

Evaluation of the Collaboration between United Nations Volunteers (UNV) programme and the United Nations Department of Field Support (DFS)



December 2011

FOREWORD

The United Nations Volunteers programme (UNV) and the United Nations Department of Field Support (DFS) are pleased to introduce the final report on the Joint Evaluation of the Collaboration between UNV and DFS. The purpose of this joint evaluation was to respond to United Nations General Assembly Resolution 60/266, which requested the Secretary-General to strengthen coordination between the Department of Peacekeeping Operations (DPKO) of the Secretariat and the United Nations Volunteers programme (UNV) for the use of UN Volunteers in peacekeeping operations and to evaluate the contribution of the United Nations Volunteers as a component of peacekeeping operations.

The main objectives of the joint evaluation were: 1) to provide an independent analysis of the coherence, relevance, effectiveness, efficiency, outcomes and impact of UNV- DPKO/DFS collaborative activities; 2) to identify UNV's comparative advantage and the value added of UN Volunteers to UN peacekeeping operations, and; 3) to make recommendations for the future of the UNV-DFS partnership.

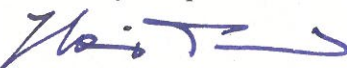
To strengthen the capacity of the United Nations to manage and sustain peace operations, the Department of Field Support (DFS) was established in 2007 as a separate department providing administrative and logistical support services to DPKO and the Department of Political Affairs (DPA) through the delivery of dedicated support to field operations. Over the years, DPKO and DFS have become UNV's key partner organizations within the UN system.

UN Volunteers represent a substantial component of international civilian staff in UN peacekeeping operations in the missions they serve. The collaboration between UNV and DFS/DPKO was formalized in the 2003 Global Memorandum of Understanding (MOU). This evaluation, which coincides with the joint commemoration of the 10th Anniversary of the International Year of Volunteerism (IYV+10) and the 40th Anniversary of UNV, and the release of the first State of the World's Volunteerism Report, is particularly relevant given the evolution and growth of the collaboration between UNV and DPKO/DFS.

The Evaluation Unit, Office of the Executive Coordinator (OEC), UNV, was responsible for managing the joint evaluation that was carried out by Universal Management Group. The data collection was conducted between September 2010 and February 2011 and the final report completed in November 2011. A joint UNV/DFS management team was responsible for overseeing the evaluation, from the development of the Terms of Reference to the Final Report, and did jointly prepare the management response to the evaluation recommendations.

An evaluation of this complexity cannot be accomplished without the support of many people in providing critical information and logistical support. We would like to thank staff on both sides, in particular, the UNV Peace Division in Bonn, the DFS Field Personnel Division, the UN Department of Peacekeeping Operations, and the UN Department of Political Affairs (DPA) in New York, the UN personnel in the field, and of course, the volunteers, for their involvement and support to the Evaluation Team and whose invaluable assistance made the completion of this evaluation possible.

We wish you a pleasant reading.



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A c r o n y m s

ACABQ	Advisory Committee on Administrative and Budgetary Questions
BINUB	United Nations Integrated Office in Burundi
BPU	Best Practices Unit (DPKO)
COS	Conditions of Service
CSO	Civil Society Organization
DDR	Disarmament, Demobilization and Reintegration
DDRRR	Disarmament, Demobilization, Repatriation, Resettlement and Reintegration
DESA	United Nations Department of Economic and Social Affairs
DFS	Department of Field Support
DOA	Description of Assignment
DPA	Department of Political Affairs
DPKO	Department of Peacekeeping Operations
DRC	Democratic Republic of Congo
DSA	Daily Subsistence Allowance
DSRSG	Deputy Special Representative of the Secretary-General
EAD	Electoral Assistance Division
EOL	Exchange of Letters
ESB	Entebbe Support Base
FBFD	Field Budget and Finances Division
FCRB	Field Central Review Body
FPD	Field Personnel Division
FS	Field Service
FU	Field Unit
GA	General Assembly
GFSS	Global Field Support Strategy
GBV/SGBV	(Sexual and) Gender Based Violence
GTA	General Temporary Assistance
HQ	Headquarters
HR	Human Resources
IT	Information Technology

A c r o n y m s

IVD	International Volunteer Day
JPO	Junior Professional Officer
LIC	Locally Identified Candidates
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MINURCAT	United Nations Mission in the Central African Republic and Chad
MINUSTAH	United Nations Stabilization Mission in Haiti
MONUSCO	Mission de l'ONU pour la stabilisation en RDC
MOU	Memorandum of Understanding
NGO	Non-governmental Organization
OCHA	Office of Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
OIC	Officer in charge
ONUCI	Organisation des Nations Unies en Côte d'Ivoire
PM	Programme Manager
R&R	Rest and Recuperation
SC	Security Council
SRSG	Special Representative of the Secretary General
SSR	Security Sector Reform
TAM	Technical Assessment Mission
TAT	Technical Assessment Team
TDY	Temporary Duty assignment
TOR	Terms of Reference
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNAMET	United Nations Mission in East Timor
UNAMID	United Nations-African Union Hybrid operation in Darfur
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund

A c r o n y m s

UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNLB	United Nations Logistics Base in Brindisi
UNMIK	Interim Administration Mission in Kosovo
UNMIL	United Nations Mission in Liberia
UNMIS	United Nations Mission in Sudan
UNMIT	United Nations Integrated Mission in Timor-Leste
UNTAET	United Nations Transitional Administration in East Timor
UNV	United Nations Volunteers
USG	Under Secretary General
VLA	Volunteer Living Allowance
VRS	Volunteers Reporting System
WFP	World Food Programme

Executive Summary

The United Nations Volunteers (UNV) programme and the United Nations Department of Field Support (DFS)/Department of Peacekeeping Operations (DPKO) are pleased to jointly present this report on the evaluation of their collaboration. The evaluation covers the collaboration of UNV-DFS since 1992, with a particular focus on the last five years, and encompasses the deployment and management of UN Volunteers in both operational support and substantive functions in UN peacekeeping missions.

The objectives of the evaluation were to:

- provide an independent analysis of the coherence, relevance, effectiveness, efficiency, outcomes and - to the extent possible - impact of UNV- DFS collaborative activities;
- identify UNV's comparative advantage and the value added by UN Volunteers to UN peacekeeping operations, and;
- make recommendations for the future of the UNV-DFS partnership.

The recommendations of the evaluation will be taken into account in the preparation of a new Memorandum of Understanding (MOU) and in strengthening the partnership between UNV and DFS.

Methodology

The evaluation was carried out between September 2010 and February 2011 and was based on an evaluation matrix that was revised and approved by UNV and DFS.

Data collection included extensive review of pertinent UNV, DFS, DPKO and peacekeeping mission documents; online surveys of three stakeholder groups directly involved in current peacekeeping operations: UN Volunteers, UNV Programme Managers, and DFS Field Mission Managers and Section Chiefs; telephone interviews with senior officials and UNV Programme Managers at five UN peacekeeping missions (BINUB, MINURCAT, MINUSTAH, UNAMA, UNMIK); and field visits to four UN peacekeeping missions (MONUSCO, UNAMID, UNMIL, UNMIT) where the Evaluation Team conducted interviews and focus groups with stakeholders involved in UNV-DFS collaboration.

Evaluation data were analyzed using qualitative and quantitative methods and the Evaluation Team triangulated data (convergence of data from multiple sources) to identify findings and formulate recommendations.

Due to delays in launching the evaluation surveys and scheduling field visits, UNV and DFS modified the schedule of deliverables accordingly. The Evaluation Team faced some challenges in analyzing survey responses due to different interpretations of terms.

- “volunteerism” and “volunteering” – the evaluation team developed separate survey and interview questions to capture both the day-to-day activities of a UN Volunteer in a peacekeeping assignment as well as the outreach activities outside of the regular assignment at a mission. These were two key elements of “volunteering” examined in this evaluation.
- “Capacity development” – sometimes referred to as capacity building, this is considered to be one of the core activities of a UN Volunteer. The evaluation team included two specific areas for investigation under capacity development; strengthening the capacity of personnel within a UN mission; and strengthening capacity of communities and partners.

Conclusions

The UNV-DFS partnership has played a notable role in the attainment of peacekeeping and peacebuilding objectives in a rapidly changing environment and its guiding principles remain relevant today. On the

road to future expansion, the partners face some challenges in responsiveness and meeting development objectives supported through volunteerism.

The partnership has been very successful in meeting the objectives of DFS/DPKO and has contributed to the achievement of DFS/DPKO peacekeeping mandates in a number of countries, primarily through the rapid engagement of highly skilled and motivated volunteers. The partnership has made some progress in meeting the objectives of UNV in promoting volunteerism and developing national capacity, but this remains a work in progress, particularly in achieving outcome-level results in communities.

The benefits of the partnership far outweigh the challenges. The partnership is beginning to respond to some challenges related to mission planning, stakeholder communication, and reporting on results. Clearer objectives and goals for UN Volunteers and their UN mission counterparts, coupled with some management adjustments, should pave the way for a continued UNV-DFS partnership that is beneficial to both organizations and to the communities that are the ultimate beneficiaries of peacekeeping and peacebuilding efforts.

Recommendations

Overall, the strategic thinking that underpins the UNV-DFS partnership is sound and its avenues of operation are effective. The following recommendations are intended to support the UNV-DFS partnership as it moves ahead. They suggest ways to build a stronger platform for the partnership and correct the imbalance in favour of the DFS, which can be rectified largely through a better coordination and some adjustments in the management of human and financial resources.

Relevance

Recommendation 1: UNV and DFS should review the new DFS Global Field Support Strategy in terms of its impact on their cooperation and on UNV's roles, particularly at the Entebbe Regional Support Base (ESB) but also for any other regional support centres developed in the future.

A new global delivery model, which emerged from the 2010 Global Field Support Strategy (GFSS), foresees the development of the ESB as a regional hub for the Great Lakes Region, as well as other Regional Support Centres in other geographic locations in the future, for shared logistical and administrative functions of all peacekeeping missions. Senior ESB managers noted a continued and growing need for UN Volunteers at ESB in support of management, as well as in core post functions such as IT, HR, and finance. UNV and DFS must consider the implications of this strategic shift for the level and nature of UNV engagement – including the need to adjust some of their joint policies (e.g., for family duty stations) and the engagement of UN volunteers to develop national capacities where possible.

Effectiveness

Recommendation 2: UNV should consider ways in which it can better develop and maintain strategic and policy dialogue with DFS and related departments. One option is to deploy a dedicated focal point within DFS.

As the number of peacekeeping missions has grown, the need for dedicated oversight has increased. UNV should consider the option of deploying a dedicated focal point or liaison team within DFS/DPKO responsible for liaison with DFS and related departments (DPKO as well as DPA), financially supported by DFS subject to General Assembly approval. The focal point or liaison team would engage with DFS in activities such as strategic planning, budgeting, profiling volunteer assignments, and would encourage implementation of the UNV mandate to promote volunteerism and contribute to the development of national staff capacity.

Recommendation 3: UNV and DFS should further capitalize on the roles in which UN Volunteers are most valued.

While the importance of UNV support in election assistance is widely recognized, evaluation respondents noted that UN Volunteers play a number of other key roles in UN missions and suggested ways to enhance these critical roles in the future.

- 1) **Providing capacity development support for national staff throughout the phases of a UN mission:** At all stages of a mission, UN Volunteers can support units/divisions that wish to upgrade the skills of their national staff, mission-associated personnel (contractors, daily workers, suppliers) and beneficiaries. UN Volunteers are highly valued during the start-up of a mission when the local labour market typically lacks adequate numbers of skilled candidates, and during the phasing out period of a mission when there are increasing needs for national staff that will remain to support other UN agencies and government structures. Dedicated “capacity development advisors” within each UNV Support Unit could work with UN volunteers in cooperation with the local Integrated Mission Training Cell (IMTC) to meet these needs, assured by an exchange of letters (EOL).
- 2) **Providing surge capacities for the rapid deployment of peacekeeping missions:** UN Volunteers are often engaged as first respondents to assist in setting up missions and assisting missions in surge functions. Rosters of volunteers available for such assignments should be developed within UNV Bonn, and standby capacities should be identified on a rotational basis to support any new peacekeeping mission identified by the Security Council. Appropriate arrangements for roles and supervision should be reflected in the new MOU.
- 3) **Providing continuity during the final phases of a mission and through the transition period:** In post-conflict countries, experienced UN Volunteers (civil affairs, democratic governance, gender, human rights, and elections) should be re-deployed to provide continuity and support transition efforts developed by the UNCT or an Integrated Office, subject to the EOL between DFS and UNV.
- 4) **Providing support for short-term quick-impact projects:** Current or former UN Volunteers can support infrastructure projects in technical functions (such as engineering and supply) in line with government priorities and PRSPs. When QIPs make use of UNVs already deployed, the mission would need to encourage programme managers to release UNVs for that purpose.

Efficiency

Recommendation 4: DFS should involve UNV at the outset of planning for new missions, for instance in the DFS/DPKO Technical Assessment Teams (TAT) responsible for the preparation of a peacekeeping mission.

There is a notable lack of strategic planning at the onset of a peacekeeping mission to set out mission needs and requirements for civilian personnel. DFS should revise the terms of reference of the Technical Assessment Missions (TAM) to include a UNV representative, or, where this is not feasible, ensure that relevant information is gathered for UNV planning purposes.

Recommendation 5: UNV should use the new Global Field Support Strategy as an opportunity to reconsider its operational model.

In the context of the new Global Field Support Strategy, UNV should consider developing a Regional UNV Office to support its national Support Units in African peacekeeping missions. The consolidation of certain logistical and administrative services could lead to economies of scale and optimized functions while lowering the costs of national Support Units. Increased regional coordination would have the added benefit of facilitating UN Volunteer rotation and rapid deployment to support the needs of DFS/DPKO.

Impact

While the UNV programme’s contribution to peacekeeping is unquestionable, one of the challenges of the UNV-DFS partnership is attributing results to the UNV programme. As recommended below, UNV and

DFS need frameworks and indicators to measure the results of volunteerism and capacity development initiatives in UN missions. A database with consolidated results from missions would further benefit the monitoring function within DFS. These steps would be instrumental in both the assessment of UNV impact within peacekeeping overall, and in the assessment of the individual or functional results of UN Volunteers. The recommendations below are primarily geared towards the UNV programme for action, with support from DFS/DPKO.

Recommendation 6: UNV and DFS should develop a strategic plan for the UNV volunteer role in national capacity building within UN peacekeeping missions and communities.

Although a 2009 DFS instruction to field missions put the engagement of UN Volunteers in national capacity development at the forefront of the mission budgeting process, UN Volunteers engage in limited and ad hoc capacity development. UNV and DFS should develop a specific policy and strategic plan for the UNV volunteer role in national capacity building. The plan should include a framework for results and monitoring, the appointment of a dedicated capacity development advisor within each Support Unit, and a clear accountability structure. In developing the strategic plan, UNV and DFS should consider:

- Conducting a comprehensive review of national capacity building best practises and lessons learned in UN peacekeeping;
- Allocating funding for dedicated staffing for capacity development, and providing training for capacity development advisors in each UNV Support Unit, as proposed in Recommendation 3;
- Developing a roster within the UNV Bonn system of UN Volunteers who can provide targeted training for key occupational groups within a mission and on a short-term basis to other missions;
- Identifying the role of regional centers such as the ESB in capacity development; and
- Reviewing the strategic plans of UN missions to ensure that national staff training and capacity building efforts are properly designed, implemented and evaluated.

Recommendation 7: DFS and UNV should recognize the UNV volunteerism mandate as a strategic goal/element of their partnership and take steps to incorporate this into future management.

UNV's mandate to promote volunteerism, which is not well integrated in the management of the UNV-DFS partnership, should be recognized as a strategic part of UN Volunteer engagement through the appointment of a staff member within each Support Unit to promote volunteerism, and stronger mechanisms to support UN Volunteer outreach initiatives:

- A designated coordinator of volunteering initiatives at each mission can assist in managing and monitoring volunteerism activities for projects approved by the Mission. Under the leadership of the PM, the coordinator would work with the advocacy and communications officers in supporting volunteerism and fundraising.
- Additional mechanism to provide dedicated support for UNV volunteer outreach initiatives in proportion to the number of volunteers in a mission. This may include dedicated funding for outreach, or other incentives to create a favourable environment for outreach and community engagement; it would be specified in the yearly Exchange of Letters (EOL). UNV Support Units would be responsible for administration and financial oversight.

Recommendation 8: The UNV Programme's monitoring can be enhanced by a more robust database of specific contributions to peacekeeping, peace building and post-conflict reconstruction

The UNV Programme's contribution to peacekeeping can be captured through the outputs and outcomes that increase the overall effectiveness of peacekeeping. Many of the outputs and outcomes also contribute to national development goals. A more robust results reporting database will facilitate continuous monitoring of consolidated outputs and outcomes across all missions.

Management Issues

Recommendation 9: In light of the increasing need for specialized expertise, UNV and DFS should develop rosters of UN Volunteers with skills in technical and substantive areas.

Peacekeeping continues to require more specialized expertise to support the mandates of DFS and DPKO. Respondents at UNV and DFS headquarters and in the field noted the need to define and develop rosters of UN Volunteers to fill specialized functions in both technical and substantive roles throughout the phases of peacekeeping missions. This could be facilitated by the suggested new focal point and occupational groups in NY and UNV Bonn, and carried out in line with GFSS working groups on modularization and enabling capacities.

Recommendation 10: UNV and DFS should develop a more proactive and strategic approach to enable increased engagement of women as UN Volunteers in peacekeeping.

More work is needed to improve the gender balance in peacekeeping, particularly in technical occupational groups. UNV, DFS, DPKO and peacekeeping missions should continue to recruit and staff in favour of greater gender balance and should review other successful models (e.g., UN Police). The parties should also review the nature of tasks and assignments in order to attract more women.

Recommendation 11: To promote collaboration between all civilian peacekeeping personnel, UNV and DFS should ensure that UN Volunteers and civilian personnel receive some joint induction training on elements they have in common.

UN Volunteers do not receive the induction training provided to civilian personnel at Brindisi. This is a missed opportunity for UN Volunteers and civilian personnel to understand each other's roles and functions in peacekeeping missions. While some elements of training are not relevant to both civilian and UN Volunteers, UNV and DFS should ensure that civilian staff and UN Volunteers have the opportunity to participate in some joint induction training – either at Brindisi or in training offered in new locations such as the Entebbe Support Base. UN volunteers should also receive training on ethics – such as the training courses provided by the Ethics Office.

Recommendation 12: UNV and DFS should resolve several management issues that have led to confusion and/or negative implications for the partnership.

The UNV-DFS partnership could be improved by both parties addressing joint management issues that emerged in the evaluation:

- Clarify and communicate the new FCRB Roster system and hiring process with a view to removing the requirement of the earlier six-month rule. Any UNV volunteer who has served for 18 months should be free to apply for and accept a full-time position within a peacekeeping mission.
- Limit the length of future UNV assignments in peacekeeping to a maximum of four years in any UN mission. This will remove the impression, which is sometimes implied by the current maximum length of service, that a UNV assignment can be seen as a career.
- Assess UN Volunteer performance on the basis of their performance within the mission (as assessed by the direct supervisor) and their volunteerism activities outside the mission.
- Review and revise criteria for the engagement of UN Volunteers as Officers in Charge and other leadership positions. To reflect the realities in the field, UNV, DFS, DPKO and peacekeeping missions should review the leadership roles and responsibilities that may be and are being carried out by UN Volunteers to allow for more flexibility and stronger rationale, where possible, for giving UN Volunteers fiduciary and supervisory responsibilities.
- Establish greater parity between UN Volunteers in peacekeeping and those working in other UN agencies, funds and programmes, and also with their counterparts in international UN personnel –

particularly in harmonizing policies concerning R&R, hazard pay, family benefits, and performance reviews so that all UN Volunteers are on equal footing.

- Greater cooperation and clarity between UNV, DFS and DPKO on matters related to misconduct: during background reviews to ensure that all UN Volunteer candidates considered for recruitment to peacekeeping operations have no prior record of misconduct as UN Volunteers; for matters related to Standards of Conduct of UNVs and the disciplinary authority (currently, disciplinary cases for UN Volunteers, as per the conditions of service, are reviewed by the UNV Advisory Panel in Bonn.) and; for responsibilities for investigating possible misconduct by UN Volunteers in missions and subsequent disciplinary measures.

1. Introduction

The United Nations Volunteers (UNV) programme and the United Nations Department of Field Support (DFS)/Department of Peacekeeping Operations (DPKO) are pleased to jointly present this report on the evaluation of their collaboration. The evaluation covers the collaboration of UNV-DFS/DPKO since its inception in 1992, with a particular focus on the last five years of programming. It encompasses activities related to the deployment and management of UN Volunteers in the various subject areas of peacekeeping missions, including substantive activities such as political affairs, civil affairs, electoral support, humanitarian relief, and human rights, as well as operational support. It should be noted that the focus of the evaluation was the collaboration between UNV and DFS and not an evaluation of DFS operations.

Recommendations of the evaluation will be taken into account in the preparation of a new Memorandum of Understanding (MOU) between UNV and DFS, and in strengthening the partnership between UNV and DFS in the future.

Objectives

The overall objective of the evaluation as specified in the Terms of Reference was “*to respond to General Assembly resolution 60/266 which requested the Secretary-General to strengthen coordination between the Department of Peacekeeping Operations of the Secretariat and the United Nations Volunteer programme for the engagement of volunteers in peacekeeping operations and to evaluate the contribution of the United Nations Volunteers as a component of peacekeeping operations.*” The specific objectives of the evaluation were:

- To provide an independent analysis of the coherence, relevance, effectiveness, efficiency, outcomes and – to the extent possible – impact, sustainability, gender mainstreaming, and management issues of the UNV- DFS collaborative activities;
- To identify UNV’s comparative advantage in the context of peacekeeping operations and the value added by UN Volunteers to those operations; and,
- To make recommendations on areas where the UNV-DFS partnership can most effectively meet peacekeeping missions’ programmatic and operational results, as well as on future strategic and programmatic approaches of the partnership.

The Terms of Reference for the evaluation are presented in Volume II, Appendix I.

Organization of Report

The evaluation report is presented in three volumes.

Volume I, the synthesis report on the overall evaluation, is organized as follows:

- Following the introduction, Section 2 provides the evaluation methodology;
- Section 3 provides an overview of the context of the evaluation;
- Section 4 presents the key findings of the evaluation;
- Section 5 presents conclusions and recommendations.

Volume II contains supporting documents, including survey results.

Volume III presents the reports on field visits to UN peacekeeping missions in the Democratic Republic of Congo, Liberia, and Timor-Leste, and to the United Nations-African Union Hybrid operation in Darfur, as well as a report on a virtual mission (interviews conducted with senior officials from five other UN peacekeeping missions).

2. Methodology

2.1 Overview

The evaluation was carried out between September 2010 and February 2011 in four phases: an inception mission, data collection, field visits and reports, and analysis and report writing.

The methodology for the evaluation was based on an approved evaluation matrix (presented in Volume II, Appendix II) that outlines the main issues and evaluation questions (grouped under the UNV-DFS criteria of coherence, relevance, effectiveness, efficiency, impact, sustainability, gender mainstreaming, and management issues) and the potential sources of data and methods of data collection. The methodology and evaluation matrix were revised, in agreement with UNV and DFS, based on comments from key stakeholders at UNV Headquarters (HQ) and DFS and submitted at the end of September 2010.

2.2 Data Collection

Data were collected using the following methodologies: document review, interviews and focus groups with stakeholders involved in UNV-DFS collaboration, online surveys, field visits to four UN peacekeeping missions, and interviews with senior representatives of five other UN peacekeeping missions.

Document Review

The Evaluation Team reviewed key documents related to the UNV-DFS partnership since 1992, as well as UNV and UNDPKO websites. A complete list of documents reviewed is presented in Volume II Appendix IV.

Interviews

Group and individual interviews were held with respondents from both UNV and the UN, including:

- UN representatives of: DFS Headquarters, section and unit chiefs of UN missions visited, DFS Field Mission Managers, senior officials of other UN peacekeeping missions, the Department of Peacekeeping Operations (DPKO), the Department of Political Affairs (DPA), the Electoral Assistance Division (EAD), Special Representatives of the Secretary-General (SRSG) of the UN, Deputy Special Representatives to the Secretary-General (DSRSG),
- UNV representatives at UNV Headquarters, UNV Programme Managers, UN Volunteers serving in each of the missions visited during the evaluation.

Semi-structured interviews were conducted using interview guides presented as part of the Data Collection Tools in Volume II Appendix II. The full list of respondents interviewed for the evaluation is presented in Volume II Appendix V.

Online Surveys

Electronic surveys were conducted of three stakeholder groups directly involved in current peacekeeping operations: UN Volunteers, UNV Programme Managers, and DFS Field Mission Managers (including section/unit chiefs and sub-chiefs).

The surveys ran from November 2010 through February 2011. The surveys covered the key evaluation questions (i.e., coherence, relevance, effectiveness, efficiency and sustainability of the UNV-DFS collaboration), and the value added that UN Volunteers bring to peacekeeping operations.

The survey questionnaires were developed based on experience with questionnaires for evaluating training, elements of Kirkpatrick's framework on effects of training, and consultations with UNV and DFS representatives.

The survey response rates were sufficient to allow the Evaluation Team to use the information in its analysis. Of those who received the surveys, 50 percent of UN Volunteers responded (1,188/2,354); 48 percent of DFS Field Mission Managers (177/372), and 100 percent of UNV Programme Managers (10/10 targeted PMs).

Electronic survey results and qualitative analysis are presented in Volume II Appendix III.

Field Visits

The Evaluation Team conducted field visits to four peacekeeping missions:

- United Nations Stabilization Mission in the Democratic Republic of Congo (MONUSCO): 10 to 22 October 2010;
- United Nations-African Union Mission in Darfur (UNAMID): 24 to 30 October 2010;
- United Nations Mission in Liberia (UNMIL): 8 to 15 November 2010; and
- United Nations Integrated Mission in Timor-Leste (UNMIT): 15 to 19 November 2010.

The main purpose of the field visits was to gather data for an in-depth assessment of the UN Volunteers' situation within UN missions. UNV Programme Managers (PMs) and UN Mission Section Chiefs were also interviewed. Interview protocols tailored to each category of respondent were used in all field visits, in order to ensure consistency across the visits to various missions.

Virtual Field Mission

To explore the DFS-UNV partnership in other contexts and situations, the Evaluation Team conducted a virtual field mission consisting of telephone interviews with selected officials and UNV Programme Managers at five UN missions:

- United Nations Assistance Mission in Afghanistan (UNAMA);
- Interim Administration Mission in Kosovo (UNMIK);
- United Nations Mission in the Central African Republic and Chad (MINURCAT);
- United Nations Integrated Office in Burundi (BINUB); and
- United Nations Stabilization Mission in Haiti (MINUSTAH).

The virtual field mission report, presented in Volume III, presents the findings from these interviews.

2.3 Data Analysis

Evaluation data were analyzed using qualitative and quantitative methods. Content analysis was applied to the review of UNV documents, project documentation, and interview responses. The Evaluation Team used triangulation of data (convergence of data from multiple sources) to identify findings and formulate recommendations.

2.4 Limitations

The Evaluation Team faced several challenges and limitations in carrying out the evaluation and field visits.

Conduct of the survey

Although the Evaluation Team planned to disseminate the electronic surveys prior to field visits to four peacekeeping missions, additional time was required to review the survey questionnaires to ensure they were relevant for the purposes of the evaluation. Consequently, all electronic surveys were launched after the field visits had begun.

The survey of UN Field Mission Managers was launched on 24 November 2010 and closed on 24 December 2010. However, in analyzing the survey results in January 2011, it became apparent that the population sampled had excluded Field Mission Managers from three of the largest peacekeeping

missions: UNAMID, MONUSCO and UNMIS. The survey was re-launched for that specific group of respondents on 21 January and closed on 21 February 2011.

The survey of ten UNV Programme Managers was extended to ensure a 100 percent response rate. It was launched on 10 December 2010 and closed on 28 February 2011. This delayed the analysis of results.

Challenges in assessing effects in the absence of articulated results

One of the objectives of the evaluation was to assess the effects of UNV-DFS collaboration on communities. This was difficult due to the lack of a results framework for voluntary actions in the missions and indicators that could be measured and compared across missions and over time. In addition, security issues made it difficult or impossible to visit beneficiaries in some instances.

Lack of common understanding of terms

One of the limitations in conducting the evaluation was the lack of common definitions or common understanding of two key terms that were and are used widely by all stakeholders: volunteerism and capacity development.

Volunteerism – According to UNV Guidelines,¹ “*Volunteerism is an expression of people’s willingness and capacity to freely help others and improve their society.*” This UNV guidance note on volunteerism for development highlights the following four types of volunteering:

1. **Mutual aid or self-help:** In many parts of the developing world, this form of voluntary action constitutes a mainstay of social and economic support systems. From small, informal kinship and clan groupings, to more formal, rotating credit associations, voluntary collective activity is central to people’s welfare.
2. **Service to others:** Citizens volunteer time through formal and informal organizations in fields such as health, social welfare, housing, literacy and sports. The service may be local, national or international in scope, and may involve government programmes, non-government organizations or the private sector.
3. **Participation or civic engagement:** Volunteering is a proven and valuable component of good governance. Examples of this are representation on government consultative bodies, user involvement in local development projects, and parents’ and teachers’ participation in school associations.
4. **Advocacy or campaigning:** This is a diverse category, encompassing activist movements whose aims are to raise wider awareness about local and global issues.

In 2008, the Secretary General’s report on the follow-up of the implementation of the International Year of Volunteers² described volunteerism as “*actions undertaken out of free choice; not motivated by financial gain; and that bring benefit to the community, the volunteer and the society at large.*” The Secretary General’s Report also points out that “*much volunteerism is informal, spontaneous and outside any organizational setting and responds directly to local, social and cultural contexts.*”

However, respondents in the field and at HQ had understandings or interpretations of UNV’s mandate to promote volunteerism that differed somewhat from those mentioned above:

- Some understood volunteerism to mean the act of being engaged as a UN Volunteer and working in a position within a UN mission
- Others understood it as the act of participating in and encouraging others to engage in voluntary activities, most often outside of regular work and by engaging in activities with local community

¹ UNV (2009) *Programming volunteerism for development: Guidance Note. February 2009*

² United Nations General Assembly. (26 July 2008). *Follow-up to the implementation of the International Year of Volunteers. Report of the Secretary-General. A/ 63/184*

members. (This fits most closely with the UNV description of “Service to Others” as defined above.)

These different interpretations of volunteerism led to some challenges in analyzing responses from all types of respondents. According to the first understanding above, all UN Volunteers working at UN missions are contributing to the UNV mandate of volunteerism, but according to the second interpretation, contributions to volunteerism are more specific and generally involve activities outside of a mission. This confusion extended to UN Volunteer respondents themselves, many of whom did not know UNV’s “volunteerism mandate.”

Capacity development – UNDP defines capacity development as “*the process through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time.*”³

Similar to the confusion with “volunteerism” noted above, this term was also understood differently by different respondents throughout this evaluation. Some respondents considered capacity development (sometimes referred to as capacity building) as activities within a mission (to strengthen the capacities of mission-associated personnel), while others considered this to mean activities outside the mission (supporting capacity development in communities and among other beneficiaries). However, the Terms of Reference reviewed for UN Volunteer assignments usually included references to both internal and external capacity development (referred to as the mobilization of fellow UN Volunteers, co-workers, members of the local community, and non-governmental counterparts).

In response to this challenge, the Evaluation team developed survey and interview questions to separately identify the differing understandings of terms.

- “volunteerism” and “volunteering” – the evaluation team developed separate survey and interview questions to capture both the day-to-day activities of a UN Volunteer in a peacekeeping assignment as well as the outreach activities outside of the regular assignment at a mission. These were two key elements of “volunteering” examined in this evaluation.
- “Capacity development” – this is considered to be one of the core activities of a UN Volunteer. The evaluation team included two specific areas for investigation under capacity development; strengthening the capacity of personnel within a UN mission; and strengthening capacity of communities and partners.

³ UNDP. (2008). *Capacity Development Practice Note*

3. Context

3.1 Overview

This chapter presents an overview of the evolution and concepts of peacekeeping operations; profiles of both DPKO/ DFS and the UNV programme; and a brief summary of UNV-DFS collaboration.

3.2 Evolution of Peacekeeping Operations⁴

Peacekeeping is generally described as a process to enable warring parties to transition from a state of war-torn instability to one of long lasting peace. Peacekeeping operations usually take place after the implementation of a ceasefire or peace agreement between warring parties. The process of peacekeeping is guided by three basic principles: consent of the parties; impartiality; and non-use of force except in self-defence, and defence of the mandate and civilians.⁵

When the United Nations introduced the notion of peacekeeping in 1948, peacekeeping operations involved neutral, unarmed, or lightly armed military troops and observers provided by UN member countries. The core mandate of peacekeeping was primarily limited to maintaining ceasefires and stabilizing situations on the ground, as well as providing crucial support for political efforts to resolve conflict by peaceful means. The first armed peacekeeping operation was the First United Nations Emergency Force (UNEF) established in 1956 to secure and supervise the cessation of hostilities, including the withdrawal of the armed forces of France, Israel and the United Kingdom from Egyptian territory.

Since then the peacekeeping process has developed dramatically and now integrates several additional elements such as peacemaking and peacebuilding activities. Today's multidimensional peacekeeping operations encompass multiple activities that range from: facilitating political processes, to protecting civilians, to assisting in the disarmament, demobilization and reintegration of former combatants, to supporting the organization of elections, protecting and promoting human rights and assisting in restoring the rule of law. The increase in the number of intra-state conflicts has also contributed to a heightened level of complexity in the situations in which peacekeepers operate.

Current peacekeeping operations include additional types of personnel other than the original military observers and troops, and their mandates have expanded to include activities such as the protection of civilians in situations where the State is unable to provide security and maintain public order.

The actions of all peacekeeping groups are based on and guided by the *Report of the Panel on United Nations Peace Operations* in 2000 (known as the Brahimi Report)⁶ which presented recommendations for institutional and organizational reforms to respond to new challenges faced by peacekeepers, and the *United Nations Peacekeeping Operations, Principles and Guidelines* (known as the Capstone Doctrine) that outlines the guiding principles and core objectives of a UN peacekeeping operation.⁷

⁴ This section was adapted from information presented on and retrieved from the UN website <http://www.un.org/en/peacekeeping/>

⁵ Chapter VII of the UN Charter highlights circumstances under which peacekeepers are allowed to fire a weapon in self defence or for example in preventive action to protect civilians, aid workers etc. These circumstances are usually mentioned in the mandate of the mission.

⁶ United Nations General Assembly Security Council. (21 August 2000). A/55/305 - S/2000/809. *Report of the Panel on United Nations Peace Operations*.

⁷ United Nations. (2008). *United Nations Peacekeeping Operations, Principles and Guidelines*. Division of Policy, Evaluation and Training, New York, NY

3.3 DPKO and DFS Functions⁸

UN peacekeeping operations were run by the UN Office of Special Political Affairs until 1992 and then by the Department of Peacekeeping Operations (DPKO). In 2007, per the request of the UN Secretary-General (A/61/858), the Department of Field Support (DFS) was established to complement DPKO and ensure timely response to increasing peacekeeping demands. DPKO was no longer able to respond to the complexity of peacekeeping demands in terms of providing “*appropriate baseline staffing and funding level as well as strengthening the operational capacity of the UN at all levels in the field and at Headquarters.*”⁹ Today, the overall organization of a peacekeeping operation relies on the coordination of the DPKO with the support of the DFS.

Following the restructuring of DPKO and the establishment of DFS, DPKO was made responsible for the general conduct of peacekeeping operations and operational aspects of all peacekeeping operations in terms of:

- ensuring political and executive direction of all current UN peacekeeping operations
- maintaining contact with the Security Council, troops, financial contributors, and parties to the conflict in the implementation of Security Council mandates
- integrating the efforts of UN, governmental and non-governmental entities in the context of peacekeeping operations; and
- providing guidance and support to other UN political and peacebuilding missions on military, police, and other relevant issues.

Under resolution 61/256, DFS was made responsible for delivering dedicated support to UN field operations in the areas of procurement, human resources management, logistics, finance, information, communication and technology (ICT), and general administration.

As of March 2011, DPKO had led 64 peacekeeping operations since inception in 1948. The total workforce in the 15 DPKO and DPA-led peacekeeping operations reached 122,843 in 2011 – of which 80.6 percent (98,973) were uniformed personnel and 19.4 percent (23,870) were civilian personnel. Of the civilian personnel, 2,491 were UN Volunteers, representing roughly 10 percent of total international and national civilian personnel and roughly 2 percent of the peacekeeping workforce.

The following exhibits provide an overview of the surge in peacekeeping operations from 1990-2010 and an overview of the evolution of peacekeeping personnel within the past five years.

⁸ This section was adapted from information presented on and retrieved from the UN website <http://www.un.org/en/peacekeeping/>

⁹ Report of the Secretary-General (A/61/858). 13 April 2007. *Comprehensive report on strengthening the capacity of the United Nations to manage and sustain peace operations*. Retrieved from http://www.un.org/ga/search/view_doc.asp?symbol=A/61/858

Exhibit 3.1 Uniformed Personnel in UN Peacekeeping from 1990 to June 2010

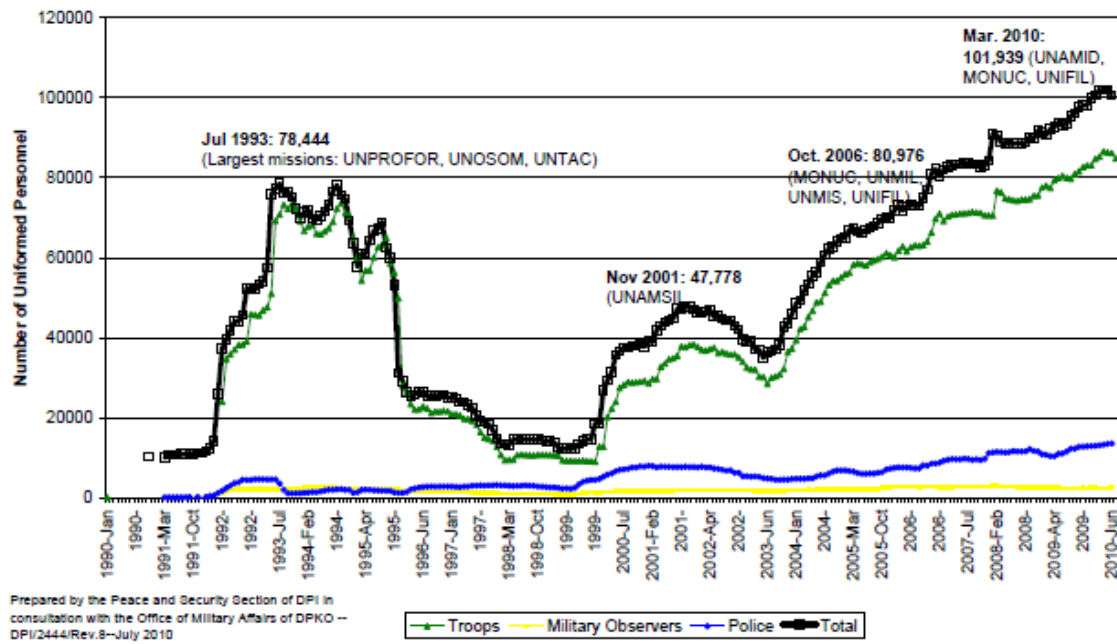


Exhibit 3.2 Composition of Uniformed Personnel in Peacekeeping (2006 - 2011)

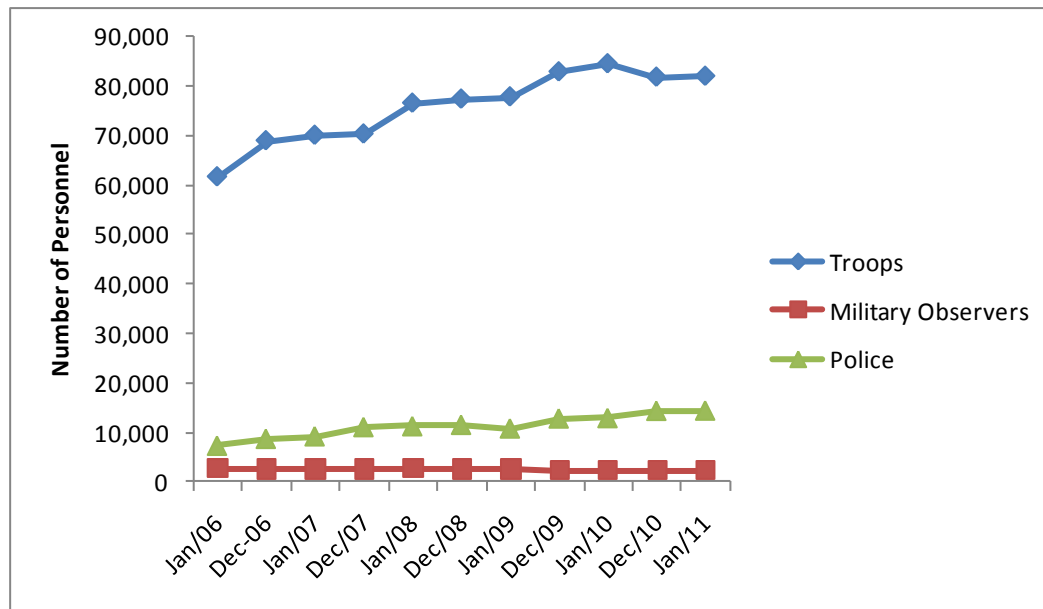
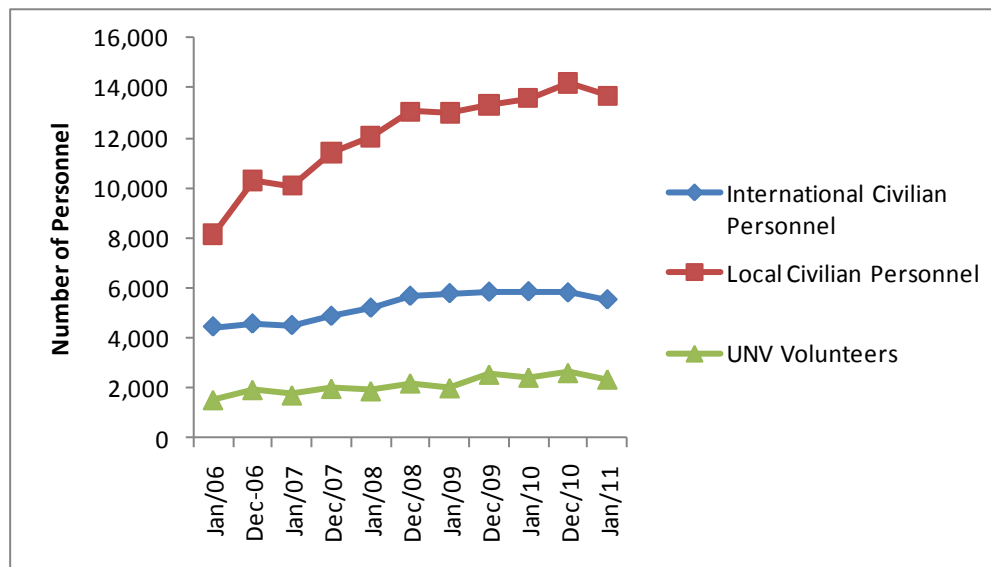


Exhibit 3.3 Composition of Civilian Personnel in Peacekeeping (2006 - 2011)



3.4 The UNV Programme and Peacekeeping¹⁰

3.4.1 UNV Programme

The UNV programme was established in 1970 by UN General Assembly resolution 26/59. The resolution acknowledged the necessity of establishing a UN entity as a complementary means to promote development through volunteerism that would be administered through the United Nations Development Programme (UNDP).

Convinced that “active participation of the younger generation in all aspects of social and economic life constituted an important factor in ensuring the increased effectiveness of collective efforts necessary for a better society (...) and that voluntary service in development assistance activities was (...) one that could make a substantial contribution”¹¹ to the success of UN activities worldwide, the UN established the UNV programme as a means of recruiting qualified personnel with diverse professional backgrounds who would support and serve several UN agencies as well as promote the spirit of volunteerism for peace and development.

Since 1970, the mandate of the UNV programme has been expanded to include several common goals adopted by the international community. The programme now seeks to “advocate for greater understanding and recognition of volunteerism and promotes volunteerism as an integral part of international, regional, and national development agendas.”¹²

The UNV programme is represented worldwide through the offices of the UNDP and is active in close to 130 countries every year. Its activities are executed under the administration of UNDP; UNV directly reports to the UNDP Executive Board, which holds dedicated meetings on UNV every two years.

¹⁰ This section was adapted from information presented on and retrieved from the UNV website <http://www.unv.org>

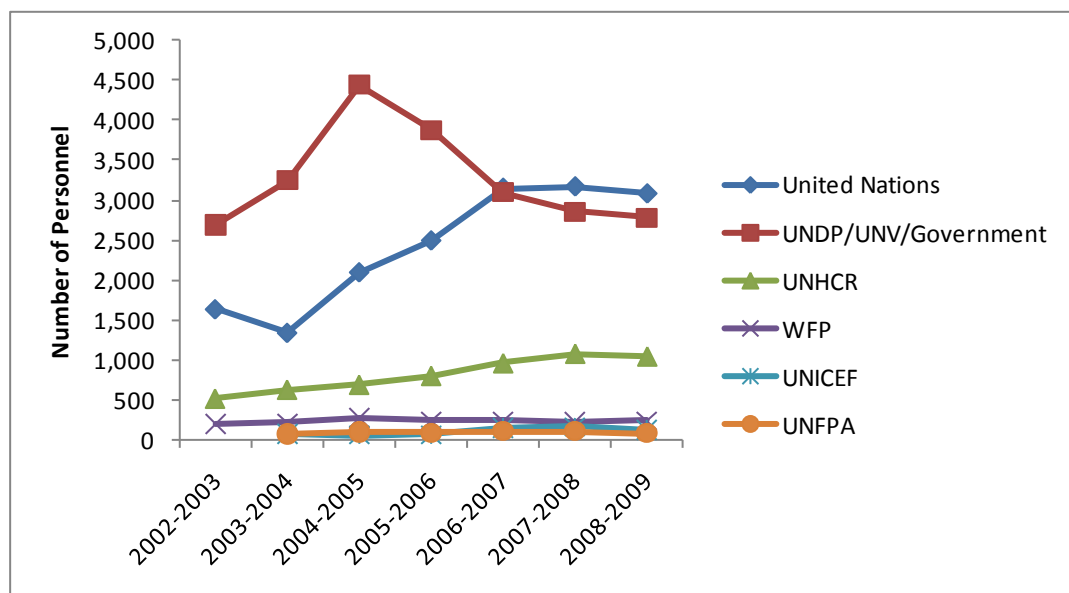
¹¹ UN General Assembly. (7 December 1970). 1918th Plenary meeting, Section 2659 (XXV). Retrieved from <http://www.unv.org/fileadmin/docdb/pdf/2007/NR034924.pdf>

¹² Executive Board of the United Nations Development Programme and of the United Nations Population Fund. (14 April 2010). United Nations Volunteers, Report of the Administrator. Retrieved from <http://www.unv.org/fileadmin/docdb/pdf/2010/UNV%20Executive%20Board%20Report%202010.pdf>

Although UNV works in close collaboration with the UNDP and has done so since its inception, it has also developed partnerships with several UN development and humanitarian agencies including WFP, DESA, OHCHR, UNHCR, OCHA, UNICEF, UNFPA, UNESCO and others.

Exhibit 3.4 below gives an overview of the growth of UN Volunteer assignments with UNV's main partners from 2002 to 2009. (United Nations includes DFS/DPKO, OCHA and DESA.)

Exhibit 3.4 Growth of UN Volunteer Assignments with Main Partners (2002-2009)



In 2009, more than 7000 UNV assignments were carried out to support peacekeeping, special political and peacebuilding operations, as well as the works of other funds and programmes. The programme activities varied according to the nature of the volunteer assignments but mostly revolved around programme themes such as poverty eradication and MDG achievements (28 percent of UNV assignments), democratic governance (27 percent), crisis prevention and recovery (42 percent), and environment and sustainable development (3 percent).¹³

In 2009, UN Volunteer assignments were concentrated in Sub-Saharan Africa (48 percent) followed by assignments in the Arab States (19 percent), Asia and the Pacific (17 percent), Latin America and the Caribbean (13 percent), and Europe and the Commonwealth of Independent States CIS (4 percent).

3.4.2 UN Volunteers in Peacekeeping

Participation of UN Volunteers in UN peacekeeping missions dates back to 1992 when 21 UN Volunteers assisted the United Nations Advance Mission in Cambodia (UNAMIC). Due to the success of the UNV contribution, 700 UN Volunteers later staffed the successor mission, the United Nations Transitional Authority in Cambodia (UNTAC). Since then, more than 20,000 UN Volunteers have been deployed in nearly all UN peacekeeping operations, including those in Afghanistan, Burundi, Democratic Republic of the Congo, Eritrea/ Ethiopia, Haiti, Ivory Coast, Kosovo, Liberia, Sierra Leone, Sudan, Timor-Leste, Guatemala, Nepal, the Central African Republic and Chad.

The global surge in peacekeeping operations in recent years has resulted in DFS becoming UNV's second largest single partner organization after UNDP. From 1999 to 2008, UN Volunteers served in close to

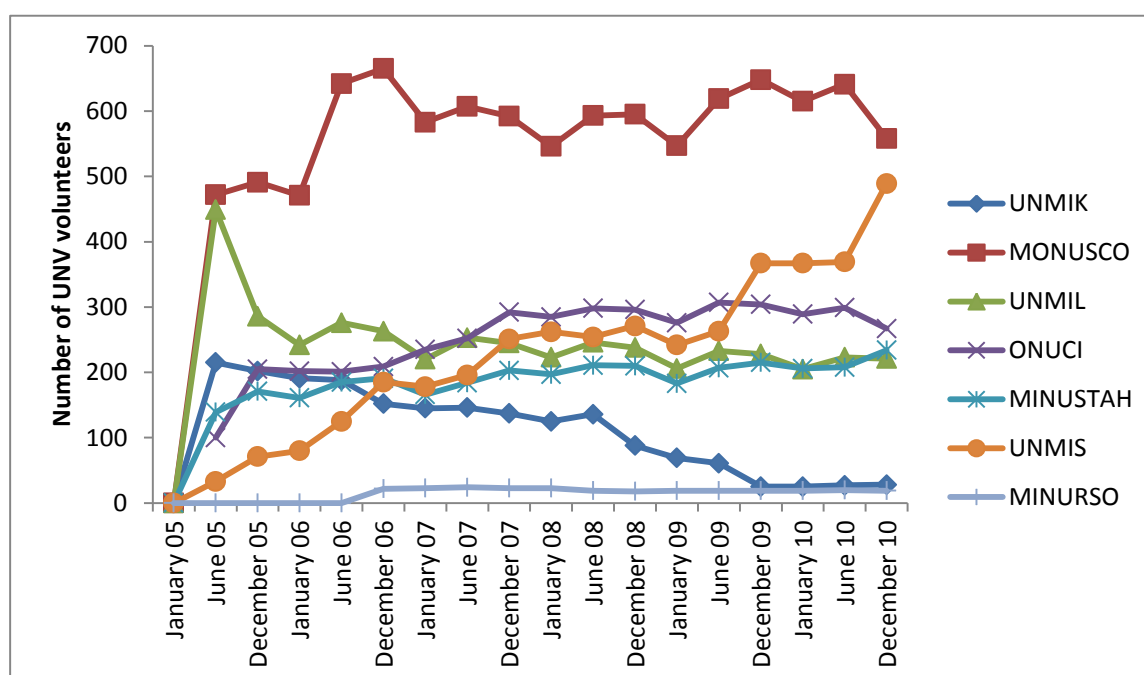
¹³ UN Volunteers Annual Report. (2009).

20,000 volunteer assignments in 44 peacekeeping operations. In 2008 alone, 3,042 UN Volunteers supported 17 UN peacekeeping and special political operations (such as the United Nations Assistance Mission in Afghanistan) in 16 countries.¹⁴

UN Volunteers account for about one-third of all international civilian posts in UN peacekeeping operations. As of February 2011, 2,487 UN Volunteers were serving in 15 missions led by DPKO and DPA. The highest numbers of UN Volunteers were serving in the Democratic Republic of Congo with MONUSCO (563); Sudan with UNMIS (475) and UNAMID (458), Ivory Coast with ONUCI (257); Liberia with UNMIL (217), and Haiti with MINUSTAH (209). The Evaluation Team had the opportunity to visit three of these missions.

Exhibit 3.5 below presents an overview of the evolution of UN Volunteers' participation in selected peacekeeping operations.

Exhibit 3.5 Number of UN Volunteers in Selected Peacekeeping Missions (2005-2010)



¹⁴ UN Volunteers Annual Report. (2009). *Forging Paths for Peace*, p. 5.

3.5 UNV-DFS Collaboration

Over the last 20 years the UNV programme has become one of the largest suppliers of qualified personnel that work alongside DFS/DPKO personnel. The organizations joined forces to achieve their respective goals: instil long lasting peace in countries at war (DFS/DPKO) and contribute to progress in socio-economic development (UNV).

The collaboration between DPKO and UNV was formalized in 2003 following the signature of a Memorandum of Understanding (MOU) and the Note on Guiding Principles that highlighted two basic principles. The first recognizes that volunteerism is universal and inclusive and that values of free will, commitment, engagement and solidarity are paramount in all volunteer action. The second principle highlights the growing recognition that volunteerism brings benefits to both society at large and the individual volunteer, makes important contributions, economically as well as socially, and contributes to more cohesive societies by building trust and reciprocity among citizens.¹⁵

The MOU responded to some of the recommendations of the Brahimi Report (2000) which recommended further inclusion of UN Volunteers in peacekeeping missions to respond to shortcomings in peacekeeping operations in the late 1990s. The report noted that UN Volunteers had historically proven to be highly dedicated and competent in their field of work and recognized the UNV programme for its “*key contribution and ability to quickly mobilize international volunteers with the relevant skills and experience to carry out functions essential to field operations.*” The report’s civilian staffing strategy included the participation of UN Volunteers to fulfill five critical elements set by the Special Committee on Peacekeeping Operations and the Panel on United Nations Peace Operations:

- enhancing advance planning,
- expanding sources of recruitment,
- streamlining recruitment procedures,
- enhancing rapid deployment capabilities, and
- improving systems for career development and training.

As a result of the bifurcation of DPKO and DFS in 2008, DFS became UNV’s direct counterpart in peacekeeping collaboration and assumed all UNV-related responsibilities previously ascribed to DPKO – as outlined in the MOU with UNV and the Note on Guiding Principles signed by DPKO and UNV in 2003.

After 20 years of close partnership, DFS/DPKO and UNV recognized the need to evaluate their past and ongoing collaboration through the present evaluation.

4. Key Evaluation Findings

4.1 Introduction

This evaluation assesses the UNV-DFS partnership in terms of its efficiency, effectiveness, sustainability, relevance and impact (all of which are standard DAC-OECD criteria for evaluation) as well as its coherence and management, which were added to meet the needs of this evaluation. Particular attention is paid to the last five years of programming.

¹⁵ Note on Guiding Principles Between the United Nations Department of Peacekeeping Operations and United Nations Volunteers, signed on 18 November 2003

4.2 Coherence

The evaluation addressed coherence by assessing the extent to which the involvement of UN Volunteers in peacekeeping operations is coherent with the global goals of the UN as well as with the missions, mandates, and goals of UNV and the DFS/DPKO.

As defined in the Terms of Reference for this evaluation, coherence is the quality of being logically integrated, consistent, and intelligible, related to diverse elements, relationships, values, policies and goals.

In recent years, the United Nations has experienced an unprecedented growth in peacekeeping operations around the world. Since its inception, the UNV programme has been an essential strategic and operational partner in helping to promote peace. As discussed in the findings that follow, the involvement of UN Volunteers in peacekeeping remains largely coherent with the missions, mandates, goals and objectives of the two organizations but some gaps were identified in the promotion of volunteerism.

Finding 1: The involvement of UN Volunteers in peacekeeping operations remains coherent with the global goals set out in the report of the Panel on United Nations Peace Operations.

The involvement of UN Volunteers in peacekeeping is a key and central element of UN operations and is coherent with the various objectives and goals set out in the report of the Panel on United Nations Peace Operations in 2000 (known as the Brahimi Report) as well as with the 2011 independent report of the Senior Advisory Group on *Civilian Capacity in the Aftermath of Conflict*.¹⁶

In 2000, the Brahimi report called for improvements to the human resources systems of the UN Secretariat. It noted that the Secretariat had difficulties in identifying, recruiting and deploying “*qualified civilian personnel in substantive and support functions either at the right time or in the numbers required*.”¹⁷ At the time, about 50 percent of field positions in substantive areas and up to 40 percent of the positions in administrative and logistics areas were vacant in missions that had been established within the preceding six months to one year. The major difficulties identified by the Panel were the lack of standby systems to respond to unexpected or high-volume surge demands, difficulties in attracting and retaining the best external recruits, shortages in administrative and support functions at the mid- to senior- levels, and the lack of a comprehensive staffing strategy for peace operations.

In this difficult context, the Brahimi Report stated inter-alia that “*the staffing strategy should address the use of UN Volunteers in peacekeeping operations on a priority basis*,” noting that from 1992 to 2000, more than 4,000 UN Volunteers had served in 19 peacekeeping operations, and that in the short timeframe of 18 months (1999-2000), approximately 1,500 UN Volunteers had been assigned to new missions in East Timor, Kosovo, and Sierra Leone, in civil administration, electoral affairs, human rights, administrative and logistics support roles. The report noted that UN Volunteers had historically proven to be dedicated and competent in their field of work while working alongside colleagues who are making three or four times their salary for similar functions.

The UNV Programme and DPKO negotiated a global memorandum of understanding for the engagement of UN Volunteers in peacekeeping operations as part of a broader comprehensive staffing strategy for peace operations. The MOU was signed in November 2003.

Ten years after the Brahimi Report, the independent report of the Senior Advisory Group on *Civilian Capacity in the Aftermath of Conflict* concluded that UN Agencies, Funds and Programmes had been able to transform themselves and deliver field-oriented and flexible staffing, but that the Secretariat had not “evolved a workable, reliable system to deliver to field operations the right people in the right place at the

¹⁶ Independent report of the Senior Advisory Group, A/65/747. (2011). *Civilian capacity in the aftermath of conflict*.

¹⁷ Report of the Panel on United Nations Peace Operations, A/55/305 - S/2000/809

right time.” It recommended that the Secretariat and UN leaders in the field make more effective use of volunteers, particularly UN Volunteers who are considered a “*diverse and field-tested source of capacity*.”

The DFS agreed with these recommendations and recognized that “*the UN Volunteers themselves embody the best qualities of effective UN peacekeepers: self-sacrificing, courageous, energetic and committed to the ideals of the Organization*.”¹⁸ Today, DFS also recognizes the “*potential of a more strategic role for UN Volunteers in peacekeeping and peacebuilding, moving beyond the traditional functions for which UN Volunteers have been used in peacekeeping*.” The vision of DFS is articulated around two main axes “helping to build national capacity in post-conflict countries, for example, through training and mentoring of nationals, and expanding the use of volunteers in core peacebuilding areas.”¹⁹

Finding 2: The MOU between DFS/DPKO and UNV remains coherent with the UN Global Field Support Strategy and with the objectives of DFS/DPKO.

From 2000 onwards, the fundamental strength of UNV has been its high level of effectiveness in mobilizing qualified women and men to take up assignments in peacekeeping work.²⁰ This is consistent with the new UN Global Field Support Strategy presented by the Secretary-General to the General Assembly. Two of the four core objectives of the Strategy²¹ concern the need for expediting and improving support to peacekeeping, electoral assistance, and other key areas – all of which represent some of the strengths of UNV.

The Global Field Support Strategy states that “*to ensure a predictable and adequate supply of capable and readily deployable external and internal civilian capacities (...) external capacities may be provided through (...) United Nations Volunteers*.”

The Global Field Support Strategy builds on the recommendations of the Brahimi report in proposing that “*where demands for rapid deployment at the start-up of a mission require specialized expertise not readily available internally, (...) standby arrangements or service agreements with external partners for the immediate deployment of support services and specialized expertise, will augment existing capacities to provide for a more robust response to rapid deployment requirements*.”

The MOU and the Note on Guiding Principles also remain consistent with the objectives of DFS/DPKO in terms of committing the UNV programme to supporting DFS/DPKO in both substantive and operational components of its field operations while recognizing the need for a pragmatic and flexible approach.

In 2009, the first recommendation of the DPKO’s *New Partnership Agenda*²² noted that “*successful peacekeeping depends on the ability to deliver timely and practical results on the ground*” and that “*rapid deployment is critical to early establishment of security and to the credibility of a peacekeeping mission*.” UNV deployments in peacekeeping have always responded quickly, effectively and efficiently to this recommendation.

¹⁸ UNDP Executive Board, Annual Session 2010. Statement delivered by Ms Margarete Sobral, Chief, Recruitment and Career Development Section, Field Personnel Division, UN Department of Field Support (DFS)

¹⁹ Ibid

²⁰ Note on Guiding Principles between UN DPKO and UNV, para 1

²¹ Global Field Support Strategy, A/64/633, 26 January 2010

²² DPKO. (2009). *A New Partnership Agenda, Charting a New Horizon for UN Peacekeeping*. NY.

Finding 3: Although the MOU and the involvement of UN Volunteers in peacekeeping are consistent and coherent with the values, policies and goals of UNV, some gaps were identified regarding the promotion of volunteerism and the role of UN Volunteers in national capacity development.

One of the key aspects of UNV's mission and mandate is the promotion of volunteerism.

The MOU between the DFS and UNV emphasizes volunteerism and the Note on Guiding Principles includes two principles of volunteerism that should guide UNV-DFS collaboration (see section 3.5). The UNV mission statement also emphasizes the role of volunteerism in building peace and development by “*enhancing opportunities for participation by all peoples.*” The great majority of UN Volunteer survey respondents agreed that volunteerism is an important factor for the success of UN missions.

However, the extent to which volunteerism activities, as defined in the Terms of Reference of UN Volunteers, are being promoted in practice is relatively limited. This is discussed further in sections 4.3.3 and 4.4.5. DFS/DPKO has not fully internalized the UNV mandate and the essence of volunteerism (i.e., mutual aid or self-help, service to others, participation or civic engagement, advocacy or campaigning). Thus, the MOU and the involvement of UN Volunteers in peacekeeping operations are coherent with UNV's mission, mandates and objectives in *principle*, but not fully coherent in *practice*.

The evaluation also found that the integration and acceptance of another aspect of volunteerism, namely national capacity development, has been uneven. Some UN Volunteers working in substantive roles have participated in developing the capacities of national staff within missions, or within communities and civic or government institutions. For many other UN Volunteers, however, this role has not yet been formalized. This is discussed further in section 4.6.2.

4.3 Relevance

4.3.1 Overview

As per the TOR, this section analyses the extent to which the objectives of the UNV-DFS collaboration remain valid and appropriate from the perspective of all stakeholders. The following evaluation questions were asked:

- Is there any evidence that the UNV-DFS collaboration is more than just a mere staffing modality?
- To what extent does the UNV-DFS collaboration help both organizations achieve their strategic results/objectives?
- Which areas of the collaboration (types of assignment) with UNV are most useful to DFS?

The OECD/DAC defines relevance as the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.²³

In the following sections relevance is discussed in relation to three key stakeholder groups: DFS, UNV, and UN Volunteers. (It was not possible to consult a fourth intended group of stakeholders, affected populations and beneficiaries, due to time constraints and security limitations outside UN missions.)

²³ OECD Glossary of Key Terms in Evaluation and Results Management

4.3.2 Evidence that UNV-DFS collaboration is more than a staffing modality

Finding 4: DFS recognizes that UNV is more than a staffing modality and that it has the potential to play a more strategic role in peacekeeping and peacebuilding.

Peacekeeping and peacebuilding are not professions per se, but rather the sum of dozens of functions with the same objective, which is the development of peace monitoring and peacebuilding functions at the grass roots and field level.

While the UNV-DFS/DPKO partnership has been described as an important staffing modality that allows DFS to access a dedicated group of individuals willing to engage in technical, administrative and substantive areas of work, the DFS has officially recognized the “*potential for a more strategic role for UN Volunteers in peacekeeping and peacebuilding, moving beyond the traditional functions for which UNVs have been used in peacekeeping.*”²⁴ This potential is also recognized in the field, where UN Volunteers have played key roles in election support and democratic governance (e.g., Timor-Leste, Sudan, Liberia); human rights monitoring and civil affairs (e.g., DRC); transitional justice (e.g., Sierra Leone); political affairs and disarmament, demobilization, repatriation, resettlement and reintegration (DDR and DDRR) (e.g., DRC, Liberia); and crisis prevention and recovery (e.g., Haiti). In addition, UN Volunteers engage communities, contribute to rebuilding the compact between a state and its citizens, and rebuild mutual trust between communities. UN Volunteers encourage participation in democratic election processes and assist communities in the early stages of recovery and reconstruction.

In a 2009 report, the Secretary-General noted that, in light of the creation of the Peacebuilding Commission and the Peacebuilding Fund (2005),²⁵ the multiplication of UN peacebuilding sectors and initiatives should lead to an increase of standing capacities from which the UN can draw.

*Standing capacities – defined as experienced staff whose conditions of service require that they deploy rapidly to meet urgent operational requirements - can play a critical role in the early planning and start-up phases of a mission, thereby ensuring a seamless transition from the planning to the implementation stages.*²⁶

The Secretary-General noted that UNV, in cooperation with DFS and relevant UN entities, is well positioned “*to prioritize the identification of civilian capacity in the recurring priority areas, and to explore the establishment of a special programme for the deployment of United Nations Volunteers with relevant expertise and experience for short-term field service as peacebuilding volunteers.*”²⁷

The majority of respondents interviewed agreed that UN Volunteers’ engagement in capacity development within a wide range of professional areas constitute one of the main added values of the programme.

This finding points to two key strategic areas for the UNV Programme within peacekeeping: engaging with and developing the capacities of communities in volunteerism and peacebuilding efforts, and developing the capacity of national staff within peacekeeping missions in their respective technical areas based on the sharing of knowledge, expertise and experience. However, as discussed below, these

²⁴ UNDP Executive Board, Annual Session 2010. Statement delivered by Ms Margarete Sobral, Chief, Recruitment and Career Development Section, Field personnel Division, UN Department of Field Support,

²⁵ Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict, A/63/881-S/2009/304, 11 June 2009, para 63 - 67

²⁶ Ibid. M. Ban-Ki-Moon was referring specifically to the Mediation Support Unit’s Standby Team and Standing Police Capacity.

²⁷ Ibid

strategic roles for UN Volunteers are largely underexplored and could benefit from more formal and systematized integration in peacekeeping missions and in the description of assignment (DOA) for UN Volunteers.

4.3.3 Extent to which UNV-DFS collaboration helps the organizations achieve their strategic objectives

Finding 5: While the UNV-DFS collaboration clearly helps DFS achieve its strategic objectives, the promotion of volunteerism, one of the core objectives of UNV, has not been addressed as an integral part of the collaboration.

The strategic objectives of DFS/DPKO are to implement and achieve the objectives of the Security Council (SC) Resolutions and the mandate and objectives of the UN peacekeeping missions. According to the majority of respondents interviewed during the field visits, the collaboration has supported DFS/DPKO in all aspects of its strategic objectives. UN Volunteers have supported the operations of DPKO uniformed peacekeeping personnel and have served as civilian experts in the areas of mission support, conflict prevention, peacebuilding, and support to post-conflict electoral processes. From 1999 to 2008, UN Volunteers served in close to 20,000 assignments in 44 peacekeeping operations.²⁸

The strategic objective of UNV is to support locally sustainable human development through the promotion of volunteerism, and by valuing free will, commitment, engagement and solidarity, which are the foundations of volunteerism. The extent to which UNV has achieved this objective within the framework of the UNV-DFS collaboration is not entirely clear.

In the UNDP budget estimates for the 2010-2011 biennium presented to the Executive Board, one of the key indicators to measure the *quality* of UNV's contribution to development effectiveness is the *number* of volunteers mobilized (indicator F 18.1b), as shown in Exhibit 4.1. This suggests that UNV's involvement in the collaboration has been driven by DFS demand for volunteers and an overall increase in the number of UNV assignments. While this is natural to some extent, given the Guiding Principles that commit UNV to providing pragmatic and flexible support to DFS, UNV does not have indicators within this framework that seek to measure its core results in volunteerism.

²⁸ United Nations, Executive Board of the UNDP and of the UNFPA. (2010). United Nations Volunteer: Report of the Administrator. Retrieved online: <http://www.unv.org/fileadmin/docdb/pdf/2010/UNV%20Executive%20Board%20Report%202010.pdf>

Exhibit 4.1 UNDP Expected Results under Function 18

Management results		Indicator		Baseline	Target 2010	Target 2011
F18.1	Quality of UNV contribution to development effectiveness in its areas of expertise enhanced	F18.1.a	Level of inclusion of volunteering as a component of national development strategies common country assessment/UNDAF and development partners' operational programmes <i>Source: UNV database</i>	40 (2008)	Evidence in 50 programme countries	Evidence in 55 programme countries
		F18.1.b	Number of UNVs and other volunteers associated with UNV mobilized for Millennium Development Goals activities and peacebuilding <i>Source: UNV database</i>	Volunteer assignments on site: 7963 online: 4627 (2008)	on site: 8000 online: 5750	on site: 8500 online: 7250

4.3.4 Areas in which UN Volunteers are most useful to DFS

Finding 6: The speed of recruitment and deployment of highly qualified UN Volunteers is seen as the main added value of UNV. Its potential for national capacity development is also broadly recognized by DFS survey respondents.

As discussed in section 4.5 on Efficiency, virtually all survey and interview respondents concur that one of the main strengths of UNV is the speed of recruitment and deployment of qualified candidates in both substantive and supportive functions. While this capacity is particularly useful during the start-up phase of missions, the quick deployment of UN Volunteers throughout the life cycle of missions is valued by all respondents.

In addition, consulted stakeholders unanimously agree that UN Volunteers play an important role in capacity development of national staff within peacekeeping missions and to a lesser extent within local communities (this issue is further explored in section 4.6 on Impact). UN Volunteers are generally appreciated for their contributions to capacity development in all sectors and throughout the life cycle of missions. However, it is interesting to note that while the majority of respondents see the great potential of UNV engagement in national capacity development; this is not stated as an explicit objective in the MOU.

4.4 Effectiveness

4.4.1 Overview

This section examines the effectiveness of collaboration between UNV and the DFS according to the six principles described in the Note on Guiding Principles between DPKO and UNV:

The OECD/DAC defines effectiveness as the extent to which an intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.²⁹

²⁹ OECD Glossary of Key Terms in Evaluation and Results Management

- 1) UNV is committed to supporting DPKO in both substantive and operational components of its field operations.
- 2) UNV recognizes the need for a pragmatic and flexible approach, as each operation has a specific mandate and requirement for human resources.
- 3) DPKO recognizes UNV's interest in maintaining a reasonable balance between substantive and capacity building roles as compared to operational support functions.
- 4) DPKO and UNV agree to work together to enhance an environment in which volunteerism is recognized as a significant element in the success of United Nations peacekeeping operations.
- 5) DPKO and UNV agree that the special character of the UNV programme and the spirit of volunteerism that it promotes, together with the professionalism of the UN Volunteers themselves, should be recognized and respected by all stakeholders in peacekeeping operations.
- 6) Volunteering serves the cause of peace and development through enhancing opportunities for the participation and involvement of all peoples in the spirit of solidarity and partnership.

4.4.2 Principle 1: UNV is committed to support DFS in substantive and operational components

Finding 7: UNV's support to DFS/DPKO has been consistent for 20 years and crucial to the effective operations of DFS.

Interviews conducted in New York, Bonn, and the field indicate that UNV has honoured its commitment to support DFS/DPKO in all the components of its operations for 20 years. UNV has been key in deploying surge capacities of UN Volunteers at the start-up phases of an important number of UN missions (see sidebar).

Examples of UNV Surge Capacity

UNV recruited 450 UN Volunteers to the United Nations Transitional Administration in East Timor (UNTAET: 1999-2002) in less than three weeks

In 2003, UNV deployed an initial contingent of 300 international UN Volunteers for the civilian staffing component of UNMIL. This was later complemented by an additional 500 international civilian staff and 700 national staff.³⁰

Because UNV deployment is quick,³¹ and often faster than the deployment of any other staff category, DFS Directors overwhelmingly agreed that UN Volunteers are a significant and important component of their human resource strategies for substantive positions as well as technical and administrative positions.

The UNV occupancy rate throughout peacekeeping missions is one indication of its commitment and efficiency in fulfilling its obligations to DFS by providing adequate and timely contingents of UN Volunteers (see Exhibit 4.2).

³⁰ UNV participation in the DPKO Technical Assessment Survey for the Establishment of the UN Mission in Liberia (UNMIL), 10 September 2003

³¹ However, as the GFSS and recent reports highlight the demand for more specialized capacities required in complex peacekeeping missions, a focus on the quality of UN Volunteers is gaining precedence; this has consequences for speed of recruitment.

Exhibit 4.2 UNV Occupancy Rates in 10 Peacekeeping Missions (as of April 2010³²)

	Total Positions (EOL)³³	Volunteers in Place	Percentage filled
MONUSCO/DRC	673	636	95%
UNMIS/Sudan	499	398	80%
UNAMID/Darfur, Sudan	561	429	76%
UNOCI/Ivory Coast	310	292	94%
UNMIL/Liberia	237	215	91%
MINUSTAH/Haiti	231	203	88%
UNMIT/Timor-Leste	204	172	84%
MINURCAT/CAF & Chad	201	157	78%
UNMIK/Kosovo	28	26	93%
MINURSO/W. Sahara	20	20	100%

DFS Field Mission Managers who were interviewed for the evaluation felt that UNV's quick and efficient recruitment of UN Volunteers was essential to the deployment and implementation of a mission. They also commented that the low occupancy rate of international positions in many sections of peacekeeping missions was a concern, and due in part to the number of new positions and the difficulty in recruiting personnel for hard duty in remote locations.

4.4.3 Principle 2: UNV recognizes the need for a pragmatic and flexible approach

Finding 8: UNV HQ and UNV Programme Managers adopt flexible management approaches that allow UN peacekeeping missions to carry out their mandates effectively.

UNV's approach within the UNV-DFS partnership has been both pragmatic (i.e., doing whatever is required) and highly flexible in adjusting plans and roles as required.

Individual interviews and focus group interviews suggest that many UN Volunteers have moved from one duty station to another in the course of a peacekeeping assignment, for professional, security or other occupational reasons. While most of the volunteers interviewed see these moves as an opportunity to gain greater experience, their flexibility also facilitates changes that may occur in the deployment of a mission throughout its various phases. At each of the peacekeeping missions visited, DFS Field Mission Managers noted that UN Volunteers are generally willing to move, even at short notice, and that this facilitates the management of human resources within the mission.

In the survey, several DFS Field Mission Managers commented:

UN Volunteers are "More willing to accept difficult assignments and often more flexible than international staff who are bound by rigid regulations and rules on deployment and reassignment within Mission."

UN Volunteers bring to the Mission "their flexibility to go to places and do things that regular UN staff will not want to go or do."

³² UNV Occupancy Rates, June 2010, Internal Memo UNV/DFS

³³ Exchange of Letters (agreements between the UN mission and UNV Bonn)

In most cases, the UNV Programme Manager facilitates a consultative process between the section within the peacekeeping mission and the volunteer to ensure that any new assignment will be voluntarily accepted by the UN Volunteer and that all administrative and security issues related to his/her new deployment will be respected by the mission – for example, the Description of Assignment (DOA) and Conditions of Service (COS).

Another aspect of UNV flexibility is the willingness to change the functions of volunteers. UNV Programme Managers confirmed that many UN Volunteers have gone from Civil Affairs to Human Rights, from Political Affairs to Communication, or more often from one technical position to another on an ad-hoc basis. On a more substantive basis, as a UN mission evolves and its mandate changes, UN Volunteer roles may also change –

for example, in countries transitioning towards democracy, UN Volunteers with the necessary qualifications may be asked to act as electoral officers, thus pursuing their involvement with the mission with other titles and functions.

After the last local elections in Timor-Leste (UNMIT), a selected group of UN Volunteers were invited to move from the Electoral Division to the Democratic Governance Unit, in order to support the newly elected Suco teams and officials.

The willingness of UN volunteers to embrace the changing nature of missions also reflects the strong commitment and engagement of UN volunteers in their assignments.

4.4.4 Principle 3: DFS/DPKO recognizes UNV's interest in maintaining a reasonable balance between substantive and support functions

Finding 9: Demand for UN Volunteers in technical and administrative functions at UN missions is far higher and has grown faster than the demand for UN Volunteers in substantive functions. However, there is no policy that provides guidance on the “reasonable” balance.

The Secretary-General stated in 2000 that “*the UNV program’s ongoing and future collaboration with the Department of Peacekeeping Operations will be influenced by the program’s policy of maintaining an appropriate balance in the provision of substantive support versus technical and administrative support in field operations.*”³⁴ The 2003 Note on Guiding Principles between the DPKO and UNV states that “*DPKO recognizes UNV’s interest in maintaining reasonable balance between substantive and capacity building roles as compared to operational support functions.*”

However, in the last decade, the administrative and technical divisions of UN missions have engaged an increasing number and high percentage of UN Volunteers in substantive functions.

UN policies and procedures do not provide a clear definition of the “reasonable balance.” Senior officials at DFS recalled that UNV did not originally recruit volunteers for certain administrative and technical functions but gradually accepted to do so. During the country visits the Evaluation Team noted the high demand for UN Volunteers in technical and administrative functions in four UN missions in 2010, as shown in Exhibit 4.3.

³⁴ Participation of United Nations Volunteers in peacekeeping operations, A/55/967, para 20

Exhibit 4.3 Deployment of UN Volunteers by Sections in Four UN Missions, 2010

Sections	UNMIT		MONUSCO		UNAMID		UNMIL	
Administrative	30.2%	71.3%	14.1%	80.6%	12.8%	88.5%	29%	80%
Technical	41.2%		66.4%		75.7%		51%	
Substantive	28.8%	28.8%	19.4%	19.4%	11.5%	11.5%	20%	20%

A further analysis of these four UN missions revealed a trend of increasing representation of UN Volunteers in Technical and Administrative sections of UN peacekeeping missions.

At MONUC/MONUSCO, for example, while the authorized strength of UN Volunteers increased by 27 percent between 2005 and 2010, the technical/ logistical contingent of volunteers increased 52.5 percent, as shown in Exhibit 4.4. However, in the same period there was a three-fold increase in the military and police components of the Mission from 5,900 personnel to 19,815.³⁵ To a large extent, this helps to explain the increased need for UN Volunteers (as well as other civilian personnel) in administrative and technical support roles.

Exhibit 4.4 UNV Deployment to MONUC/MONUSCO's Integrated Support and Administrative Services (2005-10)³⁶

	November 2005		January 2008		October 2010	
Authorized strength	479	100%	591	100%	608	100%
Technical/ Logistical	265	55.3%	374	63.3%	404	66.4%
Administrative + Executive Offices	87	18.2%	64	10.8%	86	14.1%
Total Technical and Administrative	352	73.5%	438	74%	490	80.6%

At UNMIT in Timor-Leste, the balance of UN Volunteers shifted significantly from 2005 to 2010 as shown in Exhibit 4.5. While the actual number of volunteers in substantive sections increased from 42 to 49, there was a 20 percent decrease in UNV representation in substantive sections.

Exhibit 4.5 UNV Deployment to UNMISSET/ UNMIT Sections (2005-2010)

Sections	UNMISSET – January 2005		UNMIT - July 2010	
Technical	26	51.7%	70	71.2%
Administrative	19		51	
Substantive	42	48.3%	49	28.2%
Total	87	100%	170 ³⁷	100%

³⁵ Security Council, Res. 1565 (2004) and Security Council, Res. 1925 (2010). Personnel in uniform include Military, Military Observers, UN Police and Formed Police Units (FPU)

³⁶ Information compiled from “UNV Briefing notes for SRSG, Mr. Alan DOSS” (Jan. 2008), UNV briefing notes for RAO/FAO Meeting (Nov.2005)

In addition, as shown in Exhibit 4.6 below, the increases in recruiting UN Volunteers and national staff at UNMIT have been two times greater than the increase in recruiting international staff over five years. This further highlights the relative importance of UN Volunteers within these categories.

Exhibit 4.6 UNV Representation vs. International Personnel at UNMIS/UNMIT (2005-2010)

Categories of personnel	2005	2010	Variation
Uniformed personnel	635	1513	+138%
International personnel	264	355	+34.5%
UN Volunteers	100	173	+ 73%
National staff	523	891	+70%
UN Volunteers vs. International staff	38%	49%	+ 26.3%

At UNAMID, while the number of substantive UNV assignments has steadily increased (from 1.7 percent in 2007 to 11.5 percent in 2010), 9 out of 10 UN Volunteers to UNAMID work for Integrated and Support Services (ISS) and Administrative services. It is expected that the balance will improve once the security situation becomes more stable, an absolute prerequisite for this Mission.³⁸

Exhibit 4.7 UNV Deployment to UNAMID Sections (2007-2010)

Sections	2007	2008	2009	2010	Percentage 2010
Administrative	6	27	41	60	88.5%
ISS (Technical)	49	189	322	355	
Substantive	1	10	27	54	11.5%
Total	56	226	390	469	

At UNMIL, the percentage of UN Volunteers deployed to administrative and technical sections increased from 67 percent in 2003 to 80 percent in 2010.

Exhibit 4.8 UNV Deployment to UNMIL Sections (2003-2010)

Sections	2003		2005*		2010		Percentage 2010
	#	%	#	%	#	%	
Administrative	200	67%	53	21%	60	29%	80%
Technical			130	52%	109	51%	
Substantive	100	33%	69	27%	43	20%	20%
Total	300	100%	252	100%	212	100	

³⁷ Note that the statistics from the UN website and those provided by the UNV Support Unit are slightly different. The discrepancy may be due to the fact that the DFS website integrates the authorized strength of UNMIT UNV as well as UNV from UN Agencies/Funds/Programmes.

³⁸ UNAMID Country Report, Finding No 5.

4.4.5 Principles 4-5: Promotion and recognition of volunteerism

Finding 10: The UNV programme and the role of UN Volunteers are not well promoted in DFS/DPKO training or management briefings.

According to DFS/DPKO, the pre-deployment International Civilian Peacekeeping Training (CPT) at the UN Logistics Base (UNLB) in Brindisi is mandatory for all new civilian peacekeeping personnel and for personnel who have not served in a DFS/DPKO-led field mission within the three years immediately prior to the effective date of their new appointment.³⁹

However, UN Volunteers are not involved in the CPT training. In addition, there is no systematic mention of the UNV programme in the CPT training, and the notion of volunteerism and the role of UN Volunteers in peacekeeping operations receive little attention during the training. This creates two problems: (i) DFS/DPKO personnel of all ranks miss an opportunity to understand the role of UNV and the notion of volunteerism, and (ii) UN Volunteers' understanding of contemporary peacekeeping challenges, realities, and concerns is limited at the beginning of their mandate. Pre-deployment training is vital to enhancing the readiness, safety and security awareness and knowledge of field conditions and procedures of new personnel and ensuring they integrate quickly into their new workplace.

Among UN section/unit chiefs and sub-chiefs surveyed, 81 percent rated their level of understanding of volunteerism, the UNV mandate, and the role of UN Volunteers as good or better (26.5 percent said excellent, and 54.7 percent said good).⁴⁰ However, approximately 53 percent of DFS Field Mission Managers indicated that they had not received any comprehensive briefing about the UNV programme mandate or roles of UN Volunteers. At UNMIL for example, almost all of the section chiefs and managers stated that they were not informed about the nature of volunteerism during their induction training. Either no briefing was held or the briefing provided HR rules and procedures for hiring and extending the assignments of UN Volunteers, as opposed to providing an overview of the UNV Programme.

Finding 11: While most UN Volunteers report that they are promoting volunteerism, two-thirds of those surveyed are not carrying out community outreach activities.

The majority of UN Volunteers believe that they are promoting volunteerism in UN missions. In the survey, 90 percent agreed that "Volunteerism is a very important part of the roles and tasks that UN Volunteers perform in the mission." However, two-thirds also reported that they are not engaged in any activities outside the UN mission base. Approximately 54 percent of DFS Field Mission Managers surveyed reported that UN Volunteers under their supervision are not engaged in volunteer activities or community outreach.

Of the UN Volunteer survey respondents who reported that they do not do any volunteering or community outreach activities, the majority are engaged in administrative and technical positions – which, as noted above, are a group that is growing exponentially.⁴¹ The multi-faceted nature of volunteerism across the types of positions carried out by UN Volunteers (technical, substantive and administrative functions) means that there is no single model for a UN volunteer's engagement in volunteerism. This contributes to the confusion of Section/Unit chiefs and sub-chiefs about the nature of volunteerism, as highlighted in Finding 11. It also creates challenges in monitoring and reporting on the results of volunteerism, which is discussed in more detail in section 4.8.6 on Monitoring and Evaluation.

³⁹ Attendance Criteria for Mandatory Civilian Pre-Deployment Training, Cable for USG LE ROY, 24 Feb. 2009

⁴⁰ UNV Field Mission Programme Managers, answers to Q. 5 and 6

⁴¹ UN Volunteers Survey, response to Q. 6 and 20.

Finding 12: The volunteering activities of UN Volunteers are constrained by a lack of management support, inadequate funding, and conflicting work priorities.

Lack of systematized management support

The majority of UN Volunteers surveyed (53.5 percent) consider that they do not receive enough support from the UN Mission or the UNV Support Unit for volunteer activities.⁴² In interviews, volunteers said that they get some types of ad hoc and in-kind support for volunteering activities, but no systematic support.

All UNV Programme Managers interviewed noted the important symbolic and political support they receive from senior management of UN missions (SRSG, DSRSG, CMS) to organize UN Volunteer activities – from support for International Volunteer Day (IVD) to donations of material and in-kind support such as transport and use of mission assets and facilities. Within the UN missions visited, however, there was no strategic planning or any human resources dedicated to promote volunteerism as a way to support the achievement of the Mission’s mandate, nor were there any Mission commitments to support extra volunteering initiatives.

At UNMIT, UNV volunteering activities in local communities are ad hoc and individual initiatives. UN Volunteers from Oecussi and Baucau have undertaken innovative personal initiatives to engage with local communities, including fundraising for Timorese students, developing solar cooking panels, training nurses and youth groups, building classrooms, and giving English courses. These expressions of volunteerism, however, were not the result of a strategy or plan of the UNV Support Unit. (UNMIT Country Mission Report)

In the survey of DFS Field Mission Managers, only 28 percent reported that they provide support for volunteer activities. This may be due to the lack of understanding of the UNV programme in general, and a lack of clarity in the link between volunteerism and the Mission’s mandate. However, 78 percent believe that volunteerism and having close contact with local populations are a very important part of the roles and tasks that UN Volunteers perform in the mission. Many agree that there should be a better connection between the UNV mandate and field or sector deployments and better outreach with local communities and populations.⁴³ As one respondent noted, *“A more co-ordinated approach to assignments would permit UNVs to be deployed more rationally in a community context and encourage the blossoming of a true volunteer experience. As it is, UNVs have been used crassly to plug staffing holes in field offices.”*

UNV Programme Managers recognize that there is a gap between the declared intention of *“mobilizing UN Volunteers serving with the mission as well as local volunteers to carry out volunteer, charity or community activities in the mission area”*⁴⁴ and the means at their disposal to do so. They acknowledge that volunteers need extra time to engage in volunteer activities, that specific strategies for motivation and recognition should be designed, and that volunteerism elements should be included in the DOA and TOR of volunteers.⁴⁵ Some managers support the idea of giving volunteers a budget line to implement small initiatives at the local level.

UNV has had some success in developing volunteering activities for UN Volunteers alongside volunteers from other UN programme agencies – as was the case in the collaboration between MINURCAT and other UN agencies under the auspices of UNDP – and similar arrangements are being put in place within

⁴² UN Volunteers Survey, answer to Q. 21

⁴³ Field Mission Managers Survey, answers to Q. 27

⁴⁴ MOU between the United Nations Department of Field Support and United Nations Volunteers, proposed revised version, 15 May 2007 – 12 September 2008, new Article VIII – Promotional collaboration and voluntary action.

⁴⁵ UNV Programme Managers Survey, answers to Q. 27 (Contribution of volunteerism to the work of the mission)

other missions such as MINUSTAH. This is in accordance with UNV policy stipulating that even though there may be two or more UNV offices in a country, there is still only one UNV programme.

Inadequate funding

Another factor that constrains UNV volunteering activities is the lack of funding.

All UNV Support Units receive a contribution to support local UNV volunteer activities from the Programme Officer Empowerment Mechanism (POEM). POEM was established in 1998 to strengthen and empower UNV Programme Officers in supporting volunteer programming and to support small scale and pilot development initiatives that are critical to the development needs of local people while unlocking the potential of volunteers.

The POEM contribution provided to UNV Support Units by the UNV Programme is usually US\$5,000 per mission per year. According to UNV Programme Managers surveyed, seven UNV Support Units received US \$5,000 and two received US \$10,000.⁴⁶ In 2010, the POEM contribution for the MONUSCO Support Unit was raised to US\$8,000 to support the volunteering initiatives of close to 600 UN Volunteers deployed at the Mission in DRC in 2010.⁴⁷ According to the UNV Programme Manager, this has proven to be insufficient. The “one size fits all” approach of allocating funds and resources to support UNV Support/Field Offices to undertake and promote community outreach activities is not effective in a situation like DRC where such a large number of volunteers carry out assignments.

The sources of funding for outreach activities, according to survey results from UNV Programme Managers, are shown in Exhibit 4.9. All Programme Managers confirmed that they had received POEM funding; two-thirds also received contributions from the missions; and less than half had received funding through local resource mobilization or other sources.

It was also reported in the survey that two UN Missions contributed \$25,000⁴⁸ and \$40,000⁴⁹ in support of volunteer activities. It is important to note that there are other sources of funding for community outreach activities involving UN Volunteers. For example funding is sometimes available through Quick Impact Projects (QIPS) within the mission and some missions provide in-kind support for volunteer activities.

Exhibit 4.9 Sources of funding for volunteer activities⁵⁰

Funding source	Percent of UNV Support Offices that received Funding
UNV contribution (POEM)	100%
Mission contribution	66.7%
Local Resource mobilization	44.3%
Other	11.1%

Conflicting work priorities

Another constraint to UNV volunteering activities is the difficulty in allocating sufficient time during normal business hours for UN Volunteers to engage in community volunteering activities. As one PM said, *“It was a continuous struggle by UNV Office to get the volunteers released from their daily assignment.”*

⁴⁶ UNV Programme Managers Survey, answers to Q. 20

⁴⁷ UN Volunteers Component in MONUSCO, 11/10/2010.

⁴⁸ Contribution of the MINURCAT to the Iriba High School project in Chad, UNV MINURCAT Request for POEM Funding, POEM III-Annex B

⁴⁹ UNV Programme Manager Survey, one unidentified answer to Q.19

⁵⁰ UNV Programme Manager Survey, answers to Q. 18

There is some conflict between the promotion of volunteerism, which is participatory and time consuming, and the professional functions and responsibilities of UN Volunteers. In particular, volunteers assigned to administrative and technical positions are often under continuous pressure to address urgent issues, and their workload does not leave much time for volunteerism activities outside their daily tasks or outside the Mission. While most TORs include volunteerism, they do not specify the level of engagement that is required.

UN Volunteers at MONUSCO in DRC cited workload and security issues as the greatest obstacle to participating in community and outreach initiatives. One volunteer at MONUSCO believes that *“Volunteerism and esprit de corps is simply lost, because there is too much work/pressure and the desire to see the UNV volunteer working as other international workers.”*⁵¹ At UNMIL in Liberia, UN Volunteers’ desire to participate in volunteer outreach or capacity development projects seems to outstrip the supply of organized activities, and volunteers who work outside of the capital would like there to be more formalized volunteer opportunities in the counties in which they work. According to UN Volunteers and management within the Missions visited, engaging in volunteerism through community outreach requires inter alia: support from supervisors; time allotted for volunteerism activities during the workweek; availability of vehicles for return transport to assignments; and a greater recognition of the value of volunteer activities within the Mission.

4.4.6 Principle 6: Opportunities for participation and involvement of all peoples in the spirit of solidarity and partnership

The UNV-DFS partnership allows individuals from all backgrounds and all origins to be engaged in a common cause.

Finding 13: UN Volunteers come from many countries and regions and a high percentage come from countries where there is or has been a UN peacekeeping mission.

Many UN Volunteers come from countries where there is or has been a UN peacekeeping mission, as shown in Exhibit 4.10 below.⁵²

Exhibit 4.10 Percentage of UN Volunteers from countries that have or had a UN peacekeeping mission

Mission	Percentage	Volunteers’ Countries of Origin
UNAMID	63	DRC, Liberia, Sierra Leone
MINURCAT	50	Burundi, DRC, Haiti, Ivory Coast, Liberia, Sierra Leone
MONUSCO	42	Eritrea, Haiti, Ivory Coast, Liberia, Sierra Leone, Sudan, Timor-Leste
UNMIL	35	DRC, Haiti, Nepal, Sierra Leone
UNMIT	29	Burundi, DRC, Liberia, Nepal, Sierra Leone

Finding 14: The geographical origins of UN Volunteers in peacekeeping have changed significantly in the last decade, with a major shift to volunteers from the South.

As stated in the MOU, the UNV-DFS partnership wishes to *“pay due regard to (...) geographical distribution, in accordance with the principles of the United Nations.”* In essence, the partnership strives to engage volunteers from all parts of the world.

⁵¹ MONUSCO Country Report, Finding No. 5

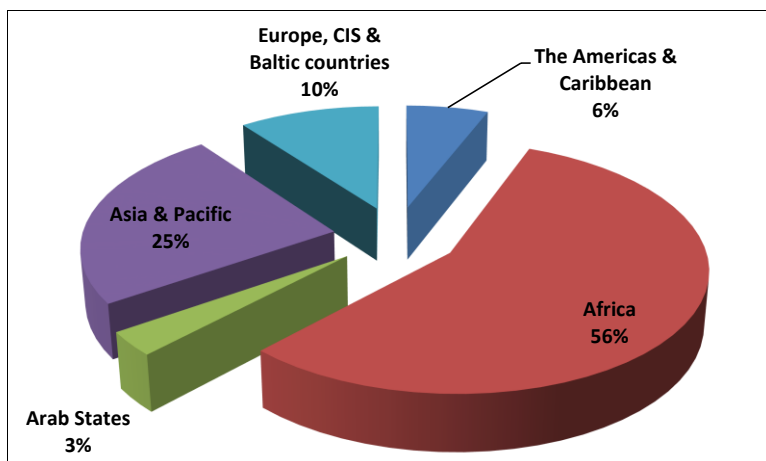
⁵² Country Reports, Evaluation of UNV-DFS Collaboration, Exhibit 2.7

In 2000, 60 percent of UN Volunteers were from the developing world and 40 percent were from industrialized nations.⁵³ This situation has changed significantly in the last ten years. Today, only 14 percent of UN Volunteers come from North America, Europe and the CIS.⁵⁴ Field visits and documentary review confirm that a higher percentage of UN Volunteers are coming from the South than the North, and more are working in peacekeeping than in other categories of development. As such, the UNV programme is a mechanism for promoting South-South cooperation.

According to recent UNV statistics, at the global level, 86 percent of UN Volunteers working for the Peace Division of the UNV Programme originate from the South, and 56 percent of these come from Sub-Saharan Africa. In the Development Division, 79 percent of UN Volunteers come from the South and 40 percent of these from Sub-Saharan Africa.⁵⁵

Exhibit 4.11 shows the origins of UN Volunteers as reported by volunteers who completed the survey for this evaluation.

Exhibit 4.11 Geographic Origins of UN Volunteers, 2010⁵⁶



At the UN missions visited, the proportion of UN Volunteers from the South is even higher: 96 percent at UNAMID, 97 percent at UNMIL, 94 percent at UNMIT, and 86 percent at MONUSCO.⁵⁷

A significant number of UN Volunteers to UN missions in Africa come from Sub-Saharan Africa: UNAMID (63 percent), UNMIL (61 percent), and MONUSCO (61 percent). At UNMIT, the only UN peacekeeping mission in Asia, 35 percent of UN Volunteers are of Asian origin.

Some possible explanations for the growing trend of UN Volunteers from the South include:

- the increased involvement of UN Volunteers in technical roles, which tend to attract more volunteers from developing countries than substantive roles

⁵³ Participation of United Nations Volunteers in peacekeeping operations, A/55/697, para 6

⁵⁴ Cumulative UN Volunteers statistics as at 31 October 2010

⁵⁵ Cumulative UN Volunteers statistics as at 31 October 2010

⁵⁶ UNV-DFS UN Volunteers Survey, answers to Q. 3

⁵⁷ Exhibit 2.7, UNAMID Country Report, Exhibit 2.8, UNMIL Country Report, Exhibit 2.2, MONUSCO Country Report

- national staff from other UN missions who are looking for international experience as an entry point into the UN system (in the evaluation survey and interviews, many national volunteers cited the opportunity for potential UN employment as a strong factor in their decision to volunteer)
- the most important past and current UN peacekeeping missions have been in Africa. This may have increased the interest of African nationals in the UNV Programme.

Several elements of the cooperation framework for South-South cooperation⁵⁸ might be considered within the parameters of the UNV-DFS partnership, particularly where it concerns developing expertise across countries. Although not formalized, the South-South nature of the UN Volunteer programme might be seen as contributing to the overall objectives of South-South cooperation.

4.5 Efficiency

4.5.1 Overview

This section explores the following three evaluation questions related to efficiency:

- How cost-effective are peacekeeping activities under the UNV-DFS collaboration?
- How efficient is the overall functioning of the UNV-DFS relationship?
- Is there evidence that the deployment of UN Volunteers is the most efficient way of reaching the stated goals and objectives of the UNV-DFS collaboration?

As defined in the TOR for this evaluation, efficiency measures outputs – qualitative and quantitative – in relation to inputs. It is an economic term, which signifies that aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted.

4.5.2 Cost Effectiveness

Finding 15: While there is evidence that UN Volunteers are seen as a less expensive labour pool with skills closely matching those of international staff, reports and evaluations indicate that this narrow measure of cost effectiveness is not sufficient, and may be detrimental to the UNV-DFS partnership.

The finding presents one of the challenges with regard to an evaluation of efficiency. UN Volunteers, by virtue of their range of expertise and qualifications and the financial terms of their assignments, can be considered a cost-efficient way to engage in peacekeeping and peacebuilding. In fact, some Field Mission Managers suggested that the increased engagement of UN Volunteers by some DFS Occupational Group Directors at NY Headquarters was linked to the fact that they provide a “cheaper” category of personnel.

However, as others have noted, such narrow measures of efficiency are not adequate in this complex situation.

- The 2000 Brahimi Report raised this issue and warned that “*using United Nations Volunteers as a form of cheap labour risks corrupting the programme and can be damaging to mission morale.*”
- The 2003 evaluation of the UNV Programme by the Joint Inspection Unit concluded that the engagement of UN Volunteers as a less expensive labour alternative to junior professional officers or UN professional staff was due in part to UNV’s own success in efficient and effective

⁵⁸ The Special Unit for South-South Cooperation (SU/SSC) was established by the United Nations General Assembly in 1978. Hosted in UNDP, its primary mandate is to promote, coordinate and support South-South and triangular cooperation on a global and United Nations system-wide basis.

recruitment of qualified candidates: “The high educational and professional criteria currently set by UNV for recruitment of UN Volunteers can often make it attractive for UN organisations to employ them as cost-effective professional experts rather than for any meaningful reason linked to their being volunteers.”⁵⁹

Such a perception also contradicts the basis of the collaboration between UNV and DFS as described in the Note on Guiding Principles, in which volunteerism plays an important role.

The Evaluation Team noted evidence of this problem throughout its field visits and in speaking with all levels of stakeholders. Many UN Volunteers felt that they should be valued for the distinct contributions they bring to UN missions and not only for being cost effective.

Finding 16: The majority of DFS Field Mission Managers consider UN Volunteers as cost-effective in that they carry out tasks similar to those of UN staff for a lower cost. However, cost effectiveness was not the main reason cited for engaging UN Volunteers.

Virtually all Field Mission Managers interviewed agreed that UN Volunteers perform to the same professional standards as permanent UN personnel while they are paid less and have lower overall budgetary implications for the mission. However, as shown in Exhibit 4.12, surveyed Field Mission Managers do not consider cost-efficiency as important as other considerations.

Exhibit 4.12 Most important reasons for engaging UN Volunteers (Survey of Field Mission Managers)

Factors	Percent of Field Mission Managers who responded “Important or Very Important”
Technical capacity of UN Volunteers	98
Speed in recruitment of UN Volunteers	96
Motivation of UN Volunteers	93
Preparedness of UN Volunteers to serve in difficult places and endure hardship and isolation	91
UNV bring new types of knowledge/ know-how and innovation	81
Cost-effectiveness of UNV vis-à-vis international personnel	58

4.5.3 Efficiency of the UNV-DFS Collaboration

Finding 17: The lack of structured strategic dialogue between DFS and UNV Bonn reduces the efficiency of communication and decision-making processes between the partners.

UNV Bonn is seen as a highly effective and efficient organization and mechanism for the recruitment and deployment of UN Volunteers to support other international peacekeeping civilian personnel. According to stakeholders interviewed, UNV Bonn’s rapidity in selecting and recruiting candidates makes it one of the best – if not the best – recruiting mechanisms in peacekeeping, and the UNV Roster and the experience of UNV HQ personnel are perceived to be central elements of UNV’s effectiveness and efficiency.

Nevertheless, most DFS/DPKO senior officials interviewed (during the inception mission and subsequent field visits) and DFS and UNV managers surveyed agreed that stronger channels for communication and formal mechanisms for structured policy dialogue would facilitate the collaboration of DFS and UNV, improve UN peacekeeping, and ensure UNV’s involvement in essential phases of UN peacekeeping

⁵⁹ Evaluation of the United Nations Volunteers Programme, JIU/REP/2003/7

missions (e.g., mission establishment, surge activities, budget preparation, mission mandate changes, and human resource and administrative changes).

Although UNV has a Liaison Office in New York located within UNDP, it only liaises on an exceptional basis with DFS, DPKO and DPA on peacekeeping or peacebuilding issues, and mostly at UNV's request. Most of the senior DFS/DPKO managers interviewed argued that there was a need for a permanent UNV liaison focal point to address the growing complexity of needs and expectations in peacekeeping human resources. To ensure that policies and strategic planning are implemented, the UNV liaison focal point position or office could be structured at three levels: the policy level, mid managerial level (UNV HQ), and UNV Field Unit.

Need for Policy Dialogue on Specialized Resources

A number of section and division chiefs and officers suggested some fundamental elements that could support UNV-DFS collaboration (also see sidebar):

- Stronger policy dialogue to support the development of new UN Volunteer profiles and functions, and training of potential UN Volunteers to be deployed in peacekeeping
- Better outreach to target, identify and sensitize specialized groups of professionals in different occupational groups and categories (e.g., child protection, gender, DDR, peacebuilding specialists in various capacities (land reform, economics of peacekeeping, etc.)

The Department of Political Affairs (DPA) advocated for stronger policy dialogue with UNV to engage more UN Volunteers for their political work.⁶⁰

The HIV/AIDS Coordination unit advocated for stronger dialogue to support the need for increased specialization of HIV/AIDS officers in peacekeeping operations.

The Head of the Gender Unit advocated for more men in gender advisory units as they develop specific skills and abilities in dealing with Gender Based Violence (GBV) in peacekeeping contexts.

The DPKO Child Protection Unit strongly believes that a roster of Child Protection Officers (CPOs) should be put in place to meet the increasing demand for CPOs with specialized functions (e.g., advocacy, training) and the importance of UNV in this respect (e.g., four UNV CPOs at UNMIS, six at UNAMID).

The Security Occupational Group Director advocates for policy dialogue to support the development of clear policies between DFS and UNV in regard to UN Volunteers operating in dangerous environments.

Finding 18: UNV participation at the earliest stage of a mission could ensure more strategic use of UN Volunteers and speed up the recruitment process.

While DFS does not involve UNV systematically in the Mission planning phase, evidence suggests that the effectiveness and efficiency of UNV deployment could be improved through the systematic involvement of the UNV HQ in the Mission planning phase.

As per the MOU between DFS/DPKO and UNV, DFS is supposed to involve UNV at the appropriate human resources planning stage of a new mission, with a view to identifying areas of expertise that UNV is ready and able to provide. However, UNV Headquarters is not systematically included in Technical Assessment Teams (TAT) that undertake Technical Assessment Missions (TAM) prior to mission start-up. In fact, this happened on only one occasion in 2003 when UNV participated in the DPKO Technical Assessment Survey (TAS) for the establishment of the UNMIL mission in Liberia.

The lack of involvement of UNV HQ in Technical Assessment Teams is seen as a main challenge by senior managers from both UNV and DFS. A TAT is meant, among other things, to determine the scope

⁶⁰ A "How to recruit" guide was produced by the UNV Peace Division in order to support DPA officers in their recruitment initiatives.

and nature of staffing that will be necessary in a particular mission and normally comprises representatives of DFS/Military/DPA/DPKO and sometimes a representative of the Financial Budget and Finance Division (FBFD).

DFS has confirmed that there is little clarity at the inception stage of the numbers/categories of positions required for a new mission. Although the Organizational Design and Classification Unit, Field Personnel Division (FPD) is responsible for drafting the staffing structure of a new mission, no agreement has been reached to date in regard to setting staffing benchmarks for small, medium, and large missions. There are also no benchmarks for the planning phase with regard to annual budget submissions at the mission level, or for extraordinary planning exercises such as General Temporary Assistance (GTA) in the event of elections or other surge requirements.

Due to the absence of a methodology or template for UN Missions, staffing tables are based largely on previous experiences with functional assignments. In general, UN Volunteers are assigned to both support and substantive areas, and while DFS calculates UNV support personnel in proportion to the total authorized UNV strength, there is no official ratio/justification in terms of numbers or functions.

4.5.4 International versus National UN Volunteers

Finding 19: Although national UN Volunteers are less expensive than international volunteers, the percentage of international volunteers in peacekeeping has remained high to meet the needs of UN missions.

While engaging international UN Volunteers is an efficient way to reach the goals and objectives of the UNV-DFS partnership, engaging national UN Volunteers could be another less expensive way of reaching those goals (see sidebar).

General Assembly resolution 61/276 (June 2007) encouraged peacekeeping missions to

nationalize a higher number of positions. In 2009, in line with this resolution, DFS instructed all Chiefs and Directors of Mission Support to “*identify functions being performed by international staff in the Professional and Field Service categories and by United Nations Volunteers (UNVs) that are suitable in supporting national capacity building and thus could be undertaken by National Professional Officers or national General Service staff and request conversion to a national post in the context of the budget submission.*”⁶²

In 2009, the annual cost for each national UN Volunteer was approximately \$10,000, compared to \$53,000 for an international UN Volunteer (in both the Peace and Development Divisions).

Between 2003 and 2009, the average cost of UN Volunteer assignments increased by approximately 36 percent for both international and national assignments, according to annual UNV reports.

In absolute terms, the cost for an international volunteer increased by US\$14,300 and the cost for a national volunteer increased by US\$ 2,600.⁶¹

However, the use of national UN Volunteers in peacekeeping has been limited, in part by the dearth of some key capacities at the national level, as well as a desire to not deplete existing capacities of national institutions. Additionally, national UN Volunteers are not appropriate for all types of assignments, particularly in sensitive DDR and human rights assignments. Within the Peace Division, the percentage of international volunteer assignments remained very high throughout the period, with roughly 90 percent of the UNV positions occupied by international volunteers in 2009. The Development Division evolved differently; since 2003 it has increased the number of national UN Volunteers and they now exceed international volunteers at a ratio of 6:4.

⁶¹ UN Volunteers Annual Reports, various years.

⁶² DFS, Memo to all CMS and DMS, Ref. 2009-UNHQ-018517, 31 July 2009.

4.6 Impact

4.6.1 Overview

This section investigates how recipients of direct support have benefited from the contributions of UN Volunteers. Impact is discussed from the perspectives of three

The OECD/DAC defines impact as the positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.⁶³

stakeholder groups: DFS, UNV and the UN Volunteers. The following sections examine UN Volunteer contributions to national capacity development and transfer of knowledge, the areas of greatest added value, and the best niche for UN Volunteers.

Due to the limitations described in section 2 on Methodology, it was not possible to assess impact of UNV's support on communities and political institutions in conflict or post-conflict areas. In addition, it has been difficult to measure the effect of UN Volunteer contributions to peacekeeping operations due to the lack of a results framework, monitoring and evaluation mechanisms and systems, and the consequent lack of data, particularly beyond the output level of results. This is discussed in section 4.7 on management, and revisited in the conclusions and recommendations.

4.6.2 UNV Contributions to Capacity Development and Transfer of Knowledge

Finding 20: UN Volunteers have helped strengthen capacity in local communities within the purview of the UNV-DFS partnership.

In post-conflict and/or stabilization missions, UN Volunteers in substantive functions work with local partners to rebuild governance capacity and support DDR and protection functions. They participate with other Mission personnel to establish, restore and consolidate environments that are conducive to peacebuilding and local conflict prevention. Some examples include:

- In Timor-Leste, UN Volunteers working in democratic governance are strongly involved in peacebuilding and Rule of Law implementation through daily contact with local and national authorities.
- At MONUSCO, UN Volunteers working with DDRRR, civil affairs and political affairs are at the forefront of demobilization, peace resolution, and community conflict prevention. Through their daily interaction with local authorities, civil societies and communities, they support the Mission's mandate and objectives. In 2007, the Ituri disarmament, demobilization and reintegration programme received the UNDP Administrator's Award for Innovation and Commitment as "*UN Volunteers had brought new and creative approaches to project design.*"⁶⁴
- Before the closing of the MINURCAT mission, UN Volunteers helped local NGOs and civil society organizations (CSOs) mobilize and diversify resources and supported them in completing concept notes and grant applications, while the UNV Support Unit worked to explore opportunities for partnerships.⁶⁵ The Chief of Mission Support (CMS) planned to double the

⁶³ OECD/DAC's Glossary of Key Terms in Evaluation and Results Based Management, 2010.

⁶⁴ UN Volunteers Annual Report. (2008). *Forging for Peace*, p.22

⁶⁵ Virtual Mission Report, Finding No 7

number of UN Volunteers in 2009-2010 because they “*greatly contribute to strengthening local capacity and maintain close contact with host communities.*”⁶⁶

- In the difficult and insecure context of Sudan, half of the UN Volunteers interviewed at UNAMID stated that in the course of their assignments they had helped to train and/or establish organizations in the communities to mobilize and manage volunteers.⁶⁷ According to UNAMID UNV reports, 25 percent improved inter-institutional coordination in delivery of services; 25 percent enhanced capacity of host institutions/organizations to build physical infrastructure; and 14 percent enhanced the capacity of host institutions/organizations to deliver public services.

Finding 21: UN Volunteer involvement in the development of capacities of national staff and local communities is perceived as effective by all stakeholders surveyed, but there is little documented evidence at the field level.

As shown in Exhibit 4.13 below, surveyed stakeholders generally agree that the involvement of UN Volunteers is beneficial to the development of capacities of national staff and local communities and counterparts, and UN Volunteers feel that at the end of their assignments with UN peacekeeping missions they have transferred skills and knowledge to nationals.

Exhibit 4.13 Involvement of UN Volunteers in the Development of National Capacities and Knowledge Transfer

The involvement of UNV is beneficial in developing capacities of:	UN Volunteer Survey	Field Mission Manager Survey	UNV Programme Manager Survey
National staff	88%	85%	89%
Local community and organizations	84%	62%	90%
Other formal local counterparts in government, education and private sector	79%	61%	78%
“I feel I will have transferred knowledge and skills to nationals in some way...”	91%		

In the survey of UN Volunteers, respondents noted that they spend more time in developing the capacities of national staff than those of local communities.

Exhibit 4.14 UN Volunteer Time Allocation to Developing Capacity of National staff vs. Local Communities⁶⁸

Time Allocated	Work involvement in developing capacities of national staff	Work involvement in developing capacities of local communities
A lot of time	46%	24%
Some time	32%	31%
Little time	11%	17%
No time at all	6%	13%
N/A	5%	15%

⁶⁶ UN Volunteers Annual Report. (2008). *Forging for Peace*, p. 14

⁶⁷ Overview of UN Volunteer’s Reports in VRS – Sudan, 2008, p.4

⁶⁸ UN Volunteers Survey, answers to Q. 29 and 30

More importantly, virtually all UN Volunteers surveyed (93 percent) believe that their role in developing capacities, training and coaching national staff is significant, and 80 percent assess their success in national capacity development as good or very good. The field interviews confirmed these results and also the determination and willingness of UN Volunteers to play this role.

While their role in building the capacity of national staff has become one of the most relevant aspects of UN Volunteer participation in peacekeeping, evidence is anecdotal and poorly documented at the field level and HQ. Systems are not yet in place to systematically monitor and report on UN volunteer contributions in volunteerism and capacity development against a set of expected results. This is discussed further in section 4.8.6.

Finding 22: The development of a structured approach to national capacity development by UN Volunteers in peacekeeping missions remains a challenge for DFS and UNV.

In 2009, DFS requested that “*new requirements for UNVs in the support component of missions would not be accepted except for national capacity building purposes (...). The mission support component must be supported by a structured and funded vocational training program aimed at building the local capacity with clear defined timelines.*”⁶⁹

Although there is a strong sense among stakeholders that UN Volunteers transfer skills and knowledge to their national counterparts, the process has not been institutionalized across UN missions. Most stakeholders interviewed in field visits agreed that the transfer of knowledge is generally ad hoc and occurs primarily through on-the-job mentoring and coaching. At the UN missions visited, the Evaluation Team was not informed of any structured approach to using UN Volunteers systematically in national capacity building, but there was evidence that all stakeholders are aware of the need for this.

- At UNMIL, a National Capacity Building pilot programme and a Training-of-Trainers programme involving UN Volunteers and national staff attempted to formalize the capacity-building function of UN Volunteers. While some follow-up is underway to institutionalize this training, the mentoring role of UN Volunteers has not been formally sustained.
- At UNMIT, the Integrated Mission Training Centre, with the support of some UN Volunteers, is developing a number of courses to upgrade national staff capacity, but there is no plan that would give the UNV programme a mandate to support and develop national staff capacities within the Mission during the phasing out period.
- At UNAMID, the majority of interviews revealed that while capacity development was seen as an integral part of the work of UN Volunteers, it had not been formalized through training plans or other means. Indeed, several respondents asked for a more systematized approach within the mission for capacity development of national staff.
- At BINUB, capacity development of national staff with participation from UN Volunteers was carried out by the Mission’s Training Division. A plan for training of national staff was introduced in April 2010 and has now been implemented.

A senior MINUSTAH official stated that “*UNV Bonn should be insisting on the capacity building role of the UN Volunteers [as] in most cases, international DFS and DPKO posts can be converted into national posts.*”⁷⁰ While opinions vary on the extent to which international posts can be converted to national posts, it seems evident that the UNV-DFS partnership has only begun to realize the potential of the partnership in strengthening national staff within missions.

⁶⁹ Guidelines for 2010-2011 budget preparation for peacekeeping missions – staffing requirements, 31/07/2009, Ref. 2009-UNHQ-018517

⁷⁰ In MINUSTAH new strategies on capacity building have been adopted, as 54 international posts will be converted into national posts and six will be abolished (6). Interview with senior MINUSTAH officials, 2 February 2011.

When UN Volunteers were asked about ways they could improve capacity building of national staff, more than one-third suggested organizing workshops and other types of training sessions. This would have some implications for Mission management in terms of support provided (institutionalizing, introducing a mentoring system, allocating time, etc.). As one interviewee noted:

“The UNV Programme should create an institutionalized capacity building program. (It should have) clear goals, objectives and processes for monitoring and evaluating results, define clear accountabilities and responsibilities.”

4.6.3 Areas of Greatest Added Value of UN Volunteers

Finding 23: The contributions of UN Volunteers are valued in all phases of peacekeeping operations, and are perceived to add particular value during the stabilization, humanitarian and pre-election phase.

In the survey results there was clear convergence of stakeholder views with regard to the best use of UN Volunteers within the life-cycle of a UN peacekeeping mission.⁷¹ As illustrated in Exhibit 4.15, a large percentage of all three stakeholder groups consider UN Volunteers add value in the stabilization, humanitarian and pre-election phase of a mission. Field Mission Managers and UN Volunteers also recognize the importance of UN Volunteers at the start-up phase of a mission.

Exhibit 4.15 Added Value of UN Volunteers in Phases of UN Peacekeeping Missions (2010)

Phase	UNV Programme Managers	Field Mission Managers	UN Volunteers
Start-up Phase	11%	32%	31%
Stabilization, humanitarian, pre-elections phase	67%	46%	45%
Consolidation, post-elections, developmental phase	22%	20%	22%
Liquidation phase	0%	2%	2.5%

While the survey results indicate that UN Volunteers are not considered crucial in the liquidation phase, it is important to note that the surveys forced respondents to choose one phase of a mission. In subsequent interviews it became clear that the phase of a mission was not the main factor in determining the added value of UN Volunteers, and that in UN missions that are being liquidated or reoriented, the profiles of UN Volunteers change with the evolving mandate and stage of a mission.⁷² Interviewees consulted during field visits noted that the rapid re-deployment of Field Mission Managers to other peacekeeping missions was essential during the liquidation phase of a mission (e.g., at UNMIL and UNMIT for the horizon 2012). At BINUB, one interviewee noted that during the liquidation phase most UN Volunteers were found in technical areas where they assumed the role of unit supervisors. At UNMIK, which is slowly becoming a political mission, UN Volunteers are more and more engaged in activities of a political nature (monitoring, reporting, mediating) and less involved in administrative functions. As one interviewee noted:

⁷¹ Answers to surveys of Field Mission Managers (Q.19), UNV Programme Managers (Q.26) and UN Volunteers (Q.19). Q: “At what stage of the peacekeeping mission do you feel that UN Volunteers can have the greatest added-value to the mission?”

⁷² Evaluation of the UNV-DFS cooperation, Virtual Mission Interviews, Finding No 5

“There is no specific point in time (phase of the mission) where UN Volunteers are perceived to bring the most added value – the lifecycle of UN Volunteers change with that of the mission. Therefore, the need for UN Volunteers changes with the cycle of the mission and situation of the country UN Volunteers are operating in.”

4.6.4 Best Niche for UN Volunteers

Finding 24: Consulted stakeholders value UN Volunteers for their skills in many areas and do not see a single best niche.

UNV Programme Managers interviewed generally agree that UN Volunteers have the potential to contribute to the development of national capacities. They noted that volunteers have the ability to mentor and develop the capacities of national staff and to develop closer and more personal relationships with them. None of the UNV Programme Managers interviewed believed that there should be a more specific niche for UN Volunteers other than the development of national capacities across sectors and divisions.

Field Mission Managers surveyed did not clearly identify any best niche or strategic areas for UN Volunteers. For Field Mission Managers, the added value of UN Volunteers does not appear to be thematic but related to other attributes of the UNV Programme (e.g., speed of recruitment, efficiency, expertise and skills of UN Volunteers).

However, a number of potential niche areas were identified during interviews with stakeholders in the various missions visited. For example, at UNAMID several senior managers identified Quick Impact Projects (QIPs) as one of the operational areas where UN Volunteers had some comparative advantages in terms of skills and their “light footprint” approach. In Timor-Leste, senior officials from the Human Rights and Transitional Justice (HRTJ) section recognized the need to build international capacity on thematic peacebuilding issues that required targeted and dedicated expertise over time and identified this as a possible niche for UN Volunteers in support of further UN peacekeeping efforts.

Finding 25: In 2011 an independent Senior Advisory Group proposed that the development of more specialized UNV rosters to support DFS could improve the impact of UNV interventions.

In 2011, the Senior Advisory Group report on *Civilian Capacity in the Aftermath of a Conflict*⁷³ recommended the more effective use of volunteers, particularly United Nations Volunteers, and encouraged UNV to develop specialized rosters in sectors with identified capacity gaps.

The report stated that “*the United Nations has seen success in humanitarian operations and peacekeeping (...) but the international community has had less success in supporting and enabling the national capacities that are essential for an enduring peace.*” It noted that the UN, faced with a growing number of crises, struggled to deploy the expertise required and transfer skills and knowledge to national actors, and that this increased the risk of further conflict. It suggested that the UN needs better systems to identify and support existing national capacity, and develop capacities in areas where there are gaps. “*The international community needs a constant mapping of what the gaps are, long-term commitments to filling those gaps, and enough coherence to accomplish this without undue overlap or confusion.*”

⁷³ Independent report of the Senior Advisory Group, A/65/747. (2011). *Civilian capacity in the aftermath of conflict*, Recommendation No 9

In sectors with identified capacity gaps⁷⁴, the report encouraged UNV to develop specialized rosters that would support the identification, selection, and prioritization of the most appropriate candidates. This is in line with the strategic proposals put forward by UN Secretary-General Ban Ki-Moon and with the Civilian Standby Arrangements System proposed in the Brahimi report in 2000.

Many of the capacity gaps identified in the 2011 Senior Advisory Group report are in areas that are currently being addressed by UN Volunteers in the UN missions visited. For example:

UN Volunteers are the front line of DDRRR in Eastern Congo

At UNMISSET, UN Volunteers played crucial roles in developing capacities related to serious crime, legal defence, and the court of appeal

UN Volunteers supported political party development and elections in Liberia and Timor-Leste

UNV deployed democratic governance volunteers to support key grass roots level functionaries (*Suco*) in Timor-Leste

4.7 Sustainability

The Evaluation Team was asked to consider a range of questions to assess the sustainability of UNV contributions to peacekeeping operations. Key issues pertaining to UNV's mandate, such as capacity development and the promotion of volunteerism, were emphasized.

The OECD/DAC defines sustainability as the continuation of benefits from a development intervention after major development assistance has been completed; the probability of continued long-term benefits; the resilience to risk of the net benefit flows over time.⁷⁵

However, as discussed in section 4.6 on Impact, the lack of monitoring and evaluation data regarding UN Volunteer contributions to community development made it difficult to assess the extent to which they were sustainable. In addition, as indicated in section 4.3, stakeholders outside the UN missions who may have been beneficiaries were not consulted during the evaluation missions.

Finding 26: Improved linkages between UN peacekeeping operations and United Nations Country Teams through the UNV-DFS partnership could provide opportunities to ensure sustainability in certain sectors as peacekeeping missions are liquidated.

In contemporary peacekeeping, two operations have just liquidated (BINUB and MINURCAT) and two others appear likely to phase down their activities and liquidate their assets and operations in the coming years (UNMIL and UNMIT). In this context, the continuity of service and operations between a peacekeeping/integrated mission and the United Nations Country Team (UNCT) can be seen as evidence towards sustainability.

In Liberia, the past few years have provided an opportunity to expand the relationship between the UNCT and UNMIL under the framework of the Poverty Reduction Strategy (PRS).⁷⁶ In this context, UN Volunteers can play an enhanced role in areas such as decentralization, civil affairs and humanitarian operations, particularly in substantive sectors. A process of decentralization is underway, and County Support Teams were established to support Superintendents and Assistant Superintendents in all 15

⁷⁴ Basic safety and security (DDR, police, SSR and governance); justice (corrections, criminal justice, judicial and legal reform); inclusive political process (political party development, public information); and core government functionality (aid coordination, legislative branch and private sector development)

⁷⁵ OECD/DAC. (2010). *Glossary of Key Terms in Evaluation and Results Based Management*.

⁷⁶ The Liberian PRS encompasses the following elements: expanding peace and security; revitalizing the economy; strengthening governance and the rule of law, and rehabilitating infrastructure and delivering basic services.

counties.⁷⁷ The County Support Team includes ten UN Volunteers working in political affairs who have supported local staff and administrators with economic recovery, governance, and basic services. UNMIL, UNDP, and local Liberian administrations work closely together within the framework of the government's priorities. The use and support of government systems is a strong indicator of sustainability.

In Timor-Leste, UNMIT will begin its draw-down phase in July 2012 in anticipation of the completion of Mission activities by 31 December 2012. The Mission, in conjunction with the UNCT, is developing the details of the transitional period to guide the transfer of its responsibilities to other UN funds and agencies. This is especially pertinent for field-based activities in democratic governance, access to justice, and elections – areas in which the UNV Programme has played a significant role. However, the UNV Programme has not been asked to attend UNCT Meetings in Dili for quite some time. This has impeded information sharing for the forthcoming UN Transitional Strategy in Timor-Leste and has put the UNV Country Office in a precarious situation with regards to supporting a sustainable handover strategy.

Finding 27: National volunteers are underrepresented in UN peacekeeping missions. Although this is due in part to the need for neutrality and impartiality in peacekeeping and peacebuilding situations, it may have implications for the long-term sustainability of UNV interventions.

As noted in Finding 20, more than 90 percent of UN Volunteers in the Peace Division are international volunteers. While this may be a logical consequence of the particular circumstances of peacekeeping missions where UN staff and volunteers need to be perceived as neutral and impartial, it may hamper the long-term impact of UNV core activities.

A review of UNV's involvement in conflict resolution⁷⁸ and confidence building was carried out in 2000 in order to highlight capacities and opportunities in this area. The report concluded that, among the broad range of areas where the capacities of UN Volunteers could be useful, national UN Volunteers play a central role in relation to UNV's credibility and that partnership between international and national volunteers could become a mutually reinforcing mechanism. The report suggested that national UN Volunteers' level of local knowledge combined with their professional and personal skills allow them to handle conflict in a constructive way, and noted that *"They are multipliers and change agents within their own societies and in some senses become incubators of indigenous leadership, providing opportunities, training and an example."* Citing examples from former peacekeeping activities, the report concluded that national UN Volunteers, acting as collaborators with international volunteers, are contributing to the capacities of their societies, building relationships and trust within and across communities, and promoting greater scope for enlightened self-reflection.

In 2008, a UNV note on national volunteers and peacebuilding confirmed this perception and listed values associated with the use of national volunteers in peacebuilding, including: level of local knowledge, contribution to local capacity building, transfer of knowledge, building of trust and knowledge, and potential role in community-based action.⁷⁹ However, clear guidelines are still needed on how national volunteers will be deployed and their role in collaborating with international volunteers. Several Field Mission Managers interviewed during the evaluation commented that national volunteers may not always have the required skills, and in some cases may be less objective and/or unable to handle sensitive matters in the areas of elections and DDR (a challenge that may also apply to the recruitment of national staff).

⁷⁷ UNMIL Country Reports, Finding No 7

⁷⁸ Jonathan Cohen. (July 2000). *Review of UNV's Involvement in Conflict resolution and confidence building*.

⁷⁹ UNV HQ preliminary note. (21 October 2008). *National Volunteers and Peacebuilding*.

Overall, there seems to be a general agreement that national UN Volunteers can play an important role in the sustainability of UNV interventions. Among other things, this is related to their access to and understanding of local communities coupled with the fact that they become the part of a skilled workforce upon the closure of a mission. From this perspective, the minimal use of national volunteers in peacekeeping missions may be a cause of concern, not only in relation to local capacity building and access to and acceptance in local communities, but also in relation to securing local ownership and sustainability of UNV interventions.

Finding 28: The new DFS Global Field Support Strategy will present both challenges and opportunities for cooperation between UNV and DFS, particularly in relation to the Entebbe Regional Support Base (ESB).

Several of the core objectives of the DFS Global Field Support Strategy (2010)⁸⁰ rely on the development of a new global service delivery model based on regional service centres. The concept is that shared services in four areas (Finances, Human Resources, Global Services and Regional Services) will lead to economies of scale, optimization of functions, and an increase in the number of best practices.

The first regional service centre is the Entebbe Support Base (ESB), a central hub and service structure for the growing number of logistical and administrative functions of all peacekeeping missions in the Central African region. The senior management of the ESB foresee a continued and growing need for UN Volunteers in the coming years. As most of MONUSCO support functions will be eventually transferred to Entebbe, there will be a need to increase the services (Management, IT, HR, Finances) offered within the Regional Support Centre.

Since the inception of the Entebbe Support Base in 2008, there has been an overall 185 percent increase in all categories of personnel (from 162 to 462). The increase in personnel has been used to support 75 percent of MONUSCO logistical activities, as well as work within several other UN Missions: UNMIS, UNAMID, BINUB, MINURCAT, and UNSOA (UN Support Office for the African Union Mission in Somalia - AMISOM). The ESB began as a mission-specific satellite base but is expanding and developing its regional mandate. It is expected that in the next three to five years, the base will accommodate 1,000 persons, with the objective of minimizing the footprint in the field and consolidating at the regional/executive level.

Given this strategic shift and emerging plans, UNV will have to adapt aspects of its human resources management, conditions of service, administration and logistics to this new organizational structure and, according to one senior official, determine how to “*contribute in all areas in support of the Mission and to participate in the regional ambitions*” of peacekeeping at the regional, and later global level.

This strategic shift also presents significant opportunities for UNV in the areas of centralized training, public information activities, furthering volunteerism, improved recruitment practices, building thematic knowledge, and enhancing monitoring and reporting systems.

4.8 Management Issues

4.8.1 Overview

This section examines the following aspects of UNV-DFS management: structure and functions, recruiting, staffing, human resources, gender, and monitoring and evaluation.

⁸⁰ Global Field Support Strategy, Report of the Secretary General, 26 January 2010

4.8.2 Structure and Functions

Finding 29: While the basic structure of UNV Support Units is considered adequate, some Programme Managers report that they do not have adequate resources or tools to meet the needs of some large missions and UNV's volunteerism mandate.

UNV Support Units provide a number of essential services to the UNV-DFS partnership within peacekeeping missions and are the link between UN Volunteers on the ground and DPKO and UNV Bonn. Thus, the strength of the UNV-DFS partnership and the extent to which the Guiding Principles are implemented depends on these units. In field visit interviews and the survey, all DFS senior management and Section/Unit Chiefs noted their high appreciation of the effective and efficient work of UNV Support Units and their national staff.

While the internal structure and administration to support UN Volunteers in the field is considered adequate in general, some Support Units in large and complex missions are not able to meet the demands and rigours of the assignment. For example, at MONUSCO, the UNV Support Unit supports more than 600 UN Volunteers across 34 duty stations. While decentralized sub-units in Goma and Entebbe facilitate the delivery of services to UN Volunteers on the ground, the size of DRC makes it difficult to follow up of UN Volunteers on an individual basis.⁸¹

Finding 30: UNV Programme Managers play a significant role in ensuring the operationalization of UNV-DFS functions in the field. While they feel well-integrated in UN missions, they feel that there is not sufficient understanding of the UNV volunteerism mandate.

UNV Programme Managers (PM) play a significant role in the recruiting and deployment of UN Volunteers and in overseeing support functions in the field. The level of experience of UNV Programme Managers is solid: 60 percent of the managers surveyed had previous experience as PMs and 50 percent have been in their positions for more than two years.

Two-thirds of UNV Programme Managers surveyed believe that the support they receive from the Mission is sufficient. All PMs surveyed reported that they were well integrated within the decision-making processes of the Mission: 100 percent said they were regularly invited to and involved in Section Chief meetings and 78 percent said that discussions revolve around UN Volunteers and their involvement in the Mission.⁸² Almost all PMs surveyed (89 percent) reported that they are involved in regular reviews of staffing needs and budget discussions when potential revisions of UNV posts occur in the Mission.

Most of the reviews focus on how to get more personnel on the ground; unfortunately UNV is also considered another 'staffing modality' which entails PM participation in staffing review exercises. We have to play our role by addressing this issue and making the Mission understand that volunteers should be considered and involved in substantive requirements with respect to achievement of the mission mandate instead of adding more heads in the shop.

UNV Programme Manager

While this provides an opportunity for Programme Managers to promote the UNV mandate within the mission, this is not always the case, as shown in the sidebar. Approximately half of UNV Programme Managers surveyed (56 percent) feel that Mission management does not understand the mandate of UNV. When asked how Mission management can assist in improving the promotion of UN Volunteer activities, most said strengthening the awareness of middle/lower management that the mandate of UNV is

⁸¹ Joint UNV/DFS Evaluation, MONUSCO Country Report, Finding No 6

⁸² UNV Programme Manager Survey, answers to Q. 4 and 5

beyond a staffing modality to cover personnel vacancies within the mission.⁸³ One PM commented that “*if the directive comes from DPKO, UN Volunteers should be allowed to spend part of their time on volunteer activities outside their work place.*”

Many UNV Programme Managers also noted the need for more officers within each UNV Support Unit who are dedicated to Projects, Advocacy, and Communications/Public Information. They feel that only full-time officers can dedicate the time and energy required to promote awareness among volunteers, establish volunteer networks and volunteer activities, and brief mission management to support UN Volunteers in favour of more active participation in volunteering activities.

Finding 31: UNV Programme Managers are generally satisfied with support from UNV HQ but would like more management tools and standardized procedures that can be used across all Support Units to support the UNV mandate.

Almost all Programme Managers interviewed reported adequate support from their respective portfolio managers in Bonn (see sidebar).

The portfolio manager is always here to support, facilitate and provide guidance on how to mobilize and contribute in best possible manner, not only for promotion of volunteerism but in routine volunteer management practices too.
UNV Programme Manager

In the survey however, many PMs indicated that they do not have adequate management tools to carry out their work. At UNAMID, for example, the Support Office reported that it does not receive much support from UNV HQ in terms of useful tools, such as a standard format for a harmonized UN Volunteers’ database.⁸⁴ It appears that most of the management tools used at UNV HQ are based on tools determined by its association with UNDP, and that Support Units have developed their own tools.

Also, as discussed below in section 4.8.6 on monitoring and evaluation, current systems and tools are insufficient to capture results achieved on the ground, beyond activities reported through the Volunteer Reporting System.

4.8.3 Recruiting

Finding 32: Overall, Field Mission Managers are satisfied with the UNV-DFS recruitment process.

DFS Field Mission Managers surveyed are satisfied with almost all aspects of the UNV recruitment process, as shown in the third column of Exhibit 4.16.

⁸³ UNV Programme Manager Survey, answer to Q. 16

⁸⁴ Joint UNV/DFS Evaluation, UNAMID Country Report, Finding No 6

Exhibit 4.16 Field Mission Managers' Satisfaction with UNV Recruitment Process⁸⁵

	A) Very satisfied	B) Somewhat satisfied	Total A) and B)	Somewhat dissatisfied	Very dissatisfied	Not sure/N.A
Budgetary and post management process to allocate UNV posts to my section	36.4%	54.3%	90.7%	2.6%	1.3%	5.3%
Formulation of DOA and TOR	47.7%	47%	94.7%	1.3%	0%	4.0%
Identification and short listing of candidates	36.2%	43%	79.2%	13.4%	2.0%	5.4%
Interview and selection process	53.5%	35.4%	88.9%	3.5%	0.7%	6.9%
Recruitment formalities	43%	41.6%	84.6%	7.4%	0.7%	7.4%
Overall time of recruitment	50%	34.2%	84.2%	10.3%	1.4%	4.1%

4.8.4 Staffing

Finding 33: A significant number of UN Volunteers work as Officers in Charge or hold supervisory positions that are not within their TOR or DOA. While this may be an indication of the competency of UN Volunteers, issues related to supervisory regime and fiduciary responsibilities need to be clarified.

UN Volunteers are often asked by Field Mission Managers to act as Officers in Charge (OIC), a role that is beyond their TOR and DOA. According to the survey of UN Volunteers, approximately two-thirds (68 percent) are working or have worked as OICs on a permanent or occasional basis.⁸⁶ They are asked to do so, sometimes for long periods of time, primarily due to the lack of personnel in the Mission (due to unfilled positions, vacations of regular personnel, and difficulty in filling positions in remote areas). Many have been appointed OIC on multiple occasions (41 percent), some for periods from one to six months (31 percent), and some for six months or more (14 percent). One-quarter of UN Volunteers surveyed feel that they are playing roles or performing tasks that they shouldn't be.⁸⁷

Most Field Mission Managers surveyed (71 percent) reported that they have appointed a UN Volunteer as OIC of a unit/section.⁸⁸ The main reasons cited were lack of personnel and vacant posts (39 percent), staff on leave or R&R (32 percent); the nature of the assignment and remoteness of positions were other reasons cited.⁸⁹ As an example, the new and remote Dungen Logistics base in the Haut-Uélé was initially staffed (2008) mostly by experienced UN Volunteers redeployed from other duty stations within the mission. In Eastern Congo, the majority of field positions are filled by UN Volunteers, and senior

⁸⁵ Field Mission Programme Managers, answers to Q. 12

⁸⁶ UN Volunteers survey, answer to Q. 16

⁸⁷ UNV Survey, answers to Q. 15

⁸⁸ Field Mission Managers Survey, Q. 18

⁸⁹ Field Mission Managers Survey, Q. 19

officials of MONUSCO in Goma admit that “UNVs accept more easily deployments to remote duty stations.” At UNMIL, UN Volunteers maintain Mission functionality in some of the more remote parts of the country and all the UN Volunteers interviewed in Greenville were acting OICs.

The Evaluation Team found no evidence at any of the Missions visited that they had criteria or procedures to determine when or if UN Volunteers should act as OICs.

Most of the time, volunteers are taking extra responsibilities as well as taking charge of mission assets, acting as OICs and taking the full responsibility of various financial transaction, which should be the responsibility of a mission appointee. Sometimes, these kinds of responsibilities bring unnecessary complications, which could be avoided by correct assignment of tasks and duties within section and the mission. – UNV Programme Manager

UN Volunteers often find themselves in supervisory positions but without the full authority they may require to make key decisions. UN Volunteers are not given the Induction training in Brindisi and there are certain restrictions pertaining to their control of funds and access to computer systems. Therefore, there is a disconnect between the role they are being asked to carry out, and the tools they are given to meet these objectives. ” – Senior UN Official

Such perspectives illustrate the need for a clear policy regarding the supervisory regime and fiduciary responsibilities of UN Volunteers at the mission level.⁹⁰

4.8.5 Human Resources

One area of concern that emerged strongly during the evaluation of UNV-DFS collaboration was human resource policies for UN Volunteers. The following findings discuss issues in UN Volunteer career development, entitlements, remuneration, length of service, and training, and also the management and mainstreaming of gender.

Finding 34: Consulted stakeholders feel that some human resource policies are not in the best interest of UN Volunteers, and that these reflect poorly on the UNV-DFS partnership.

DFS Field Mission Managers and other stakeholders interviewed for the evaluation agreed that addressing some human resource policies and issues could improve the partnership.

Career development

During the evaluation, the “six-month rule” was raised as a major issue by almost all stakeholders consulted.⁹¹

Under this rule, UN Volunteers who complete an assignment cannot apply for a position within the same Mission until they have taken a six-month break. One of the main rationales for this rule is to ensure transparency in the recruitment processes by avoiding favouritism and nepotism. (Another requirement,

⁹⁰ Fiduciary functions, such as that of Approving and Certifying Officers are strictly entrusted to Staff Members of the Organization who must undergo a clearance process before the Department of Management (ST/SGB/2003/7). Staff members performing significant functions in the management of financial, human and physical resources shall be designated by the Under-Secretary-General for Management, the Controller, the Assistant Secretary-General for Human Resources Management and the Assistant Secretary General for Central Support Services. As non-staff, Volunteers are precluded from exercising functions of a supervisor nature, particularly of a fiduciary nature as they cannot be held accountable.

⁹¹ The Field Central Review Body (FCRB) Roster system, introduced in May 2009, is expected to improve transparency and timeliness of the recruitment process for the Secretariat. Once fully in place, it is felt that a well-functioning Roster system would render the six-month rule redundant. However, this evaluation was carried out during a transition period within the FCRB Roster system.

the 12-month clause, obliges a volunteer to complete a minimum of twelve months as a volunteer in one mission before applying for a DFS position in another mission.)

The six-month rule has frustrated management, field operators, and UN Volunteers alike. The rule is seen by managers as impeding their freedom to engage suitable UN Volunteers for staff positions in the Mission. In effect, and in the words of one interviewee, the rule means that “UNVs can apply to all 34 UN Missions throughout the world except the one that has invested in him.”

Many UN Volunteers as well as Field Mission Managers feel that volunteers are discriminated against and not given equal access to job opportunities. Although it does not prevent UN Volunteers from gaining

The fact that UN Volunteers are more penalized than someone that has not worked within the UN system (and practically for free) is simply discriminatory.

Senior UN official

employment within a mission, it may delay highly skilled and experienced UN Volunteers, many of whom have unique linguistic or thematic expertise (in political affairs, human rights, transitional justice, land reform, security reform, etc.) from being considered for available positions. Despite best efforts, this can and does create unnecessary strategic gaps in the Mission and UN Peacekeeping as a whole.

Many UN Volunteers consider an assignment to a UN peacekeeping mission as a stepping stone towards a permanent UN staff position. During interviews conducted for the evaluation, it became apparent that many former as well as current national staff at UN peacekeeping missions had enrolled as UN Volunteers in order to embark on an international assignment with UNV. A considerable number of volunteers indicated that they had served as *national* UN Volunteers in their home countries, for the UN mission or a UN agency, prior to applying for an assignment as an *international* UN Volunteer. Their previous UN experience facilitated their assignment as the DOA/TOR often specified that previous UN experience was an asset. Of the UN Volunteers surveyed, 21 percent had previous experience with the UN – two-thirds had worked at a UN mission, while others had experience with another UN agency, fund or programme.⁹² Field Mission Managers also noted that UN Volunteers are often well qualified for careers within the UN system.

Entitlements

At the time of the evaluation, entitlements for UN Volunteers in peacekeeping were not the same as those for international UN staff or UN Volunteers assigned to other UN agencies, funds and programmes.⁹³ This has had effects at both corporate and individual levels – on behaviour, mental health, efficiency and productivity. Many respondents consider the development of harmonized policies an urgent necessity.

- In the UN, Rest and Recuperation (R & R) consists of a special leave granted to eligible personnel required to work for extended periods at designated special missions under hazardous, stressful and difficult conditions.⁹⁴ This includes paid travel out of and back into the country and special allowance pay. In the case of UN Volunteers, R&R is mandatory, but unpaid. They are given time off for R&R but, unlike volunteers in other UN funds and agencies, are not given allowances for travel or a Daily Subsistence Allowance (DSA). As a result, many UN Volunteers

⁹² UN Volunteers Survey, answers to Q. 7

⁹³ Under the new harmonization of conditions of services, some alignment on entitlements for UN Volunteers between missions, agencies funds and programmes has taken place. As of 1 July 2011, conditions of service will be harmonized between staff members of the UN and the UN agencies, funds and programmes. This will also extend to UNVs in peacekeeping, who will become eligible for paid R & R travel and family duty station related entitlements

⁹⁴ United Nations Office of Human Resources Management. Accessed in April 2011 at http://www.un.org/Depts/OHRM/salaries_allowances/allowances/orb.htm

do not take R&R and the result is lower productivity and serious health risks, including stress, fatigue, and burnout.

- Hazard pay is granted to UN personnel who are requested to report for work in duty stations where very hazardous conditions, such as war or active hostilities, prevail.⁹⁵ Depending on the conditions in a given duty station, the UNV programme provides hazard pay to UN Volunteers as a means of recognition to the threat of their welfare.⁹⁶ The UN Department of Safety and Security (UNDSS) sets rates for hazard pay in four categories: international UN staff, national UN staff, international UN Volunteers, and national UN Volunteers. The rates for UN Volunteers are lower than for UN staff, a practice that was viewed unanimously as discriminatory across all missions visited and right up to senior management. Comments such as “*a bullet does not tell the difference between a UNV and a UN staff*” reflected the attitudes of most stakeholders consulted.
- The absence of an official policy on paternity leave for UN Volunteers on mission forces them to use sick leave days.

Remuneration

Many Field Mission Managers believe that the Volunteer Living Allowance (VLA) is not adequate for volunteers to have a decent life in Missions where living expenses are very high.

It should be noted, however, that the process by which the VLA is reviewed in each country is open and transparent. Although the scope of the evaluation did not allow for a full-scale assessment of the VLA, the Evaluation Team encountered cases and rationales both in favour and against higher allowances.

Length of service

While most Field Mission Managers surveyed (72 percent)⁹⁷ understand the rationale behind the existing limit on UN Volunteer service (six years in the same position within the same Mission), 58 percent overall feel that the maximum length of service should be shorter, from 2 to 6 years, as shown in the survey results in Exhibit 4.17. Cross-tabulating the results by type of manager, the only difference was at the level of technical support managers: one-third of whom felt the length of service should be between 2-6 years and 36 percent who felt that 6-8 years was appropriate.

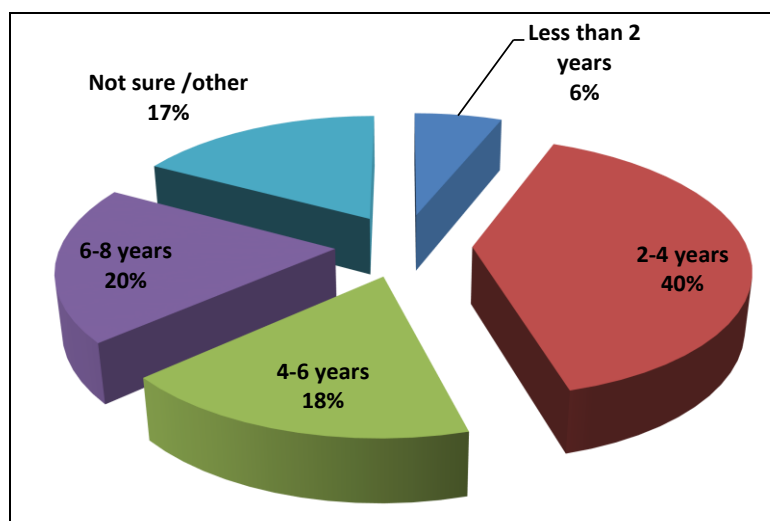
Interviews with both UN Volunteers and their supervisors during the evaluation field visits indicated that the current length of service had led many UN Volunteers to see their assignments as a career and had heightened their expectations regarding future employment opportunities.

⁹⁵ United Nations Office of Human Resources Management
http://www.un.org/Depts/OHRM/salaries_allowances/allowances/hazard.htm

⁹⁶ UNV (2006) Conditions of Service for international UNV volunteers. Accessed at
http://www.unv.org/fileadmin/docs/conditions_of_service/UNV_COS_09_2008.pdf

⁹⁷ Field Mission Managers Survey, answers to Q. 7

Exhibit 4.17 Ideal Maximum Length of UN Volunteer Assignments



Source: Evaluation Survey of Field Mission Managers

Training

Training for UN Volunteers is seen as a major area for improvement.

Field Mission Managers feel that UN Volunteers should be offered induction or pre-deployment training such as the training offered to international staff at the UN Logistics Base (UNLB), as this would increase their understanding of peacekeeping missions in general and their awareness especially when they are deployed to places where there is danger.

Most Field Mission Managers also feel that equity and equal treatment of UN Volunteers is essential:

One of the value-added aspects of bringing a UNV on board is their outside education and experience. However, they can be more effective if they receive the same training as international staff.

In my Section, each unit will perform a specialist training and awareness programme for the specific post and responsibilities the UNV will be assigned to allow the UNV to act in the same way as an international staff member. UNVs are in no way treated differently.

Also, as noted earlier in this report, UN Volunteers could benefit from certain types of training that are available but that have not been offered to them (e.g., training courses offered by the Ethics Office). In addition, as their role in national capacity development grows, UN Volunteers may need more targeted training in specific areas.

Gender

Gender is included in this section as it pertains to the management of human resources. It is discussed in terms of how gender is addressed during the implementation of UNV assignments and in terms of the factors that support or hamper gender mainstreaming.

Finding 35: Achieving gender balance among UN Volunteers to peacekeeping missions remains a serious challenge.

The MOU between DFS/DPKO and UNV states that “*due regard shall be paid to gender balance,*” and as a matter of policy all UNV candidate submissions should include at least one female candidate. However, gender balance remains a work in progress at the Mission level and global level.

As shown in Exhibit 4.18, while the UNV Development Division is approaching gender balance, the UNV Peace Division lags far behind.

Exhibit 4.18 Gender Representation in UNV in 2010 – Peace and Development Divisions⁹⁸

Gender	Total		Development Division		Peace Division	
Female	2721	37%	1629	46%	1092	28%
Male	4708	63%	1930	54%	2778	72%

The representation of female UN Volunteers increased from 22 percent in 1992 to 37 percent in 2002⁹⁹ but has remained the same since then – perhaps for the same reason noted in the 2003 evaluation of UNV: *“lack of progress in recent years was explained by the increase in the Programme’s participation in peacekeeping missions where the number of participating women is lower, as compared to development activities.”*¹⁰⁰ Although the United Nations Inspector stated at the time that *“UNV should be more proactive in conducting special recruitment campaigns for women in specific countries,”*¹⁰¹ there are understandable contributing factors that lead to the underrepresentation of women in peacekeeping.

- As noted by the UNV Executive Coordinator in June 2010: *“UN missions operate in post-crisis, non-family and difficult circumstances, where the security situation often poses a special threat to women. It would be morally unacceptable to pursue a gender distribution target which would expose women to the risk of gender-based violence.”*¹⁰²
- One experienced UNV Programme Manager agreed and also noted that the growth in UNV recruitment to technical sections has affected female representation in UNV peacekeeping functions: *“Many of the posts in the support side are more technical and you do not find many women who are mechanics, etc.; many women do not want to come here because it is a non-family duty station and they are responsible for the children; and you do not find many female candidates on the roster for UN mission posts.”*¹⁰³

Exhibit 4.19 shows the percentage of female UN Volunteers by section in six peacekeeping missions examined in the evaluation in 2010. Although there are variations by mission, the representation of female UN Volunteers working in peacekeeping is in the range of 30 to 40 percent overall in Administrative, Technical and Substantive sections.

⁹⁸ United Nations Volunteers, Cumulative UN Volunteers statistics as at 31 October 2010

⁹⁹ Evaluation of the United Nations Volunteers Programme, JIU/REP/2003/7, p. v

¹⁰⁰ Ibid, p. 4

¹⁰¹ Ibid

¹⁰² UNDP/UNFPA Executive Board Annual Meeting. Geneva, 30 June 2010. Remarks by Flavia Pansieri, Executive Coordinator, United Nations Volunteers.

¹⁰³ Interview with a UNV Programme Manager, 10 March 2010

Exhibit 4.19 Distribution of Female UN Volunteers by Section in Six Peacekeeping Missions (Fall 2010)¹⁰⁴

Mission	Administrative Sections	Substantive sections	Integrated Support/Technical Services	Number of Female UN Volunteers
MONUSCO	29%	26%	45%	143
UNAMID	23%	21%	56%	96
UNMIL	50%	25%	25%	63
UNMIT	40%	40%	19%	52
MINURCAT	21%	66%	13%	38
MINUSTAH	25%	21%	55%	52
Average	31%	29%	40%	444

According to UNV Programme Managers interviewed, there are several ways for UNV and DFS to encourage and support the representation of women in peacekeeping operations:

- At UNV HQ – equal representation of women on the short list of candidates sent to the Mission, which appears to be the case in most instances;
- At UNV Support Units – present women candidates to the different sections and services of the Mission and seek out in more detail the nature or tasks of assignments with a view to filling more positions with female candidates;
- At UN Missions – section and unit chiefs willing to incorporate a gender perspective and ensure male and female parity in their respective services.

These three strategies are interrelated and would need to be part of a commonly agreed policy between DFS and UNV in order to achieve parity between males and females in any peacekeeping mission.

Finding 36: Gender expertise in peacekeeping missions could improve through increased policy dialogue between UNV and DFS.

Peacekeeping missions are recruiting increasing numbers of UN Volunteers to work in Gender Advisory units. In an era of increasing specialization, gender advisers recognize that greater expertise is required on the ground, which calls for fine tuning of volunteer profiles. For example, there is a growing need to identify more men on the Gender Roster of UNV as they seem to be very effective in dealing with gender-based violence (GBV) issues (see finding 17).

For the DPKO Gender Unit at Headquarters, there should be a collaborative “benchmarking process for gender” to reflect the fact that peacekeeping processes may require different TOR, skills and profiles for gender at different stages, as well as specific policies on how to identify and build gender capacities. Field and HQ personnel who were interviewed agree that better policy dialogue between DFS/DPKO and UNV is required to identify the gender expertise required throughout the life cycle of a peacekeeping mission. The lack of direct contact between the DPKO Gender Unit and UNV HQ was noted as a limitation that could be overcome by building new channels of communication, as discussed in Finding 17.

¹⁰⁴ UNMIT, UNMIL, MONUSCO, UNAMID and Virtual Mission Country Reports, Evaluation of UNV-DFS cooperation

4.8.6 Monitoring and Evaluation

Finding 37: The lack of monitoring and evaluation mechanisms and systems makes it difficult for UNV and DFS to measure the effect of UN Volunteer contributions to peacekeeping operations within the UNV-DFS partnership.

As noted in the 2003 report of the Joint Inspection Unit “*No effective mechanism exists to monitor, evaluate and measure the result and impact of UNV activities against established goals and objectives.*” In 2006, the GA Advisory Committee on Administrative and Budgetary Questions recommended closer cooperation between the DPKO and the UNV Programme and the development of an effective mechanism to evaluate the performance of UN Volunteers in peacekeeping and field assignments.¹⁰⁵ However, there has never been any dialogue between UNV Bonn and DFS to implement this recommendation of the GA, and, according to the OIC of the Evaluation Unit at UNV Bonn, the evaluation of UN Volunteers in peacekeeping “*does not fall under any strategic/programme evaluation.*”

In terms of the results of the UNV-DFS partnership, there is a challenge in attributing results. Evaluations of UN peacekeeping missions to date have not separated the contributions of UN Volunteers from the contributions of other UN personnel. Uniformed and international civilian personnel are evaluated on an individual basis by their superiors, and as a whole, in terms of achieving the Mission’s mandate and objectives.

In terms of results that further the goals of UNV, UNV Support Units do not have the tools or a corporate methodology to conduct evaluations of the achievements of UN Volunteers in peacekeeping. Some Programme Managers noted the lack of benchmarks, methodological guidelines, as well as the human resources and tools to measure change and the contributions of UN Volunteers to peacekeeping. The Best Practices Units within the four missions visited by the Evaluation Team did not have the mandate or the means to conduct evaluations of UN Volunteers in peacekeeping field assignments.

UNV data and documentation on results is scarce in the field and at HQ, although some work has been carried out in 2010 to develop participatory methodologies to capture different levels of results.¹⁰⁶ Without data, there is little way to validate anecdotal claims that UN Volunteers have contributed to outcomes and impacts. The Volunteer Reporting System (VRS) database software tool, which was updated in 2008, captures information on activities, but does not capture results at the output level – which might support the aggregation of information, or point towards early outcomes of volunteerism within the communities engaged through the partnership. The VRS does not capture elements such as time spent on planning, preparation and implementation of volunteerism or capacity development.

5. Conclusions and Recommendations

5.1 Conclusions

The UNV-DFS partnership has played a notable role in the attainment of peacekeeping and peacebuilding objectives and its guiding principles remain relevant today. The partners should be commended for the scope of their achievements and contributions in a rapidly changing environment. Overall, the strategic thinking that underpins the UNV-DFS partnership is sound and its avenues of operation are effective.

¹⁰⁵ Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations, A/60/880, para 14

¹⁰⁶ UNV (2010) *Assessing the Contribution of Volunteering to Development: A participatory methodology. Handbook for UNV volunteers, Programme Officers and Managers.*

Given the length of time that has passed since the MOU was developed, the mechanisms for the partnership as specified in the MOU require some adjustments. The partners also face some challenges in responsiveness and meeting development objectives supported through volunteerism. As the partners consider the future and the expansion of their collaboration, we have laid out four conclusions.

- 1) The UNV-DFS partnership has contributed to meeting peacekeeping mandates in a number of countries. It has been very successful in meeting the objectives of DFS/DPKO and, to a lesser extent, the objectives of UNV.
- 2) Although the partnership has made some progress in promoting “volunteerism” and national capacity development, these tasks remain a work in progress, especially in relation to achieving outcome-level results in communities where peacekeeping missions take place.
- 3) The benefits of the UNV-DFS partnership, which include the rapid engagement of highly skilled and motivated volunteers in peacekeeping, far outweigh the challenges. Most challenges relate to structures for mission planning; communicating the mandates of both partners to all stakeholders; and monitoring and reporting on the results. The partners recognize and are beginning to respond to some of these challenges.
- 4) A clearer set of objectives and goals for UN Volunteers and their mission counterparts, coupled with some management adjustments, should pave the way for a continued UNV-DFS partnership that is beneficial to both organizations and to the communities that are the ultimate beneficiaries of peacekeeping and peacebuilding efforts.

5.2 Recommendations

The recommendations that follow were developed in the spirit of organizational learning and are intended to support the UNV-DFS partnership as it moves forward. They suggest ways to build a stronger platform for the partnership and correct the imbalance in favour of the DFS, which can be rectified largely through better coordination and some adjustments in the management of human and financial resources. We have not specified the resources required, as these will depend on the extent to which the partners decide to implement recommendations.

Relevance

Recommendation 1: UNV and DFS should review the new DFS Global Field Support Strategy in terms of its impact on their cooperation and UNV’s roles, particularly at the Entebbe Regional Support Base (ESB) but also for any other regional support centres developed in the future.

An important shift in strategic direction that emerged in the 2010 Global Field Support Strategy (GFSS)¹⁰⁷ includes a new global service delivery model. It foresees the development of the Entebbe Regional Support Base (ESB) as a regional hub for shared logistical and administrative functions in the Great Lakes region, as well as other Regional Support Centers in other geographic locations in the future. The new model also envisions the establishment of rapid deployment modules made up of service delivery packages for goods and services, sub-rosters and stand-by capacities for highly specialized functions, and rosters of capable and rapidly deployable capacities, including civilian capacities, contractors, short-term consultants and highly specialized experts.

UNV and DFS must consider the implications of this strategic shift for the level and nature of UNV engagement. As noted in this evaluation, senior ESB managers foresee a continued and growing need for UN Volunteers at ESB in support of management, IT, HR, and finance. As most of MONUSCO support functions will eventually be transferred to Entebbe, there will be a need to increase the services offered within the Regional Support Centre with the support of the UNV Programme. Ideally, other regional hubs

¹⁰⁷ Global Field Support Strategy, Report of the Secretary General, 26 January 2010

will be established to provide similar services in other regions in the future. As the Global Field Support Strategy will affect UNV roles in peacekeeping, UNV and DFS should consider adjusting some of their joint policies. As noted in the GFFS, for example, the establishment of a regional support centre as a family duty station would create opportunities for UN volunteers in peacekeeping to be accompanied by their eligible family members. Additionally, as discussed in Recommendation 3 below, UNV and DFS must also consider the implications of the envisioned shift for the strategic engagement of UN Volunteers to develop national capacities where possible.

Effectiveness

Recommendation 2: UNV should consider ways in which it can better develop and maintain strategic and policy dialogue with DFS and related departments. One option is to deploy a dedicated focal point within DFS.

Peacekeeping has undergone tremendous expansion over the period covered by the evaluation. Not only has the number of missions grown, but procedures, protocols and oversight structures have added to the complexity. The need for more dedicated oversight is clear. The creation of DFS was a response to this need and the management structure of the UNV programme must respond in kind.

Currently the UNV focal point in the UNV liaison office in New York is responsible for oversight of the UNV programme within DFS as well as in all other UN funds and programmes. The UNV liaison office has no specific mandate or relationship with DFS, DPKO or DPA.

It is recommended that UNV deploy a dedicated focal point or liaison team within DFS/DPKO responsible for liaising with DFS and related departments of DPKO and DPA and financially supported by DFS. The implementation of this recommendation would be subject to General Assembly approval of funding for such a deployment. The focal point or liaison team would engage with DFS in activities such as strategic planning, budgeting, profiling volunteer assignments, and would encourage implementation of the UNV mandate to promote volunteerism and contribute to the development of national staff capacity.

Link to Memorandum of Understanding: 3.1

Recommendation 3: UNV and DFS should further capitalize on the roles in which UN Volunteers are most valued.

The evaluation identified a number of strategic roles for UN Volunteers under the auspices of the UNV-DFS partnership, but as noted in Finding 25 there is no consensus on a ‘best niche’ for UN Volunteers. While the importance of UNV support in election assistance is widely recognized, evaluation respondents noted that UN Volunteers play a number of other key roles in UN missions and suggested ways to enhance these critical roles in the future:

- **Providing capacity development support for national staff throughout the phases of a UN mission:** At all stages of a mission, UN Volunteers can support units/divisions that wish to upgrade the skills of their national staff, mission-associated personnel (including contractors, daily workers, suppliers) and beneficiaries. UN Volunteers are highly valued during the start-up period of a mission when the local labour market typically lacks adequate numbers of skilled candidates, and during the phasing out period of a mission when there are typically higher vacancies in international staff positions and increasing needs for national staff that will remain part of an in-country network to support other UN agencies and fledgling government structures. Dedicated “capacity development advisors” within each UNV Support Unit could work with UN Volunteers in close cooperation with the local Integrated Mission Training Cell (IMTC) to systematize and enhance the role of UN Volunteers in capacity development, develop relevant programmes, and ensure the right profile of UN Volunteers to fill these needs. This position would have to be approved within the Exchange of Letters between DFS and UNV. Benchmarks

and timelines should be established in accordance with UNDP's capacity development policies and practices.

- **Providing surge capacities for the rapid deployment of peacekeeping missions:** UN Volunteers are often engaged as first respondents to assist in setting up missions and assisting missions in surge functions. Rosters of UN Volunteers available for such assignments should be developed within UNV Bonn, and standby capacities should be identified on a rotational basis to support any new peacekeeping mission identified by the Security Council. Issues related to the appropriate supervisory regime, fiduciary responsibilities, and decision making should be reviewed and integrated in the new MOU between DFS and UNV.
- **Providing continuity during the final phases of a mission and through the transition period:** In post-conflict countries, experienced UN Volunteers (civil affairs, democratic governance, gender, human rights, and elections) should be re-deployed to provide critical programmatic continuity through the important handover period and to support transition efforts developed by the UNCT or an Integrated Office. Coordination policies with the relevant UN entity for redeployment and programme continuity will be required prior to carrying out this recommendation.
- **Providing support for short-term quick-impact projects:** Current or former UN Volunteers can support infrastructure projects in technical functions (such as engineering and supply) in line with government priorities and PRSPs. Engaging UN Volunteers in projects that are aligned with those carried out by peacekeepers could also help to address social and community needs and conflict prevention, and might be an innovative way to engage communities in volunteerism. This may involve existing UN volunteers, subject to programme manager's release, or the use of additional UN Volunteers, which would be subject to the maximum number of UN Volunteers allowable in the Exchange of Letters.

Link to Memorandum of Understanding: 3.3

Efficiency

Recommendation 4: DFS should involve UNV at the outset of planning for new missions, for instance in the DFS/DPKO Technical Assessment Teams (TAT) responsible for the preparation of a peacekeeping mission.

There is a notable lack of strategic planning at the onset of peacekeeping missions to set out mission needs and requirements for civilian staff. While the strategic needs of UN Volunteers are often defined by circumstances within specific UN missions (such as overall security, the proximity to elections, etc.) as noted in Finding 20, in many cases UNV is not part of Technical Assessment Teams (TATs). It is recommended that DFS include a senior UNV representative as part of future DPKO/DFS Technical Assessment Teams (TAT) to support staffing and deployment needs. This will require a review of the terms of reference of Technical Assistance Missions so that UNV representation is incorporated, or, if that is not feasible, that relevant information is gathered on behalf of the UNV programme.

This could also assist DFS and UNV in identifying points of entry for capacity building and promotion of volunteerism with local communities (see Recommendations 6 and 7).

Recommendation 5: UNV should use the new Global Field Support Strategy as an opportunity to reconsider its operational model.

In the context of the new Global Field Support Strategy, UNV should consider developing a Regional UNV Office to support its national Support Units in African peacekeeping missions. This would increase the efficiency of UNV operations in several ways. First, the consolidation of certain logistical and administrative services such as finances, human resources and management in a Regional Support Office

could lead to economies of scale and optimize functions while lowering the costs of national Support Units. Secondly, increased regional coordination would facilitate UNV rotation between missions and thereby promote rapid UNV deployment to support the needs of DFS/DPKO.

Impact

The UNV programme's contribution to peacekeeping is unquestionable. As noted in Finding 25, in areas such as elections support and democratic governance, UN Volunteers make important contributions to peacebuilding and democratization. And, as noted in Findings 5 and 8, the success of peacekeeping missions can be partly attributed to the role that UN Volunteers play on a daily basis.

One of the challenges of the UNV-DFS partnership is attributing results to the UNV programme, particularly at the impact level,

In the UNDP budget estimates for 2010-2011, the key management results indicator for the *quality* of UNV contributions to development effectiveness is an increased *number* of volunteer assignments rather than any measure of results. As recommended below, UNV and DFS may benefit from stronger frameworks and indicators to measure the results of volunteerism and capacity development initiatives in UN missions at the output level at least, and in some cases, at early outcome levels. This would be instrumental in both the assessment of UNV impact overall, and in the assessment of UN Volunteers in these two roles. The recommendations below are primarily geared towards the UNV programme for action, with support from DFS/DPKO.

Recommendation 6: UNV and DFS should develop a strategic plan for the UN Volunteer role in national capacity building within UN peacekeeping missions and communities.

In 2009, a DFS instruction to field missions put the engagement of UN Volunteers in national capacity development at the forefront of the mission budgeting process. However, as discussed in Findings 22 and 23, UN Volunteers engage in limited and ad hoc capacity development. It was beyond the scope of this evaluation to undertake an extensive review of capacity development of national staff within peacekeeping missions, primarily because assessing changes in knowledge, skills and capacities is methodologically complex, and therefore should be subject to a separate evaluation or assessment.

To demonstrate their strategic commitment to integrating and mainstreaming capacity development as a peace-making tool in missions, DFS/DPKO and UNV should develop a specific policy and strategic plan for the UN Volunteer role in national capacity building. The plan should include a framework for results and monitoring, the appointment of a dedicated capacity development advisor within each Support Unit, and a clear accountability structure. Further discussion would be needed on the resourcing of the dedicated capacity for this purpose (e.g., whether this could be met within the EOL, or whether additional resources would be required).

The strategic plan for national capacity development should be accompanied by a monitoring plan to track implementation and progress. In developing the strategic plan, UNV and DFS should consider:

- Conducting a comprehensive review of national capacity building best practices and lessons learned in UN peacekeeping, with the thematic expertise of UNDP and support of the DPKO Peacekeeping Best Practices Unit (BPU);
- Providing training for capacity development advisors within each UNV Support Unit, as proposed in Recommendation 3, to expand training in each country for UN Volunteers engaged in capacity development;
- Developing rosters of UN Volunteers who can provide targeted training for key occupational groups within their missions, particularly for elections, and a roster of volunteers who can provide training on a short-term basis to other missions through Temporary Duty Assignments;
- Identifying the role of regional centers such as the ESB in capacity development; and

- Reviewing the strategic plans of UN missions to ensure that national staff training and capacity building efforts are properly designed, implemented and evaluated.

Link to Memorandum of Understanding: 3.7

Several findings in the evaluation pointed to the ad hoc nature of capacity development and the lack of time to develop a capacity building plan. UNV should consider designating a “capacity development advisor” within each Support Unit to ensure broader participation of UN Volunteers in national staff capacity development. In close cooperation with IMTC, the capacity development advisor would define UN Volunteer roles in mentoring and developing capacity of personnel within the mission. The advisor’s role would include: planning (identifying needs and strategic capacity gaps within the mission), developing training plans for UN Volunteers to ensure capacity development of national staff, and tracking progress in achieving the goals of the strategic plan for capacity development. This is linked to the recommendation to deploy a UNV liaison team or focal point who would advocate for UNV’s role in capacity building within DFS (Recommendation 2 above).

Recommendation 7: DFS and UNV should recognize the UNV volunteerism mandate as a strategic goal/element of their partnership and take steps to incorporate this into future management.

In the MOU and the Note on Guiding Principles, UNV, DFS and DPKO commit to “work together to enhance an environment in which volunteerism is recognized as a significant element in the success of United Nations peacekeeping operations.”¹⁰⁸ However, UNV’s mandate to promote volunteerism is not well integrated in the management of the UNV, DFS and DPKO partnership. In order to acknowledge volunteerism as a strategic goal of the partnership, volunteerism must be incorporated in all aspects of UNV-DFS management (from the MOU, to the allocation of time for UN Volunteers to engage in such activities, to the performance assessments of UN Volunteers). This will require: 1) the appointment of a staff member within each Support Unit to promote volunteerism, and 2) enhanced support of UN Volunteer outreach initiatives. These are described below.

Staff member dedicated to coordinating volunteerism – Finding 32 suggests that an additional staff member within the Support Unit to promote volunteering in peacekeeping could go a long way to achieving greater prominence for volunteerism within the UNV-DFS partnership. A designated “coordinator of volunteering initiatives” at each mission would assist in organizing, managing and monitoring volunteering and outreach activities with a focus on projects that have been approved by the Mission. Under the leadership of the PM, the coordinator would work with the advocacy and communications officers in supporting volunteerism and fundraising for both of these positions.

Support for volunteer outreach – Putting UN volunteers face-to-face with the community in which they live is not easy in peacekeeping. This is especially the case for UN Volunteers in technical and administrative assignments with specific tasks which do not involve working with a group of stakeholders. Finding 11 expressed the reality for UN Volunteers; many of them do not participate actively in community outreach. With a continued importance on technical and administrative assignments in many missions, UNV, DFS, DPKO and peacekeeping missions should consider additional support mechanisms for UN Volunteer outreach initiatives at each mission. This may include dedicated funding for outreach, or other incentives to create a favourable environment for outreach and community engagement. Any such support mechanisms should be specified in the yearly Exchange of Letters (EOL) between the missions and UNV, and subject to General Assembly consideration and approval. The UNV Support Units would be responsible for administration and financial oversight.

Link to Memorandum of Understanding: All articles

¹⁰⁸ Note on Guiding Principles between the United Nations Department of Peacekeeping Operations and United Nations Volunteers, paragraph 5, 2003.

Recommendation 8: The UNV Programme’s monitoring can be enhanced by a more robust results framework and database of specific contributions to peacekeeping, peacebuilding and post-conflict reconstruction

The UNV Programme’s contribution to peacekeeping is captured through the outputs and outcomes that increase the overall effectiveness of peacekeeping. Some of these outputs and outcomes also encompass wider changes that come about through activities in partnership with others and which contribute to a country’s national development goals.

A results framework for volunteer activities and outputs, including a database for reporting on results, will be a first key step for fully incorporating the various functions and roles of UN Volunteers within the mission structure. Results at the output level, including trainings, system strengthening, partnerships, and outreach activities can be reported through a monitoring framework, with indicators on a quarterly basis, and should be integrated along the lines of the mission mandate. Higher level outputs and outcomes, such as changes in institutions, participation, knowledge and behaviours can also be captured within the results database. A more robust results reporting database will facilitate continuous monitoring of consolidated outputs and outcomes across all missions. New M&E tools could build on the 2001 practical toolkit on measuring volunteering developed by the Independent Sector and UNV,¹⁰⁹ and the results framework in the 2009 UNV Guidance Note on programming volunteerism for development.¹¹⁰

Link to Memorandum of Understanding: All articles

Management

Recommendation 9: In light of the increasing need for specialized expertise, UNV and DFS should develop rosters of UN Volunteers with skills in technical and substantive areas.

As discussed in Finding 27 and in the latest report on civilian capacity in the aftermath of conflict,¹¹¹ peacekeeping continues to require more specialized expertise. Many evaluation respondents at UNV and DFS headquarters and in the field noted the need to define and develop rosters of UN Volunteers to fill specialized functions in both technical and substantive roles throughout the phases of peacekeeping missions. Specialized rosters could be facilitated by the new focal point (Recommendation 2) and by occupational groups in NY and UNV Bonn. Among other things, these would ensure ongoing refinement of human resource requirements throughout the various phases and cycles of peacekeeping missions.

UNV could also collaborate on this recommendation with two working groups that emerged from the GFSS: the Modularization Working Group and the Working Group on Enabling Capacities.

Link to Memorandum of Understanding: 3.2

Recommendation 10: UNV and DFS should develop a more proactive and strategic approach to enable increased engagement of women as UN Volunteers in peacekeeping.

As noted in Findings 37 and 38, the UNV programme has made progress towards greater gender balance but more work is needed to improve the gender balance in peacekeeping, particularly in technical occupational groups. UNV, DFS, DPKO and peacekeeping missions should continue to recruit and staff

¹⁰⁹ Independent Sector and United Nations Volunteers (2001). *Measuring Volunteering: A practical toolkit*. Retrieved from <http://www.toolkitsportdevelopment.org/html/resources/DA/DADD6C80-1572-442B-867F-A032B970C9E2/measuring%20volunteering%20Toolkit%20UN.pdf>

¹¹⁰ UN Volunteers (February 2009). *Programming volunteerism for development: Guidance Note*. Retrieved from http://www.unv.org/fileadmin/docdb/pdf/2009/UNV_resources/Guidance_Note_on_volunteerism_for_development.pdf

¹¹¹ Independent report of the Senior Advisory Group, A/65/747. *Civilian capacity in the aftermath of conflict*

in favour of greater gender balance and where possible, review the nature of tasks and assignments in order to attract more equally qualified women. The partners should also review other successful models (e.g., UN Police) and investigate outreach activities and affirmative action initiatives to engage more women in UN peacekeeping missions.

Link to Memorandum of Understanding: 3.5

Recommendation 11: To promote collaboration between all civilian peacekeeping personnel, UNV and DFS should ensure that UN Volunteers and civilian staff receive some joint induction training on elements they have in common.

The current induction training at Brindisi provides civilian staff with a common reference point on the basics of peacekeeping. However, UN Volunteers do not receive this training and the training does not communicate the roles of UN Volunteers in peacekeeping missions to other civilian staff. This misses two major opportunities – first, for UN Volunteers and civilian staff to understand each other’s roles and functions in peacekeeping missions, and second, for civilian staff to understand the UNV mandate to engage in capacity development and promote volunteerism. The GFSS also noted the importance of training and capacity building as a key element in mission leadership, oversight and accountability.

While not all elements of the current induction training are relevant for both UN Volunteers and civilian personnel, UNV and DFS should ensure that both groups have the opportunity to participate in some joint induction training – either at Brindisi or in training offered in new locations such as the Entebbe Support Base. The financial implications of enhanced joint training should be considered in light of the enormous potential benefit that such training might have.

UN volunteers should also receive training on ethics – such as the training courses provided by the Ethics Office, including *Ethics at the workplace*, and *Prevention of workplace harassment, sexual harassment and abuse of authority*.

Link to Memorandum of Understanding: 3.6

Recommendation 12: UNV and DFS should resolve several management issues that have led to confusion and/or negative implications for the partnership.

The UNV-DFS partnership could be improved by addressing management issues that emerged in the evaluation:

- Clarify and communicate the FCRB Roster system and hiring process to UNVs with a view to removing the requirement of the earlier six-month rule. Any UN Volunteer who has served for 18 months should be free to apply for and accept a full-time position within a peacekeeping mission. Before making such a move, the volunteer should be required (in the Conditions of Service) to provide UNV with three-month notice. These two policies would provide for adequate continuity in a mission, and time for human resource planning.
- Limit the length of future UNV assignments in peacekeeping to a maximum of four years in any UN mission. This will remove the impression, caused by the current maximum length of service, that a UNV assignment can be seen as a career.
- Assess UN Volunteer performance on the basis of their performance in all aspects of their terms of reference, including volunteering within the mission (as assessed by the direct supervisor) and where applicable, within the wider community. Volunteers who complete assignments satisfactorily on both counts should be considered well-suited to extend their assignments. UNV and DFS should define performance assessment criteria that are unacceptable for extension.
- Review and revise criteria, governance, policy and observance of the use of UN Volunteers as Officers in Charge and other leadership positions, particularly those that involve financial and administrative responsibilities. As noted in the field visit reports, UN Volunteers play substantive

roles within mission functions and often work as Officers in Charge, particularly outside of capital cities. The current MOU did not consider the leadership roles that UN Volunteers might play within UN missions and provided limited flexibility to grant authority to anyone who is not UN staff (e.g., fiduciary or supervisory responsibilities that involve decisions affecting the status, rights and entitlements of UN staff members). To reflect the realities in the field, UNV, DFS, DPKO and peacekeeping missions should review the leadership roles and responsibilities that may be and are being carried out by UN Volunteers to allow for more flexibility and stronger rationale, where possible, for giving UN Volunteers fiduciary and supervisory responsibilities.

- Establish greater parity between UN Volunteers in peacekeeping and those working in other UN agencies, funds and programmes, and also with their civilian personnel counterparts – particularly in harmonizing policies concerning R&R, hazard pay, family benefits, and performance reviews so that all UN Volunteers are on equal footing.
- Greater cooperation and clarity in the MOU between UNV, DFS and DPKO on matters related to misconduct: during background reviews to ensure that all UN Volunteer candidates considered for recruitment to peacekeeping operations have no prior record of misconduct as UN Volunteers; for matters related to Standards of Conduct of UNVs and the disciplinary authority (currently, disciplinary cases for UN Volunteers, as per the conditions of service, are reviewed by the UNV Advisory Panel in Bonn.) and; for responsibilities for investigating possible misconduct by UN Volunteers in missions and subsequent disciplinary measures.

Link to Memorandum of Understanding: 3.9, Article II and Article IV

6. UNV and DFS Joint Management Response

"Shorthand" recommendation and link with Global MOU	Full recommendation	Management Response		
		Joint UNV – DFS Responses	Key actions	Timeframe
1. Use GFSS as guidance	Recommendation 1: UNV and DFS should review the new DFS Global Field Support Strategy in terms of its impact on their cooperation and on UNV's roles, particularly at the Regional Service Centres (RSCs).	Both parties support reviewing the impact of the DFS Global Field Support Strategy on potential UNV's roles, particularly at the Regional Service Centres (RSCs), within the overall need to enhance national staff capacity development. Both parties commit to consider the feasibility of centralizing UNV support functions in RSCs, which would include administrative, induction, training, and programme support operations.	<ul style="list-style-type: none"> • DFS and UNV will jointly review GFSS to identify appropriate roles for UN Volunteers, particularly in Regional Service Centres (RSCs). • UNV will draft a SOP to serve as the basis for UNV integration in Entebbe and other RSCs, both operationally and programmatically. 	Jan-Jun 2012
2. Need for UNV liaison within DFS/DPKO Art. 3.1 MOU	Recommendation 2: UNV should consider ways in which it can better develop and maintain strategic and policy dialogue with DFS and related departments. One option is to deploy a dedicated focal point within DFS.	Both parties support this recommendation, and commit to develop more strategic programme and policy dialogue at the headquarters level within existing resources. DFS and UNV commit to developing mechanisms to establish a more systematic focal point mechanism within existing staffing resources.	<ul style="list-style-type: none"> • UNV and DFS will identify and negotiate options to facilitate strengthened liaison and dialogue. • Agreed option to be formalized in updated Global MOU 	Jan-Jun 2012
3. UNV's "niches" Art. 3.3, 3.5 MOU	Recommendation 3: UNV and DFS should further capitalize on the roles in which UN Volunteers are most valued.	Both parties support this recommendation. DFS and UNV commit to explore strategies to promote the use of UN Volunteers in the four main "niche" areas identified as UNV's added value, specifically the areas of capacity development of national staff, surge capacities/rapid deployment, transitioning out of peacekeeping, and community-based quick impact projects. The parties agree on the value of a more strategic and formalized presence of UN Volunteers throughout the transition from peacekeeping to peace building and longer-term recovery. Aspects of integration between the missions and UNCT, as well as drawing on local civilian capacities, are key in this regard.	<ul style="list-style-type: none"> • UNV and DFS will revise the Note on Guiding Principles between UNV and DFS to better define the role of UN Volunteers within the recommended programme niche areas as well as the roles in which UN Volunteers traditionally serve in mission support and substantive programme areas. • DFS and UNV will strengthen coordination in planning of transitions within the entire spectrum from peacekeeping and peacebuilding to recovery and development. • Whenever possible DFS will explore with DPKO opportunities where UN Volunteers can contribute to QUIPS programmes. 	Jul-Dec 2012

		DFS and UNV also commit to reviewing the roles in which UN Volunteers traditionally serve within both mission support and substantive programme areas.		
4. Mission planning Art. 3.2 MOU	Recommendation 4: DFS should invite a senior UNV representative to participate in DPKO/DFS Technical Assessment Missions (TAMs) at the earliest stages of the preparation of a peacekeeping mission in order to support staffing table design and surge deployments.	Both parties fully support this recommendation. DFS commits to involve UNV at the earliest stage to ensure UNV participation in all relevant TAMs and other planning activities.	<ul style="list-style-type: none"> • Consultation mechanism to be set up between DPKO/DFS and UNV when planning/design of a new Mission starts at HQ level; relevant Global MOU article to be updated. 	Jan-Jun 2012
5. UNV to rationalize field presence Art. 3.4 MOU	Recommendation 5: UNV should use the new Global Field Support Strategy as an opportunity to reconsider its operational model.	Both parties fully support this recommendation. DFS and UNV agree to review overall structure and reporting lines of UNV's field support within the context of the GFSS, by reviewing the current structure of existing UNV Field Units, to see where efficiencies and economies of scale could be optimized, both in the context of regional centres (see Recommendation 1) and headquarter support (see Recommendation 2).	<ul style="list-style-type: none"> • Conduct a review of the structures and propose restructuring in the context of mission budgets. 	Jul-Dec 2012
6. Capacity Development Art. 3.9 MOU	Recommendation 6: UNV and DFS should develop a strategic plan for the UN Volunteer role in national capacity building within UN peacekeeping missions and communities.	Both parties support this recommendation. DFS and UNV commit to developing guidance notes and mechanisms to more strategically deploy UN Volunteers in capacity development roles within the mandate of peacekeeping missions in the two areas of a) national staff capacity building, and b) capacity building at the local community and government levels within the parameters of mission mandates.	<ul style="list-style-type: none"> • UNV and DFS to jointly explore opportunities for the role of UNV in contributing to capacity development within the context of mission mandates. • UNV and DFS to jointly formulate a strategy for involvement of UNV in (a) capacity development of national staff in mission support roles, and (b) in conflict management capacity-building of grassroots beneficiaries in substantive roles. 	Jul-Dec 2012
7. Integration of UNV mandate Note on Guiding Principles, Preamble to MOU, art. 3.9, 8.1-2 MOU	Recommendation 7: DFS and UNV should recognize the UNV volunteerism mandate as a strategic goal/element of their partnership and take steps to incorporate this into future management.	Both parties support this recommendation. DFS and UNV are committed to ensuring that the role and activities of UN Volunteers are aligned with the principles of volunteerism, within the overall mandated activities and programmes of peacekeeping/political missions.	<ul style="list-style-type: none"> • DFS and UNV to include relevant provisions in updated Global MOU and Note on Guiding Principles. 	Jul-Dec 2012

<p>8. Monitoring and measuring results</p>	<p>Recommendation 8:</p> <p>UNV programme monitoring can be enhanced by a more robust database of specific contributions to peacekeeping, peacebuilding and post-conflict reconstruction.</p>	<p>Both parties support this recommendation.</p> <p>During the course of 2011, UNV has launched a corporate Programme Strategy and is developing a Results Framework for launch in early 2012. The RF will capture the contributions and results of overall UNV programme activities, as well as the individual UN Volunteers.</p> <p>DFS will incorporate agreed UNV/DFS partnership monitoring indicators in its monitoring and evaluation process.</p>	<ul style="list-style-type: none"> • UNV will share its new Programme Strategy and Results Framework with DFS and mission level managers, and seek input to how best to capture and report on its results. • UNV will share its Handbook on Assessing the Contribution of Volunteers to Development ("The V-Methodology") with DFS to promote M&E culture and practice in the field. • DFS, in consultation with UNV, will include agreed indicators in its monitoring and evaluation systems. 	<p>Jan-Jun 2012</p>
<p>9. UNV to respond to need for specialized expertise</p> <p>Art. 3.2, 3.5, 3.6 MOU</p>	<p>Recommendation 9:</p> <p>In light of the increasing need for specialized expertise, UNV and DFS should develop rosters of UN Volunteers with skills in technical and substantive areas.</p>	<p>Both parties support the spirit and need of this recommendation.</p> <p>Both parties, however, do not see the development of new rosters as the best approach to addressing the needs, and therefore wish to recommend other options.</p>	<ul style="list-style-type: none"> • UNV is developing a new taxonomy that is taking into consideration more holistic and more specific specialized functions and skills / qualifications of candidates required in peacekeeping and peace building operations, e.g.: including DDR, SSR, Justice and Corrections, community outreach, capacity building, etc. • Where appropriate, DFS will invite UNV to take part in working groups emerging from GFSS (Modularization Working Group and sub-working group on UN-Provided Enabling Capacities) with view to ensure UNV is fully involved in identifying targeted functions / candidate profiles emanating from CivCap, GFSS, DFS/FPD, etc. needs. 	<p>Jan-Jun 2012</p>
<p>10. Gender balance</p> <p>Art. 3.5, 3.6, 4.5 MOU</p>	<p>Recommendation 10:</p> <p>UNV and DFS should increase efforts to seek and engage women as UN Volunteers in peacekeeping.</p>	<p>Both parties fully support this recommendation.</p>	<ul style="list-style-type: none"> • UNV and DFS to review other successful gender equity models (e.g. UN Police). • Each candidate submission by UNV will have at least 1 female candidate (out of 3). • For assignments that have a traditional gender perception (e.g. mechanics are male, nurses are female), UNV will ensure, whenever possible, that submissions are gender-balanced. UNV Programme Managers will encourage the selection of non-traditional candidates by supervisors. • DFS to advise field mission managers of UNV 	<p>Jan-Jun 2012</p>

			efforts, and to reciprocate in prioritizing candidate reviews and selections.	
11. Training Art. 3.7 MOU	Recommendation 11: To promote collaboration between all civilian peacekeeping personnel, UNV and DFS should ensure that UN Volunteers and civilian staff receive joint induction training on elements they have in common.	Both parties support this recommendation, within available resources. DFS and UNV commit to ensuring all new UN Volunteers receive local mission or RSC level induction training, in lieu of the induction training provided at UNLB for international civilian staff (which is not possible for UN Volunteers due to budget limitations). DFS and UNV commit to ensuring online UN courses in all critical areas, e.g.: security and safety, ethics, conduct and discipline, etc., are accessible and mandatorily completed by all UN Volunteers.	<ul style="list-style-type: none"> • UN Missions to develop induction modules that are relevant for all personnel (different types of staff and UN Volunteers alike). • Inductions at Mission level and at RSCs must include a UNV Programme briefing component in order that all staff (non-UNV) are sensitized to the UNV Programme and UN Volunteers. UNV will develop and DFS will arrange for a standard UNV briefing component to be part of the CPT in UNLB Brindisi and other induction trainings at RSC or mission levels. • All UN Volunteers to mandatorily attend Mission inductions and refresher trainings, including conduct and security briefings online certificate courses in Security, Conduct, Ethics, etc. DFS will ensure missions provide resources and access, and UNV will ensure monitoring. • IMTCs to issue clear instructions that trainings and training budgets can be accessed by staff and UN Volunteers on an equal basis. • Global MOU to be updated on training arrangements. 	Jan-Jun 2012
12. Operational issues Art. 2.1, 2.2, 3.3, 3.5, 3.8, 3.10-13, 4.3, 4.4, 4.6, 5.1-4 MOU; faxes DFS Nov 2008, Jun 2009	Recommendation 12: UNV and DFS should resolve several management issues that have led to confusion and/or negative implications for the partnership.	Both parties in principle support the recommendation with respect to the six key areas recommended for review in the report. As most issues relate to policy formulation on grey areas of management and conditions of service for UN Volunteers, UNV commits to taking the lead ground work for further joint deliberations and agreement by the two parties.	<ul style="list-style-type: none"> • Limitation of duration of UNV assignments will be reviewed by UNV and outcome included in revised Global MOU. • UNV performance appraisal process (including volunteerism criteria) will be reviewed and outcome included in Global MOU revision. • DFS and UNV responsibilities and liabilities within the context of conduct and discipline investigations will be reviewed with the aim to provide clarity with regards to mutual roles and responsibilities in the revised Global 	Jul-Dec 2012

			<p>MOU.</p> <ul style="list-style-type: none"> • Harmonization of UNV entitlements between Missions and UNCT will be reviewed and included in UNV COS to the extent possible. • More efficient information-sharing mechanisms to be explored, both during selection/recruitment and in-situ volunteer management, and included in revised Global MOU. 	
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Appendix I: Terms of Reference

Rationale and Purpose

The United Nations Volunteers (UNV) and the UN Department of Peacekeeping (DPKO) have long recognized the need to evaluate their past and ongoing collaboration, which started in the early 1990's and has never been independently evaluated. In July 2007, the Department of Field Support (DFS) was created and became de facto UNV's direct counterpart in its peacekeeping collaboration assuming all previous responsibilities ascribed to DPKO under the Global Memorandum of understanding with UNV¹¹². UNV and DFS are now commissioning a joint evaluation on their past and ongoing collaboration, with a view towards strengthening the coordination between DFS and UNV for the use of volunteers in peacekeeping operations and to evaluate the contribution of United Nations volunteers as a component of peacekeeping operations.

The evaluation is particularly relevant given the evolution and growth of the collaboration between UNV and DPKO since its infancy. The surge in peacekeeping operations globally over the past few years, and 1999-2008 in particular, has resulted in DFS becoming UNV's second largest partner organization. UNV volunteers account for about one third of all international civilian staff in UN peacekeeping operations. There are over 2500 UNV volunteers currently serving in 18 peacekeeping and peacebuilding operations around the world, assisting various stages of the "mission life-line", i.e. from start-up through downsizing.

The **purpose** of the evaluation is to respond to General Assembly resolution 60/266 which requested the Secretary-General to strengthen coordination between the Department of Peacekeeping Operations of the Secretariat and the United Nations Volunteer programme for the use of volunteers in peacekeeping operations and to evaluate the contribution of the United Nations Volunteers as a component of peacekeeping operations.

Background

The Department of Peacekeeping Operations plans, directs, manages and provides political and substantive guidance to field operations under its responsibility. The Department of Field Support provides the Department of Peacekeeping Operations with support to United Nations field operations, including the provision of personnel, financial, logistics, communications and information technology services.

The United Nations Volunteers (UNV) programme is the UN organization that promotes volunteerism to support peace and development worldwide. Volunteerism can transform the pace and nature of development and it benefits both society at large and the individual volunteer. UNV contributes to peace and development by advocating for volunteerism globally, encouraging partners to integrate volunteerism into development programming, and mobilizing volunteers.

¹¹² In its resolution 61/256, the General Assembly affirmed its support for the restructuring of the Department of Peacekeeping Operations (DPKO), including the establishment of a Department of Field Support (DFS). Under this resolution DFS is now responsible for delivering dedicated support to United Nations field operations, including personnel and is a provider of services to DPKO. To strengthen the efficiency and coherence of support provided to the field and to ensure effective oversight, existing Headquarters capacities related to field operations were consolidated and assigned to DFS in July 2007. As a result of the restructuring in DPKO, the United Nations Volunteer (UNV) Programme's operational partner is now DFS, inclusive of formalized responsibilities outlined between DPKO and UNV in the Memorandum of Understanding, and Note of Guiding Principles signed by DPKO and UNV in 2003. For the purposes of the evaluation, it is understood that all references to DFS throughout the document are inclusive of the prior historical relationship with DPKO and that the evaluation will assess UNV support within the context of DPKO missions.

The collaboration between UNV and DFS/DPKO has been formalized through the 2003 UNV-DPKO Global Memorandum of Understanding and the 2003 UNV-DPKO Note on Guiding Principles. The collaboration between DPKO and UNV since 1992 reflects two basic principles. The first is that volunteerism is universal and inclusive, and that values of free will, commitment, engagement and solidarity are paramount in all volunteer action. The second is a growing recognition, especially following the International Year of Volunteers 2001, that volunteerism brings benefits to both society at large and the individual volunteers; makes important contributions, economically as well as socially; and contributes to more cohesive societies by building trust and reciprocity among citizens. UNV assignments have covered almost every aspect of United Nations peacekeeping field operations, including substantive areas, such as political affairs, electoral support, humanitarian relief, human rights, administrative and technical support. It is part of the agreement between the two organizations that there be a substantive balance between UNV volunteers working in substantive and operational support.

Recent General Assembly resolutions have acknowledged the valuable contribution of United Nations Volunteers in the United Nations system (59/296 of 22 June 2005) and requested the Secretary-General to strengthen coordination between the Department of Peacekeeping Operations of the Secretariat and the United Nations volunteers programme for the use of volunteers in peacekeeping operations and to evaluate the contribution of United Nations Volunteers as a component of peacekeeping operations (60/266 of 28 June 2006).

Objectives and Scope

The objectives of the evaluation are:

To provide an independent analysis of the coherence, relevance, effectiveness, efficiency, outcomes and – to the extent possible – impact and sustainability of UNV-DFS collaborative activities;

To identify UNV's comparative advantage in the context of peacekeeping operations and the value added by UNV volunteers to those operations;

To make recommendations on areas where the UNV-DFS partnership can most effectively meet peacekeeping missions' programmatic and operational results, as well as on future strategic and programmatic approaches of the partnership.

The evaluation will cover all UNV – DFS collaborative activities since their inception in 1992. It will encompass activities related to the deployment and management of UNV volunteers in the various subject areas of peacekeeping missions, including "substantive" ones such as political affairs, civil affairs, electoral support, humanitarian relief, human rights, as well as administrative support. The analysis will distinguish those various areas, so that recommendations are specific and utilization-focused. There will be no limit in scope in the geographical coverage with the exception of the field visits to be undertaken, which will include a sample of projects only.

The focus of the evaluation is the collaboration between UNV and DFS, not an evaluation of DFS's operations.

Recommendations of the evaluation will be taken into account in the preparation of a new Memorandum of Understanding between UNV and DFS.

Evaluation Methods and Approaches

Data Collection

In terms of data collection, the evaluation will use a multiple method approach including:

Desk review (all historical and statistical information and data concerning the collaboration between UNV and DPKO since 1992, including: all MOUs, related UN legislation, reports on reviews and assessments, mission reports, newsletters, updates, reports from UNV's online Volunteer Reporting System, UNV 2007 results workshop report on "V4D in Post-conflict Environments", annual budgets, papers from the 2007 UNV Special Operations desk review on peacekeeping)

Setting up of a repository and bibliography that will also serve for future reference

Preparation of an analytical summary of background documents identifying evident changes and trends in the collaboration over time

Group and individual interviews with: UNV and DFS HQ staff, UNV field managers, DFS field leadership and staff, DPKO/DPA / EAD HQ and field staff; and UNV volunteers serving in peacekeeping operations

HQ/project/field visits

Three visits to each, UNV and DFS HQ during the preparatory, implementation and follow-up phase of the evaluation

Project/field visits to several ongoing peacekeeping operations covering all areas of work of UNV volunteers and including at least two where electoral support collaboration is ongoing

Web-based surveys to collect data from UNV volunteers, DFS and UNV staff and management, and other stakeholders

Workshops if necessary and appropriate.

The appropriate set of methods and their precise nature (e.g. exact number and location of field visits) will be determined during the Scoping Mission, which is described in detail in Section 6 of this TOR.

Validation

The Evaluation Team will use a variety of methods to ensure that the data is valid, including triangulation. The precise methods of validation will be detailed in the Inception Report (also described in Section 6 of the TOR).

Stakeholder Participation

The evaluation will pursue a strong participatory approach, involving a broad range of stakeholders having direct involvement in UNV/DFS collaboration during planning, design, conduct and follow-up of the evaluation. Stakeholders include:

Department of Peacekeeping Operations (DPKO) – relating to the use of UNV volunteers in the substantive programme of peacekeeping operations;

Department of Political Affairs (DPA) – to cover UNV volunteers working as political affairs officers, as well as the political/peacebuilding Missions directed by DPA (currently seven having a UNV component)

Electoral Assistance Division (EAD) – to cover UNV volunteers working on electoral support

Office of the High Commissioner for Human Rights (OHCHR) - to cover UNV volunteers working on human rights issues in peacekeeping operations

Special Representative of the Secretary-General, UNDP, OCHA and the Resident Coordinator mechanism in cases where the Mission is set up according to the integrated concept approach

Government representatives as appropriate (including National Electoral Commissions, National DDR Commissions), the judiciary/prison/police, civil society organizations as appropriate (including political organizations), private sector representatives, other UN Agencies, other multilateral organizations, and bilateral donors.

Beneficiaries who are the recipients of direct support from UNVs in peacekeeping operations.

Stakeholders will be involved in the mission through briefings, debriefings and peer reviews of evaluation deliverables.

A detailed stakeholder mapping will be undertaken and a plan of stakeholder involvement be drawn during the Scoping Mission.

Users

The main users of the evaluation are UNV and DFS management. The outcomes of the evaluation will feed into reports to the UNDP Executive Board and the General Assembly, and will be made available through the UNDP Evaluation Resource Center. It is understood that the report will not contain any information that jeopardizes the reasonable protection and confidentiality of stakeholders.

Finding 38: Management Team

Finding 39: A joint UNV-DFS management team will oversee the development of terms of reference, the evaluation report and process.

Finding 40: Quality Assurance

As UNV is a subsidiary body of UNDP, the UNDP Evaluation Office will provide quality assurance support to the management team, in particular through reviewing and commenting on the evaluation deliverables (see section VI of the TOR). Additionally, an external expert will provide advice regarding evaluation methods and other relevant aspects in support of quality assurance, as well as comments on the key deliverables, such as the inception report, the country reports and the final evaluation report.

Finding 41: Code of Conduct, Ethical Guidelines, and Norms and Standards for Evaluations in the UN System

The evaluation will adhere to the UNEG Norms and Standards for Evaluation. The evaluation consultants will sign the Code of Conduct and respect the Ethical Guidelines for Evaluation in the UN system established by the United Nations Evaluation Group (UNEG). All documents are available on the UNEG website (<http://www.uneval.org/>).

Evaluation Criteria and Questions

The evaluation criteria and questions below cover all aspects of the complex UNV – DFS collaboration and will inform the future strategy and programmatic approach of the collaboration.

1. Coherence – The quality of being logically integrated, consistent, and intelligible related to diverse elements, relationships, values, policies and goals.

Is the involvement of UNV volunteers in peacekeeping operations coherent with global goals, GA resolutions? - *External Coherence*

Is the involvement of UNV volunteers in peacekeeping coherent with UNV's and DFS/DPKO's mission mandates, goals and objectives? – *Internal Coherence*

2 Relevance - The extent to which the activity is suited to the priorities and policies of UNV and DFS.

To what extent are the objectives of the collaboration still valid and appropriate from the perspective of all stakeholders?

Are the criteria and parameters for the use of UNV volunteers in peacekeeping operations as defined in the Guiding Principles still relevant?

What is the motivation for UNV volunteers working in peacekeeping operations?

Is the level of a UNV Volunteers dedication and motivation linked to the duration of their assignment in peacekeeping? At what point are these levels affected? What are the main reasons for these changes?

Does the collaboration extend its value beyond that of a mere staffing modality?

To what extent does the collaboration help the two agencies achieve their strategic results?

What areas of the collaboration with UNV are most useful to DFS?

What are the key strategic challenges in the UNV - DFS collaboration?

What strategic recommendations can be made for the new Memorandum of Understanding between UNV and DFS?

3 Effectiveness - A measure of the extent to which an activity attains its objectives.

To what extent have the objectives of the collaboration been achieved / are likely to be achieved?

What were the major factors influencing these objectives?

In this regard, Article 5 of the Note on Guiding Principles between DPKO and UNV will be taken into account. The Note provides the conceptual underpinning for the UNV – DPKO collaboration, as laid out in the Memorandum of Understanding signed by the two Parties on 18 November 2003, and Article 5 states: „DPKO and UNV agree to work together to enhance an environment in which volunteerism is recognized as a significant element in the success of United Nations peacekeeping operations”.

Does the collaboration serve the cause of peace and development through enhancing opportunities for the participation and involvement of all peoples in the spirit of solidarity and partnership (ref. Article 3 of the Note on Guiding Principles between DPKO and UNV)?

Has a “reasonable balance” been maintained between substantive roles of UNV volunteers, as compared to operational mission support functions? How should a “reasonable balance” be defined/redefined to meet the intended objectives of the DFS and UNV collaboration?

How can the collaboration be strengthened to ensure greater capacity building, coaching and mentoring elements for UNV Volunteer roles in peacekeeping operations?

4 Efficiency - Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs. It is an economic term, which signifies that the aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted. (DAC definition)

Were activities under the UNV – DFS collaboration cost-efficient?

Were expected results achieved on time?

Were the collaborative activities implemented in the most efficient way compared to alternatives?

Is the deployment of UNV volunteers the most efficient form to reach stated goals and objectives?

5 Impact - The positive and negative changes produced by UNV’s support to peacekeeping operations, directly or indirectly, intended or unintended.

What real difference has the work of UNV volunteers in peacekeeping operations made to the beneficiaries, i.e. recipients of direct support from UNV volunteers? What value have they added to peacekeeping operations?

When and where is the intentional use of UNV volunteers most effective (i.e. electoral support, human rights etc.)? What potential “best niche” areas should be further developed in the collaboration between DPKO/DFS and UNV?

What qualitative and quantitative results are achieved through such distinctive contributions?

Without the involvement of UNV Volunteers/ volunteerism, what would have been different? Would the outcomes/ impact have been the same, slower, negative, not happened at all?

How did UNV volunteers contribute to promoting volunteerism locally?

How have UNV volunteers contributed to the transfer of knowledge in peacekeeping operations?

What is the potential for the intentional use of UNV volunteers to support capacity building?

6 Sustainability - Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable. (DAC definition)

Did the supposed intervention techniques/mechanisms of the UNV Programme – including volunteerism promotion, community development and local capacity-building – help to provide additional sustainability to the peacekeeping activities?

Looking at the specific mandate, modus operandi and comparative strengths of the UNV programme, and also given the limitations of what peacekeeping can achieve, to what extent did the benefits of the UNV volunteers' support to peacekeeping operations (in the various subject areas of their deployment) continue after the volunteers left and/or their activities ceased?

What were the major factors that influenced the achievement or non-achievement of sustainability of the UNV activities (e.g. commitment of the volunteers, high turn-over, lack of counterparts, ...)?

Has capacity been created, whether within or outside the mission, that has contributed to the sustainability of what has been put in place by the UNV volunteers?

Can it be said that promoting volunteerism locally can help to enhance and sustain the operations of a peacekeeping mission?

Have community development/capacity building activities undertaken by UNV Volunteers provided the mission with added credibility, collaboration and/or support from local communities, their leaders and local authorities?

7 Gender mainstreaming - "... the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality." (United Nations Economic and Social Council (ECOSOC) definition, July 1997)

How is gender mainstreaming addressed during the implementation of UNV volunteer assignments?

What are supporting or hindering factors in mainstreaming gender under the UNV – DFS collaboration?

8 Management issues – with management being defined as a process that is used to accomplish organizational goals with the key functions being planning, organizing, directing or leading, and controlling or coordinating.

Is UNV programme and administrative support at the mission and Headquarters level structured appropriately to provide effective managerial support?

What role does the UNV Programme Manager contribute in setting the direction for the promotion of volunteerism within the mission? What lessons learned can be identified to strengthen the volunteerism element?

To what extent is the participation of UN volunteers integrated into the strategic and operational planning for new peacekeeping operations?

What is the impact, both positive and negative, of the policy on the recruitment of UNV volunteers for mission posts? What, if any, changes should be made?

How have UNV volunteers been integrated into mission plans and activities relating to security, welfare and recreation, training and other managerial initiatives at the mission level?

Does the status of UNV volunteers have an effect on their ability to do their work and on the recognition they receive? How can the issues identified be addressed in the future?

What is the potential for improving M&E in the UNV/DFS collaboration? What benefits would it bring and how could it be done?

How can learning be further strengthened in the future?

Evaluation Process

The evaluation will cover three phases with the following activities and methods used in each of those as described below.

Phase 1 - Preparation

Establishment of Management Team (for details, please see Section 4).

Desk Review (for details, please see Section 4).

Stakeholder Mapping: Basic mapping of stakeholders relevant to the evaluation. These will include internal and external stakeholders and indicate the relationships between different sets of stakeholders.

Inception Meetings: Interviews and discussions in UNV HQ with the Office of the Executive Coordinator (on strategic issues), Special Operations (on operational issues) and the Evaluation Unit (on the evaluation process and methodological guidance). Interviews and discussions in DFS HQ with various sections / units to be advised and specified by DFS.

Scoping Mission: A mission of the Evaluation Team Leader to UNV and DFS HQs, with participation of members of the Evaluation Management Team, in order to:

- Identify and collect further documentation

- Validate the stakeholder mapping

- Get key stakeholders' perspectives on issues that should be examined

- Ensure key stakeholders understand the evaluation objectives, methodology and process

- Address logistical issues related to the main evaluation mission including timing

- Identify the appropriate set of data collection and analysis methods, including measurable indicators

- Prepare the evaluation framework including evaluation criteria and questions

- Address issues related to the rest of the evaluation process including division of labour among evaluation team members.

- Adjust the TOR as necessary based on information gathered during the scoping mission and to address issues that arose during that mission.

Inception Report: Short report that includes the final evaluation design and plan, background to the evaluation, the key evaluation questions, detailed methodology, information sources and instruments, a plan for data collection, the design for data analysis and the final reporting format. It will have as attachment the **final TOR**.

Phase 2 - Implementation of the Evaluation

Evaluation Mission: The evaluation mission will take approximately six weeks, be conducted by an independent Evaluation Team, and focus on data collection and validation. "Entry workshops" will be held at the beginning of each country visit, where the evaluation objectives, methods and process will be explained to all country level stakeholders. The team will visit important field sites as identified in the Scoping Mission. At the end of each country visit, there will be de-briefing meetings with key stakeholders in the country.

The following countries have been identified to be visited during the evaluation mission:

- 1) Sudan/Darfur (UNMIS & UNAMID)
- 2) DR Congo (MONUC)
- 3) Chad (MINURCAT)
- 4) Haiti (MINUSTAH)

5) Timor Leste (UNMIT)

This initial list has been prepared based on the following criteria: size of UNV component, regional/cultural environment, host country support, security concerns, functional emphasis of the volunteers' contributions, mission lifecycle stage. In order to take full advantage of the analysis to be undertaken during the inception phase, the final selection of countries will be confirmed in the Inception Report. The estimated number of days for each country visit is 10 (ten) days, including travel time.

Preparation of country mission reports: The information collected in each country should be organized in individual reports, all with the same structure, which will form annexes to the final overall report.

Preparation of Draft Overall Report: The information collected will be analyzed and presented in a draft evaluation report, to be submitted to the Management Team within three weeks after completion of the evaluation mission.

Review of Draft Report: UNV and DFS will review the draft evaluation report with regards to factual corrections and views on interpretation by key stakeholders. The joint UNV - DFS Management Team will undertake a review of the draft report and provide its comments. The Evaluation Team Leader in close cooperation with the Management Team will finalize the evaluation report based on those reviews. S/he will also prepare the evaluation brief, which is a summary of the evaluation report.

Stakeholder Meeting: A meeting with the key stakeholders will be organized to present the findings, conclusions and recommendations of the evaluation.

Recommendation 13: Phase 3 - Follow-up

Organizational Follow-up: UNV and DFS will consider the recommendations made by the evaluation, and identify and agree upon appropriate follow-up actions.

Communication: The evaluation report and brief will be provided in both, hard and electronic versions to heads of UNV Programme and DFS for distribution as jointly agreed.

Timeframe and responsibilities

The tentative timeframe and responsibilities for the evaluation process are as follows:

Activity	Responsible party	Estimated date
Phase 1		
1 Finalize draft TOR	UNV and DFS	January 2010
2 Prepare draft agreement on the joint evaluation (including nominations for the management team)	UNV and DFS	January 2010
3 Sign agreement	UNV and DFS	January 2010
Activity	Responsible party	Estimated date
4 Tender evaluation	UNV and DFS	February/March 2010
5 Select consulting firm	UNV and DFS	April 2010
6 Undertake Desk Review	Evaluation Team Leader	May 2010
7 Undertake Stakeholder Mapping	Evaluation Team Leader	May 2010
8 Hold Inception Meetings	Evaluation Team Leader + UNV and DFS	May/June 2010
9 Undertake Scoping Mission	Evaluation Team Leader + UNV and	May/June 2010

	DFS	
10 Prepare Inception Report	Evaluation Team Leader	June 2010
Phase 2		
11 Undertake evaluation mission	Evaluation Team	July/August 2010
12 Preparation of country reports	Evaluation Team	July/August 2010
13 Analysis and preparation of draft report	Evaluation Team	September 2010
14 Review of draft report and preparation of feedback to consultants	UNV and DFS, Management Team	October 2010
15 Preparation of second draft report	Evaluation Team	October 2010
16 Stakeholder Meeting	UNV and DFS	November 2010
17 Preparation of stakeholder feedback to consultants	UNV and DFS, Management Team	November 2010
18 Preparation of final report	Evaluation Team	December 2010
Phase 3		
19 Preparation of organizational follow-up to recommendations	UNV and DFS	January/February 2011
20 Communication of lessons	UNV and DFS	March 2011

Key Deliverables

The expected deliverables from the evaluation and responsibilities for preparing those are as follows:

Inception Report including the evaluation framework (maximum 20 pages) and final TOR (as annex):
Evaluation Team Leader (TL)

The proposed tentative content is as follows:

Introduction

Origin of the evaluation

Delineation of the evaluation's scope (if any)

Expectations expressed in the terms of reference

Evaluation process

Main text

Objectives, principles, priorities and stakes

Indicators considered for each evaluation criteria

Evaluation questions and explanatory comments on each question

Method and work plan for the gathering of data available at UNV and DFS/DPKO

Strategy for the field data collection and its analysis

Annexes (indicative):

Documents used

TOR

Acronyms and abbreviations

others

Country mission reports (maximum 10 pages for each country): Evaluation Team Leader

The country mission reports should have the following outline:

History of DPKO/DFS/UNV collaboration in the country

Key areas and roles of the collaboration in the country

Overall assessment of the collaboration in the country

Answers to each evaluation question, indicating findings supporting them, and conclusions

Recommendations (clustered and prioritized, preferably in the form of options with benefits and risks)

Evaluation report: 60 pages maximum, excluding annexes; to be produced by the TL; with the following content:

Executive summary (length: 3 pages maximum, covering all key elements of the report, with the possibility of being a stand-alone document)

Purpose of the evaluation

Method

Analysis and main findings

Main conclusions

Main recommendations

Introduction

Objectives

Brief analysis of the context of the intervention

Purpose of the evaluation

Methods

Evaluation criteria and questions, and related indicators

Data collection process actually implemented and limitations if any

Analysis approach actually implemented and limitations if any

Main findings, conclusions and recommendations

Overall assessment of the collaboration

Answers to each evaluation question, indicating findings supporting them

Recommendations (clustered and prioritized, preferably in the form of options with benefits and risks)

Annexes (indicative)

Methodology

Overview of collaboration

Informants met

Documents consulted

Terms of Reference

Statistical data

Details on peacekeeping missions specifically assessed

Questionnaires and survey reports

Acronyms and abbreviations

others

Two-page Evaluation Brief: TL

Presentation for the Stakeholder Workshop: TL

Profile of Evaluation Team

An evaluation team should conduct this evaluation, with a team leader and additional professional evaluators or specialists to meet the minimum team composition presented below:

Profile of the team leader (TL):

At least a master's degree in relevant discipline;

At least ten years' experience in evaluation, with significant experience in the area of peace-keeping;

Excellent understanding of the context and functioning of UN peace-keeping missions;

Fluency in English and French.

Minimum profile of team members (TM) – these are not individual characteristics, rather the profile that the group as a whole should have:

At least ten years of evaluation experience, with good understanding of participatory and inclusive approaches;

Excellent facilitation skills and experience in designing and facilitating M&E workshops and consultations with stakeholders;

Excellent understanding of and experience in planning and management of peace-keeping missions (e.g. the general make up of typical operations, strategic and staff planning, rules and procedures in the recruitment and management of staff, etc.);

Good knowledge of UNV and volunteerism in general;

Good understanding of issues related to community development, peace building, reintegration, etc.;

Fluency in English and French.

Minimum competencies of the evaluation team – the team leader and all team members should demonstrate the following minimum competencies:

Ethics, integrity and independence throughout the evaluation process;

Excellent reading and analytical skills;

Excellent writing, presentation and communication skills;

Cultural and gender sensitivity.

In cases which the joint UNV-DFS Evaluation Management Team finds necessary, the Evaluation Team may be supported by a National Consultant.

Management and Funding Arrangements

An Evaluation Management Team will be established consisting of members of both partners, UNV and DFS (*names and functions to be included*). The team will be responsible for the day-to-day management of the evaluation

Funding for the evaluation will be equally shared between the UNV Programme and DFS, as jointly agreed. A letter of agreement will be signed between UNV and DFS with the specific arrangements regarding funding, management, procurement and roles/responsibilities for the joint evaluation.

Supporting Documentation

- Report of the Panel on United Nations Peace Operations (A/55/305–S/2000/809), 1998 - the so-called “Brahimi Report”
- Report on Secretary-General on the Participation of United Nations Volunteers in peacekeeping operations (A/55/697), 18 December 2000.
- Report of Joint Inspection Unit on the evaluation of the United Nations Volunteers Programme (JIU/REP/2003/7)
- DPKO – UNV MOU and Note on Guiding Principles, 2003
- GA/RES/59/296 of 22 June 2005
- GA resolution 60/266 dated 28 June 2006
- United Nations Peacekeeping Operations – Principles and Guidelines, 2008, the so-called “Capstone Doctrine”
- Desk Study on UNV’s Conflict Related Work, A. Weijers, 2003
- Review of UNV’s Involvement in Conflict Resolution and Confidence Building, J. Cohen, 2000
- Evaluation of Humanitarian Assistance, Peace-Building and Democratization Activities of the UNV Programme, 1996
- Draft Handbook “A participatory methodology for assessing the contribution of volunteerism to development”, UNV, 2008
- Reports of the UNDP Administrator on UNV to the UNDP Executive Board, 2006 and 2008
- “Volunteers Against Conflict”, UNU, 1996.

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- Fifty frequently asked questions by international UNV volunteers serving in UN Missions. (2009, March). United Nations volunteers programme.
- Gilroy, K. (2008). UNV collaboration with UNDP/EAD in support to the Afghanistan electoral process 2008-2011. Bonn, Germany: United Nations Volunteers programme.
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Appendix III: List of Respondents

Informants met during Inception Mission - UNV (BONN)

First Name, Last Name	Title
UNV BONN	
Alex Nitorreda	Finance Specialist
Allen Jennings	Deputy Chief, Development Division
Amina Said	Communications Specialist
Ana Cristina Guimaraes Matos	Evaluation Specialist/ Interim Chief, Evaluation Unit
Benjamin Kumpf	Knowledge Management Analyst
Christoph Beck	Interim Chief, Volunteer Recruitment Resources Section
Deborah Verzuu	Partnership Specialist
Donna Keher	Chief, Partnerships and Communication Division
Edmund Bengtsson	Knowledge Management Specialist/ Chair, Administrative Panel on Disciplinary Matters
Flavia Pansieri	UNV Executive Coordinator
Francesco Galtieri	Portfolio Manager, Peace Division
Ghulam Isaczai	Chief, Development Division
Islam Ibrahim	Deputy Chief, Information and Communication Technology Section
Jan Snoeks	Portfolio Manager, Peace Division
Jillian Lusaka	Web Specialist
Julie Prior	Finance Associate
Kevin Gilroy	Chief, Peace Division
Kwabena Asante-Ntiamoah	Portfolio Manager, Peace Division
Mae Chao	Chief, Volunteer Knowledge and Innovation Section
Matilda Nyaho	Recruitment Associate
Michele Rogat	Chief, Administration Unit
Naheed Haque	UNV Deputy Executive Coordinator
Safa'a Ali	Chief, Information and Communication Technology Section
Shubh Chakraborty	Portfolio Associate, Peace Division
Stefano Romano	Recruitment Associate
Svend Amdi Madsen	Chief, Management Services Division
Ursula Makowski	Volunteer Resource Associate
Veronique Zidi-Aporeigah	Portfolio Manager, Peace Division

Informants met during Inception Mission - DFS (New York)

First Name, Last Name	Title
Field Personnel Division (New York)	
Adedeji Ebo	Chief, Security Sector Reform Unit (SSRU), Office of Rule of Law and Security Institutions (OROLSI)
Craig Jenness	Director, Electoral Division, Department of Political Affairs
Audre Serret	Administrative Management Officer (Logistics Support Division)
Nyaguthie Ngetha	Africa 1, FPOS
Paulin Djomo	Africa 2, FPOS
Masaki Sato	Asia and the Middle East, FPOS
Anthony Banbury	Assistant Secretary-General, Department of Field Support (Conduct and Discipline Unit)
Ayaka Suzuki,	Chief DDR Section, OROLSI, DPKO
Fernanda Tavares	Chief Gender United Nations, (Gender Unit)
Badri Poudel	Chief ICT Operations Section
Xavier Devaulx de Chambord	Chief Operation Support Service (Logistics Support Division)
Mary Dellar	Chief Policy Unit, Field Personnel Division
Ann Makome	Chief, Child Protection Unit
Joanna Harvey	Chief, Civil Affairs Section-Quick Impact Projects
Chaste Abimana	Chief, FPOS and Team Leaders
Morteza Mirmohammad	Chief, Organizational Design and Classification Unit, FPD
Melva Crouch	Chief, Specialist Support Service (Logistics Support Division)
Rakesh Malik	Chief, Transportation and Movement Service (Logistics Support Division)
Daphne Casey	Chief, UNV Office
Oliver Lacey-Hall	Deputy Chief, Communication and Information Services Branch, Chief, Communications Services Section (OCHA)
Mercedes Gervilla	Deputy Director, Field Personnel Division,
Juha Uito	Deputy Director, UNDP Evaluation Office
Fabrizio Hochschild	Director, Field Personnel Division
Cristina Iza	Europe and the Americas, FPOS
Rick Martin, Officer-in-Charge	Field Budget and Finance Division
William Phillips	Focal Point for DPKO/DFS Security (Department of Safety and Security)
Karin Heidi Oliver	Guidance and Learning Unit (Department of Political Affairs)

First Name, Last Name	Title
Field Personnel Division (New York)	
Megh Gurung	HIV/AIDS Policy Adviser, UN PBPS & DPET, Department of Peacekeeping (HIV/Aids Unit)
Yasuko Suwada	Humanitarian Affairs Officer, Field Staffing Focal Point (OCHA/CRD)
Mr. Nadelson	Legal Adviser (UNDP Legal Office)
Thomas Elftmann	Legal Specialist ,Legal Support Office/BOM ((UNDP Legal Office)
Rory Costello	Occupational Group Manager, Security (Department of Safety and Security)
Elizabeth Kissam,	Policy and Planning Officer, OROLSI, DPKO (DDR)
Nikolai Rogosaroff	Policy and Planning Officer, OROLSI, DPKO (DDR)
Simon Yazgi	Policy and Planning Officer, OROLSI, DPKO (DDR)
Michael Mesina	Policy, Evaluation and Training Division (HIV/Aids Unit)
Adrian Morrice	Political Affairs Officer, Policy Planning Unit (Department of Political Affairs)
Hitoshi Kozaki	Section Chief, Budget and Performance Reporting Service (Field Budget and Finance Division)
Sylvain Roy	Senior Policy Advisor, (Conduct and Discipline Unit)
Susana Malcorra	Under-Secretary-General, Department of Field Support (Conduct and Discipline Unit)

Informants met in Congo (DRC) - MONUSCO

First Name, Last Name	Title
MONUSCO (KINSHASA)	
Leila Zerrougi	DSRSG
Paul Buades	DMS Chief
Marc Spurling	UNV Programme manager
Daniel Stroux (Elections)	(Electoral)
Alain Fortin	MSD Section Chief – Procurement
Angelika Siaw	MSD Section Chief
Atome De Bondt	MSD Section Chief – Supply
Baha Al-Attia	MSD Section Chief
Gerry Traynor	MSD Section Chief – Movcon
Igor Valutskiy	MSD Section Chief

First Name, Last Name	Title
Jeppe Christensen	MSD Section Chief
Ronald Johnson	MSD Section Chief – PCIU
Walton David	MSD Section Chief
William Smith	MSD Section Chief – Transport
Aminata Konate	MSD UNV volunteer
Arny Wahyuni	MSD UNV volunteer
Dilmaya Subba Palla	MSD UNV volunteer
Editha Minja	MSD UNV volunteer
Gavin Henriques	MSD UNV volunteer
Leolinda Dieme	MSD UNV volunteer
Linda Achieng	MSD UNV volunteer
Mahesh Perera	MSD UNV volunteer
Manuel Demaclid	MSD UNV volunteer
Radu Vasile Stoicescu	MSD UNV volunteer
Ritesh Choudhary	MSD UNV volunteer
Sabrina Rouigui	MSD UNV volunteer
Terrence Peter Wooltorton	MSD UNV volunteer
Abdoulaye Balde	UNV volunteer (Substantive Sectors)
Adam Salami	UNV volunteer (Substantive Sectors)
Armindo De Jesus	UNV volunteer (Substantive Sectors)
Luigi Brogi	UNV volunteer (Substantive Sectors)
Pooja Chawda	UNV volunteer (Substantive Sectors)
MONUSCO (GOMA)	
Alain-Guy Sipowo	UNV volunteer, Human Rights (Goma)
Anna Beresford	UNV volunteer, SSR (Goma)
Carl Rhodes	MONUSCO RAO
Colleen Brady	UNV volunteer (Goma)
Djaounsede Pardon Madjiangar	UNV volunteer PAM (Goma)
Estelle Dede	UNV volunteer, Child protection (Goma)
Gregory Alex	DDR & DDRRR Office
Kristen Petillon	UNV volunteer , Civil Affairs(Goma)
Kristian Geertsen	GOMA FOM Office
Samba Tall	HOM OIC

First Name, Last Name	Title
Yaya Camara	UNV volunteer UNHCR (Goma)
MONUSCO (BUNIA)	
Christine	
Felix Gidali	
Kadio	
Kodoo	
Lamartine Montreuil	
Thomas Marjan	
Tina	
Viviane Bekanti	
MONUSCO (DUNGU)	
Aniceto Ximenes	UNV volunteer, MSD - MOVCON
Antoine Chalhoub	FOM Office
Charles Simwanda	UNV volunteer, MSD - Transport
Emmanuel Gabarda	UNV volunteer, MSD - Engineering
Jacob Mogeni	HOO Office
James Barnett	UNV volunteer, MSD - MSC
John Kiarie	UNV volunteer, MSD - Aviation
Samson Berhane	UNV volunteer, MSD - CITS
Sillah Ibrahim	UNV volunteer, MSD - Fuel
MONUSCO - ENTEBBE Support Base (ESB)	
Agnes Moloji	Section/Unit Chief, Finance (ESB)
Antony TUCCERI	Chief, Entebbe Support Base
Beatrice Opany	Section/Unit Chief, Supply(ESB)
Christian Jensen	Section/Unit Chief, Procurement (ESB)
Daniel Barahona	Section/Unit Chief, Aviation (ESB)
Dipendra Paudel	Section/Unit Chief, PCIU (ESB)
Dr. Tsegazeab Kassaye	Section/Unit Chief Medical (ESB)
Emmanual Ngor	Section/Unit Chief, Integrated CITS Office (ESB)
Federico Ortiz	
Hagos Afewerki	Section/Unit Chief, PDU (ESB)
Igor Zaverukha	UNV volunteer, OIC
Igor Zaverukha	Section/Unit Chief, CMS (ESB)

First Name, Last Name	Title
Manfred Zocholl	Section/Unit Chief, Transport (ESB)
Marc Daniel	Section/Unit Chief, Movcon (ESB)
Marie-Bertha Legagneur	Section/Unit Chief, HR (ESB)
Mirsad Rozajac	Section/Unit Chief, R&I(ESB)
Osman Azumah	Section/Unit Chief, Logops (ESB)
Paola Materazzo	Section/Unit Chief, Regional Training Centre (ESB)
Robert KIRKWOOD	Chief – Development Regional Support Centre
Suresh Ramadurgakar	Section/Unit Chief, Engineering (ESB)

Informants met in Liberia - UNMIL

First Name, Last Name	Title
Daniel Thomas Dale	Chief Civilian Personnel Officer
Dirk Lewyllie	Chief Property Management Section
Henrietta Mensa-Bonsu,	DSRSG, Rule of Law Pillar
Hubert Price	Director Mission Support (DMS)
Josephine Kimalando	Administrative Officer/Manager, UNV Support Unit
Mervyn Maharaj	Chief Finance Officer
Moustapha Soumare	DSRSG Recovery & Governance UNMIL, Resident Coordinator, Resident Representative of UN agencies in Liberia
Sarah-Jane Mungo	Advocacy/Communications Specialist, UNV Support Unit
Vincent Smith	Chief Administrative Services (CAS)
Wanja Boore,	Officer in Charge Budget Unit
Wongani Harawa	Finance Officer, UNV Support Unit
Zubair Massod	Officer in Charge Integrated Support Services (OiC ISS)

Informants Met in Timor-Leste - UNMIT

First Name, Last Name	Title
UNMIT	
Abdou M.	UNV volunteer, Democratic Governance Unit
Aggrey KEDOGO	Civilian Personnel
Ameera HAQ	SRSG
Amilha M.	UNV volunteer, Democratic Governance Unit
Andrei ANOCHKINE	Aviation

First Name, Last Name	Title
UNMIT	
Andres CASTILLO	Chief UNEST
Anrew EVSTIGNEEV	Movcon
Borges GUIMARAES	Deputy Director, Human Rights, Transitional Justice
Bryan KELLY	Chief CPIO, Public Information Unit
Chris WHITE	CITS
Christian DO ROSARIO	Deputy Country Director, UNDP
Clark TOES	Acting CMS, Mission Support
Dan RADULESCU	Senior Electoral Advisor
Fernanda M.	Human Rights, Transitional Justice
Francisca KWASA	CAS
Franz KRATSCHMER	RAU OIC
Fynn RESKE-NIELSEN	DSRSG
Gary GRAY	Chief Political Affairs
Kalhari MADDHUBASHINI HEWAGE	Senior Staff Counsellor
Ken INOUE	Director, Democratic Governance Unit
Ladislav KADLEC	Engineering
Louis James GENTILE	Chief, Representative OHCHR, Human Rights, Transitional Justice
Marco Adolfo MORENO	Procurement
Marcus CULLEY	Chief Security Adviser, Security Unit
Marek Zygmunt MICHON	Chief, Serious Crimes Investigation Unit
Mario AUGUSTIN	HIV-AIDS Advisor
Monica VILLARINDO	UNV Programme Manager, UNV Support Unit
Ms Grace	RAO OIC (UNMIT-Oecussi)
Ms Rose	RAO (UNMIT Baucau)
Mukesh SETHI	Transport
Norma MWAMBAZI	General Services
Pamela BAZE	Programme Officer, UNV Country Office
Preston PENTONY	Senior Political Affairs Officer
Ramavarama Thamburam	Chief, Conduct and Discipline Unit (CDU)
Rita REDDY	Chief, Gender Unit

First Name, Last Name	Title
UNMIT	
Thierry ROLFE	Chief, Training Unit
Toby LANZER,	Chief of Staff
Vera MONTEIRO	Senior Electoral Advisor
Zbigniew WIEJSKI	Chief, Medical Services

Informants Met in Darfur – UNAMID

First Name, Last Name	Title
UNAMID (El Fasher)	
Omar Jallow	UNV Programme Manager
Henry Thompson	DMS Chief
Mohamed B Yonis	DJSR (operation & management)
Margaret Carey	DJSR (principal)
Karen Tchalian	Mission Chief of Staff
Omowunmi Omo	Chief Integrated Mission Training Center
Wayne Hayde	Chief Conduct and Discipline Unit
Julie Hando	Welfare Office
Hassan Rihab	UNV Human Rights Office
Alie M. Kamara	UNV ICT
Mark Mac`Barma	UNV Transport
Mahadev Joisy	UNV Hydrogeologist
Olivier Chassot	UNV
Ilham HMIMSSA	UNV Supply Assistant
Julius Odwor Obayi	UNV Vehicle Mechanic
Karim Coulibaly	UNV Supply Assistant
Chin Goor	UNV MOVCON
Ikenna Charles Ikejiofor	UNV Project Management Officer
Veva Kelly	UNV ICT
Isa Bella Hasibuan	UNV Finance Assistant
Group meetings, names not provided	Section Chiefs
Group meetings, names not provided	UNV Supervisors
UNAMID (El Geneina)	
Lameck Kawiche	HoO and Sector SAO

First Name, Last Name	Title
Meetings with UNVs, names not provided	UN Volunteers
Group meetings, names not provided	UNV Supervisors
UNAMID (Nyala)	
Hassan Yusuf Mohammed	HoO
Group meetings, names not provided	UNV Supervisors
Meetings with UNVs, names not provided	UN Volunteers
UNAMID (Zalingei)	
	HoO
	Sector SAO
Group meetings, names not provided	UNV Supervisors
Meetings with UNVs, names not provided	UN Volunteers

Informants Interviewed in Other Peacekeeping Missions (virtual Missions)

Mission	First Name, Last Name	Title
UNMIK	Lamberto Zannier	SRSG
	Leonid Markaryan	Office for Community Support and Facilitation (OCSF)
	Robert Sorenson	Chief of Staff
MINURCAT	Dominique Eve-Weil	Chief Staff Counsellor
UNAMA	Martin Bentz	Chief Administrative Services (CAS)
BINUB	Vasyl Sydorenko	OIC/Chief of Mission Support
MINUSTAH	Alfred Podritschnig	CGS, General Services Section (GSS)
	Gilles Briere	Chief of Mission Support
	Iram Batool	UNV Programme Manager
	Philip Compte	Senior Administrative Officer
UNMIS	Abdel Karim HASSAN	Sector Administrative Officer
	Bishad NEAPAL	UNV volunteer
	Brigitte OEDERLIN	Senior Protection Officer
	Heather LANDON	CAS
	Hillary NICHOLSON	Chief Logistics Operations Centre, DDMS
	Jose Maria ARANZ	Senior Human Rights Officer
	Marie-France HELIERE	RRR Officer
	Michael COLLINS	DDR Planning Officer

Mission	First Name, Last Name	Title
	Moses SANGA	UNV volunteer
	Nick Von RUBEN	DMS
	Robert LEGGAT	Corrections Officer
	Samsul HAQUE	Regional Finance Office
	Sokol KONDI	Senior Civil Affairs Officer
	Theodore RECTENWALD	RRR Officer
	Thomas POLAND	UNV volunteer
UNIRED (UN Integrated Referenda and Electoral Division)	Benjamin OSEI-BUGEY	UNIRED, Field Coordination Officer
	Eamon O'MORDHA	Deputy Director UNIRED/Head UNIRED Office Juba
	Lee PETERSON	Deputy Chief Security Advisor
	Parakrame SIRWARDANA	Chief Security Advisor
UN OMBUDSPERSON	Gabrielle KLUCK	UN Ombudsperson in Sudan