacity-building interventions and their results. However, better definition of KPIs, as well as derivation of a Theory of Change (although not standard UNIDO M&E practice at the time of project design) would demonstrate a greater understanding of the assumptions made and possible interactions of the social, political and economic context with results chains, helping to evidence Impact-level results more fully. This type of assessment was not included in UNIDO's monitoring and reporting, not even in the Project Final Report, and it is an area where we recommend that UNIDO and its donor partners can strengthen and invest in for the future in similar projects.

Sustainability

Project design included a number of activities intended to promote sustainability of project results. Most notably, the policy backdrop now incorporates a quality culture through the National Quality Policy (March 2018) and National Quality Strategy and investments in public sector institutions. This sustainability is supported by regional cooperation which promises to scale up results in the long-term. Moreover, business plans have helped to secure financial sustainability for private-sector results. At the same time, at this stage, there are a number of risks to the sustainability of project results. First, there is still much further work to do for the development of the NQI in Myanmar and its widespread utilization by local firms. Further technical and financial assistance from donor and development partners will be needed, and it should not be assumed that the development of the NQI system is in a "finished state" in Myanmar.

A second risk to sustainability concerns the institutional location of the DRI within the Ministry of Education, following the Government's decision to relocate the Department from under the supervision of the Ministry of Science and Technology after the 2015 election. Given the other demands on them, it is hard to see how the senior leadership of the Ministry of Education will be able to devote the required attention and resources to develop the NQI and promote awareness within local industry of the value of aligning and upgrading production systems to international standards. During the field visit, the Evaluation Team heard that a move of DRI to be under the Ministry of Commerce was under consideration, but this was not confirmed.

4.2 Recommendations and Lessons learnt

Following closely from the Findings and Conclusions, the Evaluation has generated a number of recommendations and lessons learnt for enhancing the design of new projects and the implementation of ongoing projects by UNIDO.

Recommendations

Recommendation 1: More consideration should be given to political economy factors and political risks in UNIDO projects working on NQI development with public sector

actors. In particular, changes of government (e.g. through the electoral cycle), allocation of public finances, and passage/blockage of new legislation/regulations can have significant impacts on project operations and sustainability. More active mitigation of these political risks should be considered by UNIDO top management and its donors, for example through regular outreach, briefings and site-visits for key actors in different national political parties and parliamentarians (eg. on public accounts committees or trade and industry committees) on the importance and status of NQI development in the country.

Recommendation 2: UNIDO projects should include a more explicit framework for monitoring and reporting Value for Money. The framework should be based around measuring qualitative and quantitative outputs in relation to inputs, and include a limited number of well-constructed indicators and metrics (both quantitative and qualitative) to enable measurement of Value for Money. Preparation of a Value for Money framework and data collection against the key indicators would facilitate better monitoring and evaluation reporting on the Value for Money framework to be included in 6 monthly progress reports, Mid Term Reviews, Project Final Reports and Terminal Evaluations.

Recommendation 3: UNIDO should enhance its project-level monitoring and evaluation practices and systems at Outcome-level and Impact-level to better capture data on this range of effects and to understand the contribution from UNIDO project interventions through enhanced KPIs and contribution analysis. This should be a key focus for UNIDO project-level Mid Term Reviews (in the mode of formative evaluations) and for Terminal Evaluations (in the mode of summative evaluations). UNIDO could also undertake a portfolio-approach to Outcome-level and Impact-level evaluation, including a group of projects within the scope to facilitate cross-learning and efficiency.

Lessons learnt

Lesson 1: Working at enterprise-level on agri-business export development in low-income economies is complex, and challenges and success factors typically go well beyond food safety and quality management systems. Effective project design requires a very clear focus and definition of target products, markets, standards, enterprises, and consideration of all-in costs and benefits. Pilot schemes are a very valid approach for working with enterprises, but effective mechanisms and resources need to be built-in to allow for lesson-learning, scaling-up and replication.

Lesson 2: Achieving substantive impact at significant scale working at enterprise level on agri-business export development may well require UNIDO to enter into partnerships with other development actors, who maybe better placed to address binding-constraints at enterprise level such as access to finance; factory upgrading; trade facilitation and logistics (including cold storage); export market information; product development, packaging and branding; and negotiation with buyers in overseas markets.

Lesson 3: Measurement and assessment of results from NQI development projects at Outcome-level and Impact-level is complex. Simplistic aggregate indicators such as “increased total agricultural exports” do not capture the range of intended and un-intended effects that NQI project interventions can be expected to have in terms of enterprise behavior; employment and wages; entry and success in export markets; and impacts on domestic firms and consumers (for example through improved legal metrology services in a country).

ANNEXES:

Annex 1: List of stakeholders consulted

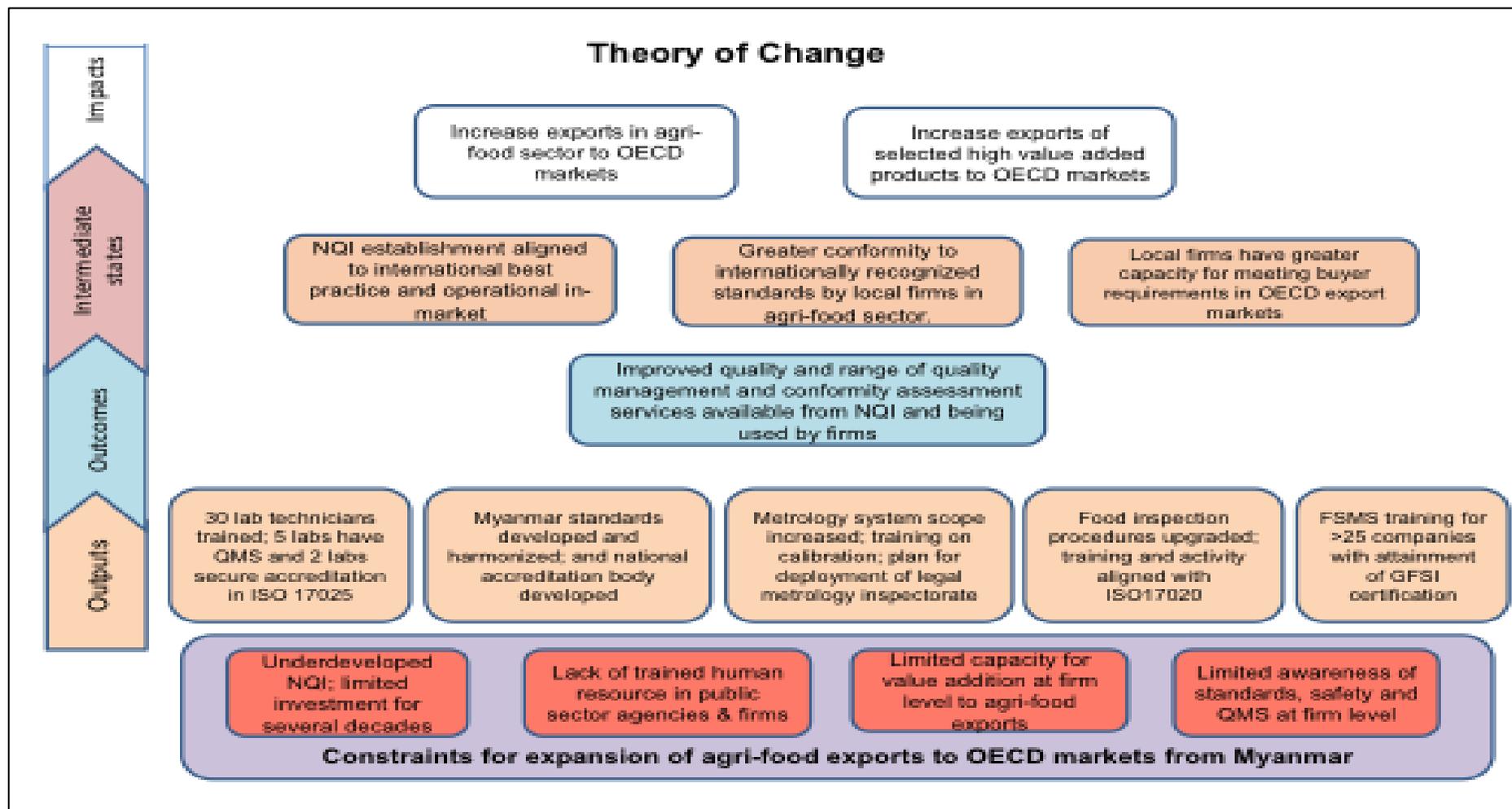
Name	Designation	Department / Organization
Mr. Win Khaing Moe	Director General	Department of Research and Innovation (DRI)
Dr. Zar Ni Aung	Director/Head of NSQD	DRI/National Standards and Quality Department NSQD)
Dr. War War Moe	Deputy Director/Head of Standard Dept	DRI/NSQD/Standards Department
Dr. Kyaw Soe Lwin	Director/Head of Metrology Dept	DRI/NSQD/Metrology Department
Ms. Lei Lei Win	Assistant Director/Acting Head of Accreditation	DRI/NSQD/Accreditation Department
Dr. Khin Chit	Deputy Director General	Food and Drug Administration Department
Mr. Myint Wai	Director	Department of Consumer Affairs (DOCA)
Mr. Thet Naing	Deputy Director	Department of Fishery (DOF)
Mr. Kyaw Soe	General Manager	Myanmar Inspection and Testing Service (MITS)
Mrs. San San Win	Assistant General Manager	Myanmar Inspection and Testing Service (MITS)
Mr. Sein Thuang Oo	Vice Chairman, Myanmar	Myanmar Food Processors and Exporters Association (MFPEA)
Mrs. San San Myint	CEC Member	Myanmar Food Processors and Exporters Association (MFPEA)
Mr. Tin Maung Myint	CEC Member	MFPEA/Food Industry Development Support Lab (FIDSL)
Mrs. Wai Yee Lin	Assistant Director, Consumer Affairs	Department of Consumer Affairs (DOCA)
Ms. Aye Nandar Aung	UNIDO National Food Safety Consultant	National Consultant

Name	Designation	Department / Organization
Ms. Htet Htet Thi Oo	UNIDO National Food Safety Consultant	National Consultant
Ayman Abu Zarour	UNIDO Expert	International Consultant
Beer Budoo	UNIDO Expert	International Consultant
Brian Beard	UNIDO Expert	International Consultant
Cornelis Sonneveld	UNIDO Expert	International Consultant
G M Tewari	UNIDO Expert	International Consultant
Ghita Benkirane	UNIDO Expert	International Consultant
Lubomir Valik	UNIDO Expert	International Consultant
Paul Osei-Fosu	UNIDO Expert	International Consultant
Peter Lihne	UNIDO Expert	International Consultant
Mrs. Aye Aye Win	Director	Myanmar Belle Co Ltd
Ms. Thi Thi Khaing	Assistant Manager	High Win International Co Ltd
Ms. Khay Mar Khine	Executive Director	Anawa Devi and Daiichi Co Ltd

Annex 2: List of documents reviewed

- Signed Project Document (August 2013)
- NORAD Progress Report (April 2013)
- NORAD Progress Report (September 2013)
- Project Progress Report (February 2014)
- NORAD Progress Report (September 2014)
- Final Inception Report by CTA (April 2015)
- Project Progress Report (March 2015)
- Project Document Amendment (August 2015)
- NORAD Progress Report (September 2015)
- Myanmar National Export Strategy (2015-2019)
- Project Progress Report (March 2016)
- Project Progress Report (September 2016)
- Project Progress Report (March 2017)
- Project Progress Report (September 2017)
- Evaluation Terms of Reference (December 2017)
- Myanmar National Quality Policy (March 2018)
- Project Final Report (May 2018)
- Myanmar Development Strategy (June 2018)

Annex 3: Project Theory of Change



Annex 4: Evaluation Terms of reference



UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

TERMS OF REFERENCE

Independent terminal evaluation of UNIDO project:
Myanmar: National Quality Infrastructure development for trade

UNIDO Project ID: 120027

Feb 2018

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Annex 1: Project Results Framework

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I. PROJECT BACKGROUND AND CONTEXT²

1. Project factsheet

Project title	Myanmar: National Quality Infrastructure development for trade
UNIDO Project ID	120027
Region	Asia and Pacific
Country	Myanmar
Project donor(s)	NORAD
Project approval date	Administration Agreement: 18 th September 2013 NORAD 7 th October 2013 UNIDO Project Document: 13 th December 2013 Myanmar Scientific and Technological Department 29 th January 2015: project document amended, following the inception phase
Project implementation start date	October 2013
Expected duration at project approval	4 years
Expected implementation end date	March 2018 (Extended from October 2017)
Other executing Partners	-
Executing partners	-
Donor funding	€2,345,846 excl. 13% PSC
UNIDO input (in kind, USD)	-
Co-financing:	-
Total project cost (USD)	-
Mid-term review date:	-
Planned terminal evaluation date	Q1 2018

(Source: Project document)

2. Project context

The National Quality Infrastructure (NQI) in Myanmar is underdeveloped and lacks the capacity required for a modern economy with food supply chains integrated into global food supply chains. With the exception of some food testing laboratories, there has been little investment in equipment and facilities in the last 30 years and this has in turn limited technical capacity building. The weakness in the NQI acts as a constraint on trade and export led growth. It also acts as a constraint on the development of value added food products and the diversification of food products and markets.

This intervention is designed to address these weaknesses. Existing capacity will be strengthened in four key food-testing laboratories, and training will be provided to meet the requirements for accreditation to ISO 17025 for some key testing parameters. The Myanmar Food Processors and Exporters Association's (MFPEA) Food Industries Development Supporting Laboratory (FIDSL) will receive the bulk of support in terms of equipment as its mandate is to provide testing services to MFPEA members and it is in the best position to extend rapidly its range of testing services to exporters with support from this intervention. The cost-accounting system in all the key food-testing laboratories will be strengthened to international standards and support will be provided for business plan development.

² Data in this chapter is to be validated by the Consultant against the project document and any changes should be reflected in the evaluation report.

On the job training will be provided to the Standards Department in the Department of Research and Innovation (DRI, formerly Myanmar Scientific and Technological Research Development, MoST), to manage the standardization process and build capacity in standards development. This will include assistance to prepare a Medium to Long Term Plan for strengthening Standardization in Myanmar and the development of the Standards Department as a National Standards Body (NSB). The Metrology Department will be supported with equipment and technical training to upgrade their calibration laboratory for mass and temperature. TA will be provided to strengthen inspection procedure for food by the Food and Drug Administration (FDA) under the Ministry of Health (MoH) and the Myanmar Testing and Inspection Services (MITS). In parallel MITS will be assisted to assess its feasibility for accreditation as an inspection body, and if feasible, a Road Map will be prepared.

Food Safety Management Systems implementation will seek to promote the adoption of the highest standards in food safety risk management by initiating a pilot program to support at least 10 small and medium size enterprises (SMEs) towards certification. This will build on an existing base of 12 large food processors that are certified to ISO 22000. A core group of national consultants and public food inspectors will be trained in implementation of food safety risk management systems.

The MFPEA believes that weaknesses in the NQI are constraints on the development of the sector limiting and export market access diversification and product development. These include:

- a) Limited availability of internationally recognized quality assurance services including laboratory testing services particularly for food safety parameters; and
- b) Limited awareness and application of international food safety standards in food processing industry.

The MFPEA has tried to address these constraints. In 2011 it established with support from Japan a food testing laboratory to provide a limited range of laboratory testing services to food producers and processors on a range number of food safety parameters to its members. However, the laboratory now needs to be expanded to meet growing demand and the full range of testing services from its members. It has also organized training and capacity building programs for food producers and processor in food safety standards to meet regulatory requirements of the export market. It believes that these programs need to expand to increase adoption of international standards in the industry, entry into the global supply chains and increase exports.

National Quality Infrastructure (NQI)

As noted above, weaknesses in the NQI acts as a constraint on trade and export led growth. The NQI in Myanmar is underdeveloped and lacks the capacity required for a modern economy with supply chains integrated into global supply chains. With the exception of some testing laboratories, there has been little investment in equipment and facilities in the last 30 years and this has in turn limited technical capacity building. This limits availability of quality assurance services to producers, processors and manufactures and thus also acts as a constraint on the development of value added products and the diversification of products and markets.

Problem identification

Weaknesses in the NQI generate inefficiencies across all sectors of economy as they impose constraints on society capacity to apply best practice and operate to international standards. However, as this project is focused on facilitating trade and export growth in the food processing sector the problem to be addressed by the intervention is defined in terms of the constraints imposed in area. This is as follows:

“Insufficient capacity in NQI to provide viable and cost efficient quality assurance and conformity assessment services to international standards to the export food processing sector”.

This limits the food processors’ capacity to:

- Implement quality management systems necessary to meet food safety regulatory requirements and private sector standards in export markets;
- Demonstrate compliance with food safety regulatory requirements in export markets;
- Develop value added food products to meet demand in export markets; and
- Compete effectively on global markets.

It also raises the barrier of entry to the sector and acts as constraint on export led growth.

Solution

The various components combine to provide cost efficient quality assurance and conformity assessment services to producers. A NSB disseminates international standards. Calibration laboratory provides calibration services to testing laboratories and to industry. Testing laboratories provide testing services for quality assurance and conformity assessment to food processors. Certification bodies provide conformity assessment services. ABs facilitates international recognition and the regulatory authorities facilitate an enabling environment with legislation and official controls which are in compliance with international standards and World Trade Organization (WTO) rules. As noted above there are significant weaknesses in all aspects of the NQI in Myanmar. Eliminating these weaknesses will address the problem. However, some weaknesses will take longer to address and require more detailed planning before a major intervention can be launched to address them. Given this constraint and the limited resources available for the project, the PFT recommended prioritizing support to the testing laboratories, strengthening the system of standardization, promoting increased use of international standards by the private sector food processors and preparation of long term development plans for the NQI components to improve their absorption capacity for future technical assistance. The reasons are explained in more detail in the next section.

3. Project objective:

Overall objective: To facilitate increased trade by strengthening the capacity of the NQI to provide laboratory testing services to international standards to food exporters and to integrate fully into the international QI.

Subsequent to the CTA inception report, the initial budget in the project document was revised to accommodate changes in the log frame and to reflect better the current implementation status.

This document therefore reflects the latest approved changes to the project document, which consists of the following Outcome and Outputs:

Outcome 1

Increased capacity of National Quality Infrastructure (NQI) to provide international recognized quality assurance and conformity assessment services to export food processors.

Outcome 2

Increased awareness and use of international standards by regulatory authorities and industry including use of ISO 22000 and FS 20000 by export food processors.

Output 1: Strengthened capacity to provide sustainable laboratory testing and quality assurance services for agricultural produce and food products to international standards;

Output 2: Strengthened capacity in Standardization, enhanced planning capacity and increased awareness of role of standardization in international trade;

Output 3: Strengthened capacity to provide calibration services to international standards and enhanced capacity in NQI Planning; and

Output 4: Strengthened inspection capacity to international standards and enhanced planning capacity in the FDA and MITS.

Output 5: Enhanced capacity of food processing enterprises to meet International standards in global food supply chains.

4. Project implementation arrangements

PREPARATORY ASSISTANCE

An Administration agreement was signed between the donor and UNIDO in November 2012 in order to prepare a full-fledged project document, which was subsequently submitted and approved by all parties in 2013, as per the dates noted in the summary page.

INCEPTION PHASE

The project inception phase took place from September 2013 to February 2014, with an inception report under development and submitted in April 2015.

The inception report and the changes were endorsed by the Steering Committee at its meeting on 24 June 2015 and also approved by NORAD via email in August 2015.

REVISION OF PROJECT DOCUMENT

As a result of the Inception Phase, a revision was submitted in August 2015. The Structure listed in the sections above reflects the latest version.

NO-COST EXTENSION OF THE PROJECT

A NORAD delegation met with all stakeholders in May 2017. The outcome of that mission was a very positive impression of the NQI project by the donor. Following that mission, based on the feedback of the National Standard and Quality Department (NSQD), UNIDO put forward a proposal to extend the project until 31st March 2018 during the bi-annual progress meetings held between UNIDO and NORAD in late May 2017. The proposal was been formally accepted by NORAD on 21st September 2017.

5. Budget information: Table 1. Financing plan summary - Outcome breakdown

Project Budget categorized by budget line and output – as per 2015 revision of project document

UNIDO/NORAD	UNIDO/NORAD Total categorized in cost elements (EUR)								
	TOTAL	11-00	15-00	16-00	17-00	21-00	30-00	45-00	51-00
Project duration = 48 Months									
Output 1 Testing Laboratories strengthened	539,393	123,143	0	0	10,000	18,000	9,000	368,000	11,250
Output 2 Development of NQI & Standardisation, Accreditation	198,786	129,360	3,500	2,696	0	40,250	9,000	8,426	5,554
Output 3 DRI metrology system improved	346,344	97,079	5,000	2,712	0	5,250	11,200	219,553	5,550
Output 4 MITS capacities strengthened	62,583	34,500	3,500	0	0	0	10,500	14,083	0
Output 5 Enhanced capacities for Food safety management	500,718	144,933	20,950	2,590	218,447	60,000	17,546	6,500	29,752
Output 6 Project Management & Evaluation	698,023	459,792	2,000	32,000	191,693	0	0	0	12,538
Total Direct Costs	2,345,846	988,807	34,950	39,998	420,140	123,500	57,246	616,562	64,644
Project support cost 13%	304,960	128,545	4,543	5,200	54,618	16,055	7,442	80,153	8,404
Sub-total PSC	304,960	128,545	4,543	5,200	54,618	16,055	7,442	80,153	8,404
Overall Total	2,650,806	1,117,352	39,493	45,197	474,758	139,555	64,688	696,715	73,047

Project Budget categorized by output – as at 30 September 2017

Output		a. Budget by Output as per approved produc	b. Aggregate of instalments	c. Total expenditure by output to date	d. Balance
1	Testing laboratories capacity improved	539,393.00	486,791.21	462,386.65	24,404.56
2	Building capacities for DRI to develop the NQI	198,786.00	318,905.97	266,022.26	52,883.71
3	DRI metrology system developed	346,344.00	300,249.48	273,135.69	27,113.79
4	MITS inspection capacities strengthened	62,583.00	71,816.77	64,549.50	7,267.27
5	Development of food safety management systems	500,718.00	500,022.04	456,179.23	43,842.81
Project Management/Evaluation		698,023.00	405,465.91	361,441.55	44,024.36
TOTAL (Euro)		2,345,847.00	2,083,251.38	1,883,714.88	199,536.50

Project Budget categorized by budget line and output – as at 30 September 2017

			Total Budget (a)	Released Budget (b)	Obligations (c)	Disbursements (d)	Expenditures (e=c+d)	Funds Available* (f=b-e)	Support Cost (g)	Total Expenditures (h=e+g)
Project	120027	MYANMAR: STRENGTHENING THE NATIONAL QUALITY INFRASTRUCTURE (NQI) FOR TRADE								
Output	120027-1-01-01	Testing Laboratories strengthened								
1100	Staff & Intern Consultants	235,989.24	235,989.24	5,258.62	214,609.82	219,868.44	16,120.80	0.00	219,868.44	
1600	Staff Travel	1,793.23	1,793.23	0.00	1,793.23	1,793.23	0.00	0.00	1,793.23	
1700	Nat.Consult./Staff	5,632.35	5,632.35	0.00	5,632.35	5,632.35	0.00	0.00	5,632.35	
2100	Contractual Services	22,824.55	22,824.55	16,174.17	6,500.06	22,674.23	150.32	0.00	22,674.23	
3000	Train/Fellowship/Study	8,758.86	8,758.86	0.00	6,758.86	6,758.86	2,000.00	0.00	6,758.86	
4500	Equipment	323,228.03	200,300.42	5,640.00	190,983.71	196,623.71	3,676.71	0.00	196,623.71	
5100	Other Direct Costs	11,492.56	11,492.56	618.00	8,417.83	9,035.83	2,456.73	0.00	9,035.83	
9300	Support Cost IDC	0.00	0.00	0.00	0.00	0.00	0.00	60,110.48	60,110.48	
Subtotal Output	120027-1-01-01	609,718.82	486,791.21	27,690.79	434,695.86	462,386.65	24,404.56	60,110.48	522,497.13	
Output	120027-1-01-02	NQI & Standardization, Accreditation								
1100	Staff & Intern Consultants	257,165.23	257,165.23	10,240.00	211,517.72	221,757.72	35,407.51	0.00	221,757.72	
1600	Staff Travel	4,488.75	4,488.75	0.00	4,488.75	4,488.75	0.00	0.00	4,488.75	
1700	Nat.Consult./Staff	5,569.45	5,569.45	0.00	5,569.45	5,569.45	0.00	0.00	5,569.45	
2100	Contractual Services	12,000.00	12,000.00	0.00	0.00	0.00	12,000.00	0.00	0.00	
3000	Train/Fellowship/Study	20,998.35	20,998.35	168.95	20,829.40	20,998.35	0.00	0.00	20,998.35	
3500	International Meetings	5,551.16	5,551.16	0.00	5,551.16	5,551.16	0.00	0.00	5,551.16	
4500	Equipment	7,756.57	7,756.57	0.00	4,256.57	4,256.57	3,500.00	0.00	4,256.57	
5100	Other Direct Costs	5,376.46	5,376.46	0.00	3,400.26	3,400.26	1,976.20	0.00	3,400.26	
9300	Support Cost IDC	0.00	0.00	0.00	0.00	0.00	0.00	34,583.06	34,583.06	
Subtotal Output	120027-1-01-02	318,905.97	318,905.97	10,408.95	255,613.31	266,022.26	52,883.71	34,583.06	300,605.32	

			Total Budget (a)	Released Budget (b)	Obligations (c)	Disbursements (d)	Expenditures (e=c+d)	Funds Available* (f=b-e)	Support Cost (g)	Total Expenditures (h=e+g)
Output	120027-1-01-03	DRI metrology system improved								
1100	Staff & Intern Consultants	92,058.65	92,058.65	10,494.00	79,558.65	90,052.65	2,006.00	0.00	90,052.65	
1500	Local travel	1,500.00	1,500.00	1,284.31	0.00	1,284.31	215.69	0.00	1,284.31	
1600	Staff Travel	4,505.38	4,505.38	0.00	4,505.38	4,505.38	0.00	0.00	4,505.38	
1700	Nat.Consult./Staff	5,541.93	5,541.93	0.00	5,541.93	5,541.93	0.00	0.00	5,541.93	
2100	Contractual Services	13,649.49	13,649.49	0.00	10,649.49	10,649.49	3,000.00	0.00	10,649.49	
3000	Train/Fellowship/Study	395.05	395.05	0.00	395.05	395.05	0.00	0.00	395.05	
4500	Equipment	172,756.13	172,756.13	146,510.60	5,856.13	152,366.73	20,389.40	0.00	152,366.73	
5100	Other Direct Costs	9,842.85	9,842.85	0.00	8,340.15	8,340.15	1,502.70	0.00	8,340.15	
9300	Support Cost IDC	0.00	0.00	0.00	0.00	0.00	0.00	35,507.67	35,507.67	
Subtotal Output	120027-1-01-03	300,249.48	300,249.48	158,288.91	114,846.78	273,135.69	27,113.79	35,507.67	308,643.36	
Output	120027-1-01-04	MITS capacities strengthened								
1100	Staff & Intern Consultants	62,554.62	62,554.62	0.00	56,054.62	56,054.62	6,500.00	0.00	56,054.62	
1600	Staff Travel	1,793.19	1,793.19	0.00	1,793.19	1,793.19	0.00	0.00	1,793.19	
4500	Equipment	7,533.72	7,533.72	0.00	6,766.45	6,766.45	767.27	0.00	6,766.45	
5100	Other Direct Costs	(64.76)	(64.76)	0.00	(64.76)	(64.76)	0.00	0.00	(64.76)	
9300	Support Cost IDC	0.00	0.00	0.00	0.00	0.00	0.00	8,391.49	8,391.49	
Subtotal Output	120027-1-01-04	71,816.77	71,816.77	0.00	64,549.50	64,549.50	7,267.27	8,391.49	72,940.99	

		Total Budget (a)	Released Budget (b)	Obligations (c)	Disbursements (d)	Expenditures (e=c+d)	Funds Available* (f=b-e)	Support Cost (g)	Total Expenditures (h=e+g)
Output	120027-1-02-01	Enhanced capacities for Food Safety							
1100	Staff & Intern Consultants	277,864.93	277,864.93	26,072.04	247,503.24	273,575.28	4,289.65	0.00	273,575.28
1500	Local travel	14,949.64	10,317.63	0.00	5,337.69	5,337.69	4,979.94	0.00	5,337.69
1600	Staff Travel	9,383.05	9,383.05	0.00	4,383.05	4,383.05	5,000.00	0.00	4,383.05
1700	Nat.Consult./Staff	196,204.29	166,091.15	9,540.14	151,960.12	161,500.26	4,590.89	0.00	161,500.26
2100	Contractual Services	43,226.16	20,000.00	0.00	0.00	0.00	20,000.00	0.00	0.00
3000	Train/Fellowship/Study	10,543.73	5,132.88	0.00	3,132.88	3,132.88	2,000.00	0.00	3,132.88
4300	Premises	60.61	7.15	0.00	7.15	7.15	0.00	0.00	7.15
4500	Equipment	4,500.00	2,000.00	0.00	0.00	0.00	2,000.00	0.00	0.00
5100	Other Direct Costs	18,091.21	9,225.25	0.00	8,242.92	8,242.92	982.33	0.00	8,242.92
9300	Support Cost IDC	0.00	0.00	0.00	0.00	0.00	0.00	59,303.41	59,303.41
Subtotal Output	120027-1-02-01	574,823.62	500,022.04	35,612.18	420,567.05	456,179.23	43,842.81	59,303.41	515,482.64
Output	120027-1-53-01	Project Management & Evaluation							
1100	Staff & Intern Consultants	389,898.33	349,898.34	35,732.63	291,600.48	327,333.11	22,565.23	0.00	327,333.11
1500	Local travel	1,000.00	1,000.00	0.00	0.00	0.00	1,000.00	0.00	0.00
1600	Staff Travel	21,719.58	21,719.58	821.48	15,906.10	16,727.58	4,992.00	0.00	16,727.58
1700	Nat.Consult./Staff	45,731.42	20,865.99	546.53	9,319.46	9,865.99	11,000.00	0.00	9,865.99
4300	Premises	2.57	2.57	0.00	2.57	2.57	0.00	0.00	2.57
5100	Other Direct Costs	11,979.44	11,979.43	984.30	6,528.00	7,512.30	4,467.13	0.00	7,512.30
9300	Support Cost IDC	0.00	0.00	0.00	0.00	0.00	0.00	46,987.33	46,987.33
Subtotal Output	120027-1-53-01	470,331.34	405,465.91	38,084.94	323,356.61	361,441.55	44,024.36	46,987.33	408,428.88
Subtotal Project	120027	2,345,846.00	2,083,251.38	270,085.77	1,613,629.11	1,883,714.88	199,536.50	244,883.44	2,128,598.32
Grant Total		2,345,846.00	2,083,251.38	270,085.77	1,613,629.11	1,883,714.88	199,536.50	244,883.44	2,128,598.32

**Does not include Unapproved Obligations*

II. Evaluation purpose and scope

The purpose of the evaluation is to independently assess the project to help UNIDO improve performance and results of future programmes and projects.

The evaluation has two specific objectives:

- (i) Assess the project performance in terms of relevance, effectiveness, efficiency, sustainability and progress to impact;
- (ii) Develop a series of findings, lessons and recommendations for enhancing the design of new and implementation of ongoing projects by UNIDO.

The independent terminal evaluation (TE) will cover the whole duration of the project.

III. Evaluation approach and methodology

The TE will be conducted in accordance with the UNIDO Evaluation Policy³ and the UNIDO Guidelines for the Technical Cooperation Project and Project Cycle⁴.

The evaluation will be carried out as an independent in-depth evaluation using a participatory approach whereby all key parties associated with the project will be informed and consulted throughout the evaluation. The evaluation team leader will liaise with the UNIDO Independent Evaluation Division (ODG/EVQ/IEV) on the conduct of the evaluation and methodological issues.

The evaluation will use a theory of change approach and mixed methods to collect data and information from a range of sources and informants. It will pay attention to triangulating the data and information collected before forming its assessment. This is essential to ensure an evidence-based and credible evaluation, with robust analytical underpinning.

The theory of change will identify causal and transformational pathways from the project outputs to outcomes and longer-term impacts, and drivers as well as barriers to achieve them. The learning from this analysis will be useful to feed into the design of the future projects so that the management team can effectively manage them based on results.

1. Data collection methods

Following are the main instruments for data collection:

- (a) **Desk and literature review** of documents related to the project, including but not limited to:
 - The original project document, monitoring reports (such as progress and financial reports, mid-term review report, output reports, back-to-office mission report(s), end-of-contract report(s) and relevant correspondence.
 - Notes from the meetings of committees involved in the project.
- (b) **Stakeholder consultations** will be conducted through structured and semi-structured interviews and focus group discussion. Key stakeholders to be interviewed include:
 - UNIDO Management and staff involved in the project; and
 - Representatives of donors and counterparts.
- (c) **Field visit** to project sites in Myanmar in order to meet with the project's main counterparts.

2. Evaluation key questions and criteria

The key evaluation questions are the following:

- (a) What are the key drivers and barriers to achieve the long-term objectives? To what extent has the project helped put in place the conditions likely to address the drivers, overcome barriers and contribute to the long-term objectives?
- (b) How well has the project performed? Has the project done the right things? Has the project done things right, with good value for money?

³ UNIDO. (2015). Director General's Bulletin: Evaluation Policy (UNIDO/DGB/(M).98/Rev.1)

⁴ UNIDO. (2006). Director-General's Administrative Instruction No. 17/Rev.1: Guidelines for the Technical Cooperation Programme and Project Cycle (DGAI.17/Rev.1, 24 August 2006)

- (c) What have been the project's key results (outputs, outcome and impact, if possible)? To what extent have the expected results been achieved or are likely to be achieved against the project design? To what extent the achieved results will sustain after the completion of the project?
- (d) What lessons can be drawn from the successful and unsuccessful practices in designing, implementing and managing the project?

The evaluation will assess the likelihood of sustainability of the project results after the project completion. The assessment will identify key risks (e.g. in terms of financial, socio-political, institutional and environmental risks) and explain how these risks may affect the continuation of results after the project ends. Table 1 below provides the key evaluation criteria to be assessed by the evaluation. The details questions to assess each evaluation criterion are in annex 2.

Table 1. Project evaluation criteria

#	<u>Evaluation criteria</u>	<u>Mandatory rating</u>
A	Impact (or progress toward impact)	Yes
B	Project design	Yes
1	• Overall design	Yes
2	• Logframe	Yes
C	Project performance	Yes
1	• Relevance	Yes
2	• Effectiveness	Yes
3	• Efficiency	Yes
4	• Sustainability of benefits	Yes
D	Cross-cutting performance criteria	
1	• Gender mainstreaming	Yes
2	• M&E: ✓ M&E design ✓ M&E implementation	Yes
3	• Results-based Management (RBM)	Yes
E	Performance of partners	
1	• UNIDO	Yes
2	• National counterparts	Yes
3	• Donor	Yes
F	Overall assessment	Yes

3. Rating system

In line with the practice adopted by many development agencies, the UNIDO Independent Evaluation Division uses a six-point rating system, where 6 is the highest score (highly satisfactory) and 1 is the lowest (highly unsatisfactory) as per table below.

Table 2. Project rating criteria

Score	Definition	Category
6 Highly satisfactory	Level of achievement clearly exceeds expectations and there is no shortcoming.	SATISFACTORY
5 Satisfactory	Level of achievement meets expectations (indicatively, over 80-95 per cent) and there is no or minor shortcoming.	
4 Moderately satisfactory	Level of achievement more or less meets expectations (indicatively, 60 to 80 per cent) and there are some shortcomings.	
3 Moderately unsatisfactory	Level of achievement is somewhat lower than expected (indicatively, less than 60 per cent) and there are significant shortcomings.	UNSATISFACTORY
2 Unsatisfactory	Level of achievement is substantially lower than expected and there are major shortcomings.	
1 Highly unsatisfactory	Level of achievement is negligible and there are severe shortcomings.	

IV. Evaluation process

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

- i. Inception phase: The evaluation team leader will prepare the inception report providing details on the methodology for the evaluation and include an evaluation matrix with specific issues for the evaluation; the specific site visits will be determined during the inception phase.
- ii. Desk review and data analysis;
- iii. Interviews, survey and literature review;
- iv. Field visits;
- v. Data analysis and report writing.

V. Time schedule and deliverables

The evaluation is scheduled to take place in March 2018, with the mission scheduled for 19th – 30th March. At the end of the field mission, there will be a presentation of the preliminary findings for all stakeholders involved in this project.

After the evaluation field mission, the evaluation team leader will visit UNIDO HQ for debriefing and presentation of the preliminary findings of the terminal evaluation. The draft TE report will be submitted to UNIDO 3 weeks after the end of the mission. The draft TE report is to be shared with the UNIDO IEV, UNIDO Project Manager, NORAD and other stakeholders for comments and verification of factual and interpretation errors. The TE leader is expected to revise the draft TE report based on the comments received, edit the language and form and submit the final version in accordance with UNIDO ODG/EVQ/IEV standards.

VI. Evaluation team composition

The evaluation team will be composed of one international evaluation consultant acting as the team leader and one national consultant with experience in evaluation and expertise on quality infrastructure. The evaluation team will possess relevant strong experience and expertise on evaluation and on quality infrastructure. Both consultants will be contracted by UNIDO.

The tasks of each team member are specified in the job descriptions annexed to these terms of reference.

According to UNIDO Evaluation Policy, members of the evaluation team must not have been directly involved in the design and/or implementation of the project under evaluation.

An evaluation manager from UNIDO ODG/EVQ/IEV will provide technical backstopping to the evaluation team and ensure the quality of the evaluation. The UNIDO Project Manager and national project teams will act as resourced persons and provide support to the evaluation team and the evaluation manager. The UNIDO Project Manager and the project team in Yangon will provide logistical and administrative support the evaluation team to prepare for the field visits. The project team will provide a proposed list of stakeholders (e.g. government officials, private sector representatives and other relevant individuals) to the evaluation team who will make the final decision on who to consult. The project team will arrange the meetings and prepare field visit schedule for the evaluation team, following their request, prior to the field visit.

The evaluation team will maintain close liaison with the representatives of UNIDO, other UN agencies as well as with the concerned national agencies, and with national and international project staff. The evaluation team is free to discuss with the authorities concerned anything relevant to its assignment. However, it is not authorized to make any commitments on behalf of the Government, the donor or UNIDO.

VII. Reporting

Inception report

This Terms of Reference (ToR) provides some information on the evaluation methodology, but this should not be regarded as exhaustive. After reviewing the project documentation and initial interviews with the project manager, the Team Leader will prepare, in collaboration with the team member, a short inception report that will operationalize the ToR relating to the evaluation questions and provide information on what type of and how the evidence will be collected (methodology). It will be discussed with and approved by the responsible UNIDO Evaluation Manager.

The Inception Report will focus on the following elements: preliminary project theory model(s); elaboration of evaluation methodology including quantitative and qualitative approaches through an evaluation framework (“evaluation matrix”); division of work between the team leader and team members; mission plan, including places to be visited, people to be interviewed and possible surveys to be conducted and a debriefing and reporting timetable⁵.

Evaluation report format and review procedures

The draft report will be delivered to ODG/EVQ/IEV (the suggested report outline is in Annex 4) and circulated to UNIDO staff and national stakeholders associated with the project for factual validation and comments. Any comments or responses, or feedback on any errors of fact to the draft report provided by the stakeholders will be sent to UNIDO ODG/EVA for collation and onward transmission to the project evaluation team who will be advised of any necessary revisions. On the basis of this feedback, and taking into consideration the comments received, the evaluation team will prepare the final version of the terminal evaluation report.

The evaluation team will present its preliminary findings to the local stakeholders at the end of the field visit and take into account their feed-back in preparing the evaluation report. A presentation of preliminary findings will take place at UNIDO HQ after the field mission.

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

⁵ The evaluator will be provided with a Guide on how to prepare an evaluation inception report prepared by the UNIDO ODG/EVQ/IEV.

Findings, conclusions and recommendations should be presented in a complete, logical and balanced manner. The evaluation report shall be written in English, with an executive summary in English, and follow the outline given in annex 1.

VIII. Quality assurance

All UNIDO evaluations are subject to quality assessments by UNIDO ODG/EVQ/IEV. Quality assurance and control is exercised in different ways throughout the evaluation process (briefing of consultants on methodology and process of UNIDO ODG/EVQ/IEV, providing inputs regarding findings, lessons learned and recommendations from other UNIDO evaluations, review of inception report and evaluation report by UNIDO ODG/EVQ/IEV).

The quality of the evaluation report will be assessed and rated against the criteria set forth in the Checklist on evaluation report quality, attached as Annex 4. The applied evaluation quality assessment criteria are used as a tool to provide structured feedback. UNIDO ODG/EVQ/IEV should ensure that the evaluation report is useful for UNIDO in terms of organizational learning (recommendations and lessons learned) and is compliant with UNIDO's evaluation policy and these terms of reference. The draft and final evaluation report are reviewed by UNIDO ODG/EVQ/IEV, which will submit the report to the donor and circulate it within UNIDO together with a management response sheet.

Annex 1: Project Results Framework

The detailed Monitoring and Evaluation Plan, and Risk Assessment Plan, which were both developed and implemented for this project will be shared with the evaluation expert once recruited.

Output 1 – Testing laboratories capacity improved		
	Activity	Responsibility
1.1	Support the development of costing framework and business plans	CTA, TA expert
1.2	Prepare the roadmap to ISO17025 accreditation for selected analyses	CTA, TA expert
1.3	Assess equipment needs and provide equipment	UNIDO project
1.4	Ensure advanced training on new equipment	Suppliers, Labs
1.5	Deliver theoretical and practical training on testing methods	UNIDO TA experts
1.6	Provide TA and capacity building for ISO17025 on QMS, audits, QA/QC, SOP, methods...	UNIDO TA experts
1.7	Provide support to laboratories for calibration and PT programs	UNIDO TA experts
1.8	Organize blank audits and support the formal accreditation process	External suppliers
1.9	Foster the creation of a Myanmar laboratory association with link to lab networks in region and exchanges of experience.	CTA, labs

Output 2 – Building capacities for DRI to develop the NQI		
	Activity	Responsibility
2.1	Assist DRI to communicate and coordinate the NQI development	DRI, UNIDO and other projects
2.2	Support establishing the NAB and prepare road map to full development	UNIDO project (with PTB and USAID)
2.3	Discuss cooperation agreement with a reputed AB in region	DRI
2.4	Develop accreditation staff capabilities for accrediting testing laboratories and CAB	DRI and UNIDO TA experts
2.5	Identify, mobilize and train a core of competent (registered) assessors and auditors	DRI and UNIDO projects
2.6	Prepare a mid-term plan to further strengthen the capacities of DoS towards a NSB	UNIDO TA experts
2.7	Develop capabilities to prioritize work, adopt/harmonize or create standards (GMP, MS standards...)	UNIDO TA experts
2.8	Assist DRI to set up a public/industry contact point for NQI, and to raise awareness and interest on standards, metrology, and quality	UNIDO TA experts CTA, DRI

Output 3 - DRI metrology system developed		
	Activity	
3.1	Assess gaps and needs for metrology functions	UNIDO TA experts
3.2	Survey enterprises' calibration needs	UNIDO project, DRI
3.3	Prioritize equipment in coordination with other projects	UNIDO project
3.4	Procure and commission equipment	UNIDO project

Output 3 - DRI metrology system developed		
3.5	Enhance technical knowledge and skills for staff and officials (measurement, traceability...)	UNIDO TA experts
3.6	Train and support staff to review/prepare laboratory calibration operational procedures	UNIDO TA experts
3.7	Provide TA and capacity building for ISO17025, including auditor training	PTB leader; UNIDO TA experts
3.8	Provide support services e.g. calibration and access to PT/ILC programs	PTB leader, UNIDO TA experts
3.9	Arrange blank audits and support accreditation process	UNIDO TA experts
3.10	Prepare a 5 to 10 year development plan for the legal metrology inspectorate	UNIDO TA experts, CTA
3.11	Assist DRI to promote metrology by CCI and industry associations, and to identify issues by members	UNIDO and other projects

Output 4 – MITS inspection capacities strengthened		
	Activity	
4.1	Assist MITS for strategic & business planning	UNIDO TA experts, MITS
4.2	Develop a roadmap for the accreditation of MITS as an inspection body	UNIDO TA experts
4.3	Train and assist MITS staff to setup and maintain a QMS as per ISO17021	UNIDO TA experts, MITS
4.4	Provide equipment and advice to increase border inspections effectiveness	UNIDO TA experts
4.5	Assist FDA to improve official controls in line with the best international practices	TDP leader UNIDO TA Experts

Output 5 – Development of food safety management systems		
	Activity	
5.1	Assess the demand for analytical services in agro-processing and other sectors	UNIDO project, MFPEA
5.2	Assist MFPEA in strategic planning for their service unit in partnership with regional institutions	CTA, MFPEA management
5.3	Identify, train and coach food safety auditors/ inspectors	UNIDO project, MFPEA, MOFSA
5.4	Develop awareness and foster use of food safety management systems (gap assessment, advice, training...)	UNIDO, MFPEA, other projects
5.5	Assist MFPEA organizing skills development/ problem solving workshops (food contaminants, PRP, HACCP, ISO22000, internal audits)	UNIDO TA experts CTA
5.6	Develop training tools and guides in local languages	UNIDO project, MFPEA
5.7	Identify master trainers and equipped them with FSMS and pedagogic skills	UNIDO project, MFPEA
5.8	Develop a food science /food safety curriculum in a higher education institute	UNIDO project, MFPEA, MoSFA, Universities

Annex 2: Detailed questions to assess evaluation criteria

The evaluation team will assess the project performance guided by the questions below. It should be noted that these are the guiding questions. In the inception report, the evaluator will specify key issues and key questions for the evaluation to focus on.

#	<u>Evaluation criteria</u>
A	<p>Progress to impact</p> <ul style="list-style-type: none"> ✓ <u>Mainstreaming</u>: To what extent information, lessons or specific results of the project are incorporated into broader stakeholder mandates and initiatives such as laws, policies, regulations and project? ✓ <u>Replication</u>: To what extent the project's specific results (e.g. methodology, technology, lessons and etc) are reproduced or adopted ✓ <u>Scaling-up</u>: To what extent the project's initiatives and results are implemented at larger geographical scale? ✓ What difference has the project made to the beneficiaries? ✓ What is the change attributable to the project? To what extent? ✓ What are the social, economic, environmental and other effects, either short-, medium- or long-term, on a micro- or macro-level? ✓ What effects are intended or unintended, positive or negative? <p>The three UNIDO impact dimensions are:</p> <ul style="list-style-type: none"> ✓ <u>Safeguarding environment</u>: To what extent the project contributes to changes in the status of environment? ✓ <u>Economic performance</u>: To what extent the project contributes to changes in the economic performance (finances, income, costs saving, expenditure and etc) of individuals, groups and entities? ✓ <u>Social inclusiveness</u>: To what extent the project contributes to changes in capacity and capability of individuals, groups and entities in society, including vulnerable groups, and hence generating employment and access to education and training?
B	<p>Project design</p>
1	<ul style="list-style-type: none"> • <u>Overall design</u> ✓ The problem, need or gap to be addressed by the project is clearly identified, with clear target beneficiaries? ✓ The project design was adequate to address the problems at hand? ✓ Is the project consistent with the Country's priorities, in the work plan of the lead national counterpart? Does it meet the needs of the target group? Is it consistent with UNIDO's Inclusive and Sustainable Industrial Development? Does it adequately reflect lessons learnt from past projects? Is it in line with the donor's priorities and policies? ✓ Is the applied project approach sound and appropriate? Is the design technically feasible and based on best practices? Does UNIDO have in-house technical expertise and experience for this type of intervention? ✓ To what extent the project design (in terms of funding, institutional arrangement, implementation arrangements...) as foreseen in the project document still valid and relevant? ✓ Does it include M&E plan and adequate budget for M&E activities? ✓ Risk management: Are critical risks related to financial, social-political, institutional, environmental and implementation aspects identified with specific risk ratings? Are their mitigation measures identified? Where possible, are the mitigation measures included in project activities/outputs and monitored under the M&E plan?
2	<ul style="list-style-type: none"> • <u>Logframe</u> ✓ <u>Expected results</u>: Is the expected result-chain (impact, outcomes and outputs) clear and logical? Does impact describe a desired long-term change or benefit to a society or community (not as a mean or process), do outcomes describe change in target group's behaviour/performance or system/institutional performance, do

#	<u>Evaluation criteria</u>
	<p>outputs describe deliverables that project will produce to achieve outcomes? Are the expected results realistic, measurable and not a reformulation or summary of lower level results? Do outputs plus assumptions lead to outcomes, do outcomes plus assumptions lead to impact? Can all outputs be delivered by the project, are outcomes outside UNIDO's control but within its influence?</p> <ul style="list-style-type: none"> ✓ Indicators: Do indicators describe and specify expected results (impact, outcomes and outputs) in terms of quantity, quality and time? Do indicators change at each level of results and independent from indicators at higher and lower levels? Do indicators not restate expected results and not cause them? Are indicators necessary and sufficient and do they provide enough triangulation (cross-checking)? Are they indicators sex-diaggregated, if applicable? Are the indicator SMART? ✓ Sources of verification: Are the sources of verification/data able to verify status of indicators, are they cost-effective and reliable? Are the sources of verification/data able to verify status of output and outcome indicators before project completion? ✓ Are key assumptions properly summarized and reflecting the proper level in the results chain in the logframe?
C	Project performance
1	<ul style="list-style-type: none"> • <u>Relevance</u> ✓ How does the project fulfil the urgent target group needs? ✓ To what extent is the project aligned with the development priorities of the country (national poverty reduction strategy, sector development strategy)? ✓ How does project reflect donor policies and priorities? ✓ Is the project a technically adequate solution to the development problem? Does it eliminate the cause of the problem? ✓ To what extent does the project correspond to UNIDO's comparative advantages? ✓ Are the original project objectives (expected results) still valid and pertinent to the target groups? If not, have they been revised? Are the revised objectives still valid in today's context?
2	<ul style="list-style-type: none"> • <u>Effectiveness</u> ✓ What are the main results (mainly outputs and outcomes) of the project? What have been the quantifiable results of the project? ✓ To what extent did the project achieve their objectives (outputs and outcomes), against the original/revised target(s)? ✓ What are the reasons for the achievement/non-achievement of the project objectives? ✓ What is the quality of the results? How do the stakeholders perceive them? What is the feedback of the beneficiaries and the stakeholders on the project effectiveness? ✓ To what extent is the identified progress result of the project attributable to the intervention rather than to external factors? ✓ What can be done to make the project more effective? ✓ Were the right target groups reached?
3	<ul style="list-style-type: none"> • <u>Efficiency</u> ✓ How economically are the project resources/inputs (concerning funding, expertise, time...) being used to produce results? ✓ To what extent were expected results achieved within the original budget and timeframe? If no, please explain why. ✓ Are the results being achieved at an acceptable cost? Would alternative approaches accomplish the same results at less cost? ✓ What measures have been taken during planning and implementation to ensure that resources are efficiently used? Were the project expenditures in line with budgets?

#	<u>Evaluation criteria</u>
	<ul style="list-style-type: none"> ✓ Could more have been achieved with the same input? ✓ Could the same have been achieved with less input? ✓ How timely was the project in producing outputs and outcomes? Comment on the delay or acceleration of the project's implementation period. ✓ To what extent were the project's activities in line with the schedule of activities as defined by the Project Team and annual Work Plans? ✓ Have the inputs from the donor, UNIDO and Government/counterpart been provided as planned, and were they adequate to meet the requirements?
4	<ul style="list-style-type: none"> • <u>Sustainability of benefits</u> ✓ Will the project results and benefits be sustained after the end of donor funding? ✓ Does the project have an exit strategy? ✓ To what extent the outputs and results have been institutionalized? <p><i>Financial risks:</i></p> <ul style="list-style-type: none"> ✓ What is the likelihood of financial and economic resources not being available once the project ends? <p><i>Socio-political risks:</i></p> <ul style="list-style-type: none"> ✓ Are there any social or political risks that may jeopardize the sustainability of project outcomes? ✓ What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained? ✓ Do the various key stakeholders see that it is in their interest that project benefits continue to flow? ✓ Is there sufficient public/stakeholder awareness in support of the project's long-term objectives? <p><i>Institutional framework and governance risks:</i></p> <ul style="list-style-type: none"> ✓ Do the legal frameworks, policies, and governance structures and processes within which the project operates pose risks that may jeopardize the sustainability of project benefits? ✓ Are requisite systems for accountability and transparency and required technical know-how in place? <p><i>Environmental risks:</i></p> <ul style="list-style-type: none"> ✓ Are there any environmental risks that may jeopardize the sustainability of project outcomes? ✓ Are there any project outputs or higher level results that are likely to have adverse environmental impacts, which, in turn, might affect the sustainability of project benefits?
D	Cross-cutting performance criteria
1	<ul style="list-style-type: none"> • <u>Gender mainstreaming</u> ✓ Did the project design adequately consider the gender dimensions in its interventions? Was the gender marker assigned correctly at entry? ✓ Was a gender analysis included in a baseline study or needs assessment (if any)? Were there gender-related project indicators? ✓ Are women/gender-focused groups, associations or gender units in partner organizations consulted/ included in the project? ✓ How gender-balanced was the composition of the project management team, the Steering Committee, experts and consultants and the beneficiaries? ✓ Do the results affect women and men differently? If so, why and how? How are the results likely to affect gender relations (e.g., division of labour, decision-making authority)?

#	Evaluation criteria
	<ul style="list-style-type: none"> ✓ To what extent were socioeconomic benefits delivered by the project at the national and local levels, including consideration of gender dimensions?
2	<ul style="list-style-type: none"> ○ M&E: ○ M&E design ○ Was the M&E plan included in the project document? Was it practical and sufficient at the point of project approval? ○ Did it include baseline data and specify clear targets and appropriate indicators to track environmental, gender, and socio economic results? ○ Did it include a proper M&E methodological approach; specify practical organization and logistics of the M&E activities including schedule and responsibilities for data collection; ○ Does the M&E plan specify what, who and how frequent monitoring, review, evaluations and data collection will take place? Is the M&E plan consistent with the logframe (especially indicators and sources of verification)? ○ Does it allocate adequate budget for M&E activities? ○ M&E implementation ○ How was the information from M&E system used during the project implementation? Was an M&E system in place and did it facilitate timely tracking of progress toward project results by collecting information on selected indicators continually throughout the project implementation period? Did project team and manager make decisions and corrective actions based on analysis from M&E system and based on results achieved? ○ Are annual/progress project reports complete, accurate and timely? ○ Was the information provided by the M&E system used to improve performance and adapt to changing needs? Was information on project performance and results achievement being presented to the Project Steering Committee to make decisions and corrective actions? Do the Project team and managers and PSC regularly ask for performance and results information? ○ Are monitoring and self-evaluation carried out effectively, based on indicators for outputs, outcomes and impact in the logframe? Do performance monitoring and reviews take place regularly? ○ Were resources for M&E sufficient? ○ How has the logframe been used for Monitoring and Evaluation purposes (developing M&E plan, setting M&E system, determining baseline and targets, annual implementation review by the Project Steering Committee...) to monitor progress towards expected outputs and outcomes? ○ How well have risks outlined the project document and in the logframe been monitored and managed? How often have risks been reviewed and updated? Has a risk management mechanism been put in place?
3	<ul style="list-style-type: none"> ○ <u>Results-based management (RBM)</u> <i>Results-Based work planning</i> ○ Review any delays in project start-up and implementation, identify the causes and examine if they have been resolved. ○ Are there any annual work plans? Are work-planning processes results-based? Has the logframe been used to determine the annual work plan (including key activities and milestone)? ○ Examine the use of the project's results framework/ logframe as a management tool and review any changes made to it since project start. <i>Results-based monitoring and evaluation</i> ○ Verify whether an M&E system is in place and facilitated timely tracking of progress toward project objectives by collecting information on selected indicators continually throughout the project implementation period;

#	<u>Evaluation criteria</u>
	<ul style="list-style-type: none"> ○ Review the monitoring tool currently being used: Do they provide the necessary information? Do they involve key partners? Are they aligned or mainstreamed with national systems? Do they use existing information? Are they efficient? Are they cost-effective? Are additional tools required? How could they be made more participatory and inclusive? ○ Do project team and manager make decisions and corrective actions based on analysis from M&E system and based on results achieved? Is information on project performance and results achievement being presented to the Project Steering Committee to make decisions and corrective actions? Do the Project team and managers and PSC regularly ask for performance and results information? <p><i>Results-based reporting</i></p> <ul style="list-style-type: none"> ○ Assess how adaptive management changes have been reported by the project management and shared with the PSC. ○ Assess how well the Project Team and partners undertake and fulfil donor and UNIDO reporting requirements (i.e. how have they addressed delays or poor performance, if applicable?) ○ Assess how results and lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.
E	Performance of partners
1	<ul style="list-style-type: none"> ○ <u>UNIDO</u> ○ Mobilization of adequate technical expertise for project design ○ Inclusiveness of project design (with national counterparts) ○ Previous evaluative evidence shaping project design ○ Planning for M&E and ensuring sufficient M&E budget ○ Timely recruitment of project staff ○ Project modifications following changes in context or after the Mid-Term Review ○ Follow-up to address implementation bottlenecks ○ Role of UNIDO country presence (if applicable) supporting the project ○ Engagement in policy dialogue to ensure up-scaling of innovations ○ Coordination function ○ Exit strategy, planned together with the government ○ Review overall effectiveness of project management as outlined in the Project Document. Have changes been made and are they effective? Are responsibilities and reporting lines clear? Is decision-making transparent and undertaken in a timely manner? Recommend areas for improvement. ○ To what extent the project has a proper and operational governance system (e.g. PSC with clear roles and responsibilities)? ○ Review whether the national management and overall coordination mechanisms have been efficient and effective? Did each partner have assigned roles and responsibilities from the beginning? Did each partner fulfil its role and responsibilities (e.g. providing strategic support, monitoring and reviewing performance, allocating funds, providing technical support, following up agreed/corrective actions)? ○ The UNIDO HQ-based management, coordination, monitoring, quality control and technical inputs have been efficient, timely and effective (e.g. problems identified timely and accurately; quality support provided timely and effectively; right staffing levels, continuity, skill mix and frequency of field visits)?
2	<ul style="list-style-type: none"> ● <u>National counterparts</u> ✓ Design ○ Responsiveness to UNIDO's invitation for engagement in designing the project ✓ Implementation ○ Ownership of the project ○ Provide financial contribution as planned (cash or in-kind)

#	<u>Evaluation criteria</u>
	<ul style="list-style-type: none"> ○ Support to the project, based on actions and policies ○ Counterpart funding ○ Internal government coordination ○ Exit strategy, planned together with UNIDO, or arrangements for continued funding of certain activities ○ Facilitation of the participation of Non-Governmental Organizations(NGOs), civil society and the private sector where appropriate ○ Suitable procurement procedures for timely project implementation ○ Engagement with UNIDO in policy dialogue to promote the up-scaling or replication of innovations
3	<ul style="list-style-type: none"> ● <u>Donor</u> ✓ Timely disbursement of project funds ✓ Feedback to progress reports, including Mid-Term Evaluation, if applicable ✓ Support by the donor's country presence (if applicable) supporting the project for example through engagement in policy dialogue
F	<p>Overall assessment</p> <ul style="list-style-type: none"> ✓ Overarching assessment of the project, drawing upon the analysis made under Project performance and Progress to Impact criteria above but not an average of ratings.

Annex 3: Job descriptions



UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE AGREEMENT (ISA)

Title:	International Evaluation Expert – Team leader
Main Duty Station and Location:	Home-based
Mission/s to:	Yangon, Myanmar and Vienna/Austria
Start of Contract (EOD):	1 February 2018
End of Contract (COB):	31 March 2018
Number of Working Days:	30 working days

ORGANIZATIONAL CONTEXT

The Office for Independent Evaluation is responsible for the independent evaluation function of UNIDO. It supports learning, continuous improvement and accountability, and provides factual information about result and practices that feed into the programmatic and strategic decision-making processes.

PROJECT CONTEXT (See evaluation terms of reference attached)

Duties: The international evaluation consultant will act as a Team leader in this project evaluation according to the terms of reference. She/he will be responsible for the preparation of the evaluation report, including the coordination of inputs from other team members. The Team Leader will perform the following tasks:

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Working Days	Location
1. Review project documentation and relevant country background information (national policies and strategies, UN strategies and general economic data); determine key data to collect in the field and adjust the key data collection instrument if needed; Prepare an inception report which streamlines the specific questions to address the key issues in the TOR, specific methods that will be used and data to collect in the field visits, detailed evaluation methodology confirmed, draft theory of change, and tentative agenda for field work.	<ul style="list-style-type: none"> Adjust table of evaluation questions, depending on country specific context; Prepare a map of stakeholders to interview during the field missions; The inception report. Submitted to evaluation manager. 	6 days	Home-based
2. Briefing with the UNIDO Independent Evaluation Division, project managers and other key stakeholders at UNIDO HQ.	<ul style="list-style-type: none"> Detailed evaluation schedule with tentative mission agenda (incl. list of stakeholders to interview) 	1 day	Through skype

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Working Days	Location
	and site visits); mission planning; • Division of evaluation tasks with the team member.		
3. Conduct field mission ⁶ .	<ul style="list-style-type: none"> • Conduct meetings with relevant project stakeholders, beneficiaries, etc. for the collection of data and clarifications; • Agreement with the team member on the structure and content of the evaluation report and the distribution of writing tasks; • Evaluation presentation of the evaluation's initial findings prepared, draft conclusions and recommendations to stakeholders in the country at the end of the mission. 	10 days, including travel days	Yangon, Myanmar
4. Present overall findings and recommendations to the stakeholders at UNIDO HQ.	<ul style="list-style-type: none"> • After field mission(s): Presentation slides, feedback from stakeholders obtained and discussed 	3 days, including travel days	Vienna, Austria (2 nights)
5. Prepare the evaluation report, with inputs from the team member, according to the TOR; Coordinate the inputs from the team member and combine with her/his own inputs into the draft evaluation report; Share the evaluation report with UNIDO HQ and national stakeholders for feedback and comments.	<ul style="list-style-type: none"> • Draft evaluation report. 	7 days	Home-based
6. Revise the draft project evaluation report based on comments from UNIDO Independent Evaluation Division and stakeholders and edit the language and form of the final version according to UNIDO standards.	<ul style="list-style-type: none"> • Final evaluation report. 	3 days	Home-based
	TOTAL	30 days	

REQUIRED COMPETENCIES

⁶ The exact mission dates will be decided in agreement with the Consultant, UNIDO HQ, and the country counterparts.

Core values:

1. Integrity
2. Professionalism
3. Respect for diversity

Managerial competencies:

1. Strategy and direction
2. Judgement and decision making
3. Conflict resolution

Core competencies:

1. Results orientation and accountability
2. Planning and organizing
3. Communication and trust
4. Client orientation
5. Organizational development and innovation

MINIMUM ORGANIZATIONAL REQUIREMENTS

Education: Advanced university degree preferably in economics, trade, development or related disciplines.

Technical and Functional Experience:

- At least 15 years of progressive and proven professional development experience in the field of evaluation, and knowledge of quality infrastructure is a plus;
- A minimum of ten years practical experience in the field of development projects, including evaluation experience at the international level involving technical cooperation in developing countries;
- Adequate understanding of local social and cultural issues;
- Exposure to the needs, conditions and problems in developing countries; Experience in Myanmar is a plus

Languages: Fluency in written and spoken English is required;

Absence of Conflict of Interest:

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



UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION
TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE
AGREEMENT (ISA)

Title:	National consultant – Team member
Main Duty Station and Location:	Home-based (Myanmar)
Mission/s to:	-
Start of Contract (EOD):	1 February 2018
End of Contract (COB):	31 March 2018
Number of Working Days:	17 working days

ORGANIZATIONAL CONTEXT

The Office for Independent Evaluation is responsible for the independent evaluation function of UNIDO. It supports learning, continuous improvement and accountability, and provides factual information about result and practices that feed into the programmatic and strategic decision-making processes.

PROJECT CONTEXT (See evaluation Terms of Reference)

Duties: The National Evaluator will act as a Team Member in this project evaluation according to the Terms of Reference. Under the guidance of the Team Leader, she/he will be responsible for the preparation of the evaluation report, including the coordination of inputs from other team members. He/she will perform the following tasks:

MAIN DUTIES	Concrete/measurable outputs to be achieved	Expected duration	Location
Desk review Review and analyze project documentation and relevant country background information; in cooperation with the team leader, determine key data to collect in the field and prepare key instruments in English (questionnaires, logic models); If need be, recommend adjustments to the evaluation framework and Theory of Change in order to ensure their understanding in the local context.	Evaluation questions, questionnaires/interview guide, logic models adjusted to ensure understanding in the national context; A stakeholder mapping, in coordination with the project team.	3 days	Home-based
Coordinate the evaluation mission agenda, ensuring and setting up the required meetings with project partners and government counterparts, and organize and lead site visits, in close cooperation with project staff in the field.	<ul style="list-style-type: none"> • Detailed evaluation schedule. • List of stakeholders to interview during the field missions. 	1 days	Home-based

<u>MAIN DUTIES</u>	Concrete/measurable outputs to be achieved	Expected duration	Location
Coordinate and conduct the field mission with the team leader in cooperation with the Project Management Unit, where required; Consult with the Team Leader on the structure and content of the evaluation report and the distribution of writing tasks. Conduct the translation for the Team Leader, when needed.	<ul style="list-style-type: none"> • Presentations of the evaluation's initial findings, draft conclusions and recommendations to stakeholders in the country at the end of the mission. • Agreement with the Team Leader on the structure and content of the evaluation report and the distribution of writing tasks. 	10 days (including travel days)	Yangon, Myanmar
Prepare inputs and analysis to the evaluation report according to TOR and as agreed with the Team Leader.	Draft evaluation report prepared.	3 days	Home-based
TOTAL		17 days	

REQUIRED COMPETENCIES

Core values:

1. Integrity
2. Professionalism
3. Respect for diversity

Managerial competencies:

1. Strategy and direction
2. Judgement and decision making
3. Conflict resolution

Core competencies:

1. Results orientation and accountability
2. Planning and organizing
3. Communication and trust
4. Client orientation
5. Organizational development and innovation

MINIMUM ORGANIZATIONAL REQUIREMENTS

Education: Advanced university degree preferably in economics, trade, engineering, development or related disciplines.

Technical and Functional Experience:

- A minimum of 10 years practical experience in the field of trade quality infrastructure;
- Experience with evaluation of development projects will be an asset
- Exposure to the needs, conditions and problems in developing countries in the region.

Languages: Fluency in written and spoken English is required.

Absence of conflict of interest:

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

Annex 4- Outline of an in-depth project evaluation report

Executive summary (maximum 5 pages)

Evaluation purpose and methodology

Key findings

Conclusions and recommendations

Project ratings

Tabular overview of key findings – conclusions – recommendations

1. Introduction

1.1. Evaluation objectives and scope

1.2. Overview of the Project Context

1.3. Overview of the Project

1.4. Theory of Change

1.5. Evaluation Methodology

1.6. Limitations of the Evaluation

2. Project's contribution to Development Results - Effectiveness and Impact

2.1. Project's achieved results and overall effectiveness

2.2. Progress towards impact

2.2.1. Behavioral change

2.2.1.1. Economically competitive - Advancing economic competitiveness

2.2.1.2. Environmentally sound – Safeguarding environment

2.2.1.3. Socially inclusive – Creating shared prosperity

2.2.2. Broader adoption

2.2.2.1. Mainstreaming

2.2.2.2. Replication

2.2.2.3. Scaling-up

3. Project's quality and performance

3.1. Design

3.2. Relevance

3.3. Efficiency

3.4. Sustainability

3.5. Gender mainstreaming

4. Performance of Partners

4.1. UNIDO

4.2. National counterparts

4.3. Donor

5. Factors facilitating or limiting the achievement of results

5.1. Monitoring & evaluation

5.2. Results-Based Management

5.3. Other factors

5.4. Overarching assessment and rating table

6. Conclusions, recommendations and lessons learned

6.1. Conclusions

6.2. Recommendations

6.3. Lessons learned

6.4. Good practices

Annexes (to be put online separately later)

- Evaluation Terms of Reference
- Evaluation framework
- List of documentation reviewed
- List of stakeholders consulted
- Project logframe/Theory of Change
- Primary data collection instruments: evaluation survey/questionnaire
- Statistical data from evaluation survey/questionnaire analysis

Annex 5: Checklist on evaluation report quality

Project Title:

UNIDO Project ID:

Evaluation team:

Quality review done by:

Date:

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

Rating system for quality of evaluation reports

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