



FINAL EVALUATION OF UNV'S STRATEGIC FRAMEWORK 2014-2017

FINAL REPORT

To:
UNV
Platz der Vereinten Nationen 1
53113 Bonn, Germany

By:
**CAD – Centre of Partnerships
for Development**
www.globalcad.org/en/

ACKNOWLEDGMENTS

The consultants wish to acknowledge the continuous support of the different stakeholders that have been involved in the evaluation at global, regional and country level.

Special thanks goes to:

UNV Evaluation Manager, Katherine Aston – for her dedicated support throughout the evaluation process and all efforts made coordinating the project, collecting the required documentation and providing helpful feedback on the final evaluation report.

UNV senior management team – for the valuable and constructive feedback and suggestions during the inception phase and the development of the final evaluation report.

UNV personnel at UNV headquarters, regional offices and field units – for their support throughout field trips and in facilitating the data collection as well as for sharing their comments and feedback in interviews and online survey.

UNV partners – for taking the time in participating in interviews and online survey and for sharing their views and opinions.

UN Volunteers and beneficiaries – for their valuable time and feedback throughout focus groups.

TABLE OF CONTENTS

1. Background and Purpose of the Evaluation	p.29
2. UNV Strategic Framework 2014-2017: Description and Context	p.32
3. Evaluation Methodology	p.38
3.1. Evaluation scope and objectives	39
3.2. Evaluation approach and methods	40
3.3. Data collection Sampling	43
3.4. Data processing and analysis	47
3.5. Limitations and mitigation measures	48
4. Findings	p.50
4.1. Relevance of UNV's Strategic Framework	50
4.1.1. Key Findings	51
4.1.2 Positioning of UNV in the development landscape	54
4.1.3 UNV's Added Value to Partners	56
4.1.4 Design of the SF and alignment with UNV's mandate	57
4.1.5 Design of Strategies and alignment with the SF	66
4.1.6 Design of Global Programmes	68
4.1.7 Overall relevance of UNV's work to partners	71
4.2. UNV's Effectiveness	72
4.2.1 Key Findings	73
4.2.2 Results achieved and progress made towards Outcome 1	77
4.2.3 Results achieved and progress made towards Outcome 2	103
4.3. UNV's Efficiency	109
4.3.1 Key findings	110
4.3.2 Organisational structure, personnel allocation and main tasks	114
4.3.3 Personnel capacities and motivation	119
4.3.4 Financial resources	120
4.3.5 ICT resources	124
4.3.6 Efficiency of coordination and collaboration in management arrangements	127
4.3.7 Implementation of processes and policies	130
4.3.8 Administrative financial management processes	140
4.3.9 Communications, knowledge management	141
4.3.10 Effective synergies and partnerships	144
4.4 .Sustainability of Results	154
4.4.1 Key findings	154
4.4.2 External and internal enabling and limiting factors	157
5. Conclusions	p.160
6. Recommendations	p.165

LIST OF ACRONYMS

BSS	Basic Social Services	PO	Programme Officer
CIS	Commonwealth of Independent States	PPS	Peace and Programming Section
CS	Cost Sharing	PM	Programme Manager
CSA	Commission Sharing Agreement	PU	Programme Unit
CSO	Civil Society Organisation	OECD	Organisation for Economic Co-operation and Development
DAC	Development Assistance Committee	QCPR	Quadrennial Comprehensive Policy Review
DOA	Description of Assignment	RO	Regional Office
DPKO	Department of Peacekeeping Operations	RBM	Results-Based Management
DPS	Development Programming Section	RMSS	Results Management Support Section
DRR	Disaster Risk Reduction	RMT	Resource Mobilisation Toolkit
EC	Executive Coordinator	SDG	Sustainable Development Goals
ECIS	Europe and the Commonwealth of Independent States	SF	Strategic Framework
ECOWAS	Economic Community of West African States	SVF	Special Voluntary Fund
FF	Fully Funded	SWVR	State of the World's Volunteerism Report
FU	Field Unit	TF	Trust Fund
GA	General Assembly	TOC	Theory of Change
GE	Gender Equality	UN	United Nations
GIZ	German Agency for International Cooperation	UNDAF	United Nations Development Action Framework
GP	Global Programme	UNDP	United Nations Development Programme
GPP	Global Programmes and Projects	UNEG	United Nations Evaluation Group
HR	Human Resources	UNFPA	United Nations Population Fund
HQ	Headquarters	UNOPS	United Nations Office for Project Services
IB	Institutional Budget	UNV	United Nations Volunteers
ICT(S)	Information and Communication Technology (Section)	VI	Volunteer Infrastructure
IEO	Independent Evaluation Office	VIKS	Volunteer Knowledge and Innovation Section
IRRM	Integrated Results and Resources Matrix	VIO	Volunteer involving organization
IVR	Institute for Volunteering Research	VKAI	Volunteerism, Advocacy, Knowledge and Innovation
JP	Japan	VLA	Volunteer Living Allowance
JPO	Junior Professional Officer	VMAM	Volunteer Management Assignment Module
JTF	Japan Trust Fund	VMC	Volunteer Management Cycle
LOA	Letter of Agreement	VMM	Volunteer Mobilisation and Management
MDG	Millennium Development Goals	VMMS	Volunteer Mobilization and Management Strategy
M&E	Monitoring and Evaluation	VMP	Volunteer Mobilisation Programme
MOU	Memorandum of Understanding	VRM	Volunteer Reporting Mechanism
MS	Management Services	VRRS	Volunteer Recruitment Resources Section
MTR	Midterm Review	YTF	Youth Trust Fund
NGO	Non-governmental Organisation		
NO	National Officer		
ONY	UNV Liaison Office in New York City		
PA	Programme Associate		
PCS	Programme Coordination Section		
PF	Partnership Forum		

LIST OF GRAPHICS

FIGURES

<i>Figure 1: Limiting and enabling factors for sustaining UNV's results</i>	18
<i>Figure 2: UNV SF 2014-2017 Impact, Programmatic Outcomes and Results Statement</i>	35
<i>Figure 3: UNV SF 2014-2017 related strategies</i>	39
<i>Figure 4: Evaluation phases</i>	41
<i>Figure 5: Overview of data collection (by region)</i>	46
<i>Figure 6: Example of data processing into evaluation matrix</i>	47
<i>Figure 7: Do you perceive the integration of volunteer services in government institutions and UN agencies as a contribution to achieve the SDGs?</i>	54
<i>Figure 8: Design process of UNV's SF 2014-2017</i>	58
<i>Figure 9: To what extent do you think that the design process of the SF has been informed by the needs and interests of diverse groups of stakeholders?</i>	58
<i>Figure 10: To what extent do you think that the expected outcomes and results of the SF have been adequately defined?</i>	60
<i>Figure 11: To what extent do you think that the expected outcomes and results of the SF have been adequately defined? - By work level -</i>	60
<i>Figure 12: Reconstructed Theory of Change for Outcome 1</i>	61
<i>Figure 13: Reconstructed Theory of Change for Outcome 2</i>	62
<i>Figure 14: Reconstructed ToC for the institutional results statement</i>	63
<i>Figure 15: To what extent do you consider that UNV programmes and projects respond to the specific needs of the country or region you work with?</i>	69
<i>Figure 16: To which extent is your organisation involved in the following areas of work?</i>	70
<i>Figure 17: Do UNV's services adequately respond to your organisations' needs?</i>	71
<i>Figure 18: How important is the partnership with UNV for your organisation?</i>	72
<i>Figure 19: Number of volunteers mobilised per year</i>	82
<i>Figure 20: Distribution of volunteers by region (average for 2014-2017)</i>	82
<i>Figure 21: Distribution of volunteers by Peace/Development</i>	83
<i>Figure 22: Distribution of number of volunteers by funding modality (2014-2017)</i>	83
<i>Figure 23: Volunteer mobilisation in % per top 11 agencies</i>	84
<i>Figure 24: Distribution of international and national volunteers in absolute numbers</i>	84
<i>Figure 25: Average percentage of international and national UN Volunteers in LIC and MIC, 2014-2017</i>	85
<i>Figure 26: Number of international volunteers by development and peace</i>	85
<i>Figure 27: Number of national volunteers by development and peace</i>	86
<i>Figure 28: International and national volunteers by gender (in %)</i>	87
<i>Figure 29: Distribution of volunteers by North and South countries</i>	87
<i>Figure 30: Number of national and international UN Volunteers by less/more than 29 years (in %)</i>	88
<i>Figure 31: Distribution of volunteers (onsite and online) by modality</i>	89
<i>Figure 32: Number of Online Volunteers and volunteer assignments</i>	92
<i>Figure 33: Contribution of OV assignments per region</i>	93
<i>Figure 34: Would you collaborate in the same way as before, or do you see the potential for upscaling or redefining the partnership?</i>	95
<i>Figure 35: What type of agreement do you have with UNV?</i>	95
<i>Figure 36: Projects by Global Programme and Region (2014-2016)</i>	96

LIST OF GRAPHICS

<i>Figure 37: Distribution of SVF by GP</i>	97
<i>Figure 38: Funding of volunteers mobilised by the GP</i>	99
<i>Figure 39: Volunteers mobilised through Global Programmes by type of volunteer and Global Programme</i>	99
<i>Figure 40: Has UNV made an effective contribution to the delivery of your programmes' or projects' results? (Only UN entities)</i>	101
<i>Figure 41: Do you think that UNV is an entity with the capacity to mobilise volunteers with the appropriately assessed skills? (Only UN entities)</i>	101
<i>Figure 42: How has your organisation benefited from being a partner of UNV? Please select as many as apply (Only UN entities).</i>	102
<i>Figure 43: Has UNV made an effective contribution to the delivery of your programmes'/projects' results? (UN entity respondents by Region)</i>	103
<i>Figure 44: Personnel rating regarding UNV's capacity to generate and translate knowledge</i>	107
<i>Figure 45: Has UNV made an effective contribution to creating an enabling environment/policies for volunteerism at national level? (UN partners only)</i>	108
<i>Figure 46: Has UNV made an effective contribution to creating an enabling environment/policies for volunteerism at national level (Non-UN partners only)</i>	109
<i>Figure 47: UNV Organisational Structure</i>	114
<i>Figure 48: Type of filled posts allocated at global, regional and national level 2017</i>	114
<i>Figure 49: Total of personnel allocated at global, regional and national level 2017</i>	114
<i>Figure 50: Distribution of global vs field personnel in % (including regional)</i>	115
<i>Figure 51: Number of PO assignments per year</i>	116
<i>Figure 52: Percentage of male and female POs 2014-2017</i>	116
<i>Figure 53: Nationality of POs 2014-2017</i>	117
<i>Figure 54: Rating on the percentage of work time dedicated to each of these activities</i>	117
<i>Figure 55: Rating on the percentage of work time dedicated to each of these activities</i>	118
<i>Figure 56: UNV HQ Organigram</i>	118
<i>Figure 57: Rating on the percentage of work time dedicated to each of these activities</i>	119
<i>Figure 58: To what extent has UNV been able to retain and promote competent individuals in their areas of expertise?</i>	119
<i>Figure 59: To what extent has UNV been able to retain and promote competent individuals in their areas of expertise? - By work level -</i>	119
<i>Figure 60: Resources 2014-2016 in million USD</i>	120
<i>Figure 60: UNV's efficiency</i>	120
<i>Figure 61: Resources vs Utilisation 2014-2016 - Programme funds in million USD</i>	121
<i>Figure 62: Resources vs Utilisation 2014-2016 - Institutional funds in million USD</i>	121
<i>Figure 63: Total contributions and total expenditures 2014-2016 per source of funds in million USD</i>	121
<i>Figure 64: Total contributions and total expenditures per year considering all sources of funds: SVF, FF,CS and TF in million USD</i>	121
<i>Figure 65: Resources 2014-2016 - Institutional Funds divided by Core IB and XB/VMC/EFPP in million USD</i>	122
<i>Figure 66: Resources 2014-2016 - Programme Funds divided by UNV Funds and Others (DPKO,UN Agencies, Global) in million USD</i>	122
<i>Figure 67: Expected FF contributions from funding partners vs FF real expenditure 2014-2016 in million USD</i>	122
<i>Figure 68: Fully Funded Contributions 2014-2016</i>	123

LIST OF GRAPHICS

<i>Figure 69: Rating provided by UNV personnel regarding UNV's internal communication</i>	126
<i>Figure 70: Main challenges for effective collaboration between different sections at HQ</i>	127
<i>Figure 71: What are the main challenges for an effective collaboration between: HQ and RO?</i>	128
<i>Figure 72: Perception of HQ regarding communications between UNV HQ and ROs</i>	128
<i>Figure 73: Perception RO regarding communications between UNV HQ and ROs</i>	128
<i>Figure 74: What are the main challenges for an effective collaboration between: ROs and FU?</i>	129
<i>Figure 75: Perception of ROs regarding communications between ROs and FUs</i>	129
<i>Figure 76: Perception of FUs regarding communications between UNV ROs and FUs</i>	129
<i>Figure 77: Perception of HQs regarding communications between HQs and FUs</i>	130
<i>Figure 78: Perception of FUs regarding communications between HQs and FUs</i>	130
<i>Figure 79: What are the main challenges for an effective collaboration between HQ and FUs?</i>	130
<i>Figure 80: Are UNV processes (planning, implementation and reporting) results oriented?</i>	134
<i>Figure 81: How efficient are the following processes at UNV?</i>	134
<i>Figure 82: How efficient are the following processes at UNV?</i>	134
<i>Figure 83: Volunteer Management Cycle</i>	135
<i>Figure 84: Do you think that UNV has the capacity to mobilise...?</i>	137
<i>Figure 85: Rating on how efficient the financial processes at UNV are at UNV?</i>	140
<i>Figure 86: Rating on how efficient the administrative and procurement processes at UNV are</i>	140
<i>Figure 87: To what extent do you perceive UNV to be a flexible and cost-effective resource for UN peace and development interventions?</i>	141
<i>Figure 88: Rating average of the UN and non-UN partners regarding flexibility and cost effectiveness of UNV</i>	141
<i>Figure 89: Resource mobilisation 2014-2016</i>	145
<i>Figure 90: Funds mobilised by finance modality</i>	145
<i>Figure 91: Major UNV financial partners during 2014, 2015 and 2016</i>	146
<i>Figure 92: Percentage of financial contributions classified by OECD countries, other countries and other funds</i>	146
<i>Figure 93: Funds mobilised from OECD countries and other countries during 2014-2016</i>	146
<i>Figure 94: Rate the capacity of UNV to establish partnerships at global, regional and local level</i>	148
<i>Figure 95: Rating average of UNV personal at different work levels regarding the capacity of UNV to establish partnerships at global, regional</i>	148
<i>Figure 96: To what extent does UNV effectively communicate with partners to facilitate the achievement of results?</i>	148
<i>Figure 97: Limiting and enabling factors for sustaining UNV's results</i>	157



LIST OF GRAPHICS



TABLES

<i>Table 1: Evaluation criteria and description</i>	39
<i>Table 2: Data sources</i>	41
<i>Table 3: Sampling methods and target groups</i>	44
<i>Table 4: Distribution of volunteers mobilised (average numbers of 2014-2017) and evaluation participants per region</i>	47
<i>Table 5: Overview of limitations and mitigation measures</i>	48
<i>Table 6: Changes to the IRRM after MTR in 2016</i>	65
<i>Table 7: Outcome areas and associated strategies</i>	66
<i>Table 8: Outcome 1 IRRM output indicators and their level of achievement</i>	78
<i>Table 9: Overview of international and national volunteers by region</i>	86
<i>Table 11: Youth Volunteers per UN agency</i>	91
<i>Table 12: Most supported countries per region</i>	93
<i>Table 13: Milestone targets, annual results and % of achievement for output indicator 1.2.1</i>	98
<i>Table 14: Outcome 2 IRRM output indicators and their level of achievement</i>	104
<i>Table 15: Level of achievement of the four IRRM indicators and the challenge identified to measure them</i>	135
<i>Table 16: Partnership management at UNV HQ</i>	149
<i>Table 17: Partnership management at RO and FUs</i>	152

EVALUATION TEAM

Nina Retzlaff

**Project Manager &
Evaluation Consultant**

Sofía Guillot de la Puente

Guido Fernandez Velasco

Marco Antonio Ortega Estébanez

Lead Evaluators

Magdalena Geissler

Nadine Kirchhartz

Isadora Loreto

Evaluation Team Members

EXECUTIVE SUMMARY

PURPOSE AND OBJECTIVE

This report is the final evaluation of the United Nations Volunteers (UNV) Strategic Framework (SF) 2014-2017. The evaluation covers the period from January 2014 to April 2017 with two main objectives: firstly, to look back at the past four years, assessing the results achieved against the stated objectives, outcomes, and outputs; and secondly, to provide useful recommendations in a forward-looking manner for the design of the next SF 2018-2021. The primary target audience of the evaluation report is UNV senior management, as the evaluation responds to specific information needs related to the future strategic direction of the organisation. Secondly, the evaluation report also addresses all UNV personnel¹ and external stakeholders interested in the findings, conclusions and recommendations.

BACKGROUND & CONTEXT

During 2013 UNV initiated the creation of its first SF with the aim to better align UNV's strategies and planning with the United Nations Development Programme's (UNDP) Strategic Plan and to better position UNV within the UN system, as well as to prepare UNV to be "fit for purpose" in the overall changing environment of international development cooperation and the post-2015 agenda. Overall, UNV's SF 2014-2017 envisions a development impact in which societies become more cohesive and stable with enhanced collective well-being. This should be achieved through two programmatic outcomes and one institutional result:

- **Outcome 1:** UN entities are more effective in delivering their results by integrating high quality and well-supported UN Volunteers and volunteerism in their programmes.
- **Outcome 2:** Countries more effectively integrate volunteerism with national frameworks enabling better engagement of people in development processes.
- **Institutional result:** UNV is a more effective and efficient organisation, with improved systems and business practices and processes, well-managed resources and engaged personnel.

Among the main strategic priorities, UNV's SF 2014-2017 introduces UNV's programmatic approach focused on five thematic areas:

1. Securing access to basic social services (BSS)
2. Community resilience for environment and disaster risk reduction (DRR)
3. Peace building
4. Youth
5. National capacity development through volunteer schemes (volunteer infrastructure, VI)

¹UNV personnel includes regular staff, as well as field and regional teams i.e. Programme Officers (that are usually UN Volunteers), Programme Assistants, Programme Managers (in peace missions), Support Officers (missions), thematic experts (BSS).



With the aim to position UNV not only as a provider of skilled volunteers for the UN system, but also as a programmatic partner that contributes to development goals, UNV planned to implement joint UN-UNV programmes and projects at the global, regional and country level, aligned with these thematic areas as well as with individual countries' needs. Programmatic areas 1 - 4, as well as the mobilisation of UN Volunteers directly contribute to Outcome 1, while the fifth programme area on VI in conjunction with research and advocacy efforts leads to Outcome 2. The improvement of internal systems and processes was expected to lead to an increased resource and volunteer mobilisation to more effectively and efficiently deliver on the two programmatic outcomes. Partnerships with diverse actors including UN entities, governments, civil society, the private sector and academia play a crucial role in all areas. Through further institutionalising its Results-Based Management (RBM) approach, UNV also expected to strengthen monitoring and evaluation (M&E) and reporting capacities and to produce more robust data on the two programmatic outcome areas with the main tool being the Integrated Results and Resources Matrix (IRRM).

EVALUATION METHODOLOGY AND APPROACH

The evaluation assesses UNV's SF 2014-2017 at a global, regional and country level, covering the two programmatic outcome areas and the institutional results statement of the SF, including the outcome and output indicators of the IRRM as well as the underlying Theories of Change (TOC). The evaluation follows the evaluation criteria defined by the OECD Development Assistance Committee (DAC)²: relevance, efficiency, effectiveness and sustainability of the SF. In addition, the evaluation is aligned with United Nations Evaluation Group (UNEG) norms and standards³ and the UNDP evaluation policy and guidance⁴. Impact could not be assessed through this evaluation due to the short time frame that the SF has been under implementation. In addition, the defined impact of the SF that "societies become more cohesive and stable with enhanced collective well-being" is considered too generic and high level to be evaluated. Even if this were possible, the contribution of UNV's work towards this goal would not be possible to measure because of innumerable other factors that could also contribute to this impact.

Under each criterion, specific evaluation questions and indicators have been developed to guide the evaluation exercise⁵. The overall methodological approach is based on contribution analysis, with the aim to assess in how far the SF 2014-2017 and its related strategies and implementation mechanisms have contributed to achieve the intended outcomes. The evaluation looks at both processes implemented and results achieved, aiming to understand why results have been achieved (or not) and the role the SF as well as other internal or external factors have played.

The evaluation makes use of a mixed methods approach and is based on desk review of relevant documents, online surveys to UNV personnel and to external stakeholders, and semi-structured interviews and focus groups with UNV personnel, partners, UN Volunteers and end beneficiaries. Quantitative and qualitative data were triangulated to verify and substantiate the assessment.

² <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.

³ <http://uneval.org/document/detail/1914>.

⁴ <http://web.undp.org/evaluation/policy.shtml>.

⁵ The evaluation matrix can be found in the Annex of the full evaluation report.



LIMITATIONS

The evaluation faced a number of challenges during the evaluation design, the data collection and the data analysis phases, including:

- Slow feedback processes with UNV and difficulties to obtain relevant information, especially regarding the stakeholder mapping and the implementation of the online surveys, which caused delays in the overall evaluation project implementation.
- Time and budget constraints that limited the number of field visits conducted by the evaluation team, which caused an unbalance in the number of stakeholders interviewed in different regions, with Europe and the Commonwealth of Independent States (ECIS) and Arab States being underrepresented. This challenge was mitigated through additional telephone or Skype interviews, as well as through the online surveys through which stakeholders from these regions were able to participate.
- Challenges for UNV regarding the provision of accurate data for some of the IRRM indicators, which caused further delays during data analysis because the evaluation team needed to conduct additional investigation. In some cases, this challenge limited the depth of analysis, as accurate data were not available

KEY FINDINGS

RELEVANCE

The key findings for the relevance criterion are as follows:

1. The SF was an important step towards supporting UNV's stronger positioning in the UN system through clear formulation of UNV's focus and priority areas, which served as overall guiding principles for delivering on its mandate and communicating to partners. The institutional results statement of the SF is highly relevant for enabling UNV to better align with partners' needs and to make it more "fit for purpose" and able to deliver on its mandate. It is also highly relevant with regards to the changing international environment, the increasing competition from other UN agencies and UNV's struggle to stay ahead of developments in the volunteer sector.
2. Although the SF was designed prior to the official establishment of the Sustainable Development Goals (SDGs), both the formulation of Outcome 1 and Outcome 2, including the programmatic areas, helped to position UNV as a relevant actor capable of contributing to the achievement of the SDGs. The SF design supports the SDG spirit of "leaving no one behind", to foster peoples' participation and civic engagement. In addition, the majority of partners agree that UNV's work is highly relevant to their organisation. 91% of partners state that UNV's main activity, the integration of volunteers in UN agencies and government institutions, contributes to the achievement of the SDGs. This perception is similar across all regions as well as among UN and non-UN partners. However, there is an opportunity to align more clearly with the SDGs and to highlight how UNV can effectively contribute to the achievement of goals in the next SF 2018-2021.
3. While overall partners have a positive image of UNV and a number of interviewed partners perceive UNV's value beyond the mere provision of human resources, there is a perceived gap among partners between UNV's value-driven communication about volunteerism, on the one hand, and UNV's business model, on the other. Several voices expressed confusion about the concept of volunteerism that UNV supports and the reality, i.e. offering 'paid volunteers' that often provide the same work as staff at UN agencies' offices or in Peacekeeping Missions.



4. The SF design process included an extensive internal and external stakeholder consultation, including UNV personnel and key partners, which added to the relevance of defined outcomes and programmatic areas across regions. However, decisions on indicator targets were taken top-down and without a realistic assessment of UNV's internal capacities or analysis of the external environment. This mainly refers to the definition of targets in the IRRM, especially the mobilisation of 10,000 onsite and 22,000 Online Volunteers per year by 2017, as well as the expected mobilisation of USD 50 million of partner resources. While UNV's management intended to motivate personnel to do its best to achieve ambitious goals, UNV personnel expressed that it has instead led to a certain demotivation among the organisation.
5. Generic and partly incomplete formulation of TOC statements and strategies have limited their relevance for guiding regional and field level work. In this regard, there has been a link missing between the global strategies and the breakdown to the regional and field level for implementation purposes. Knowledge and use of some of the strategies by UNV personnel is limited and thus, their role as implementation mechanisms that lead to effective results can be questioned. At the headquarter (HQ) and regional level, personnel acknowledge the usefulness of the SF and its strategies as overall guiding principles. At the field level, the main constraint for making use of them lies in their generic nature and the need to further concretise and adapt them to the regional and country context. Instead of making use of the strategies, at the field level UNV responded to specific regional/country needs on a case by case basis, reacting to partners' needs and requirements within the overall framework.
6. UNV's programmatic approach is not yet widely known and UNV is generally not perceived as an expert organisation in all five programmatic areas. However, this improves where UNV makes concerted advocacy efforts and implements joint projects, especially at the regional and field level. Asia/Pacific and Latin America and the Caribbean (LAC) are the regions that have been most successful in this regard, which is also because the two regional offices (RO) have existed longer than the two offices in Africa. Volunteer infrastructure (VI) has been a crosscutting aspect in all programmatic areas, however, partners, who overall emphasised that Youth and VI are those areas where UNV has core capacities and can find its niche in the UN system, have not understood this well enough. A contributing factor to this perception is that Youth and VI are explicitly linked to UNV's official mandate, while the other thematic areas are not.
7. UNV's services and products respond adequately to the needs of traditional partners and 85% of partners surveyed confirmed that their collaboration with UNV is important or very important to their organisation. This has been confirmed by interviews with partners that revealed that overall they have a positive image of UNV and highly value the UN Volunteers as a skilled and cost effective workforce that arrive with a fresh mind set. However, it is interesting to note that according to the survey, governments and UN entities – UNV's traditional partners – rate the importance of their collaborations with UNV highest, while private sector entities ranked it lowest. This relates to the fact that UNV has created specific approaches catered to these 'new' partners only in late 2016 and therefore still needs to finalise the definition of its value proposition and service offer.

EFFECTIVENESS

The key findings for the effectiveness criterion are as follows:

Regarding Outcome 1, UNV has been successful in supporting UN entities in delivering their results by integrating high quality and well-supported UN Volunteers and volunteerism in their programmes, although the defined targets have not fully been met:



8. While UNV has not managed to reach the ambitious SF target on volunteer mobilisation, it has maintained stable volunteer numbers over the period despite working in the challenging context of declining budgets in the UN system. Nonetheless, the overall trend since 2010 is slightly declining, due to decreasing numbers of volunteers mobilised in UN Peacekeeping and Peacebuilding Missions. While numbers have been increasing in development programmes and projects, they could not fully compensate the decline in the area of Peace. Almost 80% of all volunteers are deployed to only three agencies: Department of Peacekeeping Operations (DPKO), United Nations High Commissioner for Refugees (UNHCR) and UNDP, although UNV has managed to slightly diversify mobilisation with other UN agencies from 2014 to 2017. The highest number of UN Volunteers were mobilised in Africa, followed by the Arab States.
9. There is a trend of increasing numbers of national UN Volunteers, while numbers of international UN Volunteers are decreasing. This reflects a change in the international development cooperation environment, in which new actors are emerging, national ownership plays an increasing role and national talent is increasingly available, especially in middle-income countries (MIC). Consequently, 65.8% of all international UN Volunteers during the period under evaluation were received in low-income countries (LIC), whereas 65% of all national UN Volunteers were deployed to MIC.
10. Overall, there is a bigger gender gap in international assignments, whereas in national assignments UNV has almost reached gender parity. The percentage of female UN Volunteers in non-family duty stations was, as of December 2016, 38%, and UN Volunteers mobilised from the South also increased, exceeding the established IRRM targets. However, while aiming for more gender equality in volunteer assignments is overall positive, the IRRM indicator that specifically aims to increase the percentage of female volunteers in non-family duty stations has not been based on a previous analysis of the volunteer experience by gender. Therefore, it is not clear the extent to which being deployed in a non-family duty station could be beneficial or harmful for women.
11. Although UNV has maintained an adequate number of volunteer modalities⁶ and it has increased the number of initiatives offered to UN agencies, most UN Volunteers have been mobilised under the regular UN Volunteer modality. The UN Youth modality was expected to constitute 30% of all UN Volunteers by 2017. However, it has not been well adopted by UNV's clients, with an average of only 6.5% for the period under evaluation, although there is a slightly growing trend. Nevertheless, on average, 19.7% of the UN Volunteers deployed by UNV were young people ranging between 18 to 29 years of age, and there is a general trend of UN Volunteers becoming younger, with the average age being 38 in 2014 compared with 35 in 2017. There is an overlap between the Youth modality and the regular UN Volunteer modality, as they can cover the same age range and mostly differ by the level of professional experience. Partners that were interviewed expressed confusion about these different profiles.
12. The number of UN Volunteers mobilised through the Global Programmes (GP) remain low in comparison with the overall UN Volunteer mobilisation, with only 2.5% of UN Volunteers having been mobilised in joint programmes or projects over the period under evaluation. Between 2014 and 2016, 66 projects were implemented as part of the GP with the majority of projects in the areas of Basic Social Services (BSS), Peace Building, and Youth. The trend however shows a slight growth over the period under evaluation, indicating that there is a potential to mobilise more UN Volunteers through programming. The Youth GP is the programme with the highest financial delivery and has also mobilised 27.6% of all UN Volunteers mobilised through programming. Furthermore, Youth has seen the greatest increment in funding from the Special Volunteer Fund (SVF) for the 2014-2017 period going from USD 1 million in 2014 to USD 3.1 million planned for 2017. In addition to the late start of GP implementation, UNV's resources when compared to other agencies are quite low, making it difficult to engage in large-scale joint projects. As a result, UNV implemented mostly smaller joint projects with limited opportunities to mobilise large numbers of volunteers.

⁶ Modalities are the types of volunteers that UNV offers to its partners, e.g. regular UN Volunteer, UN Youth Volunteer, Online Volunteer. Under the different modalities, UNV defined so-called initiatives that are variations of the modality, e.g. national/international UN Volunteer, short-term UN Volunteer, UN University Volunteer, etc.

13. With 13,230 Online Volunteers (OV) mobilised in 2016, although the trend is growing, UNV has achieved only 60% of the ambitious target of 22,000 it expected to reach by 2017. However, in 2016 more than 22,000 OV assignments were implemented, and the targets on gender and origin as well as the percentage of Online Volunteers that come from the youth bracket have been achieved. While partners and UNV personnel that were interviewed stated their interest in the OV modality and see it as an innovative form of volunteerism, UNV has not leveraged this modality to the expected extent, and a feasible business model is still under development so that UNV does currently not receive any cost recovery for the OV assignments.
14. 92% of UN entities that responded to the partner survey consider that UNV made an effective contribution to the delivery of their programmes' or projects' results. Nevertheless, interviewed partners remain vague when asked about how exactly UN Volunteers contribute to achievement of results. There is a lack of monitoring and reporting for volunteer contribution to UN entities both within host agencies and UNV itself. This presents challenges when attempting to objectively measure the real contribution of UNV's work in peace and development beyond mere numbers of volunteers deployed and individual storytelling.

Regarding Outcome 2, UNV has made important advancements in integrating volunteerism in international and national frameworks, although some challenges remain:

15. Until 2015, UNV had implemented the post-2015 project through which it made important advancements in integrating volunteerism into UN resolutions and the Agenda 2030, which now provide entry points to engage with Member States and civil society to further advocate for volunteerism and the integration of volunteer schemes and policies. UNV has also produced or supported reports and studies on volunteerism in peace and development, including the State of the World's Volunteerism Report (SWVR) 2015 and the current work on SWVR 2018. Due to the lack of a systematic monitoring system, evidence on the promotion and integration of volunteerism is only available in the context of the post-2015 project and in cases where projects have been implemented under the VI Global Programme area. In this regard, UNV has made some progress approving new VI projects in 2016 in 17 countries, although only seven of them have become operational to date. Outside of programming, UNV maintains advocacy partnerships with diverse organisations at all levels, but initiatives are not streamlined or aligned with a specific results framework. Often, UNV's engagement with volunteer involving organizations (VIO), NGOs or volunteer networks takes place ad hoc and with a low frequency. The aspect of volunteer infrastructure is also a cross-cutting theme in the other four GPs so that Outcome 1 and Outcome 2 of the SF are closely related regarding their expected contribution to the effective integration of national volunteerism frameworks.
16. While VI project results overall cannot yet be assessed due to ongoing implementation, UNV's partners clearly perceive that UNV has made an effective contribution: 69% of partner survey respondents (UN and non-UN partners) perceive that UNV contributes to promoting volunteerism in their projects and programmes, and 60% say that UNV has contributed to creating an enabling environment for volunteerism at national level.



EFFICIENCY

The key findings for the efficiency criterion are as follows:

17. UNV's organisational structure (HQ, Regional, Field) is considered appropriate for implementation of the SF. However, the process of enhancing UNV's field presence is not finalised and UNV has not increased its field-based personnel as expected. The strengthening of the Liaison Office in New York City (ONY) in 2016 and the creation of the RO in 2014 have helped to increase UNV's visibility and improve partner relations at global and regional level.
18. Despite the creation of a national staff position, and the creation of the RO as a part of field enhancement, the Field Units (FU) have not been strengthened as expected. The programming approach has increased work load at field level while most human capacities have remained the same. FUs claim not to have enough time for programming and not enough capacities to build strong, long-term partnerships. Additionally, Programme Officer's (PO) turn over remains high, which limits UNV's capacity to create a consistent relationship with partners at country level and to sustain results.
19. The UNV personnel strategy has contributed to integrate all personnel into one workforce and to improve personnel mobility and talent management. However, there are still measures needed to better retain and promote individuals and tap internal capacities. Although interviewed personnel is committed and engaged with the organisation, a certain decrease in UNV personnel morale has been identified due to the many changes in the organisation that are difficult to digest and that need time to settle down.
20. Overall, UNV's financial resources have slightly increased from 2014 to 2016, still they have not reached the target set in the budget strategy of USD 300 million by 2017. Total programme resources have slightly increased over the last three years despite a decrease of donor contributions to UNV Funds (SVF, Trust Fund, Cost Sharing, Fully Funded). Fully Funded (FF) contributions were considered one of the key contributors to UNV programme budget, but the ambitious financial expectations have not been met. Core institutional funds and other institutional funds like XB (Extra Budgetary Fund) have decreased. However, other institutional funds like VMC (Volunteer Management Cost) and EFP (Expanded Field Presence) increased because of the introduction of the revised cost recovery policy. In addition to decreasing core funding from UNDP, there is a downward trend of resource mobilisation. Despite UNV's aim to diversify financial contributions with emerging economies, most keep coming from OECD countries. The aim to mobilise USD 50 million of partner contributions by 2017 will not be reached.
21. Having assigned USD 3 million for the Information and Communication Technology (ICT) area, UNV made an ambitious planning of developing 25 ICT projects. While 12 projects have been delivered and two of them are still ongoing, the rest of them have not been developed due to a lack of capacity of UNV resulting into missed opportunities to enhance operations, knowledge mobilisation, and information sharing and data management. In addition, ICT has conducted several projects financed by other sources; the OV project funded by Germany, the Results Based Management (RBM) project funded in part by Germany with cost sharing from UNV and the learning platform funded from the learning costs that UNV charges for each volunteer as part of the pro forma costs.





- 22.** UNV has made strong efforts to introduce an RBM system into the organization, which demonstrates that UNV is on a good way to further improve organisational efficiency. The design and implementation of the RBM project has brought many improvements like the RBM framework, the introduction of RBM measures and the reform of the UNV Programme and Project Management system. However, UNV still faces challenges related to reporting on some IRRM indicators; the alignment of reporting on programmes with the IRRM; and regarding reporting on results of volunteerism through the deployment of UN Volunteers. The latter one is a priority for UNV and has been addressed by the development of a results-based Volunteer Reporting Mechanism (VRM). However, some duplications and inconsistencies on the data collection and reporting processes have been identified.
- 23.** Partners and UNV personnel have generally a positive perception on the efficiency of volunteer recruitment and deployment processes, although UNV has only partially achieved target indicators included in the IRRM. Some exceptions exist, and some critical voices have mentioned delays in deployment or varying adequacy of volunteer profiles for the assignments. Challenges in the recruitment and deployment process exist mostly due to external factors and the multiple interactions necessary with stakeholders.
- 24.** As a general overview on internal communication processes, personnel value much more positively the communication between HQ and FU. Communication between RO and FU, as well as RO with HQ has the lowest rating due to the existence of two parallel structures with FU – Development Programming Section (DPS)/Peace and Programming Section (PPS) (old structure) and RO – Programme Coordination Section (PCS) (new structure), which have generated overlapping responsibilities that complicate communication and lead to multiple reporting lines. At HQ level, communication challenges have been identified due to time constraints and difficulties in communicating with each other. In this regard, some interviewed personnel perceive that different units work in an isolated fashion from each other.
- 25.** While financing partnerships are centrally managed, multiple-layer responsibilities for relations with UN agencies and other programming and advocacy partners, as well as the lack of a centralised information system for partner management limit streamlined interactions and can hinder UNV to efficiently respond to partners' needs. Until the end of 2016 no clear strategy and definition of UNV's value proposition for the private sector existed, which had hindered the development of successful collaborations with private sector partners. In addition, no clear responsibilities had been defined within UNV for creating private sector partnerships. The Resource Mobilisation Toolkit and the UNV Guide for pursuing Partnerships with Non-Traditional Donors drafted during 2016-2017 represent a step forward to better define UNV's value proposition and strategies to approach and engage with the private sector and other non-traditional donors.



SUSTAINABILITY

The evaluation has identified a number of internal and external factors that enable or limit the sustainability of UNV's results. These factors are summarised in the following figure:

Figure 1: Limiting and enabling factors for sustaining UNV's results

<p>Internal enabling factors</p> <ul style="list-style-type: none"> • Engaged, experienced and committed UNV personnel • High motivation and technical skills of UN Volunteers • Established regional presence and strengthened ONY • Defined RBM processes • Potential to be flexible and innovate in terms of assignment modalities to better respond to partner's needs 	<p>Internal limiting factors</p> <ul style="list-style-type: none"> • Fatigue due to extended change processes and aspirational targets • Strong focus on internal thinking and processes limits implementation capacities • Insufficient capacities at field level, high personnel turnover • Occasionally, lack of some technical capacities at HQ • Bottlenecks in communication between different units and organisational levels • Unfinished decentralisation: unclear roles, overlapping responsibilities and duplication of tasks • Reduced business intelligence and lack of coherent M&E • Weak knowledge management and knowledge sharing • Weak communication with partners
<p>External enabling factors</p> <ul style="list-style-type: none"> • Credibility with partners, ability to quickly mobilise and respond to partners' needs • Well-positioned in the UN system, among Member States and in civil society to promote and integrate volunteerism • UN Reform and Delivering as One opens the doors for greater inter-agency collaboration • SDGs provide new opportunities for UNV to position itself • Changing international context with increased opportunities for South-South cooperation and diversification of partner base 	<p>External limiting factors</p> <ul style="list-style-type: none"> • Declining budgets of UN agencies and Member States • High dependency on few key partners and external events • Partner's insufficient knowledge of UNV's SF and programmatic approach • Weaker positioning at field level for participation in UNDAF • Growing competition from other UN agencies (e.g. UNOPS) • Unclear concept of "volunteerism" creates confusion among partners

CONCLUSIONS

BASED ON THE KEY FINDINGS OUTLINED ABOVE,
THE EVALUATION TEAM HAS DEVELOPED
THE FOLLOWING CONCLUSIONS

CONCLUSION 1 (BASED ON FINDINGS 1 AND 5)

UNV's SF 2014-2017 with the two outcome areas reflects the organisation's mandate well, and the institutional results statement is relevant in enabling UNV to deliver on the expected outcomes. However, the articulated theories of change lack clarity to fully reflect UNV's contribution. While strategies, programmes and projects are aligned with SF priorities and partners' interests, no regional or particular country's needs assessment is included and the generic nature of strategies have limited their relevance for operationalisation.

TOC statements especially for Outcome 1 and 2 lack clarity in the logical results chain, including the input level, and the link between inputs, outputs and outcomes overall. This has led to the challenge of adequately defining all of the output and outcome indicators in the IRRM in line with the TOC statements. Assumptions are not always relevant to the outputs and outcomes, while most of the risks have been well identified. The SF and global programmes do not provide any analysis regarding regions' or countries' needs and thus has not provided any specific guidance at the field level. Instead, at country and regional level UNV reacts to partners requirements on a case by case basis. While the SF and associated programmes clearly reflect UNV's added value to the UN system and governments as well as societies overall, the value proposition to other types of partners UNV aims to work with, for example the private sector, is not clear. In addition, strategies that should support implementation on SF outcomes have been formulated in a generic way on a global level and thus, while UNV personnel value the SF as a high level guiding document, strategies are low in relevance as implementation tools at regional and field level. Furthermore, while resource mobilisation is one of the key priorities of the SF, and UNV makes use of annual work plans as well as section work plans with targets, a specific resource mobilisation strategy has not been developed to support this aim.



CONCLUSION 2 (BASED ON FINDINGS 2, 6, 7, 13, 14 AND 15)

UNV's SF provided a clear strategic focus and outcome areas that contributed towards positioning UNV as a relevant actor capable of responding to the 2030 Agenda and integrating volunteerism as a key concept that contributes to the achievement of the SDGs.

The strategic positioning of UNV as a relevant actor to contribute to the achievement of the SDGs is reflected in the two development outcomes. Outcome 1 states that UNV aims to provide support to UN entities to more effectively deliver their results through the deployment of highly qualified volunteers and Outcome 2 builds on UNV's previous advocacy work for positioning the organisation and volunteerism in the international development agenda and for supporting the integration of volunteerism into national and regional policies in order to strengthen peoples' participation for the achievement of development results. The majority of partners agree that UNV's services and modalities are highly relevant to their organisations and contribute to the achievement of the SDGs. However, as the SF was designed prior to the launch of the SDGs, there are still opportunities to more clearly reflect how UNV contributes to their achievement. Partners also expressed confusion around the different volunteer profiles, indicating that UNV has not communicated sufficiently on the various modalities it offers. Online Volunteers have been receiving high interest from partners, but UNV has not yet leveraged this modality to market it together with the onsite volunteers and to create a successful business model. While UN partners that implemented joint projects with UNV value the organisation as a partner, overall, UNV's programmatic approach is not yet widely known.

CONCLUSION 3 (BASED ON FINDINGS 4 AND 8-15)

UNV has made important achievements both under Outcome 1 and 2. However, UNV has not met a number of key output indicators especially related to volunteer and resource mobilisation. Some targets defined in the SF have been aspirational and not based on a realistic assessment of the external factors, partners' demands and UNV's capacities to deliver. On the other hand, UNV faces challenges to coherently monitor and report on a number of IRRM indicators, as well as to effectively measure the contribution of its work towards peace and development.

Regarding Outcome 1, 92% of UN entities surveyed confirm that UNV made an effective contribution to their programmes and projects results, while for Outcome 2, UNV reports that 72 countries in 2015 and 44 countries in 2016 made progress in implementing national volunteerism frameworks. These two key outcome indicators show that UNV has been successful in achieving results, although the set targets were not fully met. Nevertheless, the target for Outcome 1 was set at 100%, which is not considered to be realistic. UNV partnership survey results show that partners were already highly satisfied with UNV services in 2014 and in this regard, UNV might have to acknowledge even more its dependency on external factors and find more adequate mitigation mechanisms.

On the other hand, the second indicator for Outcome 1 related to the impacted beneficiaries is not reliable and UNV faces challenges when attempting to accurately report on it. This is also the case with several output indicators included in the IRRM. In addition, there is only a weak link between UNV's work and the indicator for Outcome 2, which makes it challenging to adequately evaluate achievements.



CONCLUSION 4

(BASED ON FINDINGS 6, 12, 14, 15 AND 17)

Implementation of programmes and projects under the Global Programmes started late and they have been partially implemented. The GP on Youth has had the highest financial delivery. Programming has not yet been leveraged effectively for volunteer mobilisation. However, according to partners' perceptions and based on information about projects implemented or under implementation, UNV has contributed to the integration of volunteerism in peace and development projects, including in the creation or strengthening of volunteer frameworks at national level. Volunteer infrastructure has been a cross-cutting aspect in all programmatic areas, but this has not been fully understood by partners. Many perceive that Youth and VI are those areas where UNV has core capacities and should find its niche in the UN system.

UNV invested time in the elaboration of Global Programme and Project documents, so that implementation started in 2015 for the areas of BSS, Peace, DRR and Youth, while VI programming was only initiated in 2016. The integration of the programmes into the IRRM is weak, as UNV only reports on "other" volunteers mobilised through joint programmes and projects and on the financial delivery and the integration of gender equality and women's empowerment.

UN Volunteers mobilised through joint programming represent only 2.5% of all UN Volunteers mobilised between 2014-2017, of which almost 50% have been financed by UNV through the SVF. As UNV is not yet fully perceived as a programmatic partner and has few financial resources available compared to other UN agencies, UNV implemented mostly small joint programmes and projects that have not provided sufficient opportunities for mobilising large numbers of volunteers.

Through these programmes UNV responds to partners' requirements and to regional and countries' needs. This alignment is also facilitated by UNV's participation in United Nations Development Action Frameworks (UNDAF) at country level.

CONCLUSION 5

(BASED ON FINDINGS 26-34)

While UNV has heavily invested in strategic thinking processes at HQ level, UNV has demonstrated limited capacities to implement large-scale strategies.

In that sense, the SF with its intensive investments and changes might have been too much for UNV to cope with in a relatively short period while at the same time having to strengthen efforts for increasing the business volume. UNV invested approximately 1.5 years on designing the different strategies and programmes, leaving only 2.5 years of the SF period for implementing them. This is considered a short time for the high number of changes in processes and structure that UNV had planned for.



CONCLUSION 6 (BASED ON FINDINGS 7, 19, 24 AND 25)

UNV maintains a positive image among a wide range of organisations at global, regional and national level. Although the SF aimed to broaden UNV's partnership base to reduce dependencies and increase resource and volunteer mobilisation, the achievement has been limited. In the context of overall declining budgets, this poses a risk to UNV's long term financial sustainability. Fragmented partnership management and the lack of a centralised information system has limited the capacity to efficiently respond to partners' needs.

UNV builds partnerships for different purposes that cover all areas in which UNV is active: volunteer mobilisation, financing, programming, advocacy work and research. Regarding finance partnerships, although UNV has initiated a number of new collaborations, the overall number of financial partners and the financial contributions have decreased. Regarding programme partners, there is a high dependency on only three UN organizations that host 80% of all UN Volunteers deployed. On the other hand, UNV has signed six new Memorandums of Understanding (MOU) to increase and better plan volunteer mobilisation with UN agencies. There is a wide range of advocacy partners but they are generally managed in an ad hoc manner. With the aim of better centralising partnership information and better managing partners' needs, UNV planned the creation of a partnerships platform but it was in the end not approved as there was no business case developed.

While the SF and the Partnership Strategy mention that UNV aims to build innovative partnerships with non-traditional partners, UNV did not provide a clear value proposition or partnership approach for each type of non-traditional partner until the end of 2016. This lack of clear guidance for creating new partnerships has jeopardised the achievement of results during the implementation of the SF in this regard.

CONCLUSION 7 (BASED ON FINDINGS 9, 16, 17, 18 AND 20-23)

UNV has made important investments in improving its organisational efficiency; for example, decentralising its organisational structure, in new ICT systems for improved volunteer recruitment, deployment and management; and in brand repositioning and communications as well as the introduction of RBM processes. While these investments have contributed to SF results, the decentralisation process has caused communication challenges and only a part of the planned projects have been approved and implemented meaning the benefits for UNV have as yet not fully materialised.

While the creation of ROs and strengthening of ONY have led to better visibility and improved partner relations, the unfinished decentralisation process has caused communication challenges as well as duplication of responsibilities and tasks. In addition, UNV still faces weak knowledge management and information exchange processes, which limits organisational learning and the capacity to innovate.

On the positive side, UNV has made important investments in improving volunteer recruitment and deployment processes although they are too recent to show results. In addition, the implementation of programmes and projects when in combination with stronger communication and advocacy efforts has brought increased recognition and visibility for UNV as a programmatic partner and has contributed to integrating volunteerism more effectively in peace and development. Regarding RBM processes including improved ICT systems, while advances have been made with the RBM Project, implementation of the RBM framework only started in 2016 and the investment in business intelligence has been delayed so that UNV still faces challenges to implement coherent M&E, reporting and knowledge management processes. Due to this, UNV still faces difficulties in measuring its contribution to peace and development.



CONCLUSION 8 (BASED ON FINDINGS 3, 6 AND 21)

Although UNV's mandate is focused on the promotion of volunteerism and the provision of volunteers to the UN system, the organisation faces the challenge of clearly communicating its organisational identity to internal and external audiences. Internally, there is a perceived dichotomy between mobilisation and programming while external partners perceive a gap between the communicated value of volunteerism and the provision of cheap labour. UNV faces challenges demonstrating evidence-based results beyond story telling.

With the introduction of the programming approach, a certain division has taken place where some units/organisational levels embrace the programming approach while others are more focused on mobilisation. This also generates confusion among partners. Additionally, partners perceive that UNV's communication is focused on the value of volunteerism and community based work while on the other hand, UN Volunteers are also deployed to UN offices to perform staff tasks.

Although UNV tries to promote the value of volunteerism through its different communication channels, the organisation does not take sufficient advantage of the potential of the communication and advocacy work that UN Volunteers could do within the host agencies. UNV also does not leverage the community of former volunteers for advocacy purposes. The organisation initiated some efforts related to this that were discontinued.

In addition, UNV does not have sufficient monitoring mechanisms in place to collect evidence-based information on the contribution of the volunteers in their assignments, and this weakens the credibility of communication messages.

RECOMMENDATIONS

BASED ON THE KEY FINDINGS AND CONCLUSIONS,
THE EVALUATION TEAM PROPOSES THE FOLLOWING
RECOMMENDATIONS:

RECOMMENDATION 1: UNV'S RESULTS FRAMEWORK AND THEORY OF CHANGE

Based on conclusions: 1,3, 5, and 7 | Priority: High | Period: Short term

For the next SF, UNV should design clearer and more concise theories of change with a more aligned results framework. The overall logic of the SF should also explain how UNV aims to contribute to the achievement of the SDGs.

The TOC should be more concrete and ideally visualised through a graphic representation showing clear links between inputs, outputs and outcomes. It should be accompanied by a realistic Integrated Results and Resources Matrix (IRRM) that fully reflects each element of the TOC to facilitate monitoring, reporting and evaluation of results. UNV should elaborate an IRRM that contains only valid and reliable indicators that UNV is able to report on, as well as ambitious but realistic targets based on previous analysis of potential partner demands and UNV's capacities. The IRRM should be supported by an M&E plan that facilitates monitoring and reporting processes during implementation. UNV also needs to further work on developing indicators and data collection mechanisms to be able to measure the contribution of UN Volunteers towards peace and development. Overall, the next SF should clearly reflect UNV's ability to provide volunteer solutions relevant to the achievement of the SDGs.



RECOMMENDATION 2: RBM AND BUSINESS INTELLIGENCE

Based on conclusions: 1, 7 and 8 | Priority: High | Period: Mid-Long term

UNV should continue to implement its Results-Based Management (RBM) Framework and pay attention to those elements that strengthen M&E and reporting capacities, as well as knowledge management and information sharing. Further efforts must be made to consolidate data gathering mechanisms that identify valid indicators and appropriate methods to collect data. Business intelligence can complement these efforts through a system that captures and shares business related data to encourage the better use of information throughout the organisation.

A priority should be to integrate different reporting processes and align or streamline different taxonomies and methods that are currently used among different units and organisational levels. This should lead to the ability to better differentiate types of information to be collected (information on volunteer mobilisation and management, knowledge and advocacy and programming, partnerships, among others) and identify appropriate methods to collect this data. Data collection should be streamlined in coherent central databases for key information, preferably by leveraging latest Information and Communication Technology (ICT). In addition, UNV should provide some guidance and templates to the UN host agencies for the creation of work plans that can be used as a basis for reporting on concrete contributions that volunteers make to the organisations' results and the SDGs. This reporting mechanisms could substitute the current performance appraisals and should be done online. In addition, the collection of evidence-based information will allow UNV to complement the currently practiced story telling by an evidence-based communication on the contribution of volunteers.

RECOMMENDATION 3: UNV STRATEGIES AND IMPLEMENTATION MECHANISMS

Based on conclusions: 1 and 5 | Priority: Medium | Period: Short term

Without investing again too heavily on internal thinking processes, UNV should update key strategies and create "light" versions to facilitate the implementation of the next SF.

UNV should think about reducing the number of strategies by combining areas that are complementary like communications and advocacy or partnerships and civil society engagement strategy. UNV should ensure that strategies are accompanied by practical implementation guidelines or tools for the regional and field level to enable operationalisation. Ideally, strategies will clearly reflect IRRM outputs and will be translated into concrete approaches per region. Regional offices should be leading on creating the regional approach with the participation of HQ and FUs.



RECOMMENDATION 4: PROGRAMMING APPROACH AND VOLUNTEER MODALITIES

Based on conclusions: 1, 4, 5 and 8 | Priority: High | Period: Short term

UNV should focus its programming approach on those key areas where partners perceive it to have a key added value and that can be most clearly linked to its mandate: VI and Youth.

Considering that UNV has made strong communication efforts over the past years to inform partners about the five GP, which have generated considerable interest of some partners, UNV needs to be careful how this more focused approach will be communicated. In addition, UNV should remain flexible to respond to partners' programming needs. A good approach might be to see volunteer infrastructure and youth as two overarching areas under which UNV can still work on specific topics, e.g. volunteer infrastructure for disaster risk reduction.

In line with a more focused thematic approach, UNV should also revise its strategic use of the SVF for programming and evaluate possibilities to invest more in larger projects and programmes instead of implementing a high number of small scale initiatives. In addition, UNV should pay more attention to further mobilising volunteers under other financial modalities in joint projects and programmes.

In addition, UNV should revise the design of the Youth Volunteer modality in comparison with the regular UN Volunteers modality to avoid overlaps and confusion among partners and clearly define characteristics of each modality.

RECOMMENDATION 5: UNV'S ORGANISATIONAL STRUCTURE

Based on conclusions: 6 and 7 | Priority: High | Period: Mid-Long term

UNV should continue the process of enhancing field presence and correct the current overlapping of tasks and responsibilities among several units and levels of the organisation. UNV should try to mitigate the dichotomy that has been created within the organisation and foster a more collaborative approach between different units and organisational levels.

Roles at HQ, RO and FU need to be well defined and clear communication channels and reporting lines need to be established. UNV should ensure that further enhancement of field presence does not lead to more bureaucracy but rather to facilitating improved coordination, knowledge management and sharing of experiences between the different organisational levels, as well as among the different units at HQ. The strengthening of the field level should include the allocation of staff positions that fill the role of Programme Officers in key FUs. This will enable a stronger positioning of UNV at the field level and greater continuity of partner engagement for mobilisation, programming and advocacy purposes.



RECOMMENDATION 6: VALUE PROPOSITION PER PARTNER

Based on conclusions: 2, 6 and 8 | Priority: High | Period: Short term

For the next SF, in order to diversify its partnership base UNV should finalise the design of more concise value propositions per type of partner, making clear what the organisation has to offer and why each type of partner should work with UNV. While UNV should continue strong collaborations with the top three UN partners DPKO/DPA, UNDP and UNHCR, it should continue efforts to strengthen its work with other UN agencies and to diversify financing partnerships.

Despite considerable efforts in developing value propositions for programming and financing partners through the Resource Mobilisation Toolkit currently under development, there is still the need to finalise this partnership approach and align it with the next SF. In addition, more concrete guidance should be developed for all organisational levels to strategically work with advocacy partners. UNV should periodically revise the value propositions according to partner needs and global trends.

RECOMMENDATION 7: PARTNERSHIP MANAGEMENT

Based on conclusions: 6 and 8 | Priority: Medium | Period: Mid-term

UNV should better integrate and coordinate partnership management of all types of partners by assigning clear responsibilities and focal points, as well as by defining internal communication processes in order to avoid duplication of efforts and to ensure that all partnership information is collected in a systematic way and included in a shared database. The partnership platform (CRM) project already identified by UNV can be an opportunity in this regard.

It is important to set up a mechanism to effectively consolidate and share partnership information in order to ensure communication flows between different organisational levels. Additionally, in order to be more efficient and avoid duplications, it is necessary to continue strengthening partnership management and ensure it is better coordinated by a structure that allows for decentralising this responsibility at all organisational levels, while at the same time coordinating all partnership information efforts centrally in order to create synergies and efficiently respond to partners' needs.

UNV needs to ensure it effectively manages and collects information on partnerships from all organisational levels and should move forward the partnership platform project already identified as a good opportunity to collect and systematise all partnership information in one database.



RECOMMENDATION 8: EXTERNAL COMMUNICATION

Based on conclusions: 8 | Priority: High | Period: Mid-long term

UNV should put more emphasis on the complementary character of mobilisation and programming in order to improve its communication. With this, UNV should further strengthen external communication efforts with partners and leverage the volunteer community of current and former UN Volunteers for advocacy work.

A clear communication of UNV's organisational identity should be streamlined with internal and external audiences. Particularly, communication to UN partners should more clearly explain UNV's concept of volunteerism within the UN system and how the different modalities, including the Online Volunteers, fit into the overall volunteer concept. UNV should especially pay attention to explaining the difference between UN Volunteers deployed to UN agencies' offices and other UN contracts such as Junior Professional Officer (JPO) contracts. UNV's communication products should show a balance of stories of UN Volunteers that work at community level and UN Volunteers that work at the national and regional offices of UN agencies.

Furthermore, UNV should explore ways to tap into the vast community of current and former UN Volunteers for communication and advocacy work taking advantage of the previous efforts made in this regard. Many former UN Volunteers have staff positions at different agencies, but also work with the private sector, NGOs or governments and could support UNV in spreading its messages. UNV could explore the possibility of creating a UNV alumni or champions network with dedicated former UN Volunteers that are willing to further advocate for UNV and volunteerism beyond their assignments. Additionally, current UN Volunteers can support the ROs and FUs in communication and advocacy efforts. This aspect could be better included in Descriptions of Assignment (DoA)/ work plans and agreed on with host agencies.

1.

BACKGROUND AND PURPOSE OF THE EVALUATION

This report is the final evaluation of UNV's Strategic Framework (SF) 2014-2017. A team of independent external experts conducted the evaluation during the period October 2016 to July 2017. It was managed by UNV's Evaluation Specialist from the Results Management Support Section (RMSS) with support from the United Nations Development Programme's (UNDP) Independent Evaluation Office (IEO) and with the participation of an internal reference group, for revision and feedback on key evaluation products.

This final evaluation report presents the analysis of data collected throughout the evaluation process from a wide range of stakeholders and synthesizes key findings, conclusions and recommendations. It covers the period from January 2014 to March/April 2017, which represents the time covered by UNV's SF. As UNV is currently undergoing a transition process and working on the conceptualisation of the next SF 2018-2021, the evaluation addresses the results achieved or expected to be achieved during the current SF period, with the intention of understanding what worked and what did not work with regards to planning and implementation processes.

The objectives of this evaluation are twofold: firstly, to look back at the past four years, assessing the results achieved against the stated objectives, outcomes, and outputs; and secondly, the evaluation aims to identify lessons learned in a forward-looking manner in order to provide useful recommendations for the design of the next SF.



1. Background and Purpose of the Evaluation

In this context, the specific objectives of this evaluation are to:

- Assess the performance of, and results achieved or expected to be achieved by, UNV during the period covered by the SF 2014-2017;
- Assess the use of the SF as a tool for guiding UNV work and delivering on its mandate;
- Facilitate learning from the UNV experience during the SF period (specifically, around planning and implementation processes);
- Provide validation of, and follow up on, the findings and future actions identified in the SF Midterm Review (MTR);
- Provide actionable recommendations with regards to the overall UNV strategy and strategic planning process.

The primary target audience of this report is UNV senior management, as the UNV SF 2014-2017 evaluation process responds to the specific information needs related to the future strategic direction of the organisation.

Secondly, the evaluation report also addresses all UNV personnel and external stakeholders interested in the results, conclusions and recommendations.

The report is structured into six chapters. In chapters one to three, it lays out the context and background of the evaluation, its scope and objectives, key evaluation questions, as well as the methodologies used for data collection and analysis. It also gives an overview on the data collected throughout the evaluation process that build the basis for the analysis of results and findings. Chapter four presents the key findings related to four main blocks of analysis that relate to the standard evaluation criteria of relevance, effectiveness, efficiency and sustainability. In chapter five, the key findings from the previous analysis are synthesized into main conclusions. Chapter six presents recommendations that are intended to support informed management decisions regarding the current transition process and the design of UNV's SF 2018-2021.

The annex of this report contains additional background information and raw data from data collection, a number of methodological tools, as well as three case studies that illustrate key findings regarding UNV's performance in the areas of youth, volunteer infrastructure, and peace building.



2.

UNV STRATEGIC FRAMEWORK 2014-2017: DESCRIPTION AND CONTEXT

Since its creation in 1970, the United Nations Volunteers (UNV) programme has worked with UN entities and other partners from the public, civil society and private sector to integrate qualified, highly motivated and well supported UN Volunteers into development programming and peace missions, and to promote the value and global recognition of volunteerism. UNV is administered by the United Nations Development Programme (UNDP) and reports to its Executive Board.

Before 2014, biennial Corporate Plans, accompanied by a number of strategies, for example, on programming or corporate communications, had guided UNV's work. However, no strategic document was in place that would integrate all of UNV's strategic objectives and plans under one umbrella with a long-term vision.

With the aim to better align UNV's strategies and planning with UNDP's Strategic Plan and to better position UNV within the UN system, as well as to prepare UNV to be "fit for purpose" in the overall changing environment of international development cooperation and the post-2015 agenda, in 2013 UNV initiated the creation of its first SF for the period 2014-2017.

UNV Strategic Framework 2014-2017: Description and Context

Content of the Strategic Framework 2014-2017

The SF document dates from 29 January 2014⁷ and includes eight chapters:

CHAPTER 1

introduces UNV's mandate, the organisation's history, as well as facts and figures.

The chapter refers back to UNV's creation in 1971 and highlights the expansion of UNV's mandate⁸ and its constant adaptation to changes in the international peacebuilding and development cooperation environment and the increasingly important role of volunteerism. This adaptation has led to a threefold business model since 2006: a) mobilisation of volunteers; b) advocacy for volunteerism; and c) integration of volunteerism in policies, legislation and programming. UNV grounds its work in these areas on a value driven understanding of volunteerism as a universal concept that is based on "free will, commitment, equity, engagement, solidarity, compassion, empathy and respect for others" and functions as a catalyser that fosters civic engagement and social cohesion and ultimately creates a long lasting impact in peace and development. As the only UN entity that is able to mobilise large numbers of volunteers, UNV aims to work in partnerships with other UN entities, government, civil society and the private sector to maximise its impact.

CHAPTER 2

provides a brief analysis of the global context in which UNV operates, and the role volunteerism can play in addressing development challenges.

The main aspects that are highlighted in this chapter are the Millennium Development Goals (MDGs) and the post-2015 agenda, in which peoples' participation through volunteerism plays an increasingly important role in shaping a new global framework and to overcome persisting inequalities in development. There are opportunities for engaging more people with greater access to resources, information and knowledge, including ICT and social media, due to globalisation processes. This also opens up possibilities for innovative forms of volunteering, such as online volunteerism. Among the key challenges that volunteerism can address, UNV identifies unequal access to resources including to basic social services; conflict, climate change and disasters. Including young people as change agents and empowering women are two key necessities for the achievement of more equal and prosperous societies. In addition, UNV foresees an important role for South-South cooperation and non-traditional partnerships in an increasingly multipolar international environment. Finally, UNV perceives this as key to integrating the concept of volunteerism into the post-2015 process so that people can engage within the new global development framework at all levels.

CHAPTER 3

highlights the main lessons learned by UNV from previous years and indicates aspects that UNV will focus on during 2014-2017.

Four main points are identified. First, UNV acknowledges that volunteerism is not yet integrated well in projects and programmes, nor in United Nations Development Action Frameworks (UNDAF) at country level mostly due to the absence of a strategic programmatic approach of UNV. While UNV has engaged in joint projects and programmes in the past, these often lacked a results oriented approach. Partners perceive UNV as a human resources agency rather than as a programmatic partner, so that involvement in project or programme design is minimal. This leads to insufficient results monitoring of volunteering activities. Thus, UNV aims to develop a programmatic approach that better positions it as a key player in the UN system.

⁷ A designed version can be downloaded at <https://www.unv.org/about-unv/unv-strategic-framework-2014-2017>. The UNV Report of the Administrator 2014 with the SF and the Integrated Resources and Results Matrix (IRRM) as annexes are available at: http://www.undp.org/content/undp/en/home/operations/executive_board/documents_for_sessions/adv2014-annual.html.

⁸ While UNV's original mandate was the provision of additional trained manpower to the United Nations system, later this mandate was expanded to the promotion of volunteerism and its integration in national policy frameworks and legislation.

**UNV Strategic Framework 2014-2017: Description and Context**

Second, while UNV can look back at successful years of growing demand for volunteerism, it needs to better understand drivers of demand and better cater its services and volunteer modalities according to partners' needs. In addition, UNV identified the need to improve the volunteer experience through better management processes and through working more closely with host agencies to ensure the quality of assignments, learning opportunities and the recognition of the added value of volunteerism.

Third, although UNV and other actors in the area of volunteerism perceive that significant progress has been made in integrating volunteerism in national laws and policies, and the recognition of volunteerism has grown internationally, the evidence base is thin and UNV aims to intensify its efforts to generate knowledge that serves to demonstrate the added value of volunteerism, and to strengthen advocacy efforts on a national, regional and global level in collaboration with key partners, especially other volunteer involving organisations (VIO). Fourth, UNV aims to focus on improving internal processes and capacities that had not yet been addressed in the organisational change process initiated in 2009-2010. These are: a) conditions of service for UN Volunteers, b) the Volunteer Management Cycle, and c) field level support to UN host agencies and UN Volunteers.

CHAPTER 4

explains UNV's strategic response, value proposition and vision in the light of the previous context analysis and lessons learned.

UNV's SF has been created based on UNDP's Strategic Plan 2014-2017 and considering a number of UN GA resolutions that refer to the role of volunteerism. It is also based on the UN Secretary-General's Five Year Action Agenda 2012-2017 that calls for the creation of a youth modality, and several UNDP/UNFPA/UNOPS Executive Board decisions. It defines UNV's strategic direction and results framework for 2014-2017 that should enable UNV to deliver on its expanded mandate. The vision statement explains that:

"UNV's vision is a world where volunteerism is recognised, within societies, as a way for all people and countries to achieve peace and development through the simultaneous eradication of poverty and significant reduction of inequalities and exclusion."

The business value proposition mentions three key elements:

1. UNV enables the UN system to increase its voice and broaden the participation of people within its work;
2. UNV advances the post-2015 agenda and the SDGs by tapping into the commitment, solidarity and engagement unique to volunteerism;
3. UNV strengthens social cohesion and trust by promoting individual and collective action. UNV does this through the provision of vetted and well-qualified, flexible and cost-effective volunteers that are a "much needed resource" for UN agencies, governments and civil society.

Furthermore, UNV offers

1. Strong knowledge on the value of volunteerism,
2. A strong partnership base, especially with civil society,
3. Capacities to enable volunteer engagement in development processes,
4. Focus on excluded groups and populations, and
5. Opportunities for South-South cooperation.





UNV Strategic Framework 2014-2017: Description and Context

CHAPTER 5

introduces UNV's new strategic priorities, focused on five thematic areas in which UNV wants to focus programme efforts.

These five areas are:

- a) Securing access to basic social services (BSS), particularly focusing on primary health care, HIV/AIDS and education as well as fostering inclusive and participatory local governance at the community level
- b) Community resilience for environment and disaster risk reduction (DRR), focusing on capacity strengthening at community level for emergency relief and rebuilding, as well as disaster prevention and risk reduction through volunteering
- c) Peace building, focusing on community engagement for peace keeping and peace building, community dialogue and trust building, as well as emergency relief and recovery, and human rights monitoring
- d) Youth, focusing on advocacy and partnerships for youth volunteering, capacity development to youth schemes, policy support, and establishing a Youth Volunteer modality
- e) National capacity development through volunteer schemes (volunteer infrastructure, VI) focusing on supporting the creation of new volunteer schemes, and capacity building with partners for volunteer mobilisation and management

UNV aims to implement programmes and projects at the global, regional and country level, aligned with individual countries' needs. The selection of the five areas, according to the SF document, has been made based on UNV's allocation of funds for programme and project work and/or thematic areas where most volunteer assignments had been mobilised in 2012. Gender equality and women's empowerment should be integrated into programming as a cross-cutting issue.



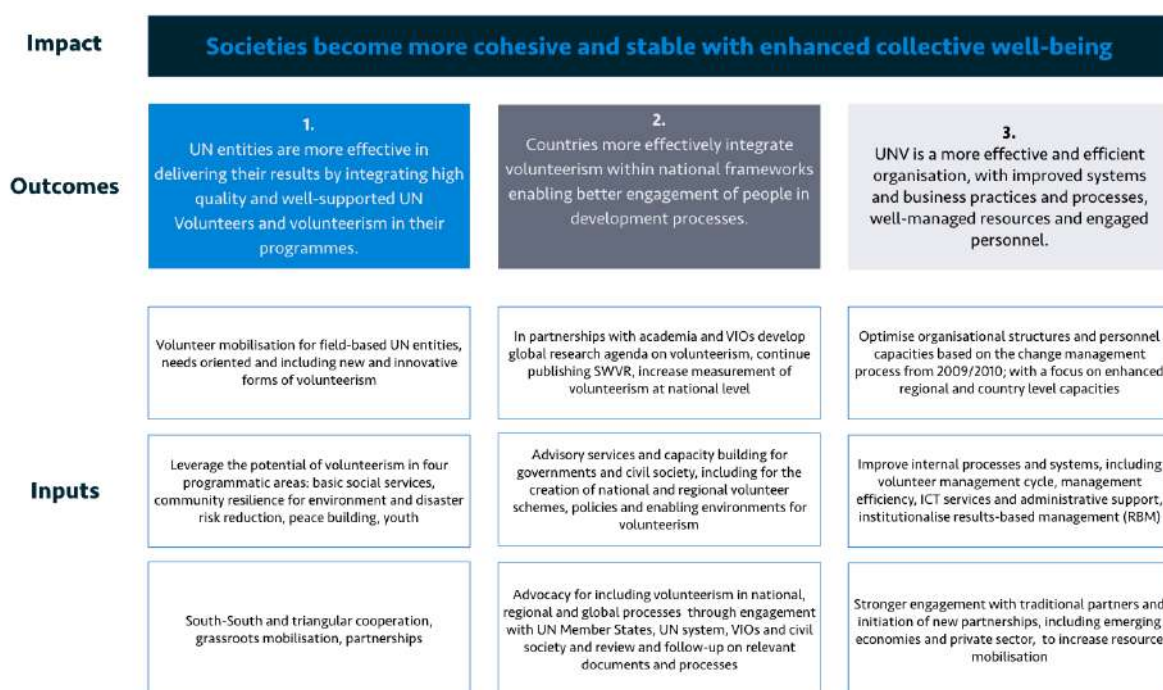
UNV Strategic Framework 2014-2017: Description and Context

CHAPTER 6

outlines UNV's envisioned development impact, programme outcomes and results on institutional effectiveness.

Through achieving two programmatic outcomes and one institutional result UNV aims to contribute to the overall goal of making societies more cohesive and stable. This would be achieved by increasing numbers of volunteers engaging in peace and development, which strengthens collective citizen participation for the achievement of prosperous and peaceful societies.

Figure 2: UNV SF 2014-2017 Impact, Programmatic Outcomes and Results Statement



Source: Own elaboration based on the SF⁹

Four of the programmatic areas (BSS, Community resilience for environment and disaster risk reduction, Peace building, Youth), as well as the mobilisation of volunteers directly contribute to Outcome 1, while the fifth programme area on VI in conjunction with research and advocacy efforts would lead to Outcome 2. The improvement of internal systems and processes should lead to an increased resource and volunteer mobilisation in order to more effectively and efficiently deliver on the programmatic areas. Partnerships with diverse actors including UN entities, governments, civil society, the private sector and academia play a crucial role in all outcome and results areas.

⁹ This figure has been elaborated based on central elements mentioned in the SF document under each outcome description. The elements classified here as inputs have not been named as such in the SF. The evaluation team classified those elements as inputs that describe UNV's activities mentioned in the SF to reach the defined outcomes.

UNV Strategic Framework 2014-2017: Description and Context

CHAPTER 7

mentions some of UNV's opportunities for building partnerships with UN agencies, governments, civil society, academia and the private sector for achieving results.

UNV defines three key areas for partnership building: a) resource mobilisation, b) advocacy work and research, c) innovation to develop new models of volunteerism.

It also identifies three main partner categories:

- a) UNDP that is not only one of UNV's strongest programme partners and host agencies, but that also administers UNV. Thus, there is a strong alignment of administrative and operational structures, as well as a common history and shared values. UNV will systematically integrate its services into UNDP's main work areas, especially in the area of youth, capacity building for monitoring, analysis and reporting, and disaster and crisis resilience.
- b) Other UN entities: UNV will integrate volunteers in a meaningful way into other UN entities' work, and invest its own resources in joint projects and programmes in UNV's defined programmatic areas to demonstrate the positive impact that the integration of volunteerism in development initiatives can have. UNV also aims to create official agreements with UN entities at a global level for the inclusion of volunteerism into the other agencies' business models, so that volunteers can be integrated systematically into their programmatic work.
- c) Other key partners: this category includes diverse organisations from the public, private and civil society sectors at country, regional and global level. These partnerships can be about programmatic work, knowledge generation or advocacy for volunteerism. UNV aims to both strengthen relations with its traditional partners, as well as to focus on new partnerships with emerging economies from the South and the private sector.

CHAPTER 8

outlines UNV's approach to monitoring, evaluation and reporting.

Through further institutionalising its Results-Based Management (RBM) approach, UNV plans to strengthen monitoring and evaluation (M&E) and reporting capacities and to produce more robust data on the two programmatic outcome areas. The main tool for monitoring on results throughout the SF implementation period is the Integrated Results and Resources Matrix (IRRM) that details indicators and targets. Additionally, UNV envisions developing integrated plans for monitoring and reporting on results under the SF. UNV annual reports and reports to the Executive Board are mentioned as two key reporting products. In addition, thematic and country level as well as global evaluations should support UNV's M&E efforts. A mid-term review (MTR) of the SF in 2015 is seen as an opportunity to make adjustments and align further to the post-2015 agenda.

As an annex, the SF includes the IRRM as a detailed table that lists outcome and output indicators, baseline numbers and targets. In addition, three theory of change (TOC) statements explain how UNV intends to achieve the two programmatic outcomes and the institutional effectiveness result, also identifying assumptions, main risks and mitigation measures for each. Overall, the institutional results statement is expected to contribute to the achievement of the two programmatic outcomes.¹⁰ Under this SF, UNV developed twelve corporate strategies¹¹ and five global programme documents in order to operationalise the defined priority areas.

¹⁰ Each TOC is analysed in more detail in the chapter on Relevance.

¹¹ A table with a brief summary of each corporate strategy and global programme can be found in the Annex of this report. In addition to the twelve strategies, the Youth Strategy that had been designed before the SF does support the SF outcome areas.

UNV Strategic Framework 2014-2017: Description and Context

Figure 3: UNV SF 2014-2017 related strategies



Source: UNV

These strategies and programme documents are linked to specific outputs defined in the IRRM under the two outcome areas and the institutional results statement. They outline UNV's strategic priorities in further detail and were envisioned to guide the different units at headquarter (HQ) and field level in the implementation of their respective tasks and activities. To monitor the implementation of the strategies, programmes, as well as other relevant projects and processes, UNV made use of Annual Business Plans (ABP) that define major expected deliverables deemed necessary to reach the yearly milestone targets set in the IRRM. UNV reviewed the ABP biannually to track the level of achievement of the deliverables.

In March 2016, UNV contracted consultants to undertake a mid-term review (MTR) of the SF with the objective of assessing progress on results as defined in the IRRM. The MTR confirmed the overall relevance of the SF and related Theories of Change (TOC) and concluded that UNV is on track for achieving or even exceeding many of the expected results for the output indicator level. It was however, deemed too early to assess progress at the outcome level. The MTR also highlighted the important role of the SF and especially the global programmes to position UNV as a global leader on volunteerism and to establish the organisation as a solid partner that is able to respond to emerging needs.

Particular challenges underlined in the MTR are related to ambitious targets for volunteer and resources mobilisation that UNV has not yet met and a generally slow implementation of the SF and its related strategies due to prolonged planning processes. A weakness was also detected regarding some of the IRRM indicators that do not provide accurate measures for output and outcome results, and project level reporting mechanisms that do not provide timely and systematic input for corporate level planning processes.

Consequently, the main recommendations of the MTR relate to establishing an improved results based management (RBM) system, prioritising strategy implementation, adapting the IRRM and focusing on capacity building, to enhance UNV field unit (FU) capacity in the priority thematic areas, programming and partnership building to be able to effectively deliver on expected results.

3.

EVALUATION METHODOLOGY

3.1. EVALUATION SCOPE AND OBJECTIVES

This evaluation assesses UNV's SF 2014-2017 at a global, regional and country level, covering the two programmatic outcome areas and the institutional results statement of the SF, including the outcome and output indicators of the IRRM as well as the underlying TOC.

The evaluation follows the evaluation criteria defined by the OECD DAC¹²: relevance, efficiency, effectiveness and the anticipated sustainability of the SF. Impact could not be assessed through this evaluation due to the short time frame that the SF has been under implementation. In addition, the defined impact of the SF that "societies become more cohesive and stable with enhanced collective well-being" is considered too generic and high level to be evaluated. Even if this were possible, the contribution of UNV's work towards this goal would not be possible to measure because of innumerable other factors that could also contribute to this impact.

Although not covered explicitly, gender aspects have been included through the review of the Evaluation of UNV Gender Equality and Women's Empowerment for Organisational and Programming Effectiveness that was conducted in parallel to this evaluation from February to April 2017. This report takes into account key findings of the gender evaluation in the analysis under the different evaluation criteria.

The evaluation is aligned with UNEG norms and standards¹³ and the UNDP evaluation policy and guidance¹⁴. It aims to identify strategic and actionable recommendations that can support the overall UNV strategy and strategic planning process of the next SF.

¹² <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.

¹³ <http://uneval.org/document/detail/1914>.

¹⁴ <http://web.undp.org/evaluation/policy.shtml>.

Table 1: Evaluation criteria and description

EVALUATION CRITERION	DESCRIPTION
RELEVANCE	<p>Assesses how well the SF positions UNV to respond to the international development landscape and the extent to which it aligns with the wider international efforts towards poverty eradication and the achievement of the Sustainable Development Goals (SDGs). Also, to what extent the SF has remained relevant (or not) in the context of the Plan of Action, "Integrating Volunteering in the Next Decade: the 10 Year Plan of Action 2016-2025".</p> <p>Furthermore, relevance considers the extent to which the related theories of change, strategies, policies and processes of the SF have been appropriately designed to achieve intended outputs and outcomes. The evaluation assesses the extent to which the SF design has been guided by an adequate analysis of the changing international development cooperation environment and whether it has integrated an adequate analysis of UNV's internal capacities. It also reviews whether the design process of the SF was informed sufficiently by the needs and interests of the diverse groups of stakeholders.</p> <p>Finally, it includes an analysis of how relevant the SF is for different stakeholders including UNV personnel, volunteers and partners</p>
EFFECTIVENESS	<p>Analyses the extent to which intended outputs and outcomes were achieved and to what extent the SF, with its different strategies and implementation mechanisms, contributed to the achievement of these results.</p> <p>For this purpose, the consultants draw on their understanding of the three TOC statements and take into account the key target indicators included in the IRRM. They also extract the accelerating factors and obstacles that have influenced the achievement of results and identify missed opportunities.</p>





EVALUATION CRITERION	DESCRIPTION
EFFICIENCY OF MANAGEMENT ARRANGEMENTS AND RESOURCES	<p>Evaluating the efficiency of the SF takes into account the extent to which the funding, personnel, administrative arrangements, governance and management arrangements, time and other inputs contributed to, or hindered, the achievements of results on a global, regional or national level.</p> <p>The efficiency criterion captures how resources have been utilised in the UNV SF implementation period to contribute to outputs and outcomes. The consultants also review if processes and implementation mechanisms have been developed or produced at a reasonable cost and over a reasonable time and assess if any mechanisms (e.g. RBM system, technology, strategic partnerships) have been put in place to maximise results.</p>
SUSTAINABILITY	<p>This criterion relates to the extent to which the outputs and outcomes of the SF are likely to be sustained beyond 2017, while considering the capacity required for maximising results in the future and minimising any limiting factors and risks. The consultants also assess the extent to which sustainability issues have been addressed in the SF design and related strategies. The consultants conduct an analysis of the challenges, opportunities and best practices. This will then feed into the identification of key elements for the planning process of the new strategic UNV SF 2018-2021.</p>

Under each criterion, specific evaluation questions and indicators have been developed to guide the evaluation exercise¹⁵.

3.2. EVALUATION APPROACH AND METHODS

The overall methodological approach for this evaluation is non-experimental and based on contribution analysis. This means the evaluation does not intend to provide a quantitative impact assessment or to establish a direct causality between the SF implementation and results. Rather, it aims to assess in how far the SF 2014-2017 and its related strategies and implementation mechanisms have contributed to achieve the intended outcomes. In this regard, the evaluation looks at both processes implemented and results achieved during the SF period, aiming to understand why results have been achieved (or not) and the role the SF as well as other internal or external factors have played.

As the scope of the evaluation is quite broad, a multiple methods approach has been chosen to complement quantitative and qualitative data from various data sources, which allows for triangulation to verify and substantiate the assessment. As part of this triangulation process, three case studies have been elaborated to illustrate key findings, good practices and lessons learned regarding UNV's performance in key SF priority areas: youth, volunteer infrastructure, and peace building.¹⁶

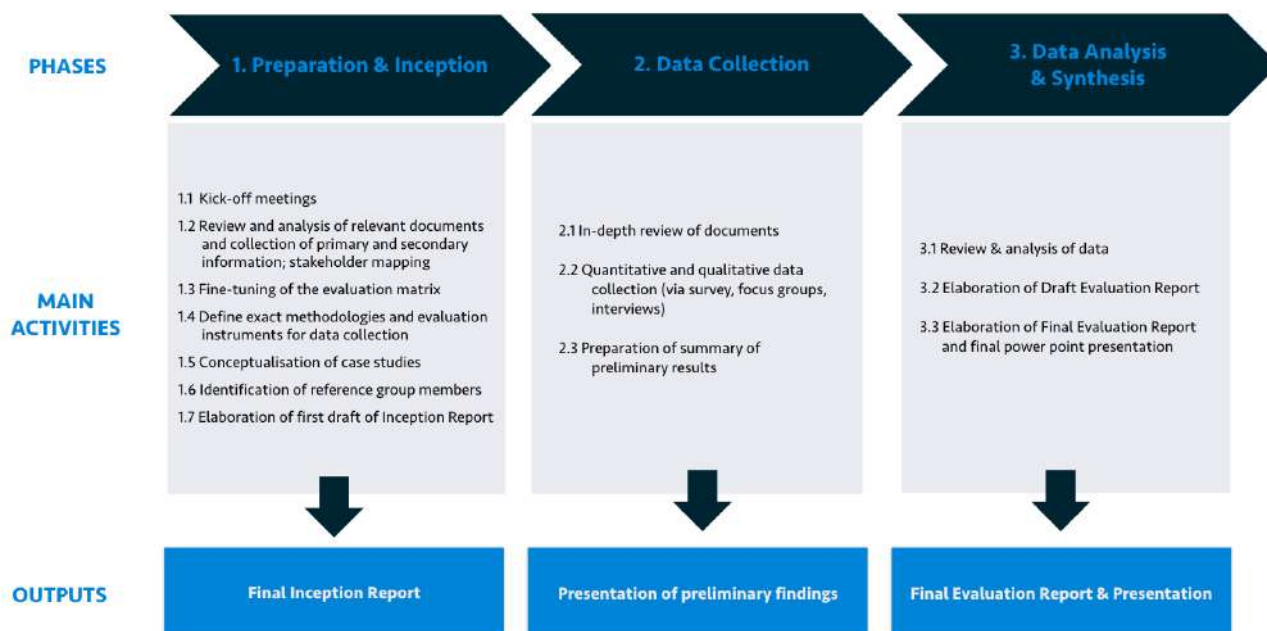
¹⁵ The evaluation matrix can be found in the Annex of this report.

¹⁶ The case studies can be found in the Annex of this report.

3.2. Evaluation approach and methods

The evaluation process involved three main phases:

Figure 4: Evaluation phases



Source: CAD's inception report

Throughout these phases, the evaluation sought to be participatory and inclusive through two main approaches: First, by including as many and diverse stakeholders as possible in the data collection process in order to obtain thorough information on their views and perceptions regarding UNV's work related to the different evaluation questions included in the evaluation matrix. To this end, the consultants conducted a detailed stakeholder mapping with the support of UNV HQ, ROs and FUs to compile a list of the main partners and other stakeholders at the global, regional and country level.¹⁷ This exercise produced a list of 1,363 contacts of internal and external stakeholders, including UNV personnel, UN agencies, government entities, NGOs and VIOs, and private sector organisations. In addition, UNV Portfolio Managers (PM) and Portfolio Assistants (PA) at HQ, ROs and FUs supported the consultants in the preparation of the field visits and provided information on UN Volunteers at the regional and country level, as well as end beneficiaries of UNV activities at the country level.

Second, the participatory approach was supported by seeking feedback from main internal and external stakeholders at different stages: during inception on the evaluation methodology, during data collection on the emerging topics from field visits, and during data analysis on the preliminary findings, conclusions and recommendations. This was done through presentations of the inception report, major themes resulting from data collection, as well as the draft final report to the UNV reference group¹⁸. In addition, early findings were presented to the UNDP Executive Board (EB) in New York, and draft conclusions and recommendations were also presented to a wider group of interested UNV personnel. Comments and feedback of all stakeholders were collected with the support of the UNV Evaluation Manager and then integrated into the final version of the evaluation report. All comments have been answered in a comment tracker to guarantee a transparent feedback process.

¹⁷ The stakeholder mapping can be found in Annex III of this report.

¹⁸ The reference group was composed of all UNV chiefs of sections. In addition, feedback was provided from the Executive Coordinator and the Deputy Executive Coordinator of UNV.

3.2. Evaluation approach and methods

The evaluation made use of a mixed methods approach for the data collection, based on three main data sources that provided quantitative and qualitative data:

Table 2: Data sources

METHOD	DESCRIPTION	TYPE OF DATA PROVIDED	USE FOR THE EVALUATION
DESK REVIEW ¹⁹	<p>More than 120 documents provided by UNV reviewed, including the SF itself and the related strategies, the IRRM, annual business plans, country scans, programme and project documents, statistics on volunteer mobilisation, financial data, the MTR and other evaluations and reports, annual volunteer surveys, and communication materials.</p> <p>In addition, the consultants conducted their own research and analysed other documents such as various UN resolutions and Quadrennial Comprehensive Policy Reviews (QCPRs), strategic plans of other UN agencies, and other contextual information.</p>	QUANTITATIVE AND QUALITATIVE	Context analysis, evaluation of SF and related strategies, TOCs and assumptions, objectives and targets, main activities and projects implemented, performance on indicators, changes over time regarding strategic priorities and performance.
ONLINE SURVEYS	<p>Two online surveys designed and sent out via email to all UNV personnel as well as to a wide range of UNV stakeholders at global, regional and country level, including UN agencies and other multilateral organisations, governments, NGOs/VIOs, academia, foundations and the private sector. The surveys included mostly multiple-choice questions with pre-designed answer options, and a limited number of open-ended questions to gather information on key aspects of UNV's relevance, effectiveness, efficiency and sustainability.</p>	QUANTITATIVE AND QUALITATIVE	Analysis of UNV personnel's and external stakeholders' views on the relevance, effectiveness, efficiency and sustainability of UNV's strategic priorities, activities and results.

¹⁹ For a detailed list of documents reviewed, please see the Annex of this report.

3.2. Evaluation approach and methods

METHOD	DESCRIPTION	TYPE OF DATA PROVIDED	USE FOR THE EVALUATION
SEMI-STRUCTURED INTERVIEWS AND FOCUS GROUP DISCUSSIONS ²⁰	Semi-structured interviews and focus group discussions with UNV personnel, partners, UN Volunteers and end beneficiaries during field visits. A number of interviews were conducted via telephone and Skype with UNV field units and partners in countries that the consultants could not visit due to time and budget constraints. The consultants elaborated interview and focus group guides with key questions that were applied in a flexible manner according to each interview partner or to different focus group participants. As UNV's stakeholders are a diverse group of organisations and individuals, and the nature of collaboration differs from case to case, not all questions could be answered in the same way by all interviewees.	QUALITATIVE	Additional in-depth information on the perception of UNV personnel, external partners, UN Volunteers and end beneficiaries regarding the relevance, effectiveness, efficiency and sustainability of UNV's strategic priorities, activities and results.

3.3. DATA COLLECTION

SAMPLING

Based on the stakeholder mapping and additional input from PMs, PAs, ROs and FUs, the sampling for online surveys, semi-structured interviews and focus group discussions was undertaken. The sample selection included a mix of randomised and purposeful sampling processes, depending on each data collection method.

3.3. Data collection

Table 3: Sampling methods and target groups

DATA COLLECTION INSTRUMENTS	IMPLEMENTATION	SAMPLING METHOD	TARGET GROUP
ONLINE SURVEYS	Online	Random (surveys were sent out to all available contacts with the aim to achieve a high number of responses.)	<p>UNV personnel (HQ, ROs, FUs)</p> <p>UNV partners, including UN agencies, government, NGOs, academia, private sector (global, regional, country level)</p>
SEMI-STRUCTURED INTERVIEWS	<p>Face-to-face</p> <p>Phone or online interviews</p>	Purposeful (interviewees were selected to represent the whole range of UNV stakeholders, and according to their level of engagement with UNV, knowledge of the SF, as well as involvement in different SF strategies and implementation mechanisms.)	<p>UNV personnel (HQ, ROs, FUs)</p> <p>UNV partners including UN agencies, government, NGOs, academia, private sector (global, regional, country)</p>
FOCUS GROUP DISCUSSIONS	Face-to-face	<p>Purposeful (selected UN Volunteers working at different host agencies and in different thematic areas, end beneficiaries of different projects – also based on availability of participants.)</p> <p>Random (all EB members were invited, participation based on availability and interest.)</p>	<p>UN Volunteers – national and international, youth (at country level during field visits)</p> <p>End beneficiaries (at country level during field visits)</p> <p>UNDP EB</p>



The time and budget constraints of this evaluation made it necessary to select just a few countries for field visits. This selection has been based on the following criteria:

- **Thematic area:** Projects from four out of five Global Programme thematic areas were covered.²¹
- **Geographic area:** National, regional and global projects were covered, and all regions where UNV has an established RO.
- **Mobilisation modalities:** Different volunteer mobilisation modalities and initiatives were covered and include both PPS and DPS mobilisation (international UN Volunteers and UN Youth Volunteers, National UN Volunteers and UN Youth Volunteers, UN University Volunteers and UN Online Volunteers).
- **Status of projects:** Projects that are in a more advanced implementation stage were prioritised, as these provide richer data for analysis.
- **Volumes:** Countries with higher numbers of volunteers and budget allocation were prioritised.
- **Financing mechanisms:** Different financing modalities were covered (fully funded, shared costs, SVF, etc.).
- **Feasibility:** Due to time and budget constraints, another criterion for selecting countries for field visits were the security situation, as well as travel costs and time needed to travel from one country to another.
- **Special interests:** The selection of countries has also taken into account UNV's special interests expressed during inception interviews to cover specific projects under this evaluation.

In total, the evaluation consultants visited nine countries in four regions to conduct semi-structured interviews at the regional and field level. Moreover, data collection included one visit to New York and two visits to Bonn to gather input from the global level. The following list shows all countries visited as part of data collection:

- Panama and Colombia in Latin America and the Caribbean
- Thailand, Myanmar and India in Asia and the Pacific
- Kenya and Tanzania in Eastern and Southern Africa
- Senegal and Cote d'Ivoire in West and Central Africa
- Germany (Bonn), UNV HQ
- USA (New York), Liaison Office

In addition, a number of interviews were conducted by telephone/ skype with FUs and partners in countries that could not be visited in order to balance geographic distribution and especially to include the Arab States and ECIS into the data collection process. Skype interviews were also conducted with main stakeholders located in Geneva.

OVERVIEW OF DATA COLLECTED²²

In total, 899 internal and external stakeholders participated in the evaluation: 62% through online surveys, 38% through semi-structured interviews and focus group discussions.²³ The African region (West and Central Africa as well as Eastern and Southern Africa) was presented the strongest (32.2%), followed by Asia and the Pacific with 22.5%.

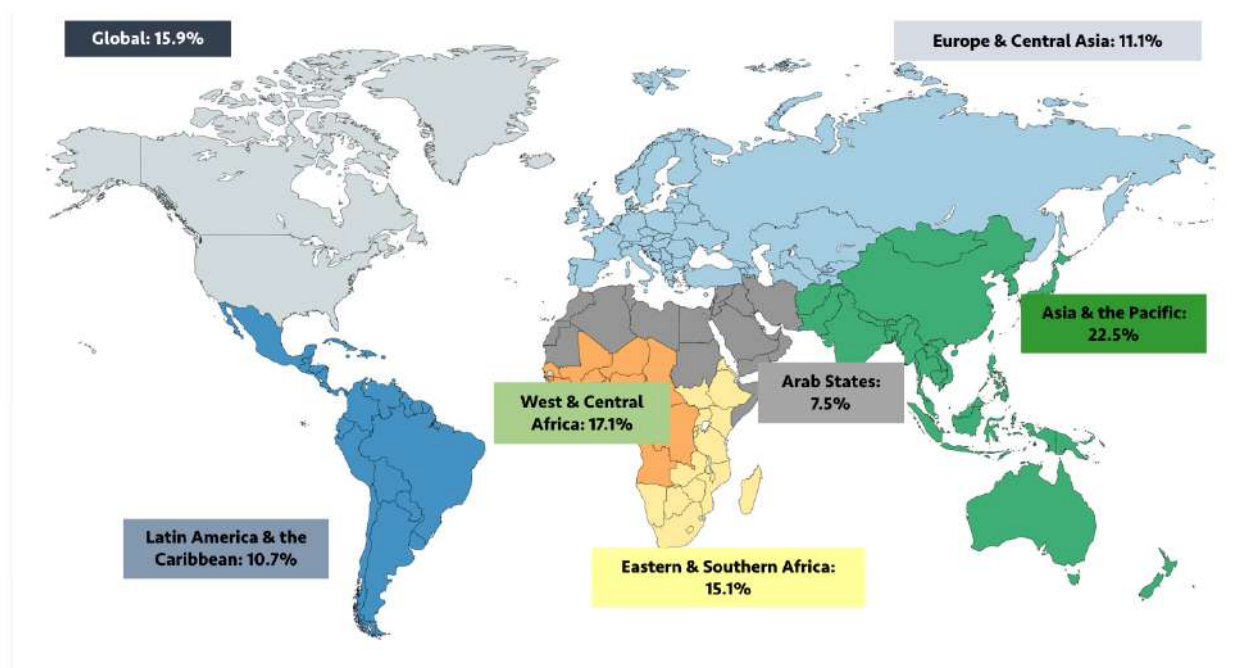
²¹ The only thematic area that could not be covered through field visits is BSS.

²² For more detail regarding the online survey responses and interviews conducted, please see the Annex of this report.

²³ There is most probably an overlap between stakeholders who were interviewed and then also answered the online survey, so that the number of 899 does not represent individual people, but the number of people who were interviewed plus the number of people who responded to the two online surveys. As the surveys were anonymous, the scope of overlap cannot be known.

3.3. Data collection

Figure 5: Overview of data collection (by region)



Source: CAD analysis

The regional distribution of participants in the data collection process is proportional to the average volunteer mobilisation between 2014 and 2017 by region, thus adequately representing UNV's business volume. The only exception are the Arab States, because they could not be visited and thus a lower number of interviews were conducted. At the same time, less stakeholders from the Arab States responded to the online surveys. However, although fewer interviews were conducted in this region, various UNV personnel that were interviewed covered two countries or more so that overall, the information gathered can be considered as representative for the region.²⁴

Table 4: Distribution of volunteers mobilised (average numbers of 2014-2017) and evaluation participants per region

	% of volunteers mobilised	% participation by region
Africa	58,4	32,2
Arab States	15,8	7,5
Asia & the Pacific	11,5	22,5
Europe & Central Asia	5,2	11,1
Latin America & the Caribbean	9,1	10,7

Source: UNV data

²⁴ UNV personnel includes regular staff, as well as field and regional teams i.e. Programme Officers (that are usually UN Volunteers), Programme Assistants, Programme Managers (in peace missions), Support Officers (missions), thematic experts (at the regional level, thematic experts are also UN Volunteers).

3.4. DATA PROCESSING AND ANALYSIS

All data gathered during the desk review of relevant documents, online surveys and semi-structured interviews were processed prior to data analysis. This allowed for data aggregation and facilitated a more in-depth analysis.

- All relevant documents have been listed and categorised according to topics and level of importance.
- Online survey data has been processed by overall results for each survey question.
- Semi-structured interviews have been introduced into a data processing tool made-to-measure for this evaluation.

Furthermore, the consultants created a tool based on the evaluation matrix that enabled them to assign the data collected to each evaluation question in order to obtain a better overview of the data available and to identify possible gaps or a need for further research and data collection.

Moreover, quantitative and qualitative information garnered from various data collection tools was distributed according to different levels of analysis and by stakeholder type (e.g. UNV management staff/ UN Volunteers/UNV partner organisations at global, regional and country level/ VIOs, etc.) in order to allow for cross-checking and data triangulation.

The following graphic illustrates an example of the data processing into the evaluation matrix:

Figure 6: Example of data processing into evaluation matrix

Evaluation question: How effective has UNV been in achieving the expected results of the SF?					
Assumptions	Indicators	Information sources	Methods & tools for data collection	Data collected	
xxx	xxx	UNV staff	<ul style="list-style-type: none"> • Document review • Online survey • Semi-structured interview • Group discussion 	Relevant documental information, data from survey, interviews and group discussion	
xxx	xxx	UN Volunteers	<ul style="list-style-type: none"> • Document review • Online survey • Semi-structured interview • Group discussion 	Relevant documental information, data from survey, interviews and group discussion	
xxx	xxx	UNDP staff	<ul style="list-style-type: none"> • Semi-structured interviews 	Relevant data from interviews	
xxx	xxx	UN partners	<ul style="list-style-type: none"> • Online survey • Semi-structured interview 	Relevant data from survey and interviews	
xxx	xxx	xxx	xxx	xxx	

Source: CAD elaboration

3.4. Data processing and analysis

As a next step, for each evaluation question, the corresponding data was extracted from the data sources mentioned above and analysed, taking into account evaluation criteria and questions as defined in the evaluation matrix.²⁵ Data analysis included the analysis of the primary data that was compared against the secondary data obtained through the desk review.

Triangulation techniques ensured the reliability of information whilst increasing the validity of findings and conclusions. In this regard, the evaluation team checked whether given information was confirmed across data sources and collection methods used. Findings from the Evaluation of UNV Gender Equality and Women's Empowerment for Organizational and Programming Effectiveness were integrated where appropriate, for example, when analysing performance on gender indicators included in the IRRM in the sections effectiveness and efficiency.

To exchange main findings among the evaluation team members, the team held weekly meetings as well as a two-day retreat to facilitate data analysis.

3.5. LIMITATIONS AND MITIGATION MEASURES

The following table summarizes limitations and applied mitigation measures during evaluation design, data collection and data analysis:

Table 5: Overview of limitations and mitigation measures

EVALUATION DESIGN		
NO.	LIMITATIONS	MITIGATION MEASURES
1	During inception phase, significant project delays have been produced due to slow feedback processes and the lack of a centralised UNV stakeholder database.	The consultants compiled a stakeholder list based on information from different units at HQ, ROs and FUs. The consultants are confident that most important stakeholders were included but cannot guarantee completeness.
DATA COLLECTION		
NO.	LIMITATIONS	MITIGATION MEASURES
2	ECIS and Arab States could not be visited due to time and resources constraints, therefore the number of stakeholders interviewed in these regions is much lower than in the regions with field visits.	Through purposive sampling, a number of UNV personnel and partners in ECIS and Arab States were selected for skype interviews. In addition, online surveys partly compensated the limitations.
3	Project delays during the inception phase due to internal UNV processes followed by Christmas holidays caused a significant delay of the online surveys. The project delay of approximately two weeks led to a lack of time for data analysis and the elaboration of the evaluation report.	A new timeline was proposed and accepted by UNV.

²⁵ In this process, the consultants identified that some of the evaluation questions had common elements that could be analysed together in order to provide a consistent reader friendly document. On the other hand, evaluation questions related to impact were deleted due to the reasons mentioned above. For more information please see table 5.

3.5. Limitations and mitigation measures

DATA ANALYSIS		
NO.	LIMITATIONS	MITIGATION MEASURES
4	UNV faces challenges regarding the provision of accurate data for some of the IRRM indicators included in the evaluation matrix.	The consultants have made extensive efforts to revise data provided together with UNV and to cross-check the data in the IRRM with other data sources.
5	Personnel survey has been sent to 244 personnel. However, the staff list provided by HR counts a total staff of 254 as April 2017. This means that personnel survey has not been sent to all staff and all POs and UN Volunteers working at the ROs.	Despite this inaccuracy, the personnel survey received a response rate of 60% which is considered enough to validate the survey.
8	Consultants identified that some of the evaluation questions included in the Inception Report had common elements that could be analysed together in order to provide a consistent reader friendly document.	Evaluation questions that have been merged are the following: Question 5 (effectiveness) has been merged with question 4 (effectiveness), and Question 6 (effectiveness) with Question 9 (sustainability) Additionally, Question 5.1 (effectiveness) has been analysed under the efficiency criterion.
9	Consultants noted that the evaluation question "To what extent can UNV be expected to contribute to development impacts at the country level through the achievement of the SF outcomes?" cannot be answered within the scope of this evaluation.	The question was taken out of the evaluation matrix.



4.

FINDINGS

4.1 RELEVANCE OF UNV'S STRATEGIC FRAMEWORK

This chapter analyses the relevance of UNV's SF 2014-2017 for strategically positioning UNV in the international development system and specifically for responding to the Agenda 2030. It also addresses the relevance of the SF with its related outcomes, strategies and the programme areas in relation to UNV's mandate and the achievement of results.

4.1.1. KEY FINDINGS

EVALUATION QUESTIONS	TARGET GROUP	KEY FINDINGS
To what extent does the SF position UNV to respond to the 2030 Agenda and the new development landscape?	<p>Does the SF enable UNV to be "fit for purpose"?</p> <p>How relevant is UNV support to UN entities and countries in their work towards the achievement of the SDGs?</p>	<p>1. The SF was an important step towards supporting UNV's stronger positioning in the UN system through clear formulation of UNV's focus and priority areas, which served as overall guiding principles for delivering on its mandate and communicating to partners. The institutional results statement of the SF is highly relevant for enabling UNV to better align with partners' needs and to make it more "fit for purpose" and able to deliver on its mandate. It is also highly relevant with regards to the changing international environment, the increasing competition from other UN agencies and UNV's struggle to stay ahead of developments in the volunteer sector.</p> <p>2. Although the SF was designed prior to the official establishment of the Sustainable Development Goals (SDGs), both the formulation of Outcome 1 and Outcome 2, including the programmatic areas, helped to position UNV as a relevant actor capable of contributing to the achievement of the SDGs. The SF design supports the SDG spirit of "leaving no one behind", to foster peoples' participation and civic engagement. In addition, the majority of partners agree that UNV's work is highly relevant to their organisation. 91% of partners state that UNV's main activity, the integration of volunteers in UN agencies and government institutions, contributes to the achievement of the SDGs. This perception is similar across all regions as well as among UN and non-UN partners. However, there is an opportunity to align more clearly with the SDGs and to highlight how UNV can effectively contribute to the achievement of goals in the next SF 2018-2021</p> <p>3. While overall partners have a positive image of UNV and a number of interviewed partners perceive UNV's value beyond the mere provision of human resources, there is a perceived gap among partners between UNV's value-driven communication about volunteerism, on the one hand, and UNV's business model, on the other. Several voices expressed confusion about the concept of volunteerism that UNV supports and the reality, i.e. offering 'paid volunteers' that often provide the same work as staff at UN agencies' offices or in Peacekeeping Missions.</p>

4.1.1. Key Findings

EVALUATION QUESTIONS	TARGET GROUP	KEY FINDINGS
How relevant are the articulated theories of change to the expected outcomes and mandate of UNV?	<p>How relevant are UNV outcomes with their underlying assumptions, programmes and projects to the specific needs of regions/countries?</p> <p>How well does the SF and associated programmes represent the distinct value added of UNV?</p> <p>To what extent does the UNV strategic framework and associated programmes, service offer and modalities respond to identified global, regional and country level needs?</p>	<p>4. The SF design process included an extensive internal and external stakeholder consultation, including UNV personnel and key partners, which added to the relevance of defined outcomes and programmatic areas across regions. However, decisions on indicator targets were taken top-down and without a realistic assessment of UNV's internal capacities or analysis of the external environment. This mainly refers to the definition of targets in the IRRM, especially the mobilisation of 10,000 onsite and 22,000 Online Volunteers per year by 2017, as well as the expected mobilisation of USD 50 million of partner resources. While UNV's management intended to motivate personnel to do its best to achieve these goals, UNV personnel expressed that it has instead led to a certain demotivation among the organisation.</p> <p>5. Generic and partly incomplete formulation of Theory of Change (TOC) statements and strategies have limited their relevance for guiding regional and field level work. In this regard, there has been a link missing between the global strategies and the breakdown to the regional and field level for implementation purposes. Knowledge and use of some of the strategies by UNV personnel is limited and thus, their role as implementation mechanisms that lead to effective results can be questioned. At the HQ and regional level, personnel acknowledge the usefulness of the SF and its strategies as overall guiding principles. At the field level, the main constraint for making use of them lies in their generic nature and the need to further concretise and adapt them to the regional and country context. Instead of making use of the strategies, at the field level UNV responded to specific regional/country needs on a case by case basis, reacting to partners' needs and requirements within the overall framework.</p>



4.1.1. Key Findings

EVALUATION QUESTIONS	TARGET GROUP	KEY FINDINGS
		<p>6. UNV's programmatic approach is not yet widely known and UNV is generally not perceived as an expert organisation in all five programmatic areas. However, this improves where UNV makes concerted advocacy efforts and implements joint projects, especially at the regional and field level. Asia/Pacific and Latin America and the Caribbean (LAC) are the regions that have been most successful in this regard, which is also because the two ROs have existed longer than the two offices in Africa. Volunteer infrastructure has been a crosscutting aspect in all programmatic areas, however, partners, who overall emphasised that youth and volunteer infrastructure are those areas where UNV has core capacities and can find its niche in the UN system, have not understood this well enough. A contributing factor to this perception is that youth and volunteer infrastructure are explicitly linked to UNV's official mandate, while the other thematic areas are not.</p>
How relevant are the implementation mechanisms and processes for achieving the SF outcomes and institutional effectiveness results?	How well did the associated implementation mechanisms correspond to the SF outcomes and results statements and partner's needs?	<p>7. UNV's services and products respond adequately to the needs of traditional partners and 85% of partners surveyed confirmed that their collaboration with UNV is important or very important to their organisation. This has been confirmed by interviews with partners that revealed that overall they have a positive image of UNV and highly value the UN Volunteers as a skilled and cost effective workforce that arrive with a fresh mind set. However, it is interesting to note that according to the survey, governments and UN entities – UNV's traditional partners – rate the importance of their collaborations with UNV highest, while private sector entities ranked it lowest. This relates to the fact that UNV has created specific approaches catered to these 'new' partners only in late 2016 and therefore still needs to finalise the definition of its value propositions and service offer.</p>



4.1.2 POSITIONING OF UNV IN THE DEVELOPMENT LANDSCAPE

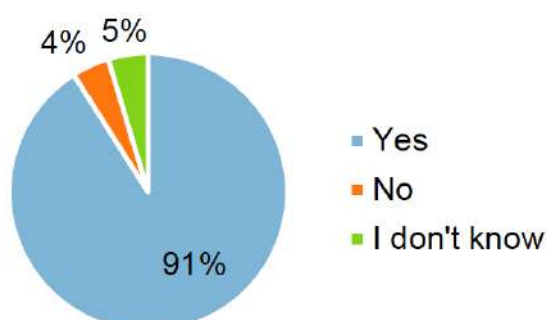
UNV created the SF in 2013 before the Agenda 2030 and the related SDGs had been formulated, there is therefore only one brief reference to the achievement of the SDGs included in UNV's value proposition, saying that "UNV advances the post-2015 agenda and the SDGs by tapping into the commitment, solidarity and engagement unique to volunteerism"²⁶. Beyond this reference, the SF instead builds on and refers to other key documents, including:

1. UN GA resolution 52/17
2. UN GA resolution 31/131
3. UN GA resolution 67/138
4. GA resolution 67/226
5. UNDP Strategic Plan 2014-2017
6. UN Secretary-General's Five Year Action Agenda 2012-2017
7. UNDP/UNFPA/UNOPS Executive Board decisions
8. 2011 State of the World's Volunteerism Report (SWVR)

As a result, the SF mostly builds on UNV's expanded mandate as expressed in various GA resolutions, the SG Action Agenda that calls on UNV to create a youth volunteer programme as a means of achieving sustainable and inclusive development, as well as a strong alignment with UNDP priority work areas. In addition, the SF also seeks to build on UNV's work from previous years, not radically changing what UNV does, but rather framing all activities in a more focused and strategic way.²⁷

However, the design phase of the SF coincided with strong UNV engagement in the post-2015 dialogue on shaping a new global development agenda. Consequently, the SF identifies this pre-Agenda 2030 phase as an opportunity to strategically position UNV and integrate volunteerism as a key concept for a more people-centred development approach. Both programmatic SF Outcomes reflect this. Outcome 1 clearly states that UNV aims to provide support to UN entities to more effectively deliver their results through the deployment of highly qualified volunteers and in this regard, positions UNV as a relevant actor to contribute to the achievement of the SDGs as well as to support the whole UN system with skilled human resources that help to enable agencies to deliver on their mandates. As volunteer deployment mostly takes place at country level upon partners' requests, UNV's services are also aligned with UN entities' and countries' development and peacebuilding efforts.

Figure 7: Do you perceive the integration of volunteer services in government institutions and UN agencies as a contribution to achieve the SDGs?



Source: CAD's UNV Partner Survey (Q15)

Partners clearly agree that UNV is relevant for advancing the sustainable development agenda: 91% of partner survey respondents state that UNV's main activity, the integration of volunteers in UN agencies and government institutions, contributes to the achievement of the SDGs.

This perception is similar across all regions, and both UN and non-UN partners are positive about this contribution. This perception has also been confirmed in interviews with different partners and UNV personnel who highlighted that the deployment of UN Volunteers fosters the mobilisation and participation of people, including young people, in development and peace processes.

²⁶ UNV Strategic Framework, p. 19.

²⁷ This is also true for the programmatic part. According to interviewed personnel, UNV has always been involved in joint projects and programmes with other UN agencies, but rather in an ad hoc manner. With the SF, UNV envisioned to create a strategic approach and to make the programmatic work of UNV more visible.



4.1.2 Positioning of UNV in the development landscape

They also mentioned that UN Volunteers strengthen community engagement for the SDGs. In this regard, the SF design supports the SDG spirit of “leaving no one behind”, to foster peoples’ participation and civic engagement. In addition, the majority of UN partners confirmed in interviews that UN Volunteers support the achievement of the agencies’ project and programme results through their skills and expertise, which also contributes to the SDG achievement.

Outcome 2 builds on UNV’s previous advocacy work for positioning the organisation and volunteerism in the international development agenda and for supporting the integration of volunteerism into national and regional policies in order to strengthen peoples’ participation for the achievement of development results. While at the time of creation of the SF it was too early to fully integrate the SDGs into the outcome description, the following main elements of Outcome 2 are valid for positioning UNV as an enabler for achieving them: advocacy for volunteerism, advisory services for an effective integration of volunteer policies and schemes into development efforts, and the strengthening of research and M&E for demonstrating the results of volunteerism. Furthermore, the Global Programme on VI that was designed in late 2015 already makes clear references to the SDGs and highlights that volunteerism presents an opportunity for more people to participate in the “localization and domestication”²⁸ of the SDGs through creating outreach and awareness raising, but also through engaging in monitoring, implementation and reporting on national efforts for SDG achievement.

In addition to the SF outcomes, the five thematic areas that UNV defined for developing and implementing programmes and projects can easily be linked to the SDGs, and UNV in many cases has successfully integrated its activities at country level into the UNDAFs to make sure that it aligns with national priorities. However, it needs to be highlighted that UNV’s programmatic approach that was introduced with the SF is not yet widely known or understood by all partners, as interviews in all regions revealed. UNV’s position vis-à-vis other UN agencies is still at times limited to that of a service agency rather than that of a programmatic partner.

UNV personnel perceive this and consequently, one third of survey respondents state that the extent to which UNV is strategically positioned in the UN system is very low, while 52% think that UNV is somewhat strategically positioned and only 18% believe the organisation has a very good positioning. Within a scale from 1 (not at all) to 4 (to a great extent), field level personnel have the most positive perception about UNV’s strategic positioning. On the other hand, personnel located at HQ level express a more negative opinion. In line with these perceptions, interviews with partners revealed that at regional and field level where UNV has made strong communication and advocacy efforts and implemented joint projects, partners’ perceptions about UNV’s positioning improves and UNV is more valued as a programmatic partner.²⁹ In this regard, the SF has helped to increase UNV’s positioning in cases where elements of the strategic approach have been properly implemented.

Furthermore, the institutional results statement of the SF was defined to make UNV a more efficient and effective organisation through improving the organisational structure, internal systems and processes, as well as strengthening its capacities to build partnerships. This should enable UNV to better align with and serve partners’ needs and, in general, be better equipped and fit for purpose when delivering on its mandate under the two outcome areas. The integration of this results statement is highly relevant, as UNV needs to adapt to the changing international environment, increasing competition from other UN agencies such as UNOPS but also UNIDO or UNESCO as they have created their own volunteer programmes. UNV must also stay ahead of developments in the volunteer sector if it wants to keep a leading role. This results area also responds to an organisational change process that UNV initiated in 2009/2010, of which some elements had been left unfinished.³⁰ However, it could be observed in interviews with UNV personnel that a strong focus on a high number of internal thinking processes and organisational changes has reduced overall capacities for implementation. Thus, while internal adjustments are considered relevant for UNV’s ability to deliver and stay relevant, a challenge lies in finding the right balance between organisational restructuring and optimisation on the one hand, and on the other, maintaining adequate capacities for implementing what had been planned in the SF and its related strategies.

²⁸ VI Global Programme document, p. 3.

²⁹ There is no documentation and no monitoring on advocacy efforts, so the contribution to a change in perceptions cannot be systematically assessed. However, interviewees stated for example that UNV has been good in making advocacy for their work, and that this has helped them to better understand and value UNV’s programmatic work. At the same time, interviewed UNV personnel gave information about their enhanced communication and advocacy efforts. These have often been non-official, e.g. lunch or coffee break meetings. Especially at the ROs in Asia/Pacific and LAC, but also at ONY and several FUs it has been emphasised that these kind of personal meetings are very important and often more effective than traditional communication.

4.1.3 UNV'S ADDED VALUE TO PARTNERS

WITH UN PARTNERS

According to interviewed partners, of which the majority were UN agencies, the most relevant contribution that UNV makes to the international development efforts is the provision of cost-effective, skilled and motivated human resources. This perception is clearly linked to Outcome 1. However, some partners and also the UN Volunteers themselves perceive an added value beyond this service: the concept of volunteerism makes a difference to them as UN Volunteers come in with a different mindset. According to a number of partners and UN Volunteers that were interviewed, the main differences between staff and UN Volunteers are that UN Volunteers are more flexible, less bureaucratic and bring in fresh perspectives and innovative thinking. In addition, volunteerism opens up opportunities for the participation of people, especially young people that otherwise would not have had the possibility of participating in shaping projects and programmes. According to some interviewees, this contributes to "leaving no one behind" and citizen engagement, both central elements of the SDGs. In addition, partners value the work that UN Volunteers can do at the community level and identify the ability to engage with local communities and with youth and volunteer networks as a main distinctive added value of UNV. According to interviewees, both UN partners and UN Volunteers, although other agencies can also send staff or consultants to the communities, the way that volunteers can engage and how they are perceived by communities differ, for example, people in the communities trust volunteers more, especially when they are nationals. This facilitates a better collaboration and achievement of results.³¹

As mentioned earlier, in some cases UN agencies also increasingly perceive UNV's added value as an implementing partner and do seek the advice of UNV programmatic specialists at regional offices in the design process of joint programmes or project initiatives. This is the case, for example at the Regional Offices in Bangkok and Panama where UNDP thematic specialists regularly meet with UNV programme specialists to exchange information and identify possible opportunities for joint projects.

WITH NON-UN PARTNERS

Apart from UN agencies, UNV works with a range of other types of partners, including governments, VIOs, NGOs and networks (youth networks, volunteer networks), academia as well as private sector.³² Interviews with governments that are financing partners of UNV showed that the main added value of UNV is seen in the opportunity to place nationals of these governments within the UN system. In this regard, UNV's Fully Funded Programme is especially seen as relevant as it offers a career path for young people.³³ Government financing partners, particularly from OECD countries, are usually less interested in programmatic results or the value of volunteerism, but rather in the retention rate of UN Volunteers in the UN system. On the other hand, some government partners do show a high interest in UNV's programmatic areas. Environment and disaster risk reduction or peace for example, are perceived by some as opportunities to build the skills of their countries' nationals in these areas but also to gain international experience through their volunteer assignments.

Interviewed government partners that represent emerging economies have a particular interest in exposing their nationals to the international development scene, both to gain international knowledge but also to be able to contribute to peace and development projects with their nationals' own experience. In this regard, the facilitation of South-South cooperation through UN Volunteers is of interest to governments from the global South.³⁴

³⁰ These elements, according to the SF document are: 1. Conditions of service for UN Volunteers – need to be updated to respond to new generations of volunteers and their personal and professional growth; 2. The Volunteer Management Cycle – new information technology based tools to facilitate the efficient and effective global management of volunteers; and 3. UNV's capacity to provide support at the field level to partner UN entities and UN Volunteers.

³¹ Although not exclusively, this has been noted especially in UN Peacekeeping Missions. For more information, see the case study UN Volunteers in UN Peacekeeping Missions in the Annex of this report.

³² It must be noted, however, that collaboration with the private sector has been limited. One contributing factor is that UNV until the end of 2016 had not developed a specific approach to work with the private sector.

³³ Consequently, most UN Youth Volunteers are fully funded. See section on effectiveness for more information.

³⁴ This is also supported by the high percentage of UN Volunteers coming from the global South, and the increasing share of national UN Volunteers especially in middle income countries. For a more detailed analysis, see the section on Effectiveness.



4.1.3 UNV's Added Value to Partners

Last but not least, governments also value UNV's contributions to their national efforts to build enabling environments for volunteerism. Under Outcome 2, UNV implements a number of projects and initiatives to support governments in creating or strengthening volunteer structures or policies. In these cases, governments appreciate UNV's international expertise and professionalism as well as the credibility of the UN brand. This has been the case, for example, in India where UNV implements a project on volunteer infrastructure for youth in collaboration with the Ministry of Youth Affairs and Sports. The government partner is highly satisfied with the UN Volunteers' performance as youth coordinators at the community level, in particular their fresh ideas, motivation and professionalism.³⁵

Another important type of partner, especially for Outcome 2 of the SF, are VIOs and volunteer and youth networks with which UNV maintains mostly advocacy partnerships for advancing the knowledge base and recognition of volunteerism. In interviews conducted mainly at the national and regional level, these organisations highlighted that UNV's added value lies mostly in the visibility it can provide to local and national organisations through the well-known UN brand, and the support UNV provides both in the form of expertise and convening power, but sometimes also in the form of financial support to the organisations' activities. However, while UNV is highly valued as a partner, volunteer and youth networks as well as NGOs also mentioned that the collaboration with UNV is mostly sporadic – usually once per year for the International Volunteer Day (IVD) and the International Youth Day (IYD), and that UNV could do more to maintain a more continuous relationship. In line with this perception, the evaluation was unable to find evidence of consistent outreach and/or engagement with VIOs and NGOs due to the lack of a monitoring system for this kind of activity.

While overall partners have a positive image of UNV and a number of interviewed partners perceive UNV's value beyond the mere provision of human resources, they often also expressed confusion about the concept of volunteerism that UNV supports. They perceive that UNV's "business" is providing "paid volunteers" that often do the same work as staff at UN agencies' offices or in Peacekeeping Missions. The concepts of "cheap labour" or even "exploitation" have been mentioned as concerns by UN host agencies but also by some VIOs that have a different approach to volunteerism. There is a perceived gap between the value driven communication of UNV about volunteerism, mostly through storytelling, and UNV's business model.³⁶

4.1.4 DESIGN OF THE SF AND ALIGNMENT WITH UNV'S MANDATE

DESIGN PROCESS

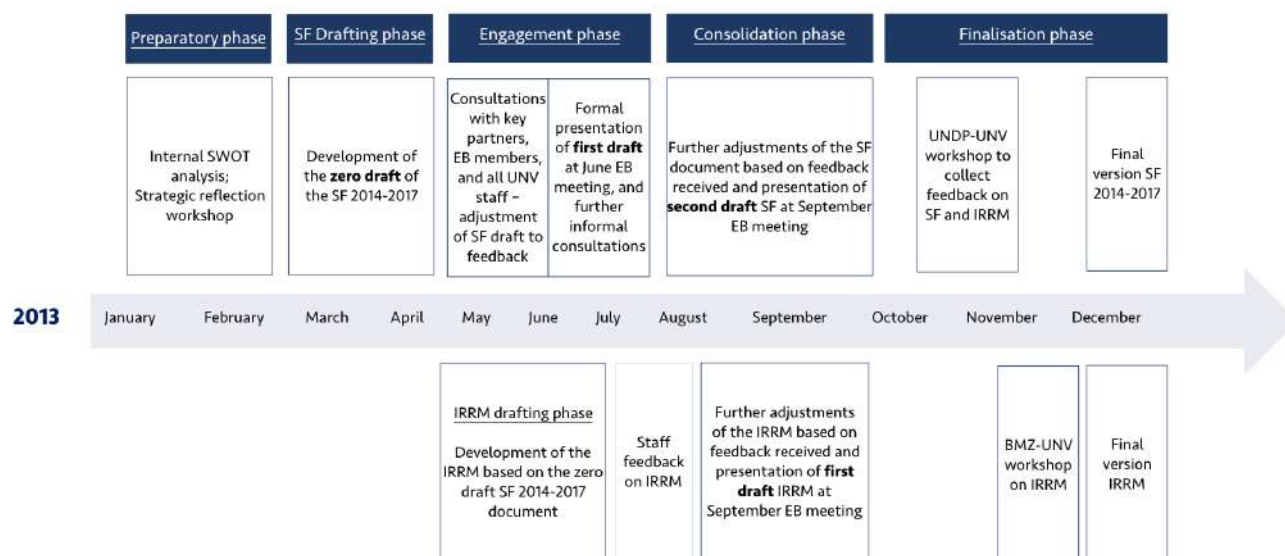
The overall design process of UNV's SF 2014-2017 took approximately one year, with strategic reflections starting in January 2013 and the final version of the SF and IRRM at the end of November that same year. It was then officially launched in January/February 2014. The process included an extensive internal and external stakeholder consultation, including UNV personnel and key partners.

³⁵ Another example among many is Sri Lanka. For a detailed analysis, please see the case study V-Force in Sri Lanka: Promoting volunteerism and increasing national capacity in the Annex of this report.

³⁶ While in official communication UNV focuses on the value of volunteerism and the contributions that volunteers make to peace and development, according to UNV personnel and UN partners that were interviewed, UNV does use the cost effectiveness of UN Volunteers as a selling point in meetings with partners and hence, they perceive the gap between the official image that UNV wants to communicate and UNV's business reality.

4.1.4 Design of the SF and alignment with UNV's mandate

Figure 8: Design process of UNV's SF 2014-2017

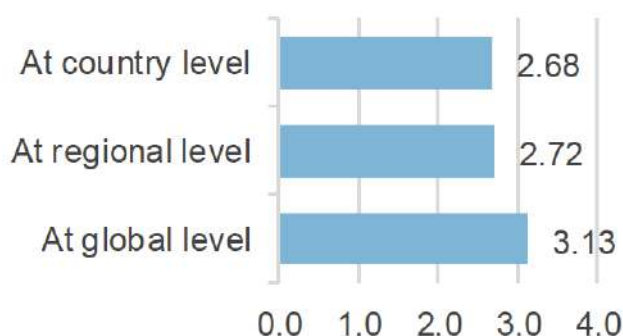


Source: Own elaboration based on UNV SF planning documents

This inclusive process has been positively recognised by UNV personnel who perceive that the design of the SF has been informed by the needs and interests of diverse stakeholder groups, thus adding to its relevance. Personnel on all organisational levels agree that the design process has been most inclusive at the headquarters level, and to a lesser extent at the field level.

This reflects the fact that most external stakeholders have been consulted at the global level. At the field level (regional level did not exist at the time of SF design), UNV personnel were consulted, but evidence has not been found by this evaluation that UNV partners at regional or national levels have also participated in the consultation process. Only in the case of governments have they been included through consultations with the Executive Board (EB), and consultations with Germany as one of the largest donors of UNV have been quite close including a workshop on the IRRM.

Figure 9: To what extent do you think that the design process of the SF has been informed by the needs and interests of diverse groups of stakeholders?



Scale: 1 – not at all, 4 – to a great extent
Source: CAD's UNV Personnel Survey (Q11)

³⁷ UNV Strategic Framework 2014-2017

³⁸ Although regional workshops were held to build FU's capacities regarding programming, the SF document and the related strategies do not contain any specific information or tools for implementation.



4.1.4 Design of the SF and alignment with UNV's mandate

Interviewed UNV personnel that were with UNV during the design phase confirmed that the process was participatory and they had the opportunity to provide input through various channels (meetings, surveys). Although not all personnel input is reflected in the final document, there is an understanding that it is not possible to consider each single comment. However, more critical voices also stated that although UNV engaged in consultations with personnel, important decisions were taken top-down in the end and without a realistic assessment of UNV's internal capacities or an analysis of the external environment. These perceptions mainly refer to the definition of targets in the IRRM, especially the mobilisation of 10,000 onsite and 22,000 Online Volunteers per year by 2017, as well as the expected mobilisation of USD 50 million of partner resources. These targets have been perceived as unrealistic by the majority of interviewed personnel, and according to UNV personnel that was interviewed, this has led to a certain demotivation despite management's intention to aim high in order to motivate personnel to do its best to achieve ambitious goals. According to UNV's Annual Reports, after a peak of 7,765 UN Volunteers mobilised in 2010, numbers kept declining each year to 6,351 UN Volunteers in 2013. This continuous decline added to the perception that the target of mobilising 10,000 UN Volunteers cannot be reached by 2017.

VALUE PROPOSITION

UNV's value proposition as defined in the SF mostly relates to Outcome 1, as it highlights that UNV: a) "enables the UN system to increase its voice and broaden the participation of people within its work"; b) "advances the post-2015 agenda and the SDGs by tapping into the commitment, solidarity and engagement unique to volunteerism", and c) "strengthens social cohesion and trust by promoting individual and collective action. UNV does this through the provision of vetted and well-qualified, flexible and cost-effective volunteers".³⁷ Apart from these three key elements, the value proposition mentions five other values that it brings to the international system, which are general statements that could be related to Outcome 1 or Outcome 2 of the SF. While all points mentioned in the value proposition are valid and relate to UNV's mandate, the formulation of the value proposition is quite broad and unclear, as it tries to combine all the different key elements of UNV's activities directed at different partners. In addition, while the SF emphasises that UNV aims to work with a broad range of partners, including UN agencies but also governments, civil society, academia, and the private sector, the value proposition first of all addresses the UN system. It is not completely clear what UNV's value proposition to actors other than UN agencies is. This to a large extent contradicts what a business value proposition usually is: a short, concise statement, targeted at the "customer" (in this case, UNV's partners), making clear what the organisation has to offer and why partners should work with UNV and not with the competition. As UNV's partnership approach is quite broad, it faces a challenge to make concise statements in a "one size fits all" value proposition.

OUTCOMES AND THEORIES OF CHANGE (TOC)

The SF outcomes, with their underlying TOCs, assumptions and related programme areas have been designed at a global level. While an overall analysis of the international environment and the resulting opportunities for UNV have been provided in the SF, no specific regional or country level context has been analysed. Only when introducing the five thematic priority areas, does the SF mention that UNV aims to implement programmes and projects at the global, regional and country level aligned with individual countries' needs. However, the SF does not specify how such an alignment will be achieved. In fact, adaptation regarding programming has taken place during implementation, as UNV in all its activities responds to partners' requests and priorities. Nonetheless, despite these efforts, on this topic the SF has not provided any specific guidance to regional and field personnel that are responsible for developing programmes and projects.³⁸ Thus, interviewed personnel at the field and regional levels often saw only a limited relevance of the SF in relation to their work and stated that they are guided more by a national/regional context analysis and listening to partners, than by strategies defined at UNV's HQ. In this regard, the rather generic nature of the SF provides flexibility to UNV to listen and respond to partners' needs on a case by case basis.

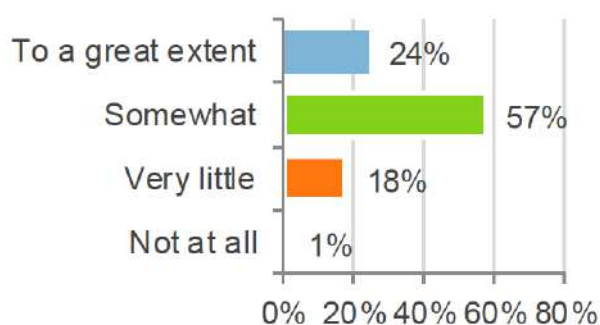
Regarding the two programmatic outcomes of the SF, these have overall been perceived to be relevant by interviewed partners and personnel. In total, 81% of personnel survey respondents think that outcomes and results of the SF have been at least partly adequately defined, with 57% saying "somewhat" and 24% "to a great extent". Personnel at the regional level have a slightly more positive perception than personnel at the field level or at headquarters.

³⁷ UNV Strategic Framework 2014-2017

³⁸ Although regional workshops were held to build UNV's capacities regarding programming, the SF document and the related strategies do not contain any specific information or tools for implementation.

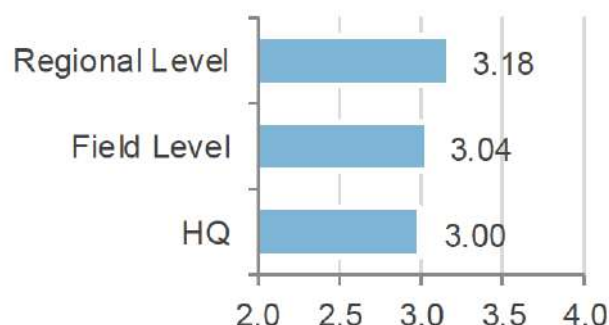
4.1.4 Design of the SF and alignment with UNV's mandate

Figure 10: To what extent do you think that the expected outcomes and results of the SF have been adequately defined?



Source: CAD Personnel survey (Q12)

Figure 11: To what extent do you think that the expected outcomes and results of the SF have been adequately defined? - By work level -



Scale: 1 – not at all, 4 – to a great extent

From the interviews and surveys, it can be confirmed that the definition of the two outcome areas and the institutional results statement is not questioned by UNV personnel, but that the more negative perceptions are related to the results targets as defined in the IRRM which, as mentioned earlier, caused a certain sense of demotivation in the organisation. It has also been mentioned by interviewees that the SF has created a dichotomy between programming on the one hand and volunteer mobilisation on the other, while the two aspects should in reality go hand in hand.³⁹

Regarding the TOCs with related assumptions that were formulated for the two programmatic outcomes and the institutional results statement, it must be noted that neither interviewed personnel nor partners were usually familiar with these. Thus, the following analysis is based on the evaluation consultants' experience and a comparison with best practices for the formulation of TOCs.

A first challenge with the ToC statements included in the SF is that they only exist in a narrative form, which makes it difficult to identify at first sight the crucial elements and how they are linked to each other in a logical results chain. Best practice for developing a TOC or log frame is to represent it in a diagram or table that shows the necessary inputs, which lead to certain outputs, which in turn contribute to a number of outcomes and ultimately support the intended impact. Usually, assumptions are added for each of the levels that define given situations that need to pre-exist so activities can be successfully implemented and outputs/outcomes can be reached. In addition, in a logical framework model, indicators and means of verification can be added to each level.⁴⁰

The narrative in the SF has not been accompanied by a graphic representation or a logical framework. While the IRRM is intended to reflect outputs and outcomes as described in the TOC statements, many of the output indicators included in the IRRM are not mentioned in the narrative statements and thus it becomes challenging at first sight to relate all output indicators to the overall outputs and outcomes. In addition, there is generally an insufficient description of the resources (inputs) that UNV plans to provide in order to achieve outputs and outcomes.

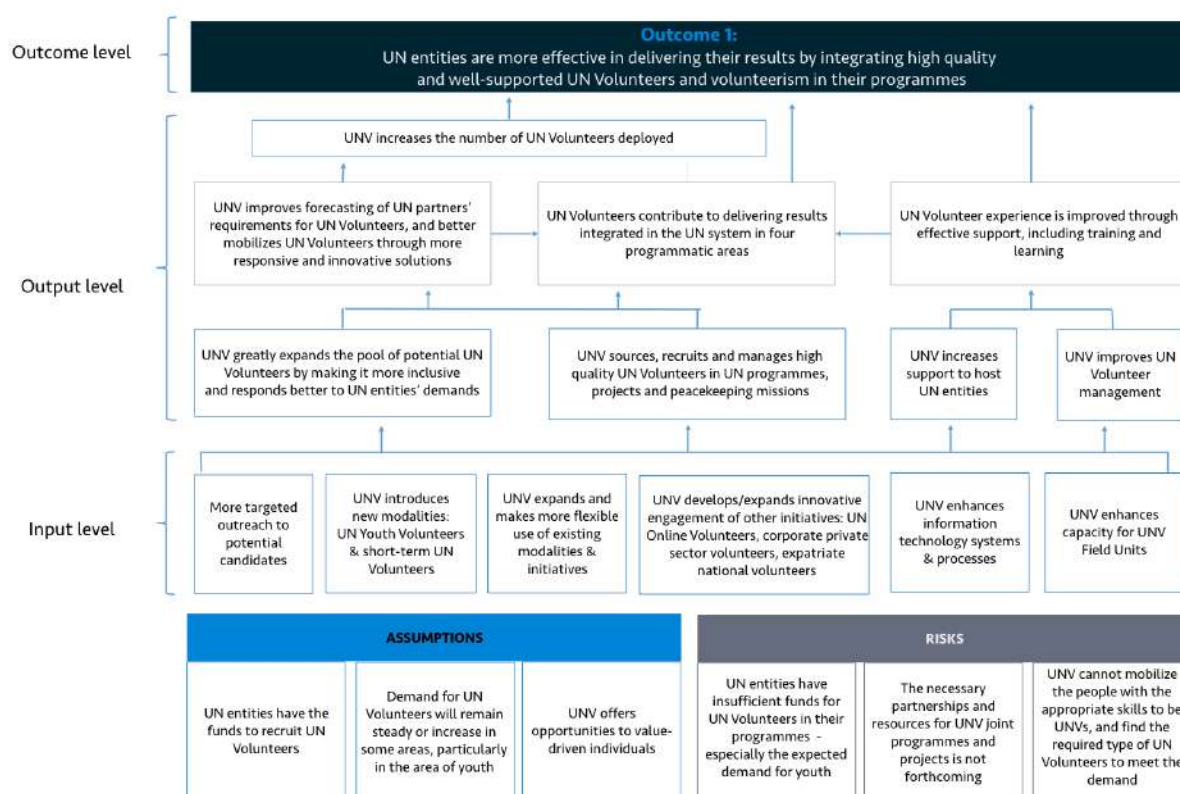
³⁹ For a more detailed analysis on this aspect, see the section on efficiency of this report.

⁴⁰ For more information on best practices and examples of TOCs and log frames, please see <http://www.betterevaluation.org/en>.

4.1.4 Design of the SF and alignment with UNV's mandate

The evaluation consultants have reconstructed a visual representation of each Outcome and the institutional results statement based on their understanding of the narrative provided in the SF.⁴¹ Overall Outcome 1 and the institutional results statement are more completely defined than Outcome 2. Nevertheless, all three TOC statements are missing some clarity in the logical results chain, especially at the input level, and the link between inputs, outputs and outcomes overall.

Figure 12: Reconstructed Theory of Change for Outcome 1



Source: CAD elaboration

Most of the assumptions made in the narrative TOC statement for Outcome 1 are actually output and outcome descriptions. Therefore, in the visual representation the evaluators have translated assumptions into the output and outcome level. The assumptions state the logic of how UNV intends to achieve results, but on the whole they do not describe the conditions that need to be in place in order for the logical results chain to work – only three “real” assumptions are included: UN entities have the funding available to recruit UN Volunteers, the demand for UN Volunteers will remain steady or increase, and UNV attracts value-driven individuals to become volunteers. These assumptions are relevant for Outcome 1, although the third assumption only refers to the fact that potential UN Volunteers should be value driven but does also not mention that they need to bring appropriate skills for the assignments. The lack of these skills, on the other hand, is mentioned as a risk to a successful achievement of Outcome 1.

The causal link and logical chain between various elements of the TOC are not clear in the description. For example, UNV has an output to expand its talent pool and to introduce new modalities to better meet UN entities' demand. However, it is not clear how UNV will assess the demand of UN entities; it is simply assumed that for example UN Youth Volunteers or short-term UN volunteers will meet the demand.⁴²

⁴¹ All elements included in the figures are mentioned in the SF narrative. However, a certain level of interpretation was used to determine whether elements are inputs, outputs, outcomes or assumptions, as this is not always clear in the text.

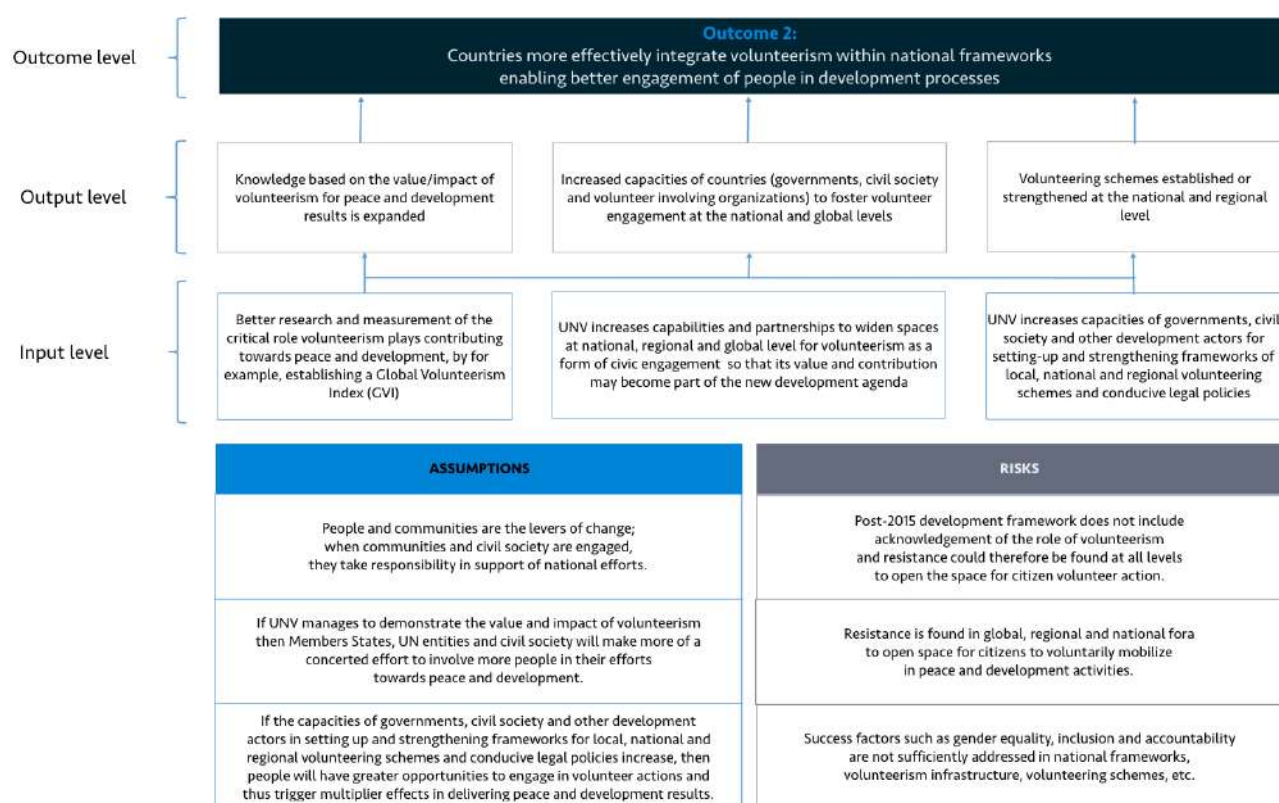
⁴² Although this aspect does not become clear from the SF document, a UN entity demand mapping has been implemented at a later stage.

4.1.4 Design of the SF and alignment with UNV's mandate

Some other elements of the TOC are also not sufficiently explained. For example, it states that the demand from UN entities for volunteers depends partly on external factors, but these factors are not explained. In addition, it highlights that UNV needs to better understand what drives demand for volunteers. Yet, there is no clear link between the demand driven approach and the expected output of increasing volunteer mobilisation: if UNV is not sure about the drivers of demand, how can it assume that demand will remain stable or increase?

It is also not clear how UNV aims to expand its talent pool and make it more inclusive. The TOC only states that UNV needs to offer value-driven people to become volunteers, and that it aims to create a more targeted outreach to potential candidates, but there is no explanation regarding the resources that UNV has to do this or what inclusiveness means.

Figure 13: Reconstructed Theory of Change for Outcome 2

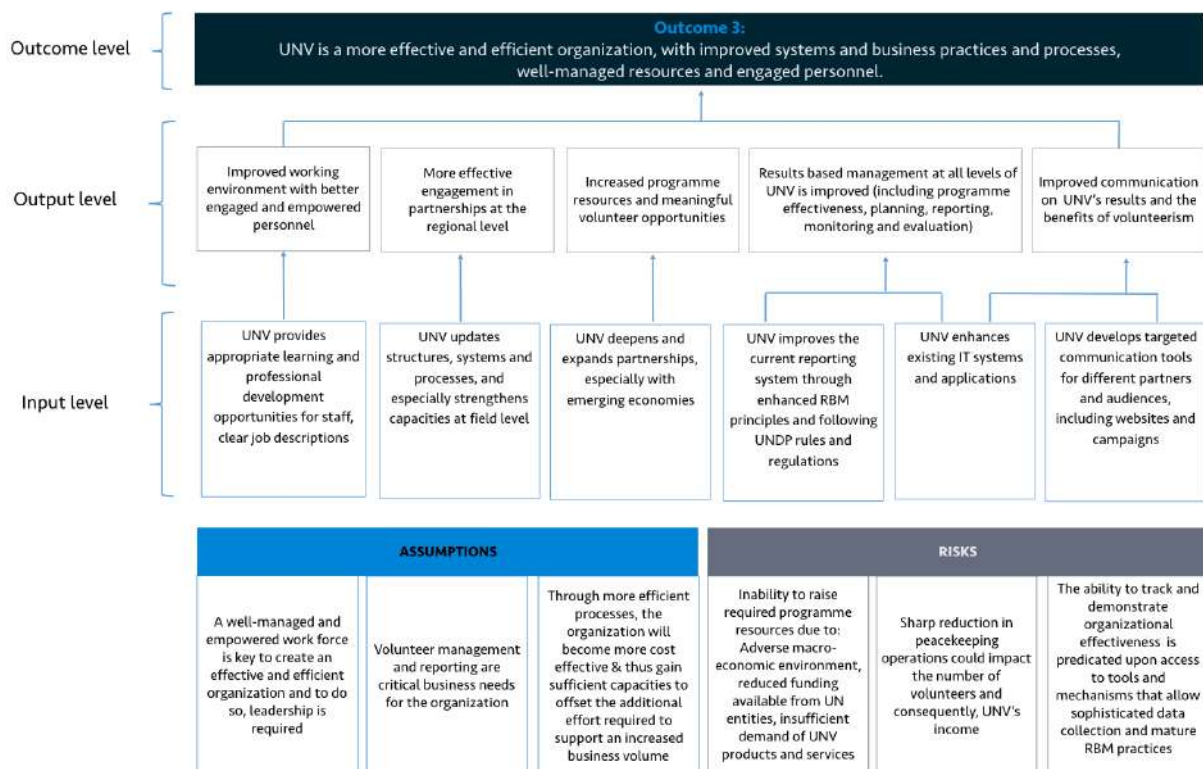


Source: CAD elaboration

4.1.4 Design of the SF and alignment with UNV's mandate

For Outcome 2, the results chain is even weaker. Outputs are defined, but the TOC does not explain how UNV is going to achieve them. The formulation of input and output elements is circular. For example, UNV aims to generate increased capabilities of countries to foster volunteer engagement, and aims to do this by "increasing capabilities and partnerships to widen spaces ... for volunteerism...", or by "increasing capacities of governments ... for setting up and strengthening frameworks". Assumptions are generic and high level, and it does not become clear which concrete inputs UNV will provide in order to achieve results. In addition, assumptions address complex socio-political questions, while the usual function of an assumption in a TOC is to describe a necessary condition for achieving outputs or outcomes. Some assumptions are also slightly contradictory: for example, on the one hand, UNV assumes that people will have more opportunities for engagement if the capacities of governments, civil society and other actors to set-up and strengthen volunteer frameworks are increased. On the other hand, another assumption states that countries will more effectively integrate volunteerism within national frameworks if public institutions and people come to play a complementary role in achieving peace and development results, and volunteerism is recognised and leveraged as a form of people's mobilisation. These assumptions give an unclear picture of UNV's logic behind Outcome 2, and whether it is bottom-up or top-down: is it the governments and other actors that need to create an enabling environment to make peoples' engagement through volunteerism possible, or is it peoples' engagement that makes governments integrate volunteerism in national frameworks? In interviews at country level, UNV personnel expressed the opinion that there is no clear answer to this question, instead stating that government and civil society have a reciprocal relationship and UNV should be active at both levels simultaneously. Furthermore, it highly depends on the country context how volunteer frameworks and schemes are best enabled. As mentioned previously, the SF and related strategies did not include any specific regional or country analysis, and while project documents elaborated under the Global Programmes do include a situation analysis, outside of programming, it is less obvious how activities under Outcome 2 are defined to address specific regional or country needs. In addition, Outcome 2 is directed at diverse actors: government, civil society and "other development actors", but no differentiation is made regarding how UNV is going to address each of these actors and which specific outputs UNV wants to achieve with each actor. Overall, the ToC for Outcome 2 does not provide a clear linkage between inputs, outputs and outcomes and does not facilitate operationalisation.

Figure 14: Reconstructed ToC for the institutional results statement





4.1.4 Design of the SF and alignment with UNV's mandate

The institutional results statement includes clearer definitions of inputs and expected outputs that should contribute to the overall result of making UNV a more efficient and effective organisation. The different outputs are deemed to be relevant and aligned with the elements of Outcome 1 and Outcome 2 TOCs, although a clearer alignment is found with Outcome 1.

Overall, the main weakness of the SF lies in the inherent logical results chain that assumes that if UNV improves its internal processes which would lead to improved services and an improved volunteer experience, and overall to a more efficient and effective organisation, this would automatically lead to an increase in volunteer mobilisation, as agencies realise the value of UN Volunteers even more. While the SF acknowledges the challenging external environment with overall declining budgets, it assumes that through improved partnership management, needs assessments, forecasting and communication, the risk of insufficient funding for volunteer and resource mobilisation can be mitigated. However, UNV partnership survey results show that partners were already highly satisfied with UNV services in 2014 and in this regard, UNV has to acknowledge even more its dependency on external factors and find more adequate mitigation mechanisms.

INTEGRATED RESOURCES AND RESULTS MATRIX

The Integrated Resources and Results Matrix (IRRM) included in the annex of the SF document is a central piece of the SF in which outcomes and outputs are broken down to specific indicators with defined baseline and target indicators for each year. The definition of each indicator, the rationale for being included in the IRRM, as well as the data source and the process for data collection are outlined in the IRRM methodological notes document. The IRRM is supposed to both reflect the logical results chain regarding how better internal capacities will lead to the achievement of programmatic outcomes, and to provide a monitoring framework. As mentioned above, there is not always a clear connection between the IRRM and the TOC statements for each indicator included in the outcome areas and the institutional results statement.

The current version of the IRRM from 2016 overall includes three outcome indicators, 15 output indicators and 19 institutional results indicators. Among these, central targets that UNV aims to achieve during the SF implementation period are the following:

1. Increase UN Volunteers to 10,000, including 3,000 UN Youth Volunteers
2. Maintain the proportion of more than 80% of UN Volunteers from the South
3. Increase percentage of female UN Volunteers in non-family duty stations to 35%
4. Double UN Online Volunteers to 22,000
5. Increase contributions received from UN Member States and other partners to USD 50 million per annum
6. USD 300 million per annum of UNV activities by 2017, of which 8% is considered administrative budget

As mentioned earlier, the targets and especially those on volunteer and resource mobilisation have, according to UNV personnel perceptions and based on the review of volunteer and resource mobilisation in the years prior to 2014, been defined without properly considering recent developments in the volunteer demand (overall declining numbers since 2010), as well as UNV's internal capacities. In this regard, former and current UNV staff involved in the design of the SF and its IRRM stated that the definition of key targets on volunteer and resource mobilisation was rather aspirational and also reflected the targets that UNV should achieve if it wanted to sustain its operations independently from core resources provided by UNDP (which have also been declining over the years).

It is important to note that the IRRM has undergone some changes after the MTR in early 2016. These changes included mostly the definition of baseline data and targets that had not been defined in the original version. While it was expected that the IRRM would be more substantially changed and improved through a review process, only a few indicators have been changed or dropped:



Table 6: Changes to the IRRM after MTR in 2016⁴³

INDICATOR	CHANGE IMPLEMENTED
1.1.1 Number of UN Volunteers mobilised per annum	The sub-indicator "International UN Volunteers" was dropped.
1.2.1 Total financial volume of UNV resources annual UNV resources in UNV-UN partner joint programmes/projects in: a) youth; b) peace building; c) basic social services; d) community resilience for environment and disaster risk reduction	<p>Changed to Total financial volume of the annual delivery of UNV resources in UNV-UN partner joint programmes/projects in: a) youth; b) peace building; c) basic social services; d) community resilience for environment and disaster risk reduction.</p> <p>This made it possible to better assess the actual volume of programme implementation, while before planned resources were also included.</p>
2.1 Average national volunteering rates, as measured by the Global Volunteerism Index	This indicator was completely dropped. The Global Volunteer Index was never created due to limited resources and capacity.

Source: UNV

However, the MTR had highlighted some additional weaknesses of the IRRM that have not yet been addressed by UNV and can only be confirmed by this evaluation. First of all, some of the indicators included in the IRRM are questionable in terms of their validity to provide meaningful data on expected outputs. For example, the following two output indicators under Outcome 1 and 2, "number of other volunteers mobilized in UNV-UN joint programmes/projects", as well as "number of other volunteers, mobilized through UNV-UN partner joint programmes/projects in national/regional volunteering schemes" are self-reported through UNV's Annual Programme Progress Reports (APPR) and thus rely on UNV's own estimations. Thus, as the MTR correctly states, these numbers are likely to be inaccurate, subjective and overall questionable.⁴⁴ This is also true for the second outcome indicator for Outcome 1, the "number of beneficiaries positively impacted by UNV, in terms of the work of UN Volunteers, all UNV projects and UNV-supported work". The notes that explain the methodology used to collect information on each indicator include a comment on methodological issues for this data source and scope. In addition, assuming this indicator can be accurately reported, it does not differentiate between positive and negative or unintended impact. Furthermore, regarding the outcome indicator for Outcome 2 - "Number of countries reporting progress in implementing national volunteerism frameworks (i.e. national development plans, policies, legislations)" - there is no logical link between UNV's work and this indicator, thus limiting the validity for using it for reporting on UNV's achievements. This is again related to the limitations of the TOC for Outcome 2 described above.

UNV continues to face reporting challenges for many of the indicators, as also addressed in the MTR, i.e. the number of VIOs partnering with UNV. The number of volunteers mobilised and the volume of financial delivery per thematic area remain the only indicators reporting on programmes and projects. This limited reporting eliminates the ability to determine any clear linkages between programming reporting and the overall SF outcomes.

⁴³ Information included in this table is based on the document UNV EB Report of the Administrator, Annex 3b compendium of adjustments to the IRRM.

⁴⁴ UNV Strategic Framework 2014-2017 Mid-Term Review Report, March 2016, p. 22.

4.1.5 DESIGN OF STRATEGIES AND ALIGNMENT WITH THE SF

The 12 strategies created by different UNV units from 2013-2016 to support and guide the implementation of the SF vary in quality. A thorough comparison is challenging, as each strategy document follows a different structure. The documents are rather long (17-28 pages each) and often include extensive introductory chapters, referring back to the SF document and mentioning or quoting relevant passages from the SF on which the formulation of the respective strategy is based. In this regard, they seek to clearly align to UNV's overall framework.

Six strategies were created to support Outcome 1 and Outcome 2 of the SF. In addition, the Youth Strategy is aligned with both outcome areas.⁴⁵

Table 7: Outcome areas and associated strategies⁴⁶

OUTCOME AREA	ASSOCIATED STRATEGIES
Outcome 1	Volunteer Mobilization and Management Strategy (VMMS), as well as three Learning Strategies, Youth Strategy ⁴⁷
Outcome 2	Civil Society Strategy and the Advocacy Strategy, Youth Strategy
Institutional Result Statement	Partnership Strategy, Human Resources Strategy, Communications Strategy, Budget Strategy, ICT Strategy and the Results Based Management Framework

Source: UNV

Most strategies include definitions of specific objectives or key aspects they aim to address, or outcomes to achieve that are related to the programmatic outcomes and institutional results framework as described in the SF. Thus, there exists an overall alignment of all strategies with UNV's strategic priorities. Most strategies also include a defined results framework with specific outcome and output indicators, which have then been included in UNV's Annual Business Plans (ABP) to plan and track implementation.

The different strategies are also interrelated with each other. For example, the Volunteer Mobilization and Management Strategy (VMMS) includes aspects related to the RBM Framework and the ICT Strategy, as well as the Learning Strategy and the Partnership Strategy; or the Advocacy Strategy refers to the Partnership Strategy and the Civil Society Strategy. Thus, UNV has aimed to create coherent implementation mechanisms that create synergies across the organisation.

The strategies under Outcome 1 coherently address key aspects as defined in the SF in order to successfully integrate increasing numbers of volunteers in Peace and Development and to contribute to UN agencies' programme and project results. In the VMMS, UNV recognises that volunteer mobilisation mainly depends on external developments such as conflict and natural disasters or epidemics like Ebola, where large numbers of volunteers can be mobilised at once in peace and recovery operations. This dependency on uncontrollable external events is a vulnerability that UNV seeks to mitigate with a focus on optimising internal processes and quality of services, as well as being sensitive to partners' needs and seeking to anticipate changes in the external environment. In addition, UNV will further advocate the value of volunteerism for development results and to play a more prominent role in facilitating South-South and triangular cooperation, therefore hoping to increase the systematic integration of UN Volunteers in development projects and programmes. While this approach is valid and helps to reduce risks through the diversification of activities, it cannot fully compensate for times where large emergencies are absent.

⁴⁵ Please see the Annex of the report for a table with a brief summary of each strategy.

⁴⁶ For a description of each strategy see the Annex of this report.

⁴⁷ The Youth Strategy was designed before the SF 2014-2017, but it is aligned with Outcome 1 and 2 of the SF and thus supports the achievement of results under these two outcome areas.



4.1.5 Design of Strategies and alignment with the SF

In addition, UNV aims to increase volunteer modalities⁴⁸ in order to be able to cater to a variety of partners' needs. The IRRM target defined that by 2017, 10 different modalities and initiatives should be in place.⁴⁹ The VMMS adequately identifies the need to provide flexible mechanisms to partners, while at the same time providing a clear definition of its service and product offer. However, the VMMS, key for Outcome 1, was finalised rather late (2015) in comparison with other strategies, which has reduced its relevance for achieving results. The VMMS also does not include any specific regional or country analysis or practical tools that could be used at the country level for an effective mobilisation.

Strategies for achieving Outcome 2 focus on advocacy and awareness raising to promote the value of volunteerism for peace and development processes, as an enabler for South-South Cooperation, and its effectiveness in specific thematic areas linked to UNV's programmatic approach. Through this awareness raising, decision makers including governments, policymakers, international organisations and civil society, should adopt policies or create or strengthen frameworks for volunteerism. While this strategy is relevant and aligned with Outcome 2, it remains rather vague regarding specific ways to increase the capacities of governments and other actors to strengthen volunteerism. Likewise, it does not detail how it aims to increase the knowledge base on the value and impact of volunteerism, two outputs mentioned in the TOC statement of Outcome 2. However, the Advocacy Strategy includes the aim to develop the ten-year Plan of Action 2016-2025 to integrate volunteerism into peace and development initiatives, which should provide further detail on these aspects.

The institutional strategies that support UNV's institutional effectiveness and efficiency succeed in adequately addressing key issues highlighted in the SF under the institutional results statement. The RBM Framework, although it only focuses on the programmatic outcomes of the SF and not specifically on the institutional results statement, is the centre piece for improving processes and systems to make UNV a more effective and efficient organisation. However, it was only finalised in 2016, thus limiting its relevance for the overall implementation period of the SF.

The Partnership Strategy defines well UNV's diverse partnership environment and aims to systematise approaches for a more strategic partnership management to substantially contribute to the achievement of both programmatic Outcome 1 and 2 of the SF. This is expected to occur through increased resources and volunteer mobilisation that would provide the funds for UNV to deliver on the Outcome areas. However, while the strategy defines seven types of partners and the areas UNV collaborates with them, as well as future opportunities that could be untapped, the key approaches to improve partner relations and partnership management are almost exclusively focused on UN entities. The approach to boost programming and financing partnerships, especially with organisations other than UN, is not sufficiently elaborated.

In this regard, it needs to be highlighted that although the partnership strategy includes financing partnerships, and is inter-related with the advocacy and communications strategy as well as the volunteer mobilisation and management strategy and the budget strategy, the lack of a resource mobilisation strategy has hindered the achievement of results. One of the key objectives for the SF period was to increase UNV's financial activity from the 2013 level of USD 210 million to USD 300 million by 2017 and to expand direct contributions from external partners to USD 50 million. However, the aspect of resource mobilisation is scattered across four different strategies.

⁴⁸ Volunteer modalities are the types of volunteers that UNV offers to its partners, e.g. regular UN Volunteer, UN Youth Volunteer, Online Volunteer. Under the different modalities, UNV defined so-called initiatives that are variations of the modality, e.g. national/international UN Volunteer, short-term UN Volunteer, UN University Volunteer, etc. For a detailed analysis, see the section on Effectiveness.

⁴⁹ For UNV's performance on this indicator, see the section on Effectiveness.



4.1.5 Design of Strategies and alignment with the SF

While innovation is mentioned as a key element in various strategies (e.g. Partnership Strategy, Learning Strategy), it is never defined exactly what innovation means to UNV and how the organisation aims to succeed in being innovative. The Learning Strategy does mention that knowledge management and learning should lead UNV to innovate, but more specific aims for innovation are not provided. While UNV aims to build partnerships “around innovation”, this approach is not explained further in the Partnership Strategy.

Overall, the evaluation found that the knowledge and use of some of the strategies by UNV personnel is limited and thus their role as implementation mechanisms that lead to effective results can be questioned.⁵⁰ This is especially the case for the field level, but also for the regional and even HQ levels. While at the HQ and regional level personnel acknowledge the usefulness of the SF and its strategies as overall guiding principles, at the regional level the main constraint for making further use of them lies in their generic nature and the need to further concretise and adapt them to the regional context. Interviewed personnel stated that instead of sticking to the defined strategies, analysing the regional context and listening to partners' needs and interests have guided their work more than any of the strategies. At the field level, this has been confirmed too, and not all personnel were even aware of the details of the strategies. The high turnover of POs and the insufficient induction of new personnel also contribute to the limited strategic knowledge in the field.⁵¹

In addition, at the field level the SF has been perceived not so much as a major shift in UNV's work or positioning, but rather, personnel stated that they continued working in the same way as before. The only differences that were highlighted were that volunteer mobilisation had to be linked back to the Global Programmes, and that the workload increased due to the increasing participation in concept notes, the formulation of project documents and more intense efforts to initiate joint programming with other agencies. Strategies formulated at HQ level are seen as very distant to what is happening at the field level.

4.1.6 DESIGN OF GLOBAL PROGRAMMES

As laid out in chapter 5 of the SF, UNV has introduced five thematic areas on which the organisation will focus its efforts for volunteer mobilisation and for developing programmes and projects at the global, regional and national level:

- Securing access to basic social services (BSS)
- Community resilience for environment and disaster risk reduction (DRR)
- Peace building
- Youth
- National capacity development through volunteer schemes (VI).

The five thematic areas were further developed into overarching global programmes to facilitate operationalisation. Under each global programme, global projects were developed with more concrete steps and targets for implementation. The thinking behind the introduction of the five global programmes was that UNV should not only be a service agency providing human resources to other agencies, but that it should become a programmatic partner for the UN system with its own technical expertise and own programme funds and projects that contribute to development results. At the same time, as reflected in the reconstructed TOC for Outcome 1, through the programmatic approach it was anticipated that volunteer mobilisation would increase.

⁵⁰ The evaluation team does not have any information on how these strategies were rolled out or communicated to staff at each level.

⁵¹ For a more detailed analysis of PO turnover and personnel induction, please see the section on efficiency.

4.1.6 Design of Global Programmes

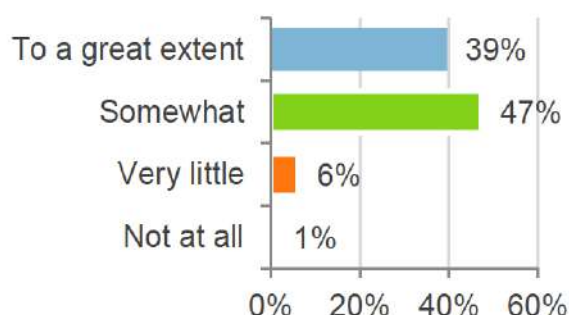
While UNV has always engaged in small scale initiatives and joint programmes and projects with other UN agencies, this was done on an ad hoc basis rather than being grounded in a strategic approach. In this regard, the introduction of the five global programmes aimed to frame UNV's activities in a more strategic way and also constituted one of the main changes for UNV that had implications on the organisational structure, namely, that the Programme Coordination Section (PCS) at HQ level was created with the aim to coordinate all programme and project activities under the five thematic areas. In addition, UNV invested in four ROs in Panama, Bangkok, Kenya and Dakar that were supposed to support FUs in developing joint projects and programmes.

The five thematic areas, with the exception of Youth and VI, do not directly respond to UNV's mandate.⁵² Rather, as stated in the SF, UNV defined the areas based on an assessment of its main activities – volunteer mobilisation and project implementation – in the year 2012. While this approach is valid, a long-term trend analysis rather than a review of one specific year would have provided a more robust identification of UNV's most relevant thematic areas. On the other hand, the thematic areas are clearly aligned to UNDP's Strategic Plan 2014-2017 and as the SF design included consultations with internal and external stakeholders, the definition of these priority areas had been validated. In this regard, external stakeholders and UNV personnel perceived them to be relevant. In addition, VI has been a cross-cutting aspect in all programmatic areas. This has not been communicated well enough to partners, as some perceived that UNV is tapping into core areas of other agencies, while UNV actually aimed to complement these areas with a volunteerism component.

It is also important to mention that while the SF overall clearly defines the areas UNV aims to focus its work on, for the collaboration with UNDP, it specifically states that UNV will programmatically add value in the following areas: 1) creation of opportunities for youth leadership and engagement through volunteerism; 2) capacity building for monitoring, analysis and reporting on development interventions; and in other areas such as 3) Rule of Law (RoL) and Citizen Security; and 4) Resilience to Natural Disasters and Man-Made Crises. While the first and fourth area can be linked to the thematic areas of Youth and DRR, areas two and three have been added apparently based on specific UNDP requirements without any specific link to UNV's priorities as laid out in the SF. Furthermore, the annex of the SF states: "While there is a programmatic focus on five key priority areas for UNV's resource investment, it is important to recognize that UNV deploys UN Volunteers throughout the UN system to deliver its mandate. This means that UNV will contribute to a wide range of peace and development outcomes, depending on the priorities of Member States, as expressed through UN entities' programmes."⁵³ This means that despite UNV's strategic focus introduced with the SF, the organisation will continue to provide services in any area required by partners.

Figure 15: To what extent do you consider that UNV programmes and projects respond to the specific needs of the country or region you work with?

Source: CAD's UNV Personnel survey (Q13)



⁵² While the integration of volunteerism into policies, frameworks and schemes is part of UNV's expanded mandate as described in the section on the context of the evaluation, in 2012, the Secretary-General of the United Nations announced his Five-Year Action Agenda. It included an explicit reference to the importance of youth and volunteering as a theme and priority for sustainable development, and called on UNV to create a Youth Volunteer programme. For more details on the Youth programme, see the case study *Fostering Youth Volunteerism: The collaboration between UNV and UNICEF in Mozambique* in the Annex of this report.

⁵³ UNV Strategic Framework 2014-2017 Integrated Results and Resources Matrix, p. 2.

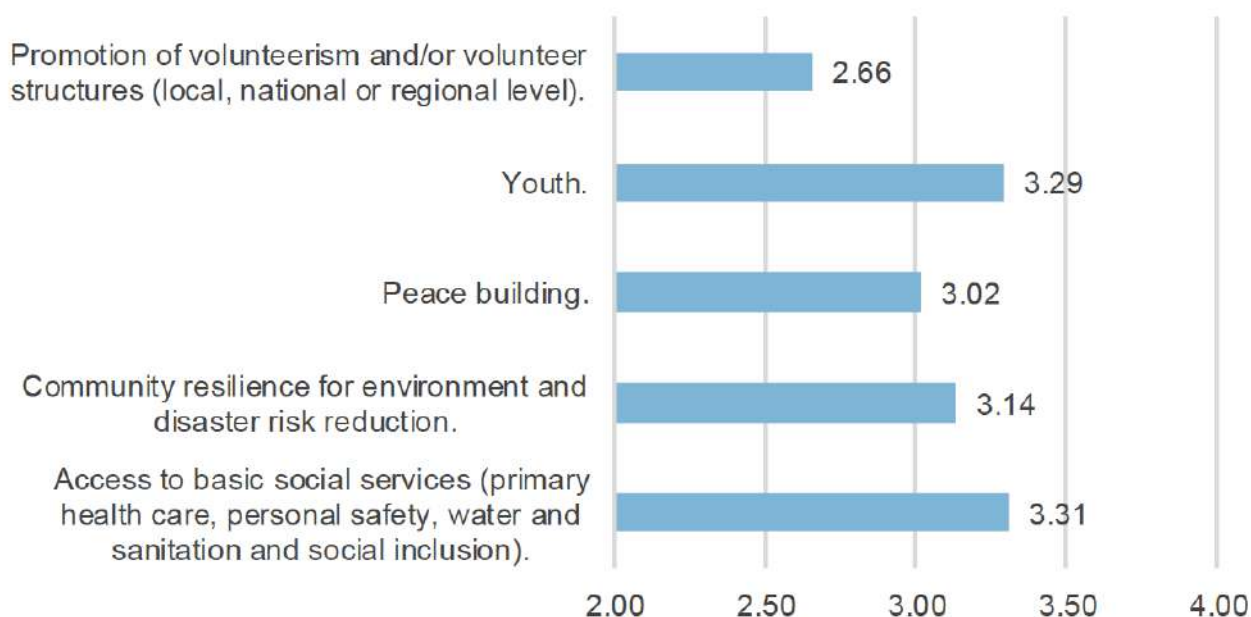
4.1.6 Design of Global Programmes

Four of the five Global Programmes were designed in 2014 based on the thematic priority areas defined in the SF. VI is the exception as this GP document was only finalised in late 2015 (official start date 1 December, 2015). This is the reason why VI is the only GP not reflected in the IRRM. With VI being at the core of what UNV does, whilst also being a cross-cutting aspect in all other GPs, it has been mentioned by interviewed UNV personnel as being unfortunate that in retrospect the VI GP was not designed first and all other GPs were not aligned to this overarching topic. One of the reasons for the later design of VI was the existence of an ongoing project from 2012-2015 for the integration of volunteerism into the post-2015 development agenda, and thus UNV wanted to wait for the end of this project to build on it with the new GP.

Overall, UNV personnel strongly perceive that the GPs and related projects respond to regions' and countries' needs, although the SF and the GPs do not include a specific regional or country analysis.

From the partners' perspective, the relevance of UNV's programmatic areas has also been confirmed both in interviews and through the partner survey that shows high alignment of partners' priority areas with those of UNV, with the areas of BSS and Youth showing the highest scores. While the promotion of volunteerism has the lowest extent of alignment, this area is the most relevant for UNV to seize the opportunity to address volunteerism with those organizations and/or create partnerships.

Figure 16: To which extent is your organisation involved in the following areas of work?



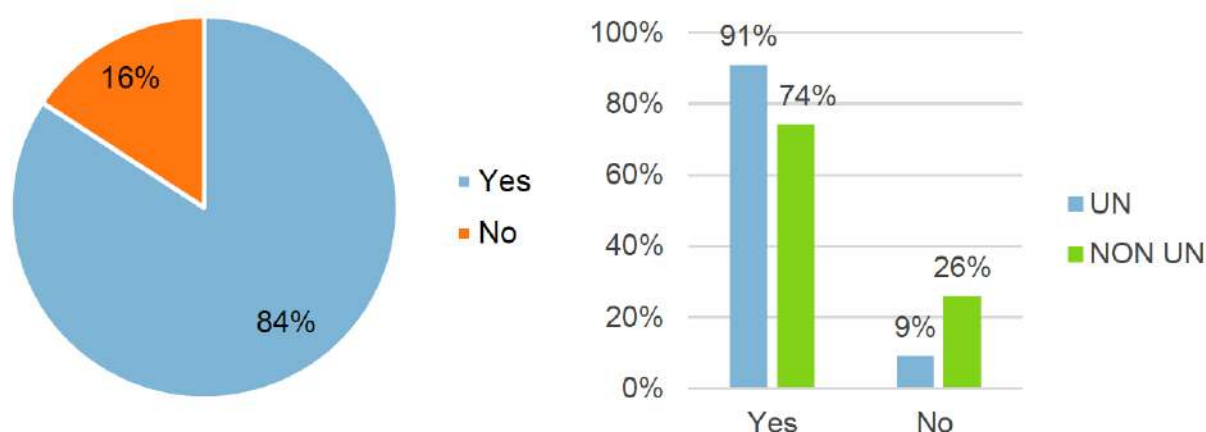
Scale: 1 – not at all, 4 – very much

Source: CAD's UNV Partner Survey (Q8), only UN agencies

4.1.7 OVERALL RELEVANCE OF UNV'S WORK TO PARTNERS

Regarding the relevance of UNV's work to partners, the majority, 84% of partner survey respondents, confirm that UNV's services adequately respond to their organisations' needs (91% of UN partners). Interviews have confirmed that traditional partners are especially satisfied with the different volunteer modalities. Online Volunteers have been highlighted as an innovative modality worth exploring and developing further. On the other hand, not all partners were fully aware of all modalities, and in interviews some expressed a certain confusion regarding what the profile of a UN Volunteer looks like. It was sometimes mentioned that the "traditional" UN Volunteer used to be an experienced person in the middle or at the end of their career who provided experience and skills for a limited time, without career aspirations within the UN system. In contrast to this, it is perceived that recently, more young and inexperienced UN Volunteers are being deployed that are seeking career opportunities. While some partners perceived this as positive, others questioned the alignment of this profile with UNV's mandate.

Figure 17: Do UNV's services adequately respond to your organisations' needs?



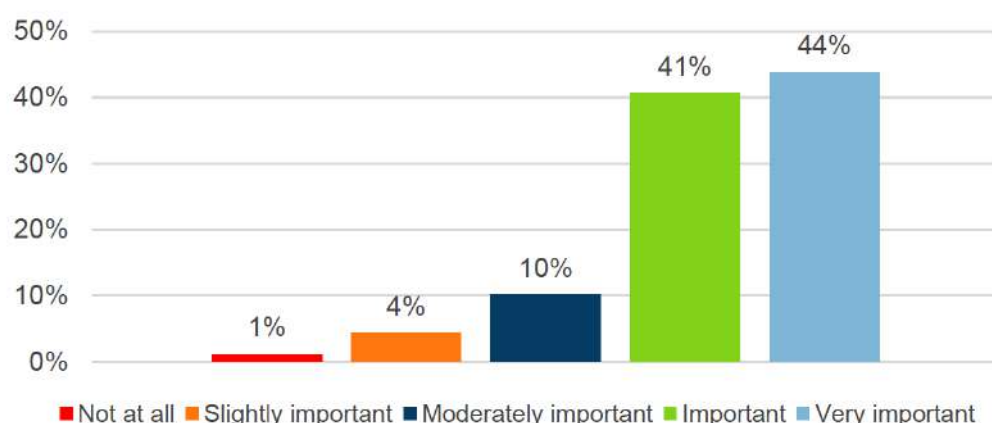
Source: CAD's UNV Partner survey (Q16)

Of those survey respondents who answered negatively to the question whether UNV's services respond to their organisations' needs, the most common comments are related to slow bureaucratic processes, inadequate cost/benefit ratio of hosting UN Volunteers, weaknesses in communication and feedback processes with UNV, occasional low levels of professionalism or limited continuity of UNV's work at field level, as well as a domination of UNV's field work by UNV headquarters that is sometimes not very well linked to the reality in the field. These survey responses were also supported through interviews. While the majority of interviewed partners were satisfied with UNV, challenges that were mentioned most often are related to slow and bureaucratic processes especially when UNV HQ is involved, lack of communication, the varying quality of UN Volunteers' profiles, as well as limited capacities at country level to ensure continuity of UNV's work.

4.1.7 Overall relevance of UNV's work to partners

Overall, 85% of partner survey respondents confirm that their collaboration with UNV is important or very important, which further confirms UNV's relevant role in the international development cooperation system. UN and non-UN partners rate the importance of their collaboration with UNV almost the same. It must be noted however, that governments and UN entities – UNV's traditional partners – rate the importance of their collaborations with UNV highest, while private sector entities have ranked it lowest. This is related to the fact that while the SF and the Partnership Strategy aimed to create a broader partnership base including with the private sector, foundations and emerging economies, until the end of 2016, UNV has not created specific approaches catered to these new partners.

Figure 18: How important is the partnership with UNV for your organisation?



Source: CAD's UNV Partner Survey (Q14)

4.2 UNV'S EFFECTIVENESS

Evaluating the effectiveness of UNV means to look at the performance of the organisation with respect to the two programmatic outcomes identified in the SF. This chapter will analyse the extent to which expected outputs and outcomes have been achieved or are likely to be achieved by the end of 2017. To evaluate the contribution of UNV to the defined outcomes, this chapter will also look at internal and external factors that could hinder or enable the achievement of results.

4.2.1 KEY FINDINGS

EVALUATION QUESTIONS	SUB QUESTIONS	KEY FINDINGS
How effective has UNV been in achieving the expected results of the SF?	<p>To what extent have the outputs, outcomes and results of the UNV SF been achieved? Can the stated outcomes or results statements be expected to be achieved without changes to the current implementation process?</p> <p>How effective have the implementation mechanisms and corporate strategies been in supporting the achievement of the SF outcomes and results?</p>	<p>Regarding Outcome 1, UNV has been successful in supporting UN entities in delivering their results by integrating high quality and well-supported UN Volunteers and volunteerism in their programmes although the defined targets have not been fully met.</p> <p>8. While UNV has not managed to reach the ambitious SF target on volunteer mobilisation, it has maintained stable volunteer numbers over the period despite working in the challenging context of declining budgets in the UN system. Nonetheless, the overall trend since 2010 is slightly declining, due to decreasing numbers of volunteers mobilised in UN Peacekeeping and Peacebuilding Missions. While numbers have been increasing in development programmes and projects, they could not fully compensate the decline in the area of Peace. Almost 80% of all volunteers are deployed to only three agencies: Department of Peacekeeping Operations (DPKO), United Nations High Commissioner for Refugees (UNHCR) and UNDP, although UNV has managed to slightly diversify mobilisation with other UN agencies from 2014 to 2017. The highest number of UN Volunteers were mobilised in Africa, followed by the Arab States.</p> <p>9. There is a trend of increasing numbers of national UN Volunteers, while numbers of international UN Volunteers are decreasing. This reflects a change in the international development cooperation environment, in which new actors are emerging, national ownership plays an increasing role and national talent is increasingly available, especially in middle-income countries (MIC). Consequently, 65.8% of all international UN Volunteers during the period under evaluation were received in low-income countries (LIC), whereas 65% of all national UN Volunteers were deployed to MIC.</p>



4.2.1 Key Findings

EVALUATION QUESTIONS	SUB QUESTIONS	KEY FINDINGS
		<p>10. Overall, there is a bigger gender gap in international assignments, whereas in national assignments UNV has almost reached gender parity. The percentage of female UN Volunteers in non-family duty stations was, as of December 2016, 38%, and UN Volunteers mobilised from the South also increased, exceeding the established IRRM targets. However, while aiming for more gender equality in volunteer assignments is overall positive, the IRRM indicator that specifically aims to increase the percentage of female volunteers in non-family duty stations has not been based on a previous analysis of the volunteer experience by gender. Therefore, it is not clear the extent to which being deployed in a non-family duty station could be beneficial or harmful for women.</p> <p>11. Although UNV has maintained an adequate number of modalities and it has increased the number of initiatives offered to UN agencies, most UN Volunteers have been mobilised under the regular UN Volunteer modality. The UN Youth Volunteer modality was expected to constitute 30% of all UN Volunteers by 2017. However, it has not been well adopted by UNV's clients, with an average of only 6.5% for the period under evaluation, although there is a slightly growing trend. Nevertheless, on average, 19.7% of the UN Volunteers deployed by UNV were young people ranging between 18 to 29 years of age, and there is a general trend of UN Volunteers becoming younger, with the average age being 38 in 2014 compared with 35 in 2017. There is an overlap between the Youth modality and the regular UN Volunteer modality, as they can cover the same age range and mostly differ by the level of professional experience. Partners that were interviewed expressed confusion about these different profiles.</p>





4.2.1 Key Findings

EVALUATION QUESTIONS	SUB QUESTIONS	KEY FINDINGS
		<p>12. The number of UN Volunteers mobilised through the Global Programmes (GPs) remains low in comparison with the overall UNV mobilisation, with only 2.5% of UN Volunteers having been mobilised in joint programmes or projects over the period under evaluation. Between 2014 and 2016, 66 projects were implemented as part of the GPs with the majority of projects in the areas of BSS, Peace Building, and Youth. The trend however shows a slight growth over the period under evaluation, indicating that there is a potential to mobilise more UN Volunteers through programming. The Youth GP is the programme with the highest financial delivery and has mobilised 27.6% of all UN Volunteers mobilised through programming. Furthermore, Youth has seen the greatest increment in funding from the Special Voluntary Fund (SVF) for the 2014-2017 period going from USD 1 million in 2014 to USD 3.1 million planned for 2017. In addition to the late start of GP implementation, UNV's resources when compared to other agencies are quite low, making it difficult to engage in large-scale joint projects. As a result, UNV implemented mostly smaller joint projects with limited opportunities to mobilise large numbers of volunteers.</p> <p>13. With 13,230 Online Volunteers (OV) mobilised in 2016, although the trend is growing, UNV has achieved only 60% of the ambitious target of 22,000 it expected to reach by 2017. However, in 2016, more than 22,000 OV assignments were implemented, and the targets on gender and origin as well as the percentage of OV that come from the youth bracket have been achieved. While partners that were interviewed and UNV personnel stated their interest in the OV modality and see it as an innovative form of volunteerism, UNV has not leveraged this modality to the expected extent, and a feasible business model is still under development so that UNV does currently not receive any cost recovery for the OV assignments.</p>





4.2.1 Key Findings

EVALUATION QUESTIONS	SUB QUESTIONS	KEY FINDINGS
		<p>14. 92% of UN entities that responded to the partner survey consider that UNV made an effective contribution to the delivery of their programmes' or projects' results. Nevertheless, interviewed partners remain vague when asked about how exactly UN Volunteers contribute to the achievement of results. There is a lack of monitoring and reporting for volunteer contribution to UN entities both within host agencies and UNV itself. This presents challenges when attempting to objectively measure the real contribution of UNV's work in peace and development beyond mere numbers of volunteers deployed and individual storytelling. Regarding Outcome 2, UNV has made important advancements in integrating volunteerism in international and national frameworks, although some challenges remain.</p> <p>15. Until 2015, UNV had implemented the post-2015 project through which it made important advancements in integrating volunteerism into UN resolutions and the Agenda 2030, which now provide entry points to engage with Member States and civil society to further advocate for volunteerism and the integration of volunteer schemes and policies. UNV has also produced or supported reports and studies on volunteerism in peace and development, including the State of the World's Volunteerism Report (SWVR) 2015 and the current work on SWVR 2018. Due to the lack of a systematic monitoring system, evidence on the promotion and integration of volunteerism is only available in the context of the post-2015 project and in cases where projects have been implemented under the VI Global Programme area. In this regard, UNV has made progress approving new VI projects in 2016 in 17 countries, although only seven of them have become operational to date. Outside of programming, UNV maintains advocacy partnerships with diverse organisations at all levels, but initiatives are not streamlined or aligned with a specific results framework. Often, UNV's engagement with VIOs, NGOs or networks takes place ad hoc and with a low frequency. The aspect of volunteer infrastructure is also a crosscutting theme in the other four GPs so that Outcome 1 and Outcome 2 of the SF are closely related regarding their expected contribution to the effective integration of national volunteerism frameworks.</p>

4.2.1 Key Findings

EVALUATION QUESTIONS	SUB QUESTIONS	KEY FINDINGS
		<p>16. While VI project results overall cannot yet be assessed due to ongoing implementation, UNV's partners clearly perceive that UNV has made an effective contribution: 69% of partner survey respondents (UN and non-UN partners) perceive that UNV contributes to promoting volunteerism in their project and programmes, and 60% say that UNV has contributed to creating an enabling environment for volunteerism at national level.</p>

4.2.2 RESULTS ACHIEVED AND PROGRESS MADE TOWARDS OUTCOME 1

Outcome 1 of the SF 2014-2017 states that UNV will support UN entities in delivering their results more effectively by integrating high quality and well supported UN Volunteers and volunteerism in their programmes. UNV planned to achieve this through three key outputs:

1. Increased UN Volunteer mobilisation by better forecasting UN partner needs and better delivery through responsive and innovative UN Volunteer solutions.
2. Integration of volunteerism in UN entities' programming through UN-UNV joint programmes and projects in four priority areas: a) youth; b) peace building; c) basic social services; and d) community resilience for environment and disaster risk reduction.⁵⁴
3. Improving the UN Volunteer assignment/experience.⁵⁵

To measure the achievement of the key outputs, the IRRM includes a set of indicators and targets for 2017:⁵⁶

- Mobilise 10,000 onsite UN Volunteers per year, including 35% of female UN Volunteers in non-family duty stations, 81% of UN Volunteers from the South, and 30% of UN Youth Volunteers.
- Mobilise 22,000 Online Volunteers per year, including 59% female Online Volunteers, 62% of Online Volunteers from the South, and 62% of Online Volunteers who are youth
- Formalise ten innovative, needs-driven programmatic agreements (Memorandums of Understanding – MoUs) for the mobilisation of UN Volunteers with UN partner entities
- Realise the utilisation of ten different UN Volunteer modalities by partner UN entities
- Deliver USD 7,177,952 per year in UNV-UN partner joint programmes and projects
- Mobilise 120,000 other volunteers per year in UNV-UN partner joint programmes and projects
- Reach 100% of integration of gender equality and women's empowerment in UNV-UN partner joint programmes and projects
- Have 95% of all UN Volunteers annually reporting a positive volunteer experience⁵⁷
- Have 95% of departing UN Volunteers, at end of assignment, whose volunteer assignment and the learning opportunities that were provided are reported to be valuable for personal and professional development⁵⁸

⁵⁴ Volunteer Infrastructure was only initiated in June 2016 and thus does not appear as a GP in the IRRM.

⁵⁵ The improvement of UN Volunteers experience is analysed in the Efficiency section.

⁵⁶ In the IRRM annual targets have been defined and monitored.

⁵⁷ This is analysed in the Efficiency section.

⁵⁸ This is analysed in the Efficiency section.

4.2.2 Results achieved and progress made towards Outcome 1.

Overall, this should lead to 100% of partner UN entities reporting an effective contribution to their programme delivery by UN Volunteers and volunteerism. UNV also aimed to reach 8,000,000 beneficiaries that are positively impacted by UNV, in terms of the work of UN Volunteers, all UNV projects and UNV-supported work.⁵⁹

The following table provides an overview of the output indicators for Outcome 1 and their level of achievement:

Table 8: Outcome 1 IRRM output indicators and their level of achievement

Outcome 1: UN Entities are more effective in delivering their results by integrating high quality and well-supported UN volunteers and volunteerism in their programmes								
Outcome Indicator: (assess progress against specified outcomes; they help verify that the intended positive change in the development situation has actually taken place)		Baselines (2013, unless noted)	Results 2014	Results 2015	Results 2016	2017 Targets	Status	
1. Percentage of partner UN entities reporting an effective contribution to their programme delivery by UN Volunteers and volunteerism		69%	n/a	n/a	n/a	n/a	not reported	
2. Number of beneficiaries positively impacted by UNV, in terms of the work of UN Volunteers, all UNV projects and UNV-supported work		6,979,183 (2014 data)	n/a	5,732,979	4,155,547	8,000,000	not achieved	
Output 1.1 Improved UN Volunteer mobilization by better forecasting of partner UN entity needs, and better delivery through responsive and innovative UN Volunteer solutions	1.1.1	Number of UN Volunteers mobilized per annum; disaggregated by:	6.807	6,325	6.796	6,590	10,000	not achieved
		a. Female UN Volunteers in non-family duty stations	a. 30%	34%	37%	36%	35%	achieved
		b. UN Volunteers from the South	b. 81%	81%	83%	83%	81%	achieved
		c. UN Youth Volunteers	c. 14%	18%	23%	23%	30%	partially achieved
		d. International UN Volunteers	d. 72%	72%	66%	indicator dropped after MTR	indicator dropped after MTR	indicator dropped after MTR

⁵⁹ As mentioned in the previous chapter on Relevance, especially the second outcome indicator on beneficiaries positively impacted is weak and reporting is inaccurate. Currently, UNV faces a challenge to measure the contribution of UN Volunteers in peace and development more objectively.

4.2.2 Results achieved and progress made towards Outcome 1.

OUTCOME 1: UN ENTITIES ARE MORE EFFECTIVE IN DELIVERING THEIR RESULTS BY INTEGRATING HIGH QUALITY AND WELL-SUPPORTED UN VOLUNTEERS AND VOLUNTEERISM IN THEIR PROGRAMMES

			Baselines (2013, unless noted)	Results 2014	Results 2015	Results 2016	2017 Targets	Status
Output 1.1 Improved UN Volunteer mobilization by better forecasting of partner UN entity needs, and better delivery through responsive and innovative UN Volunteer solutions	1.1.2	Number of UN Online Volunteers mobilized per annum; disaggregated by:	11,037 UN Online Volunteers	11,044	11,800	12,592	22,000	not achieved
		a. Female UN Online Volunteers	a. 59%	60%	59%	58%	59%	achieved
		b. UN Online Volunteers from the South	b. 62%	60%	58%	62%	62%	achieved
		c. UN Online Volunteers who are youth	c. 62%	61%	60%	62%	62%	achieved
	1.1.3	Number of UN entities with innovative, needs-driven programmatic agreements for the mobilisation of UN Volunteers (formalized and agreed between the partner UN entity and UNV)	4 UN entities	6	4	5	10	partially achieved
	1.1.4	Number of UN Volunteer modalities and initiatives being utilized by partner UN entities	7 modalities and initiatives	8	n/a	10 ⁶⁰	10	achieved

⁶⁰ According to information from UNV, now 11 modalities and initiatives have been introduced. See table 10 for an overview.

4.2.2 Results achieved and progress made towards Outcome 1.

OUTCOME 1: UN ENTITIES ARE MORE EFFECTIVE IN DELIVERING THEIR RESULTS BY INTEGRATING HIGH QUALITY AND WELL-SUPPORTED UN VOLUNTEERS AND VOLUNTEERISM IN THEIR PROGRAMMES

		Baselines (2013, unless noted)	Results 2014	Results 2015	Results 2016	2017 Targets	Status	
Output 1.2 Volunteerism is integrated within UN entities' programming through the implement-tation of UNV-UN partner joint programmes/projects in four priority areas: (a) youth; (b) peace building; (c) basic social services; (d) community resilience for environment and disaster risk reduction	1.2.1	Total financial delivery of the annual UNV resources in UNV-UN partner joint programmes/ projects in			7,683,161	7,177,952	achieved	
		a. youth	3,439,000	4,872,000	8,321,664	2,392,577	2,626,079	achieved
		b. peace building	1,838,000	1,884,000	6,270,704	1,743,530	2,217,027	achieved
		c. basic social services	1,365,000	1,532,000	2,346,134	1,448,763	1,004,737	achieved
		d. community resilience for environment and disaster risk reduction	1,016,000	943,000	1,353,971	1,042,310	1,330,109	achieved
	1.2.2	Number of other* volunteers, mobilised UNV-UN partner joint programmes/ projects in:	57.372	40.519	46.263	36.175	120,000	not achieved
		a. youth	34,964 volunteers	8.518	4.354	10,250	60,000	not achieved
		b. peace building	0 volunteers	11.724	12.441	5.264	10,000	not achieved
		c. basic social services	9,304 volunteers	13.464	6.913	3.658	25,000	not achieved
		d. Community resilience for environment and disaster risk reduction	13,104 volunteers	6.813	22.555	2.142	25,000	not achieved

4.2.2 Results achieved and progress made towards Outcome 1.

OUTCOME 1: UN ENTITIES ARE MORE EFFECTIVE IN DELIVERING THEIR RESULTS BY INTEGRATING HIGH QUALITY AND WELL-SUPPORTED UN VOLUNTEERS AND VOLUNTEERISM IN THEIR PROGRAMMES

			Baselines (2013, unless noted)	Results 2014	Results 2015	Results 2016	2017 Targets	Status
	1.2.3	Percentage of all UNV-UN partner joint programmes/projects that specifically integrate gender equality and empowerment of women	44%	67%	88%	94%	100%	achieved
Output 1.3 The UN Volunteer assignment/experience is improved through effective support, including training and learning	1.3.1	Percentage of all UN Volunteers annually reporting a positive volunteer experience, disaggregated by gender	92%* (*based on 2014 baseline survey)	N/A	92%	91.40%	95%	partially achieved
			94% male	N/A	96%	93.50%	95%	partially achieved
			89% female	N/A	93%	88.60%	95%	partially achieved
	1.3.2	Percentage of departing UN Volunteers, at end of assignment, whose volunteer assignment and learning opportunities provided are reported to be valuable for personal and professional development, disaggregated by gender	95%*	N/A	95%	94.50%	95%	achieved
			95% male	N/A	96%	87.80%	95%	partially achieved
			94% female	N/A	93%	88.90%	95%	not achieved

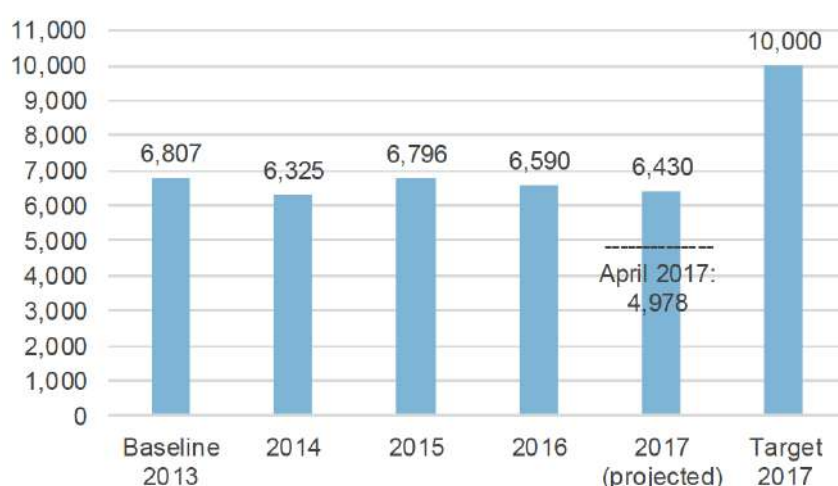
Source: IRRM

4.2.2 Results achieved and progress made towards Outcome 1.

VOLUNTEER MOBILISATION

Volunteer mobilisation takes place to support UN entities in their work and to achieve their results as well as to be part of the Global Programmes directly designed by UNV and partner entities. UN Volunteers can then work directly with UN entities carrying out tasks at the agency level or through their programmes and projects directly in the field as is the case, for example, in Peace Keeping missions. The total number of UN Volunteers mobilised have remained stable from 2014 to 2017. Only from 2014 to 2015 there was a slight increase but followed by a drop from 2015 to 2016 and from 2016 to 2017. Comparing these numbers against the target of 10,000 UN Volunteers mobilised by 2017, the percentage of each year's target achieved is as follows: 63.25% in 2014, 67.96% in 2015, 65.9% in 2016, and 64.3% in 2017 (projected). The annual targets for 2014-2016 have not been achieved, and it is not expected that the ultimate target of 10,000 in 2017 will be achieved, as UNV forecasted a further slight decrease in mobilisation. While the high target set in the IRRM has never been perceived to be realistic by UNV personnel, UNV has not been able to effectively leverage the SF and its strategies to increase volunteer mobilisation numbers in any significant way. As mentioned in the previous chapter, this is partly due to a prolonged strategic thinking process that has overall delayed implementation of strategies. In addition, a challenging macroeconomic environment with declining budgets in governments and UN agencies has heavily influenced this development. As interviews with partners confirmed, there is generally no lack of demand for UN Volunteers, but rather other factors affect the number of UN Volunteers that partners are able to finance.

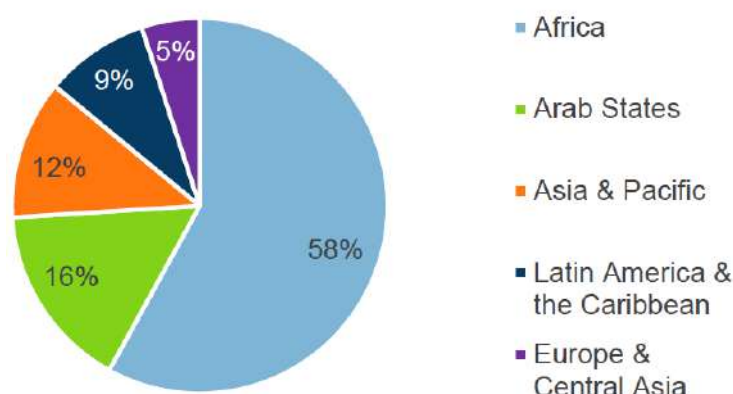
Figure 19: Number of volunteers mobilised per year



Source: UNV

In terms of the geographic distribution of mobilised volunteers, the following figure shows that UNV continues to deploy by far the highest number of UN Volunteers in Africa, followed by the Arab States, Asia and the Pacific, Latin America and Europe:

Figure 20: Distribution of volunteers by region (average for 2014-2017)



Source: UNV

4.2.2 Results achieved and progress made towards Outcome 1.

There is generally a higher number of UN Volunteers deployed in UN Peacekeeping and Peacebuilding Missions than in development programmes and projects. However, the trend shows that numbers in Peace are declining while there is an increase in Development. The main decrease of Peace volunteers occurred in 2016 and is mostly due to the closure of UN Missions.⁶¹ The increase of Development volunteers in 2016 confirms the trend of deploying more national UN Volunteers (see section 4.2.1.4. on volunteer modalities), which are mainly deployed in development assignments.

Figure 21: Distribution of volunteers by Peace/Development⁶²



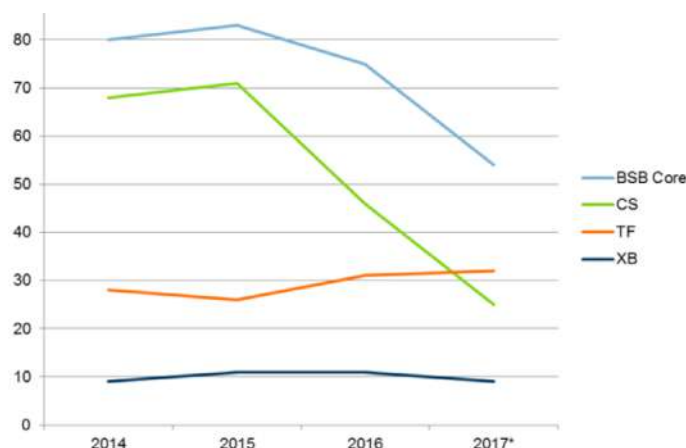
Source: UNV

UN Volunteers have been funded by different types of finance modalities.⁶³ Programme funds that UNV has available are provided by different UN agencies, or by financing partners such as governments or regional organisations (these funds are used to finance volunteer deployment but also programme activities). Overall, 90% of volunteers have been financed through funds provided by UN agencies, mainly DPKO/DFS, UNDP and UNHCR. From the different funds provided by other financing partners, mostly governments, the Fully Funded modality is clearly the most important for volunteer mobilisation, accounting for 6% of the total number of volunteers mobilised through other funds outside of UN Agencies. In comparison, the Special Volunteer Fund (SVF), Cost Sharing (CS) and Trust Funds (TF) have each financed 2% or less of UN Volunteers from 2014-2017. To a lesser extent, UNV has also made use of core institutional funds provided by UNDP to finance volunteer assignments.

The proportion of UN Volunteers funded through the different financing modalities has remained quite stable over the years. However, with DPKO/DPA there has been a decreasing trend while on the other hand, UN Volunteers funded through other UN agencies have increased.

Figure 22: Distribution of number of volunteers by funding modality (2014-2017)⁶⁴

Source: UNV



⁶⁰ According to information from UNV, now 11 modalities and initiatives have been introduced. See table 10 for an overview.

⁶¹ For further details, see the case study UN Volunteers in UN Peacekeeping Missions in the Annex of this report.

⁶² Numbers for 2017 reflect the status of 30 April 2017.

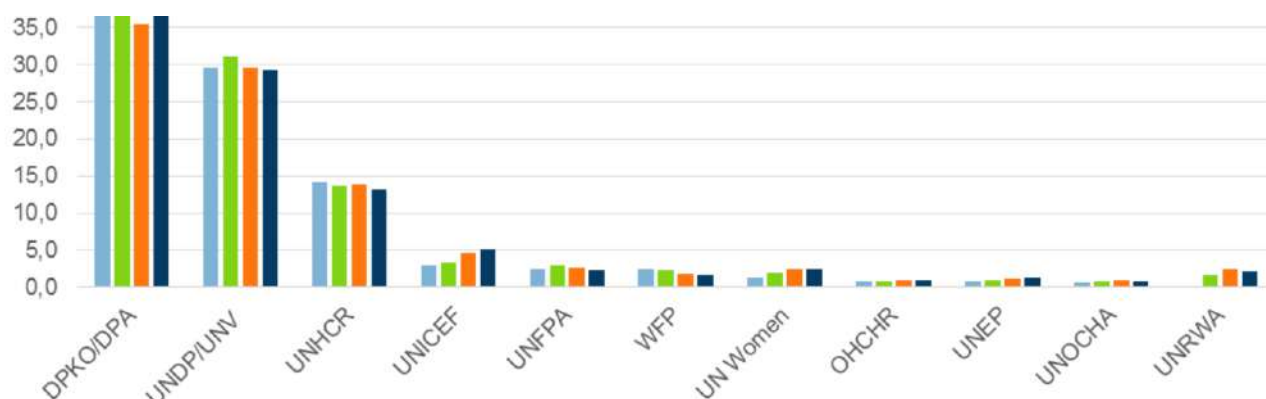
⁶³ For a more detailed analysis of UNV funding, see the section on Efficiency

⁶⁴ Numbers for 2017 reflect the status of 30 April 2017. 64 Numbers for 2017 reflect the status of 30 April 2017..

4.2.2 Results achieved and progress made towards Outcome 1.

In this regard, it needs to be highlighted that UNV is highly dependent on a small number of UN agencies for most of its volunteer mobilisation: UN Volunteers deployed to DPKO/DPA Peacekeeping and Peacebuilding Missions are 37% of all volunteers, followed by 29% deployed with UNDP/UNV⁶⁵ and 13% with UNHCR.

Figure 23: Volunteer mobilisation in % per top 11 agencies⁶⁶



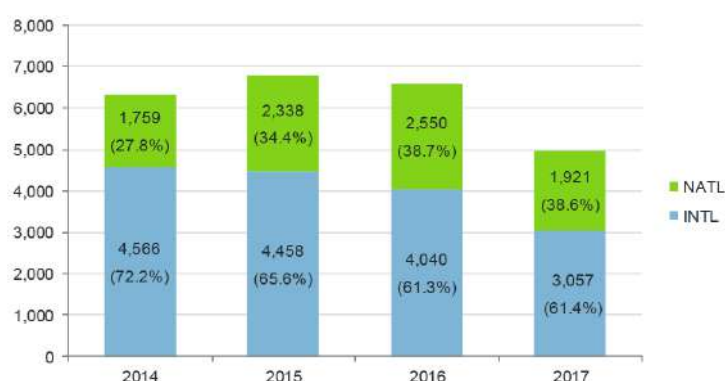
Source: UNV

Thus, almost 80% of all volunteers are deployed to only three agencies, exposing UNV to a high risk of losing a significant part of its mobilisation, should demand from these three agencies further decrease. On the other hand, UNV has been partly successful in diversifying its mobilisation with other agencies, especially UNICEF, UN Women and UNFPA, so that the dependency on the top three agencies has declined from 85% in 2014 to 79.5% in 2017.

UN VOLUNTEER PROFILE 2014-2017⁶⁷

Overall, UNV mobilises a larger number of international UN Volunteers compared to nationals. However, there is a downward trend in the mobilisation of international UN Volunteers whilst nationals have been increasing over the years: international UN Volunteers have decreased from 72% in 2014 to 61% in 2016 whereas national UN Volunteers have gone up from 28% in 2014 to 39% in 2016.

Figure 24: Distribution of international and national volunteers in absolute numbers⁶⁸



Source: UNV

⁶⁵ UNV provided data for 2014 and 2015 as numbers of volunteers deployed by UNDP/UNV. In 2016 the data was disaggregated by UNDP and UNV. For this reason, the evaluation team has opted to present the percentage as UNDP/UNV.

⁶⁶ Numbers for 2017 reflect the status of 30 April 2017.

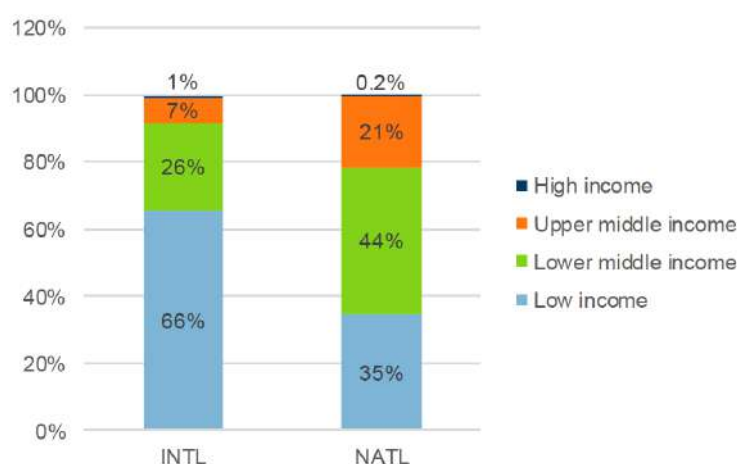
⁶⁷ The UNV profile is described considering all onsite UN Volunteers. OV are described in a separate section.

⁶⁸ Numbers for 2017 reflect the status of 30 April 2017.

4.2.2 Results achieved and progress made towards Outcome 1.

This trend is likely to continue in 2017 and reflects a change in the international development cooperation environment, in which new actors are emerging, national ownership plays an increasing role and national talent is increasingly available, especially in MIC. Consequently, the following figure shows that an average of 65.8% of all international UN Volunteers during the period covered by the evaluation were received in LIC, whereas 65% of all national UN Volunteers were deployed to MIC.

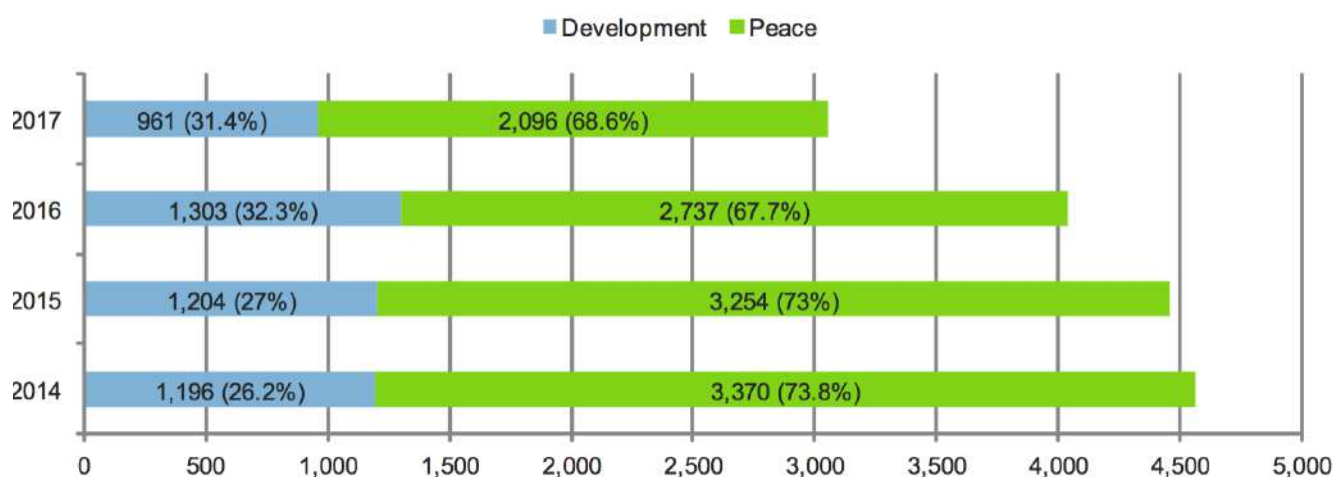
Figure 25: Average percentage of international and national UN Volunteers in LIC and MIC, 2014-2017



Source: UNV and World Bank database

In addition, in the light of budget constraints, during the evaluation UN agencies have expressed a growing interest in national UN Volunteers as they have a lower cost than international UN Volunteers. The demand for national versus international UN Volunteers also depends on the type of assignments: international UN Volunteers are mostly deployed to peace assignments where more experience and specialised knowledge is required, and UN Volunteers often work under complex conditions, whereas greater numbers of nationals are deployed to development assignments in which the required level of skills can vary.⁶⁹

Figure 26: Number of international volunteers by development and peace⁷⁰



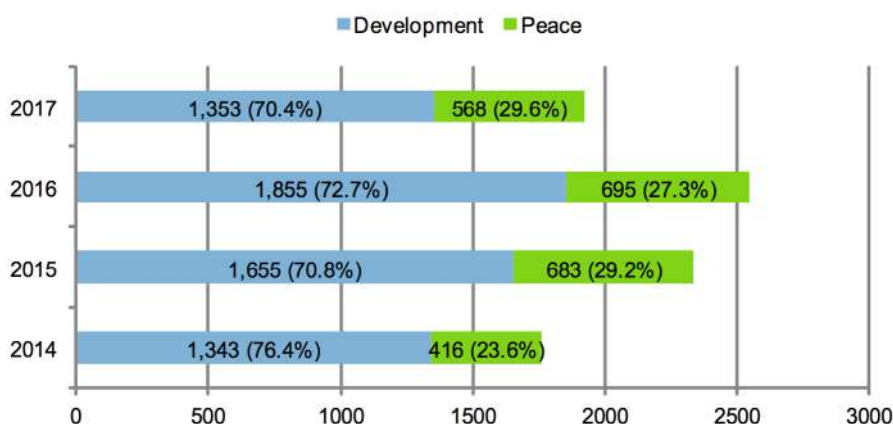
Source: UNV

⁶⁹ However, there is also an increasing trend of deploying national UN Volunteers to UN Peace Missions due to a stronger focus on national capacity development. For more details, see the case study UN Volunteers in UN Peacekeeping Missions in the Annex of this report.

⁷⁰ Numbers for 2017 reflect the status of 30 April 2017.

4.2.2 Results achieved and progress made towards Outcome 1.

Figure 27: Number of national volunteers by development and peace⁷¹



Source: UNV

The extent to which national volunteers can be mobilised also depends on the country context and the Volunteer Living Allowance (VLA) that is defined by UNV HQ. If the allowance is too far below average national salaries, UNV faces a challenge to attract candidates with appropriate skills and experience. On the other hand, if the VLA is much higher than average national salaries, UN agencies perceive the costs as too high and prefer to contract nationals under other contract modalities. In several interviews, UNV personnel have mentioned challenges for UNV to establish VLAs that fully enable the mobilisation of national volunteers, but it has also been mentioned that UNV HQ has shown flexibility to adapt the defined VLA in cases where an FU requested special conditions to facilitate recruitment of suitable candidates.

The following table shows the average percentage of international and national UN Volunteers by region. While Africa and Latin America still receive a high share of international UN Volunteers, Europe and the Commonwealth of Independent States (ECIS) is the region with the highest percentage of national UN Volunteers, followed by Asia/Pacific and the Arab States.

Table 9: Overview of international and national volunteers by region

AVERAGE 2014-2017		
REGION	INTERNATIONAL	NATIONAL
Africa	73%	27%
Arab States	55%	45%
Asia/Pacific	51%	49%
Europe	42%	58%
Latin America and the Caribbean	63%	37%
North America	100%	0%

Source: UNV

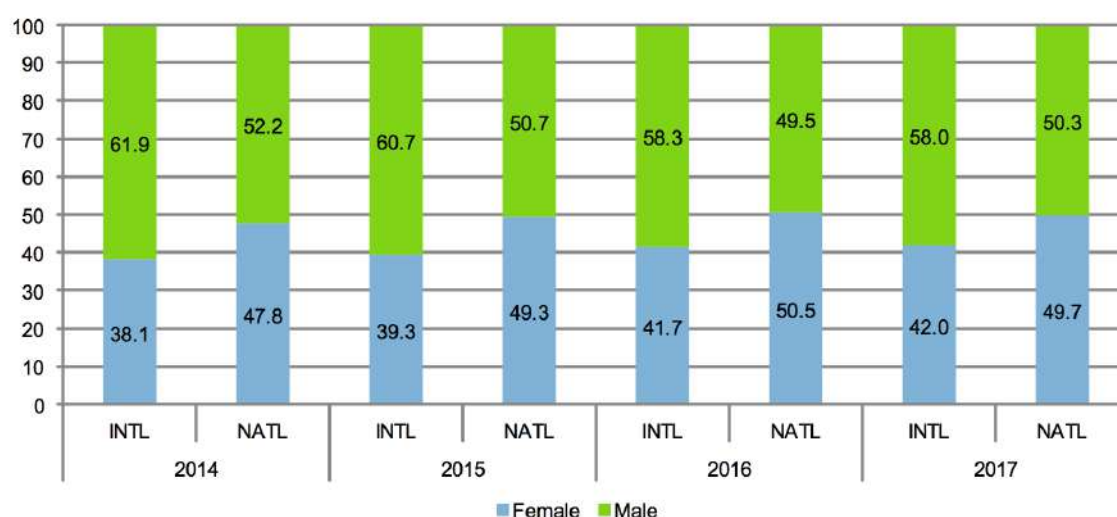
⁷¹ Numbers for 2017 reflect the status of 30 April 2017.

4.2.2 Results achieved and progress made towards Outcome 1.

The number of male international UN Volunteers is still higher than that of females, although it has steadily decreased over the last four years while numbers of female international UN Volunteers have increased. Overall, there is a bigger gender gap in international assignments, whereas in national assignments UNV has almost reached gender parity. With 36% in 2016, UNV has slightly exceeded the IRRM target of deploying 35% female UN Volunteers in non-family duty stations.

However, although aiming for gender parity is a good start to address gender equality, the Evaluation of UNV Gender Equality and Women's Empowerment for Organisational and Programming Effectiveness conducted in 2017 points out that the SF 2014-2017 is mostly gender blind and there was a lack of analysis of how parity impacts women. This would have been especially relevant for the indicator of increasing the percentage of women in non-family duty stations, which are often conflict zones. The gender evaluation also highlights that gender equality and mainstreaming are often addressed ad hoc and not prioritised at a strategic level due to a lack of integration of a gender focus in the SF.

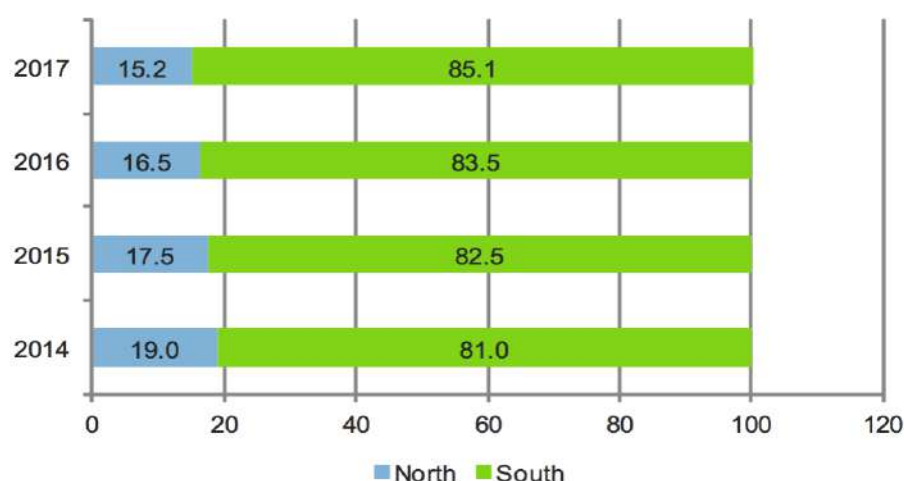
Figure 28: International and national volunteers by gender (in %)



Source: UNV

In addition, UNV has surpassed the target of mobilising 81% of UN Volunteers from the global South, which aligns with the strategic priority to facilitate South-South and triangular collaboration.

Figure 29: Distribution of volunteers by North and South countries



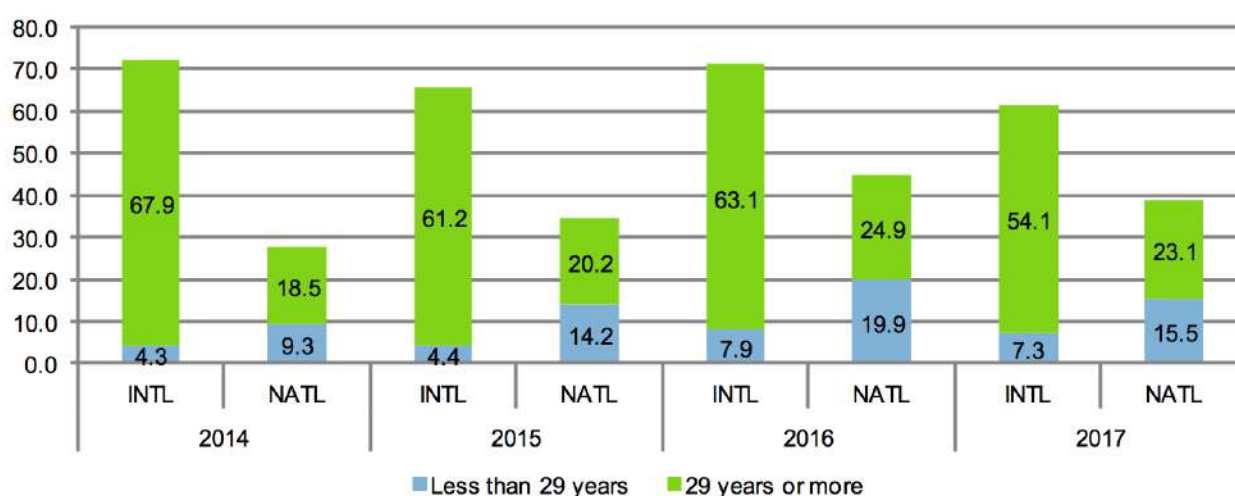
Source: UNV

4.2.2 Results achieved and progress made towards Outcome 1.

The average age of the UN Volunteers (national and international) has decreased over the SF period from 38 (in 2014) to 35 (in 2017). As an average for the period 2014-2017, 80% of UN Volunteers were older than 29 while almost 20% were considered youth.⁷² International volunteers tend to be older than national volunteers with 91.1% of international volunteers and 60.2% of national volunteers being older than 29 years.

The number of UN Volunteers considered youth has been increasing from 13.6% in 2016 to 22.8% in 2017. The number of international UN Volunteers of 29 years or more has been constantly decreasing over the past four years (from 67.9% in 2014 to 54.1% in 2017) while national UN Volunteers in that age group have been slightly increasing (from 18.5% in 2014 to 23.1% in 2017).

Figure 30: Number of national and international UN Volunteers by less/more than 29 years (in %)



Source: UNV RMSS data

VOLUNTEER MODALITIES AND THEIR CONTRIBUTION TO THE ACHIEVEMENT OF SF RESULTS

UNV offers different modalities to its partners to adequately respond to their needs and facilitate mobilisation. Between 2014 and 2017, UNV has defined three modalities (UN Volunteers, UN Youth Volunteers and Online Volunteers), each with a number of initiatives. As UNV uses two types of assignments (national and international), the organisation can build various combinations of modalities, initiatives and types of assignment. The following table provides an overview of the modalities and initiatives currently available to UNV's partners.⁷³

⁷² According to UNV, a young person is less than 29 years old.

⁷³ Although the short-term modalities exist, UNV does not report on short-term assignments, so it is unknown how many volunteers were long-term and how many were short-term. Regarding the University Volunteer initiative, it must be noted that to date only international University Volunteers have been deployed and the National University initiative has not yet been used.

4.2.1 Key Findings

Table 10: Overview of available UNV modalities and initiatives (as of January 2017)

ASSIGNMENTS	MODALITIES	INITIATIVES
International	UN Youth Volunteers	University Volunteers
		Specialist short-term
		Regular Youth incl. interns
	UN Youth Volunteers	Regular
		Specialist short-term
	Online Volunteers	Specialist short-term
International	UN Youth Volunteers	Regular Youth
		UN Youth- Short-term
		University – short-term
		University Volunteers
	UN Volunteers	Regular
		Regular – short term
	Online Volunteers	Online regular and youth

Source: UNV, Overview of UN Volunteer modalities and initiatives

During the period from 2014 to 2017, on average, 61.4% of volunteers have been mobilised via the online modality, 36.3% through the UN Volunteer and only 2.2% via the Youth modality.

Figure 31: Distribution of volunteers (onsite and online) by modality⁷⁴



Source: UNV



4.2.1 Key Findings

During the period from 2014 to 2017, on average, 94.2% of onsite volunteers⁷⁵ (have been mobilised through the UN Volunteer modality while on average 5.8% have been mobilised through the Youth modality.

A) UN VOLUNTEER MODALITY

The UN Volunteer modality requires professional experience of minimum two years. The modality is composed of two initiatives: regular and short-term. Both international and national regular UN Volunteers can stay in the position for up to four years.⁷⁶ Short-term UN Volunteers under this modality can only stay for less than three months.

International regular volunteers and international short-term volunteers under the UN Volunteer modality are minimum 25 years old, ought to have at least two years of professional experience and can be financed by UN entities, governments or foundations. National regular volunteers can be younger, starting from 22 years for long-term assignments. For national short-term assignments, there is no defined age range.

In addition, the average costs are higher for international UN Volunteers than for national UN Volunteers, and UN regular and short-term volunteers are more expensive than Youth or University Volunteers.

B) UN YOUTH VOLUNTEER MODALITY

UN Youth Volunteers are a separate modality of UN Volunteers created in 2014 as a response to the United Nations Secretary-General's call for a greater engagement of youth in volunteerism in the context of the Five-Year Action Agenda from 2012.⁷⁷ The Youth modality consists of three initiatives (university, short term and regular youth) and is designed for international and national volunteers with less than two years of professional experience. The duration of regular volunteer assignments under this modality is up to two years. The university initiative that is now available for international and national volunteers has a duration between three and six months; and the short term initiative is for less than six months for both international and national volunteers.

International and national UN Youth Volunteers and UN University Volunteers can be 18-29 years old, while international volunteers under the UN Volunteers modality are 25 years or older and nationals under the UN Volunteer modality are 22 or older. Therefore, there is an overlap of the different profiles: international UN Volunteers aged between 25 and 29 years and nationals aged from 22 to 29 years who have more than two years of experience can apply for both modalities. On average, 79.1% of national and international volunteers mobilised via the Youth modality were less than 29 years old, and 16% of volunteers mobilised via the UN Volunteers modality were considered youth.

Looking at the actual volunteer numbers over the SF period, the percentage of volunteers under the Youth Volunteer modality has ranged from 3.9% in 2014 to 6.5% in 2017. These percentages are especially low considering that UNV had expected to mobilise 30% of UN Youth Volunteers by 2017. Regardless, if it is called a regular UN Volunteer or Youth Volunteer, the fact is that UNV is deploying a high percentage of young professionals (between 18 and 29 years old) to work with the UN System.

The expected high demand for the Youth modality should have significantly contributed to the target of mobilising 10,000 UN Volunteers overall, but this has not materialised. In this regard, it can be noted that UN agencies that have a strong focus on youth, such as UNDP and UNV, UNICEF, UNFPA and UN Women, have absorbed most of the youth volunteer assignments, while the deployment with other agencies is lower. Over 80% of Youth Volunteers were hosted by six UN agencies with UNDP/UNV accounting for more than half of them.

⁷⁴ Numbers for 2017 under the Online Volunteer modality reflect the status of 08 May 2017; numbers of 2017 under the Youth and UN Volunteer modality reflect the status of 30 April 2017.

⁷⁵ UN Volunteers included in the UN Volunteer modality and Youth modality.

⁷⁶ Previously, the maximum assignment duration for international UN Volunteers was eight years, but this has been shortened to four years in a review of conditions of service.

⁷⁷ For more information, see the case study Fostering Youth Volunteerism: The collaboration between UNV and UNICEF in Mozambique in the Annex of this report.

Table 11: Youth Volunteers per UN agency

AGENCY	YOUTH VOLUNTEERS (AVERAGE FOR 2014-2017)
UNDP/UNV	56.4%
UNICEF	13.4%
UNFPA	5.2%
UN Women	4.2%
OHCHR	3.7%

Source: UNV

As mentioned in the previous chapter on Relevance, this is related to UN agencies' preference for the deployment of highly skilled volunteers and their lesser interest in receiving younger volunteers with limited experience with which they have to invest in capacity building. This can be further sustained by the fact that most UN Volunteers included under the Youth modality are financed by the Fully Funded programme: governments, who have an interest in opening career paths for young people of their respective countries, do invest in this modality.⁷⁸ However, over the period under evaluation, a diversification has taken place: while in 2014 almost 74.7% of volunteers included in the Youth modality were financed through the FF programme, this has dropped to 53.4% in 2016 and the share of financing from UNDP, other agencies, and through the SVF and Trust Fund has increased.

In a nutshell, UNV has not managed to reach the set target for the UN Youth Volunteer modality. However, of all onsite volunteers mobilised, 19.7% were considered 'young' professionals. Very few agencies absorb 83% of UN Youth Volunteers and the share of financing these volunteers has shifted considerably with an increase in UN agencies paying for them rather than only the FF programme.

There is an unbalance between offer and demand due to the fact that there are large numbers of potential UN Youth Volunteers but very few requests from agencies. In addition, overlaps exist between the UN Volunteers modality and the Youth modality, which has created a certain confusion among partners. The need to review the Youth modality was also mentioned by UNV personnel.

UNIVERSITY VOLUNTEER INITIATIVE

This initiative is included under the UN Youth Volunteer modality and includes volunteers from 18 to 29 years old. It does not require previous work experience and assignments take between three to six months and are normally financed directly by governments, universities or the private sector. Until 2017, University Volunteers were exclusively international volunteers and were mainly financed by universities from countries in the North. In 2016, UNV has incorporated the National University Volunteer initiative that allows universities to finance their own national UN Volunteers, but UNV's partners have not yet used this option.

Over the period of the SF, University Volunteers have remained very few and they account for 0.8% of the total number of volunteers mobilised. However, they have been increasing over the years, from 12 in 2014, 43 in 2015 to 64 in 2016. From January until April 2017, UNV mobilised 55 University Volunteers, which further indicates an increasing trend.

Mobilisation numbers of UN Youth Volunteers, including the UN University Volunteers initiative, in combination with the general trend of UN Volunteers becoming younger indicates that while take up of the Youth modality by UN agencies is slow, the role of youth volunteers is overall increasing.

⁷⁸ Although it also has to be noted that the contribution to the FF fund has been decreasing, as will be further analysed in the section on Efficiency.

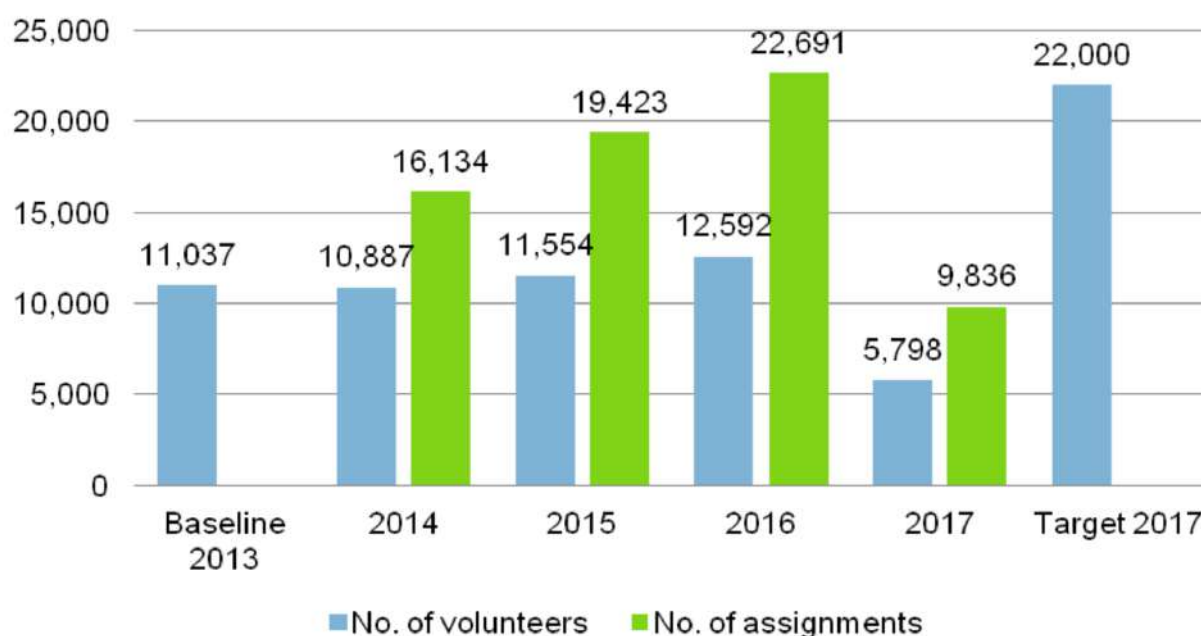
C) ONLINE VOLUNTEER MODALITY

Online Volunteers (OV) are considered by partners and UNV personnel to be an innovative modality that facilitates the participation of people in development in a flexible and inclusive way without the need to travel to a duty station. OV candidates need to be older than 18 years and have no costs for the organisation that they work for.⁷⁹

The required work experience varies based on the available assignments, which can range from one hour to one year with the possibility of an extension. Online Volunteers do not receive any VLA and are free of cost to UNV's partners.

For this modality that was created in 2001, UNV set an ambitious target of reaching 22,000 Online Volunteers by 2017, doubling the 11,037 baseline from 2013. Although the number of Online Volunteers has been growing from 10,887 in 2014 to 13,230 in 2016, UNV is far from the ambitious target set for 2017. Compared to previous years, the number of OV assignments increased significantly in 2016. Also, it is worth noting that for 2016, the number of OV assignments exceeded the 22,000. Thus, UNV did not achieve the target in terms of the number of Online Volunteers but it did in terms of number of assignments.

Figure 32: Number of Online Volunteers and volunteer assignments⁸⁰



Source: IRRM (for baseline 2013 and target 2017); annual reports 2014, 2015; UNV online volunteer statistics for data on 2016 and 2017

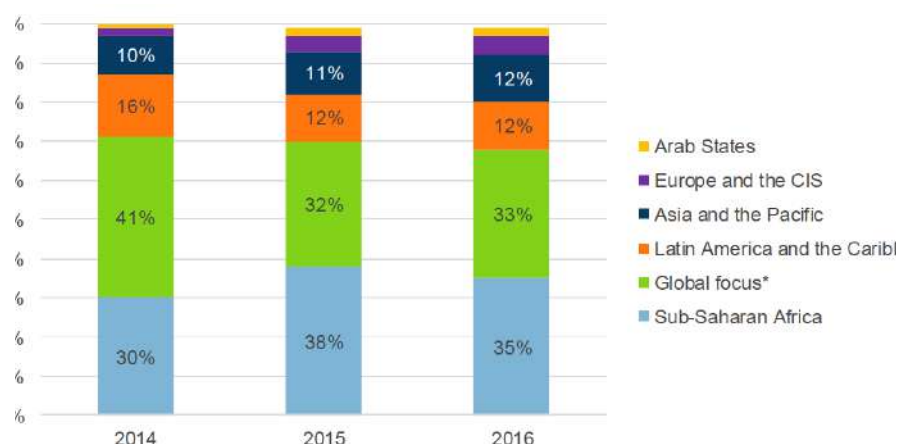
According to UNV's reporting on the IRRM indicators, the target to maintain the percentage of female Online Volunteers has been achieved, with 58% of female Online Volunteers in 2016. Regarding the origin of the Online Volunteers, the target of 62% from the global South has also been achieved. Almost half of the volunteers (48.8%) come from ten countries with the top five countries being USA, India, UK, Brazil, Canada and France.

⁷⁹ For more information on the UNV Online Volunteers, please visit <https://www.onlinevolunteering.org/en>.
⁸⁰ Numbers for 2017 reflect the status of 08 May 2017.

4.2.1 Key Findings

In terms of region of assignment, on average, 37.6% of assignments are on a global level, followed by Africa, Latin America and the Caribbean and Asia/Pacific.

Figure 33: Contribution of OV assignments per region



Source: UNV annual reports 2014 and 2015, UNV OV statistics 2016

The countries most supported by Online Volunteers per region are the following:

Table 12: Most supported countries per region

REGION	MOST SUPPORTED COUNTRIES
Africa	Tanzania, Uganda, Cameroon
Asia/Pacific	India, Uzbekistan, Pakistan
Europe	France, Ukraine, Russia
Latin America and the Caribbean	Brazil, Guatemala, Ecuador
North America	USA
Oceania	Papua New Guinea, Samoa, Fiji

Source: UNV Online Volunteer Statistics (Date: 8 May 2017)

When looking at the type of organisations per number of assignment, 58.7% of Online Volunteers work for NGOs or other civil society organisations, 40.2% for United Nations or other intergovernmental organisations and 1% for governmental or other public institutions.

While both interviewed partners and UNV personnel stated their interest in the OV modality, UNV has not leveraged it to the expected extent. One contributing factor to this fact is that the Online Volunteers to date do not generate any direct cost recovery for UNV and UNV personnel at field level responsible for volunteer mobilisation are under pressure to be cost-effective, thus focussing on the marketing of onsite volunteers. In this sense, Online Volunteers are not perceived as a product that UNV can "sell" to its partners. Although the OV modality is mentioned in the Volunteer Management and Mobilisation Strategy, it does not become clear how UNV aims to strategically integrate this modality into its overall mobilisation efforts. While the modality has existed for 16 years, UNV is still working on a business model that could generate revenue for the organisation.



4.2.1 Key Findings

The OV modality is also mentioned in the Partnership Strategy as an innovative way to collaborate with the private sector. A prototype for Employee Online Volunteering was presented at the Innovation Space Event during the Partnership Forum 2016, and interest has been expressed by a number of companies including Samsung, SAP, Amadeus, Medtronics, and Scope Global. In addition, 27% of Online Volunteers declare being private sector employees and 13% declare being self-employed. However, the SF or related strategies do not detail how a collaboration with the private sector on Online Volunteering could look like, and these recent developments seem to take place in isolation from the rest of UNV's programmatic activities.

India to date is the only example where a comprehensive approach has been taken to integrate Online Volunteers into an overall project on volunteer infrastructure: while UNV is collaborating with the Indian government to strengthen the national youth volunteer infrastructure, it is also working on the set-up of a national OV platform. This success story has been made possible because of the existence of a national volunteer policy in place since 2007 and the Government of India's Five-year plan includes youth as a focal area. Moreover, the FU has a PO who is highly motivated and experienced and who has been able to follow up on the design and implementation of the project. Furthermore, it is worth mentioning that the national online volunteer platform is managed by UNV's HQ but embedded in the Government of India's web presence, which will take over the platform management in a few years. The platform will be in English and Hindi. Other countries, like Brazil, are planning on developing their own national versions of the OV portal. Another example where OV has offered a useful platform for Volunteer Infrastructure is the V-Force initiative in Sri Lanka.⁸¹

This section has analysed to which extent each modality contributes to the achievement of SF results. In summary, the main trend in terms of volunteer mobilisation is an increase in the number of national volunteers while international volunteers are decreasing. The percentage of female UN Volunteers in non-family duty stations and of UN Volunteers mobilised from the South have both increased, exceeding the established IRRM targets. The ambitious aim to double the number of Online Volunteers has not been reached, but the targets on gender and origin as well as the percentage of Online Volunteers who are youth have been achieved.

UNV'S FORECASTING OF UN ENTITY NEEDS

UNV aimed to improve UN Volunteer mobilisation by better forecasting partner UN entity needs and a better delivery through responsive and innovative UN Volunteer solutions (output 1.1). This included negotiating agreements with UN partners to formalise volunteer mobilisation for the duration of the agreements.

UNV has made efforts to improve the forecasting exercise through the implementation of yearly country scans completed by the FUs with the support of the Portfolio Managers. The country scan exercise was introduced in late 2014 to enable UNV to systematically gather, process and analyse information on UNV country operations and elevate the business intelligence from an individual portfolio or section to the corporate level. In 2015, the country scans were further refined to simplify the format and lighten the process of reporting and data analysis.⁸²

The country scan exercise has proven to be useful, as the analysis shows that the forecasted numbers on volunteer mobilisation and the real numbers at the end of the year of volunteers mobilised matched quite well for the last two years. This is the case for the overall number of volunteers mobilised, but also for the type of volunteer (national vs international) and the type of deployment (Peace vs Development).

⁸¹ For more information on Sri Lanka, see the case study V-Force in Sri Lanka: Promoting volunteerism and increasing national capacity in the Annex of this report.

⁸² Key Findings & Analysis of Country Scan 2015.

4.2.1 Key Findings

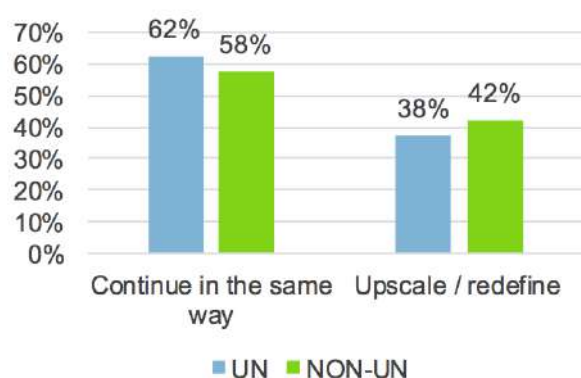
In addition, most interviewed UNV personnel at FU, RO and HQs levels consider the country scan to be a useful tool, not only to forecast the number of volunteers to be mobilised but also to estimate the annual budget for the FU. However, it is deemed not useful for forecasting UNV's full cost recovery. While a calculation of the cost recovery is made in the country scans based on the forecasted numbers of UN Volunteers that will be mobilised throughout the year, this cost recovery forecast is inaccurate. The country scan only takes into account the number of international and national volunteers, but not the length of assignment of specific modalities such as regular UN Volunteers, Youth or University Volunteers that have different implications for cost recovery. In addition, it has been confirmed by UNV HQ that the country scans are not used for calculating the cost recovery, which raises the question why FU personnel are expected to provide this calculation.

Furthermore, some personnel mentioned challenges to predict numbers for a whole year ahead and suggested that periodic revisions and adaptations should be made. In order to implement this solution without increasing the workload it has been mentioned that easier ways to transmit the forecasted numbers would be helpful, for example via an online survey instead of filling in an Excel file.

Another vehicle to make partner UN entities' needs more predictable is the formalisation of the partnership by signing an MOU, in which agencies commit to host a certain number of UN Volunteers per year. During the period of the SF, UNV has been able to sign or renew seven MOUs (with UNFPA, UNODC, UNEP, UN-Habitat, UNHCR, UNESCO and FAO in 2017). The target of signing ten MoUs in 2017 has not yet been reached, but more MOUs are expected to be signed before the year is out and UNV is making efforts to further increase the number, agreements with IOM and UN Women are already under negotiation for example.⁸³ Based on the latest MOU with UNHCR, a MOU template was developed to support future negotiations with UN entities.

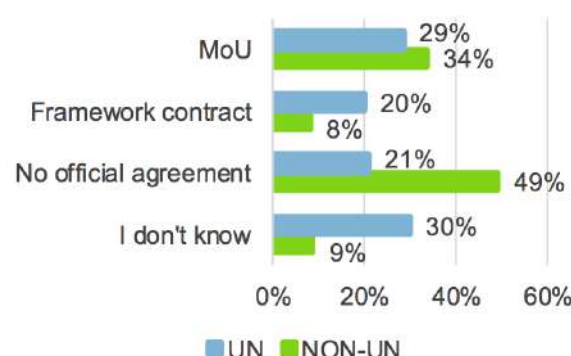
While these developments are considered to be improvements for UNV's forecasting, various data sources have revealed that there is still room to enhance collaboration with partner UN entities through the establishment of formal agreements and avoiding ad hoc collaborations

Figure 34: Would you collaborate in the same way as before, or do you see the potential for upscaling or redefining the partnership?



Source: CAD's UNV Partner Survey (Q.10, Q. 26)

Figure 35: What type of agreement do you have with UNV?



According to the results of the personnel survey conducted for this evaluation and data on partnerships available, a significant number of collaborations between UNV and partners are based on non-formal agreements. The partner survey shows that 21% of UN entities responded that they had no official agreement with UNV and 38% of survey respondents see the potential of redefining or upscaling the partnership.

⁸³ Specialised agencies including ILO, WHO and IOM are currently working on clarifying issues related to privileges and immunities.

UNV'S MOBILISATION THROUGH JOINT PROGRAMMING⁸⁴

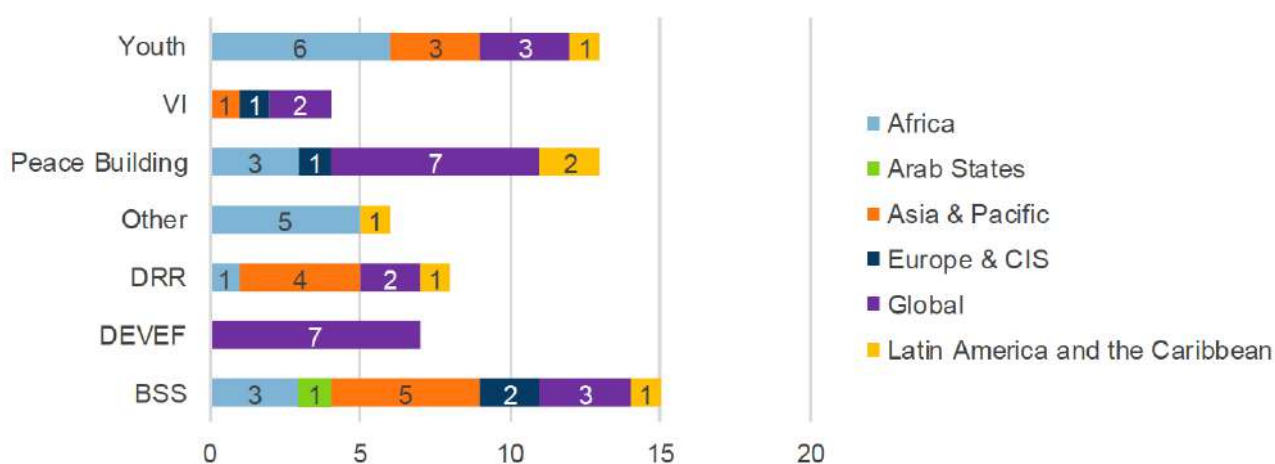
UNV aims to integrate volunteerism within UN entities' programming through the implementation of UNV-UN partner joint programmes/projects in the four GPs on: (a) youth; (b) peace building; (c) basic social services (BSS) and (d) community resilience and disaster risk management (DRR) (Output 1.2). The IRRM indicators under Outcome 1 do not take the GP on VI into account, neither in terms of number of volunteers nor of resources mobilised.⁸⁵

To measure the integration of volunteerism in joint programmes and projects, the IRRM includes indicators on financial delivery of UNV resources in UNV-UN partner joint programmes/projects, the number of "other" volunteers mobilised by the joint programmes or projects disaggregated by GP and the percentage of gender mainstreaming in the project design phase. It is noteworthy that while UNV's intention was to leverage joint programming also for the mobilisation of UN Volunteers, this aspect is neither reflected in the IRRM nor clearly stated in strategic documents. It is also important to note the implementation of GPs started late: while UNV created the global programme documents in 2014, implementation guidelines were only launched in December 2015 along with the first call for proposals. The guidelines have then been reviewed and simplified in 2016. Although the global programme on volunteer infrastructure dates December 2015, the project document for the GP on volunteer infrastructure that is the basis for implementation was only launched in June 2016. Thus, it is early to analyse the overall results that joint programmes and projects have had for integrating volunteerism within UN entities' programming, as most projects are quite recent and still under implementation.

OVERVIEW OF PROJECTS IMPLEMENTED THROUGH THE GPs

According to UNV's Global Programmes Implementation Guidelines, UNV's GPs translate the global development aspirations and mandates, primarily through UNV's targeted programmatic focus areas, into innovative and practical development interventions. There are two types of projects; full-fledge projects (over USD 150,000) and small-scale initiatives (below USD 150,000). Between 2014 and 2016, 66 projects were implemented as part of the GPs, with the majority of projects in the areas of BSS, Peace Building and Youth. The majority of projects work on a global level, followed by projects with a focus on Africa and Asia and the Pacific region. Only 3% of projects under the GPs are implemented in the Arab States. Considering that the third largest region of volunteers mobilised is the Arab States, the number of projects is particularly low.

Figure 36: Projects by Global Programme and Region (2014-2016)



Source: UNV

⁸⁴ For more information about the processes around GP implementation, see the section on Efficiency of this report.

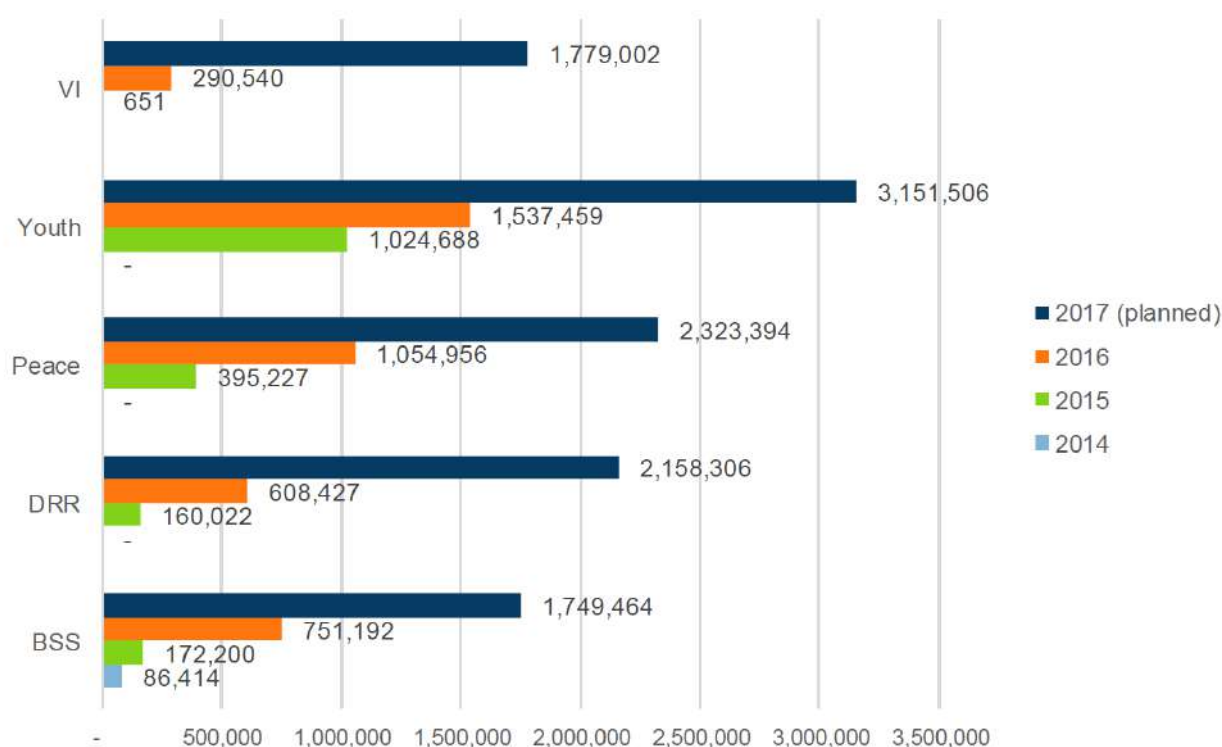
⁸⁵ This is because implementation only started in 2016. The GP on volunteer infrastructure is only included under Outcome 2 with the indicator "Number of other volunteers, mobilised through UNV-UN partner joint programmes/projects in national/regional volunteering schemes."

GP FINANCIAL DELIVERY

Programmes and projects have been financed by different programme sources including SVF, TF, CS and UNDP sources. This implies that there are different funding sources available to UNV to fund global programmes. The UNV SVF is financed by donor contributions to fund innovative projects that respond to critical development challenges and capacity deficits. SVF resources are especially important since it is the major source of funds used to specifically finance such initiatives. In 2016, about 70% of all funding (excluding FF) for the GPs came from the SVF. According to UNV's Annual Report 2015, the SVF is a "critical resource for UNV, enabling the organisation to make strategic investments through seed funding, to develop creative and innovative solutions to development challenges, and to meaningfully contribute leading research and knowledge products to the global volunteering community. The flexibility of the SVF allows UNV to make strategic investments where UNV sees an opportunity to make a transformational, innovative or unique impact".⁸⁶ The SVF has been in place since 1970 although, according to UNV staff interviewed in Bonn it, was confirmed that prior to the SF, projects were formulated and approved in an "ad hoc manner". Therefore, since the establishment of the SF and the GPs, the SVF has been used more strategically, focusing on funding joint initiatives directly related to the five GPs.

The following figure shows the distribution of SVF resources among the GPs.

Figure 37: Distribution of SVF by GP ⁸⁷



Source: UNV Programme Finance Report 2016

⁸⁶ See p.39 of UNV Annual Report 2015.

⁸⁷ It should be noted that figures shown here do not match with numbers reported in the IRRM, as UNV faces challenges to consistently report on financial delivery.

4.2.1 Key Findings

The largest portion of SVF funds was attributed to Youth, followed by Peace, BSS and DRR. A small portion of SVF funds to VI was attributed in 2015 and the first large contribution was made for 2016.

In terms of the achievement of the milestone targets set yearly on the IRRM in relation to four GPs (not counting VI since it was not included on the IRRM), in 2015 all GPs exceed the targets set by the annual milestones. In 2016, targets were almost met:

- the GP on Youth went from the fulfilment of 86% of targets in 2014 to 91% in 2016;
- Peace Building went from 61% in 2014 to 79% in 2016;
- BSS from 96% in 2014 to 144% in 2016; and
- DRR from 70% in 2014 to 78% in 2016.

The following table shows the yearly milestone targets set by UNV on their IRRM versus the actual delivery per GP. Based on this data, the percentage of achievement has been calculated:

Table 13: Milestone targets, annual results and % of achievement for output indicator 1.2.1

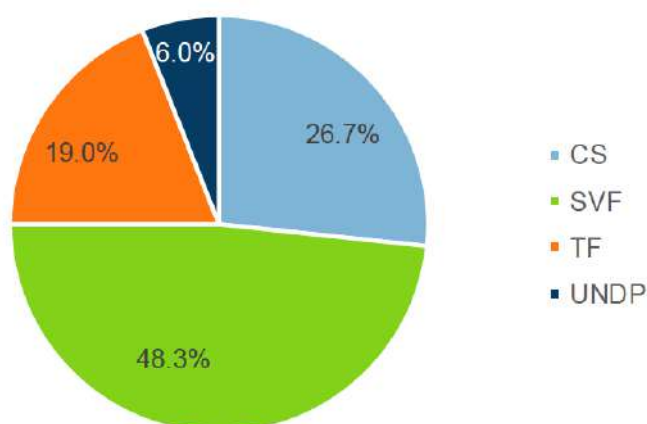
OUTPUT INDICATORS ⁸⁸	2014 MILESTONE TARGETS	RESULTS 2014	% ACHIEVEMENT 2014	2015 MILESTONE TARGETS	RESULTS 2015	% ACHIEVEMENT 2015	2016 MILESTONE TARGETS	RESULTS 2016	% ACHIEVEMENT 2016
Total financial delivery of the annual UNV resources in UNV-UN partner joint programmes/projects in									
1.2.1 (a) youth	5,692,750	4,872,000	86%	6,098,500	8,321,664	136%	2,626,079	2,392,577	91%
(b) peace building	3,106,000	1,884,000	61%	4,374,000	6,270,704	143%	2,217,027	1,743,530	79%
(c) basic social services	1,599,750	1,532,000	96%	1,834,500	2,346,134	128%	1,004,737	1,448,763	144%
(d) community resilience for environment and disaster risk reduction	1,338,000	943,000	70%	1,660,000	1,353,971	82%	1,330,109	1,042,310	78%

Source: Own elaboration based on UNV data

VOLUNTEERS MOBILISED BY THE GLOBAL PROGRAMMES

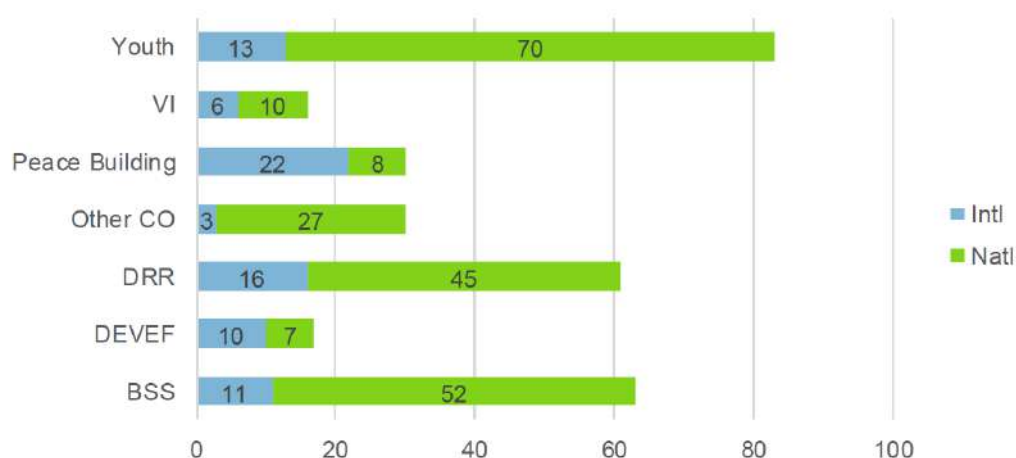
The integration of volunteerism in UN entities programming can be measured by monitoring the number of UN Volunteers mobilised through the implementation of the GPs. In this regard, it is interesting to note that the IRRM does not include any indicator on the actual numbers of UN Volunteers mobilised but rather concentrates on monitoring "other" volunteers mobilised. However, UNV has been able to provide numbers of volunteers mobilised through the GPs.

UNV mobilisation through joint projects under the five global programmes only accounts for 1.2% of all volunteers 2014-2017, with 300 UN Volunteers in total. However, there is a slightly growing tendency over the years. In 2017, UNV's Programming Coordination Section project pipeline estimates the mobilisation of 495 volunteers through the GPs with almost half of the volunteers to be mobilised under the area of Peace, followed by 90 volunteers under DRR. In terms of financing, 48.3% of volunteers in the GPs were funded by UNV via the SVF and 51.7% by UNV's partners through cost sharing, trust funds and funding from UNDP.

Figure 38: Funding of volunteers mobilised by the GP

Source: UNV

With 73%, the majority of UN Volunteers mobilised through the GPs are international volunteers and 27% are national volunteers. The following figure shows that the majority of volunteers are active in the GPs of Youth, BSS and DRR.

Figure 39: Volunteers mobilised through Global Programmes by type of volunteer and Global Programme

Source: UNV

Overall, the numbers of UN Volunteers mobilised through the GPs remain low in comparison to the overall UNV mobilisation, which raises the question of whether the resources allocated through the SVF to mobilise UN Volunteers have been used in a strategic and effective way. In interviews, UNV personnel mentioned that the SVF funds were spent without paying sufficient attention to mobilising additional UN Volunteers for recovering costs. In addition, a challenge was seen in the fact that UNV's resources, compared to those of other agencies, are quite small and thus it has been difficult to engage in large-scale projects. As a result, UNV implemented mostly smaller joint programmes and projects that did not provide sufficient opportunities for mobilising large numbers of volunteers.⁸⁹ In this regard, personnel mentioned that it would be more strategic for UNV to invest in a fewer number of large regional projects rather than in a higher number of smaller projects.

⁸⁹ This information has been obtained through interviews with UNV personnel. Disaggregated data in terms of volume of resources per project and number of volunteers mobilised was requested but not provided.

"OTHER" VOLUNTEERS MOBILISED BY UNV-UN PARTNER JOINT PROGRAMMES/PROJECTS

The IRRM measures the number of "other" volunteers mobilised by UNV-UN joint programmes/projects as an indicator for successful integration of volunteerism in the programme areas.

Other volunteers are those who are not UN Volunteers or UNV online volunteers, but are mobilised by UNV directly or by partners with UNV support. UNV personnel have recognised the difficulty in measuring "other" volunteers mobilised due to the lack of a clear definition as well as challenges posed when collecting the data. As mentioned in the previous chapter on relevance of UNV's SF, the overall reliability of this indicator is questionable due to self-reported data. One of the consequences is that numbers reported in the IRRM are highly volatile, and it is also not clear how UNV defined the targets per year that vary significantly. However, overall, reported numbers show that in 2014 and 2015 UNV exceeded targets especially in the areas of Peace, Basic Social Services (only 2014) and DRR (only 2015), while in 2016 UNV was far from meeting any of the targets across all programme areas. The overall lowest achievements compared to set targets have been made in the area of Youth.

GENDER EQUALITY IN UNV-UN PARTNER JOINT PROGRAMMES/PROJECTS

Output 1.2 of the IRRM includes an indicator that reflects the percentage of UNV-UN joint projects where gender equality and women's empowerment objectives have been integrated. According to data provided in the IRRM, 94% of UNV-UN partner joint programmes/projects have integrated gender equality and the empowerment of women, thus exceeding the set target of 90%.

Nevertheless, there are a few weak points related to this indicator:⁹⁰

- It is not possible to determine what proportion of the financial resources available for Outcome 1 have been dedicated to implementing the indicator on gender equality in UNV-UN partner joint programmes/projects.
- It is unclear how the 15% commitment of each GP budget dedicated towards achieving gender equality and women's empowerment outcomes has been allocated, tracked, or even monitored.
- In project concept notes, only 200 words are allowed for the inclusion of gender analysis, which does not allow for a valid gender analysis.
- Throughout the project approval process, only one of 28 criteria in the quality control process refers to gender mainstreaming.
- Gender Action Team (GAT) members reviewing the project proposals are not necessarily gender experts.
- Gender markers for projects have not always been set appropriately due to a lack of training on how to apply the gender markers.

Interviews with UNV personnel further revealed that no specific guidelines have been provided on how to integrate gender equality and women's empowerment in projects and programmes, and there is no specific gender focal point in UNV that is able to provide qualified advice and guidance. Personnel that participate in the elaboration of concept notes and project documents draw from their own experiences or from that of colleagues. In addition, in joint programming, other agencies that are perceived to have more experience in gender equality, such as UNDP or UN Women, are consulted on this point.

⁹⁰ Please refer to p.42-46 of the Evaluation of UNV Gender Equality and Women's Empowerment for Organisational and Programming Effectiveness by Dr. Lucy Ferguson (May 2017).

UNV'S CONTRIBUTION TO UN PARTNER ENTITIES

The main indicator used by the evaluation team to measure the achievement of results and the progress made towards Outcome 1 is the perception of UN entities, which has been assessed through a partner survey and semi-structured interviews.⁹¹ The IRRM with its Outcome indicator 1 sought to evaluate the achievement of results but no data was reported annually in terms of the percentage of partner UN entities reporting an effective contribution to their programme delivery by UN Volunteers and volunteerism. Therefore, the evaluation team can only use the data reported at this stage by the above-mentioned means. On the one hand, we are looking at the perception of UN entities regarding the contribution of UN Volunteers to delivering programme results, and on the other, we are analysing the perception of UN entities on the quality of deployed UN Volunteers.

In 2013, 89%⁹² of UN entity partners agreed or even strongly agreed to the question of whether UN Volunteers and volunteerism is making an effective contribution to the delivery of the organisations' programmes. Results of the recently conducted CAD UNV partner survey (2017) show an improvement for this indicator: 92% of UN entities consider that UNV made an effective contribution to the delivery of their programmes' or projects' results. The milestone for 2016 (90%) has been achieved, but the ambitious target for 2017 (100%) seems out of reach. In light of this, it also appears unrealistic to establish a goal of 100% for any indicator.

When asked how the organisation benefited from being a partner of UNV, 88% of UN entities selected the answer option, "Better capacity to implement programmes and projects and deliver results." This means the great majority of UN entities value the support of UN Volunteers in delivering programmes and projects and can clearly see a positive contribution in achieving results.

The quality of UN Volunteers has also been highly valued: 85% of UN entities believe that UNV is an entity with the capacity to mobilise volunteers with appropriately assessed skills.

Figure 40: Has UNV made an effective contribution to the delivery of your programmes' or projects' results? (Only UN entities)

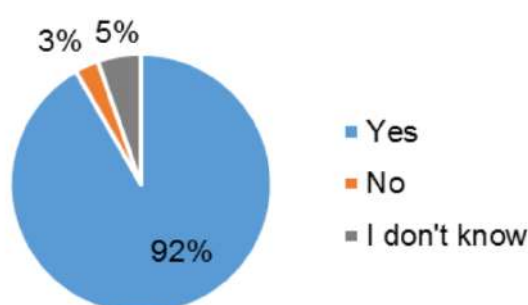
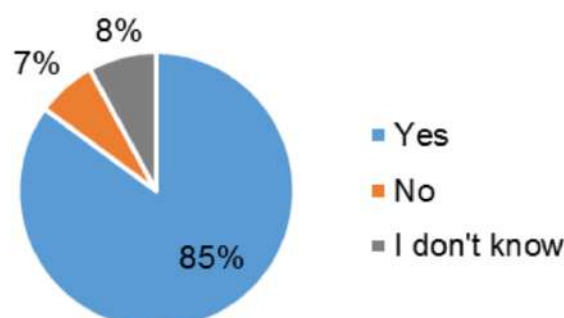


Figure 41: Do you think that UNV is an entity with the capacity to mobilise volunteers with the appropriately assessed skills? (Only UN entities)



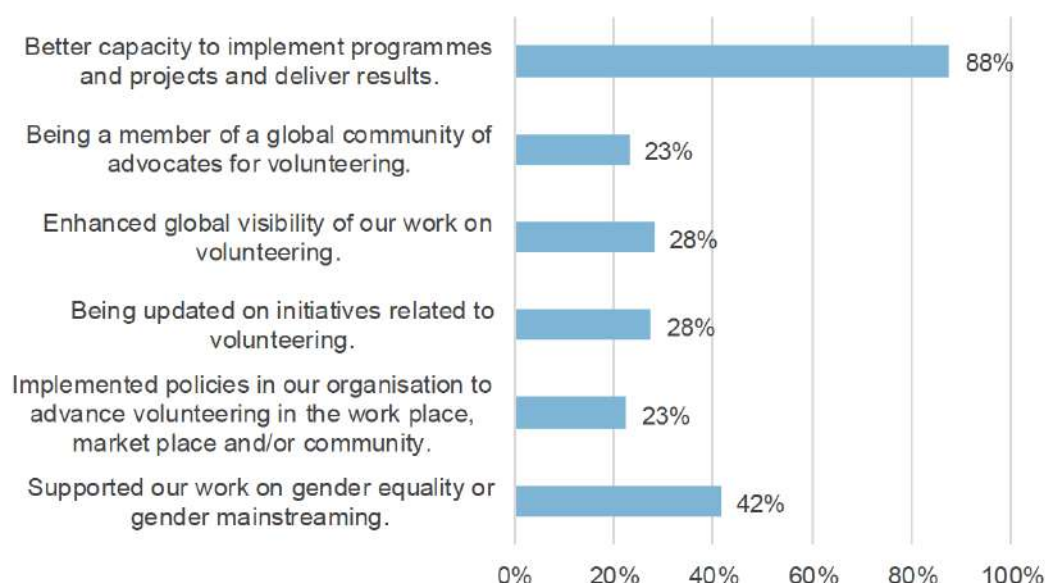
Source: CAD's Partner survey 2017 (Q.17, Q.20)

⁹¹ UNV has not reported on this indicator in the IRRM, thus the evaluation consultants have collected data through their own data collection instruments.

⁹² The baseline in the IRRM states 69%, but in this percentage all types of partners are included. For this evaluation, we are using the data for UN entity partners only.

4.2.1 Key Findings

Figure 42: How has your organisation benefited from being a partner of UNV? Please select as many as apply (Only UN entities).



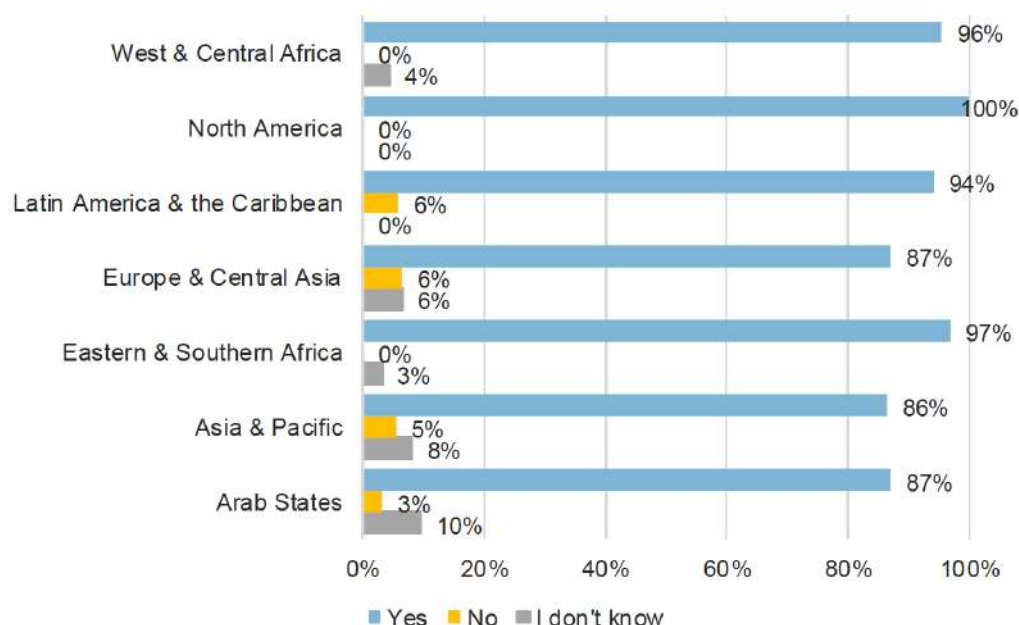
Source: CAD Partner's survey 2017(Q.24)

However, it must be noted that when asked about how UNV contributes to the achievement of results, interviewed partners remained vague. In this regard, there is a lack of monitoring and reporting for volunteer contribution to UN entities, both within the host agencies and within UNV that faces challenges to objectively measure the real contribution of UN Volunteers' work in peace and development beyond mere numbers of volunteers mobilised. In general, partners perceive that UNV's contribution is related to the technical professionalism and the volunteer spirit of the UN Volunteers and their ability to connect with beneficiaries, especially at the community level. UN Volunteers are also valued for their skills, their ability to fill specialised technical posts and their motivation to contribute to development results.

While UNV partners are not sure about how UNV contributes to the achievement of results, they are quite positive about the fact that they do contribute effectively. There are minor differences in partners' perception according to their region of origin. UN entity partners at headquarters in the US and Switzerland are the ones that value UNV's contribution most, followed by ROs and FUs in Eastern and Southern Africa, West and Central Africa and Latin American and the Caribbean. The percentage of Arab states, Europe and Asia and Pacific is lower than other regions, although overall it is still high and differences are small.

4.2.1 Key Findings

Figure 43: Has UNV made an effective contribution to the delivery of your programmes'/projects' results?
(UN entity respondents by Region)



Source: CAD's Partner survey 2017(Q.17)

4.2.3 RESULTS ACHIEVED AND PROGRESS MADE TOWARDS OUTCOME 2

Under Outcome 2 of the SF, UNV aims to support countries to more effectively integrate volunteerism within national frameworks and thus enabling a better engagement of people in development processes. This outcome should be achieved through three key outputs:

- Expanding the knowledge base on the value/contribution of volunteerism to peace and development results through the production of studies and reports
- Increasing capacities of countries (governments, civil society and volunteer involving organisations) to foster volunteer engagement at the national and global levels
- Supporting the creation or strengthening of volunteering schemes at the national and regional level

4.2.3 Results achieved and progress made towards Outcome 2

Table 14: Outcome 2 IRRM output indicators and their level of achievement

OUTCOME 2: COUNTRIES MORE EFFECTIVELY INTEGRATE VOLUNTEERISM WITHIN NATIONAL FRAMEWORKS ENABLING BETTER ENGAGEMENT OF PEOPLE IN DEVELOPMENT PROCESSES							
Outcome Indicators		Baselines (2013, unless noted)	Results 2014	Results 2015	Results 2016	2017 Targets	Status
2. Number of countries reporting progress in implementing national volunteerism frameworks (i.e. national development plans, policies, legislations)		52 countries (2012)	N/A	72	44	70	not achieved
Outputs (UNV provides specific support for the following results)		Baselines (2013, unless noted)	Results 2014	Results 2015	Results 2016	2017 Targets	Status
Output 2.1 Knowledge based on the value/ contribution of volunteerism to peace and development results is expanded	2.1.1	Number of State of the World's Volunteerism Reports published 1 report	1	1	2	3	partially achieved
	2.1.2	Number of UNV-supported studies on volunteerism in peace and development published annually 10 studies	16	n/a	14	15	partially achieved
Output 2.2 Increased capacities of countries (governments, civil society and volunteer involving organisations) to foster volunteer engagement at the national and global levels	2.2.1	Number of UN General Assembly resolutions that reference the value/ contribution of volunteerism 4 resolutions	5	9	5	8	partially achieved

⁹³ According to the IRRM, output indicators measure only those results from schemes, services, plans, actions etc., which are specifically supported by UNV.

4.2.3 Results achieved and progress made towards Outcome 2

Outcome 2: Countries more effectively integrate volunteerism within national frameworks enabling better engagement of people in development processes								
Outcome Indicators			Baselines (2013, unless noted)	Results 2014	Results 2015	Results 2016	2017 Targets	Status
Output 2.2 Increased capacities of countries (governments, civil society and volunteer involving organisations) to foster volunteer engagement at the national and global levels	2.2.2	Number of Volunteer Involving Organisations (VIOs) partnering with UNV, disaggregated by:	544 orgs.	n/a	n/a	n/a	650	not reported
		a. International VIOs	28 orgs.	n/a	n/a	n/a	40	
		b. National VIOs	516 orgs. (*based on 2014 baseline survey)	n/a	n/a	n/a	610	
Output 2.3 Volunteering schemes established or strengthened at the national and regional level	2.2.2	Number of Volunteer Involving Organisations (VIOs) partnering with UNV, disaggregated by:	9 schemes	n/a	12	16	29	partially achieved
	2.2.2	Number of other volunteers, mobilised through UNV-UN partner joint programmes / projects in national/ regional volunteering schemes.	22,500 volunteers	18,785	12,941	n/a	72,500	Not achieved

Source: IRRM



4.2.3 Results achieved and progress made towards Outcome 2

The delivery on these outputs is mainly supported by the Advocacy Strategy, the Civil Society Engagement Strategy, the Volunteer Knowledge and Innovation project, the Post-2015 project, as well as the Global Programmes, and also linked to the Partnership and Communication Strategies elaborated under UNV's SF. Although UNV is active at HQ, RO and FU level to promote volunteerism and supporting volunteer frameworks, schemes, or policies, it is difficult to assess overall results due to the lack of a systematic monitoring system for this outcome. In addition, from 2015-2016 the unit in UNV responsible for leading on Outcome 2 underwent restructuring and a shortage in staff, which limited the capacity to capture information and produce evidence on the advances in this outcome.

SUPPORTING KNOWLEDGE ON THE VALUE AND CONTRIBUTION OF VOLUNTEERISM

Overall, important achievements were made for advancing the knowledge base around the role volunteerism can play in peace and development. During the period under evaluation, UNV has produced or supported reports and studies on volunteerism in peace and development, including the State of the World's Volunteerism Report (SWVR) 2015 and the current work on SWVR 2018. Moreover, UNV has taken the lead role in the elaboration of the Secretary General's Report to the General Assembly in 2015 as well as in the current preparation of the next report for 2018. Other works currently carried out are: the provision of support to side events at the High Level Political Forum (July 2017) and the 23rd session of the Conference of the Parties (COP 23) to the UN Convention on Climate Change (UNFCCC) in Bonn; the leveraging of additional resources and expertise on volunteerism through the Global Research Partnership; and the lead on discussions about the measurement and reporting of volunteer contribution to the SDGs. It also needs to be mentioned that UNV has developed the "VolunteerActionCounts" website (www.volunteeractioncounts.org), a platform designed for the volunteer community with information and resources about volunteerism that can be used for campaigning, advocacy and networking. The platform will be integrated into the official UNV website.

In 2016, UNV as a convener agent held the annual conference for International Volunteer Cooperation Organisations (IVCO) jointly with the German Agency for International Cooperation (GIZ), with 138 delegates from 24 countries and diverse sectors, such as civil society, government, UN bodies, academia and private sector organisations. Through this event, UNV strengthened partnerships with VIOs and other organisations that engaged in volunteering at home and across borders to debate the role volunteers play in creating a more just and sustainable world.

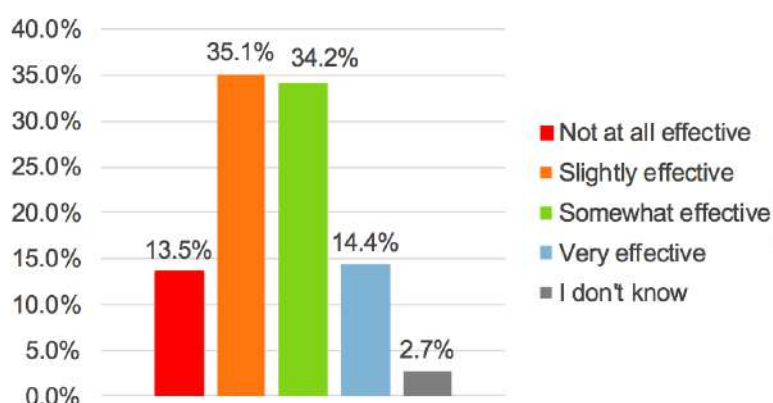
According to the IRRM, UNV has supported, produced and/or published 16 studies on volunteerism in peace and development in 2014 and 14 in 2016, thus exceeding and meeting the set targets in the respective years.⁹⁴ In addition, UNV has approved a global research agenda business case and partnership engagement plan, including the production of the SWVR 2018 in partnership and consultation with VIOs, governments and academia. With this, UNV brought on board Japan International Cooperation Agency (JICA), Volunteer Service Overseas (VSO), ActionAid, Beijing Volunteers Federation and the International Federation of the Red Cross (IFRC) and various national societies.

Despite this knowledge generated and publications made at the corporate level, UNV faces the challenge of effectively managing the information and knowledge produced by FUs and ROs, which is not adequately consolidated in the organisation. As the following figure shows, 31.5% of surveyed personnel believe that UNV's capacity to generate and translate knowledge is only slightly effective while 13.5% believe that is not at all effective. On the other hand, some personnel identified the need for more knowledge products that demonstrate the added value of integrating volunteerism in programmes and projects. The Volunteer Knowledge and Innovation Section (VKIS) Functional Review and the Evaluation of the post-2015 Project also identified that although a number of knowledge products on volunteerism and the post-2015 development agenda were developed and made available to the public, there is still a need for more evidence-based knowledge on volunteerism and development demonstrating the distinctive contributions of volunteerism to the SDGs.⁹⁵

⁹⁴ For 2015, no numbers have been reported. Furthermore, the evaluators were not able to verify these numbers.
⁹⁵ UN Volunteers, VKIS Functional Review and Evaluation of Post-2015 Project, Fitch Consulting, November 2015.

4.2.3 Results achieved and progress made towards Outcome 2

Figure 44: Personnel rating regarding UNV's capacity to generate and translate knowledge⁹⁶



Source: CAD's UNV Personnel Survey 2017 (Q.18)

INTEGRATION OF VOLUNTEERISM WITHIN NATIONAL FRAMEWORKS

According to the SF, under Outcome 2 UNV focuses on the complementary roles of public institutions and people to contribute to peace and development results. It also links the implementation of and reporting by UN Member States on their commitments for supporting volunteerism within inter-governmental fora as a means for expanding people's spaces and voices at all levels. To contribute to this purpose, UNV has undertaken continuous efforts to work with partners from academia and civil society, including other VIOs, to develop a global research agenda on volunteerism, building collaboration and cultivating research in the South, continuing publications of SWVRs, and increasing measurement of volunteering at national levels, especially in developing contexts. UNV has supported volunteer networks and other organisations at all levels although until 2016, initiatives were not streamlined and aligned with a specific results framework.⁹⁷

UNV has also made efforts to strengthen capacities of countries (governments, civil society and VIOs) to foster volunteer engagement at the national, regional and global levels. In this regard, it is important to note UNV's contribution on the inclusion of volunteer groups in the Outcome Document on SDGs, which has helped to position volunteer groups as stakeholders for the implementation of SDGs.⁹⁸ This was a result of the Post-2015 project "Volunteering and sustainable development: Rio+20, the MDGs and Post-2015 Agenda".

The project was initiated in 2012 and therefore is not the direct result of UNV's SF 2014-2017. However, it has produced important milestones for further successful delivery on Outcome 2. At global level, the post-2015 project advocated for the positioning of volunteerism in the post-2015 development agenda through contributing to key UN mechanisms and facilitating the engagement of partner International Volunteer Involving Organisations (IVIOs) at the UN-led conferences and sessions. UNV supported advocacy efforts to promote volunteerism and UNV in the new development agenda at the Rio+20 Conference with global VIO partners. The evaluation of this project highlighted the important role of UNV as a partner that helped the IVIO network – currently the Volunteer Groups Alliance (VGA) – to promote their agenda. Added to this, it was recognised that the UN entities appreciated UNV's partnership-based approach. At national level, the evaluation demonstrated that the UNDG consultation process was different in each country in terms of integrating volunteerism in the national consultations. However, it concluded that the project leveraged previous UNV efforts at the national level to advance the recognition and involvement of volunteerism in the Post-2015 Development Agenda.⁹⁹

⁹⁶ No distinction was made between knowledge on the contribution of volunteerism and UNV's internal knowledge.

⁹⁷ UNV Volunteer Knowledge and Innovation Project Document, 2016; Results Framework, 2016.

⁹⁸ UN Volunteers, VKIS Functional Review and Evaluation of Post-2015 Project, Fitch Consulting, November 2015.

⁹⁹ Ibid.

4.2.3 Results achieved and progress made towards Outcome 2

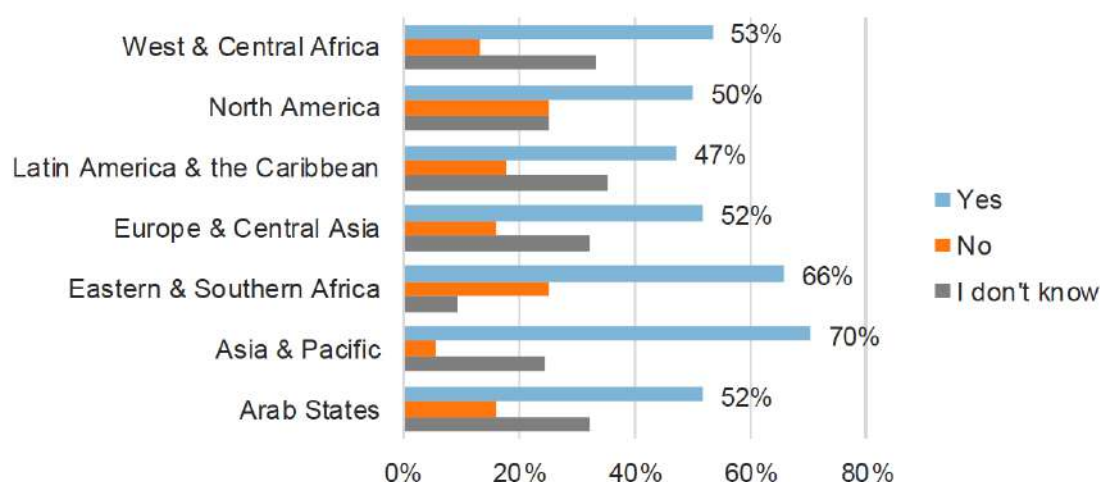
During the period under evaluation, UNV also supported a number of resolutions of the UN General Assembly that reference the value or contribution of volunteerism.¹⁰⁰ In addition, UNV has presented the Plan of Action (POA) in 2015 to integrate volunteering in peace and development in the next decade and beyond.

In 2016, UNV started the implementation of the GP on VI. Under this programme, UNV directly implements projects with UN entities, governments and civil society organisations to create or strengthen volunteer frameworks and schemes. In this regard, UNV has made some progress approving new VI projects in 2016 in 17 countries, although only seven of them have become operational to date. As part of the implementation, UNV has reported the mobilisation of 14,861 "other" volunteers in 2016.¹⁰¹ Regarding the creation or strengthening of volunteering schemes at the national and regional level, the IRRM includes an indicator on the number of operational schemes supported by UNV. No data was reported for 2014 or for 2015 whilst in 2016, UNV achieved approximately 67% of the set targets for both years.

The aspect of volunteer infrastructure is also a cross-cutting theme in the other four GPs so that Outcome 1 and Outcome 2 of the SF are closely related regarding their expected contribution to the effective integration of national volunteerism frameworks.

While project results overall cannot yet be assessed due to ongoing implementation, UNV's partners clearly perceive that UNV has made an effective contribution: the majority - 69% of partner survey respondents - perceive that UNV contributes to promoting volunteerism in their projects and programmes. In addition, 71% of non-UN partners and 68% of UN partners who responded to the partner survey say that UNV has contributed to creating an enabling environment for volunteerism at national level. The largest proportion of partners who consider that UNV facilitates an environment and/or policies for volunteerism at national level is among the non-UN partners in West and Central Africa (82%) followed by the non-UN partners in Asia and Pacific. The most sceptical in this regard are non-UN partners at headquarter level located in the USA, followed by UN partners in Latin America and the Caribbean. Overall, at national and regional level, most of the VIOs and NGOs interviewed during field visits highlighted UNV as a key player in the promotion of volunteerism by participating in volunteer round tables, in national discussions around volunteerism and by promoting specific events, like the International Volunteer Day.

Figure 45: Has UNV made an effective contribution to creating an enabling environment/policies for volunteerism at national level? (UN partners only)



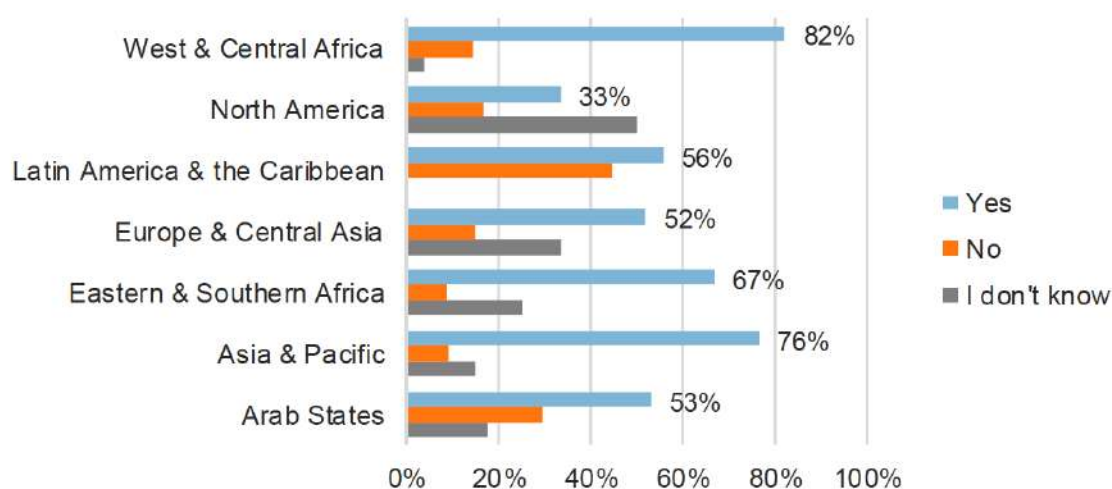
Source: CAD's UNV Personnel Survey 2017 (Q.17)

¹⁰⁰ The IRRM reports five resolutions in 2014, nine in 2015 and five in 2016. The evaluators have not been able to verify these numbers.

¹⁰¹ This number has been provided by the IRRM. However, as mentioned already, this indicator has a low reliability.

4.2.3 Results achieved and progress made towards Outcome 2

Figure 46: Has UNV made an effective contribution to creating an enabling environment/policies for volunteerism at national level (Non-UN partners only)



Source: CAD's UNV Partner Survey 2017 (Q.17)

On the other hand, interviewed VIOs, as well as youth and volunteer networks also stated that the collaboration with UNV would often take place in an ad hoc fashion and with a low frequency, and that they wished for UNV to be more proactive in establishing closer collaborations.

Overall, to measure the success on Outcome 2, UNV reported that in 2015, 72 countries made progress in implementing national volunteerism frameworks (i.e. national development plans, policies, legislations) while in 2016, only 44 countries managed to do the same, compared to the milestone target of 70 countries for each of these years.¹⁰² However, it needs to be highlighted that there is only a weak link between countries reporting this progress and UNV's work, as the implementation of national volunteerism frameworks can be caused or influenced by numerous external factors.

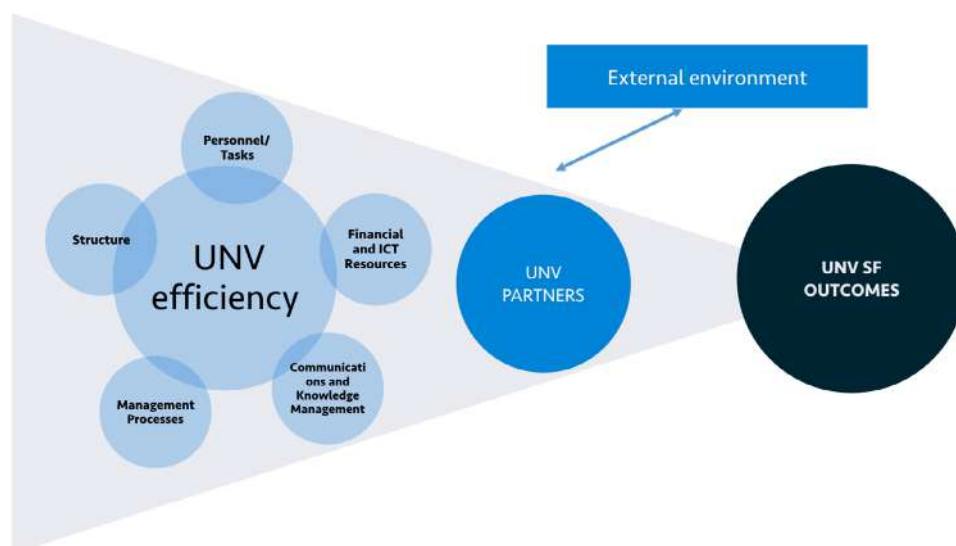
¹⁰² No data has been reported for 2014, and the evaluators are not able to verify numbers. According to the IRRM methodological notes, this indicator records the self-reporting by Member States (including both programme and non-programme countries) on this topic as inputs into the successive SG reports following up on the International Year of Volunteerism.

4.3. UNV's Efficiency

4.3 UNV'S EFFICIENCY

This chapter responds to the analysis of the institutional results statement of the SF that reflects UNV's aim to deliver quality results by being a more effective and efficient organisation through ever-improving systems, business practices and processes, well-managed resources, and engaged personnel. The figure below forms the basis for this chapter's analysis and provides an overview on the different organisational components that are taken into account.

Figure 60: UNV's efficiency



Source: Own elaboration

4.3.1 KEY FINDINGS

EVALUATION QUESTIONS	SUB QUESTIONS	KEY FINDINGS
To what extent have UNV resources been used efficiently in contributing to the outcomes and results outlined in the SF?	Are UNV programmes, projects and processes using resources in ways that achieve more results for less cost?	<p>17. UNV's organisational structure (HQ, Regional, Field) is considered appropriate for the implementation of the SF. However, the decentralisation process is not finalised and UNV has not increased its field-based personnel as expected. The strengthening of ONY in 2016 and the creation of the ROs in 2014 have helped to increase UNV's visibility and improve partner relations at global and regional level.</p> <p>18. Despite the creation of a national staff position, and the creation of the ROs as a part of field enhancement, the FUs have not been strengthened as expected. The programming approach has increased work load at field level while most human capacities have remained the same. FUs claim not to have enough time for programming and not enough capacities to build strong, long-term partnerships. Additionally, turnover of Programme Officers (POs) remains high, which limits UNV's capacity to create a consistent relationship with partners at country level and to sustain results.</p>

4.3.1 Key findings

EVALUATION QUESTIONS	SUB QUESTIONS	KEY FINDINGS
To what extent have UNV resources been used efficiently in contributing to the outcomes and results outlined in the SF?	To what extent do current, structures, processes and policies support the efficiency of the administrative and financial arrangement?	<p>19. The UNV personnel strategy has contributed towards integrating all personnel into one workforce and towards improving personnel mobility and talent management. However, more measures are still needed to better retain and promote individuals and tap internal capacities. Although interviewed personnel were committed and engaged with the organisation, a certain decrease in UNV personnel morale has been identified due to the many changes in the organisation that are difficult to digest and that need time to be settle down.</p> <p>20. Overall, UNV resources have slightly increased from 2014 to 2016, but they still have not reached the target set in the budget strategy of USD 300 million by 2017. Total programme resources have slightly increased over the last three years despite a decrease of donor contributions to UNV Funds: SVF, Trust Funds (TFs), Cost Sharing (CS), Fully Funded (FF). FF funds were considered one of the key contributors to UNV programme budget but they have also decreased and ambitious financial expectations have not been met. Core institutional funds and other institutional funds like the XB (Extra Budgetary Fund) have decreased. However, other institutional funds like the Volunteer Management Cost and EFP (Expanded Field Presence) increased because of the introduction of the revised cost recovery policy. In addition to decreasing core funding from UNDP, there is a downward trend of resource mobilisation. Despite UNV's aim to diversify financial contributions with emerging economies, most keep coming from OECD countries. The aim to mobilise USD 50 million of partner contributions by 2017 will not be reached.</p>



4.3.1 Key findings

EVALUATION QUESTIONS	SUB QUESTIONS	KEY FINDINGS
		<p>21. Having assigned USD 3 million for the ICT area, UNV made an ambitious planning of developing 25 ICT projects. While 12 projects have been delivered and two of them are still ongoing, the rest of them have not been developed due to a lack of capacity of UNV resulting into missed opportunities to enhance operations, knowledge mobilisation, information sharing and data management. In addition, ICT has conducted several projects financed by other sources; the OV project funded by Germany, the RBM project funded in part by Germany with cost sharing from UNV and the learning platform funded from the learning costs that UNV charges for each volunteer as part of the pro forma costs.</p>
How efficient is coordination and collaboration, specifically management arrangements at the global, regional and country levels, in supporting the implementation and results achievements of the SF?	Are processes and policies related to the SF and global programmes streamlined to facilitate timely action and implementation at all levels?	<p>22. UNV has made strong efforts to introduce a results-based management system into the organisation, which demonstrates that UNV is on a good way on to further improving organisational efficiency. The design and implementation of the RBM project has brought many improvements like the RBM framework, the introduction of RBM measures and the reform of the UNV Programme and Project Management system. However, UNV still faces challenges related to reporting on some IRRM indicators; the alignment of reporting on programmes with the IRRM; and regarding reporting on results of volunteerism through the deployment of UN Volunteers. The latter one is a priority for UNV and has been addressed by the design and development of a results-based Volunteer Reporting Mechanism (VRM). Some duplications and inconsistencies on the data collection and reporting processes have been identified.</p> <p>23. Partners and UNV personnel have generally a positive perception on the efficiency of volunteer recruitment and deployment processes, although UNV has only partially achieved target indicators included in the IRRM. Some exceptions exist, and some critical voices have mentioned delays in deployment or varying adequacy of volunteer profiles for the assignments. Challenges in the recruitment and deployment process exists mostly due to external factors and the multiple interactions necessary with stakeholders.</p>

4.3.1 Key findings

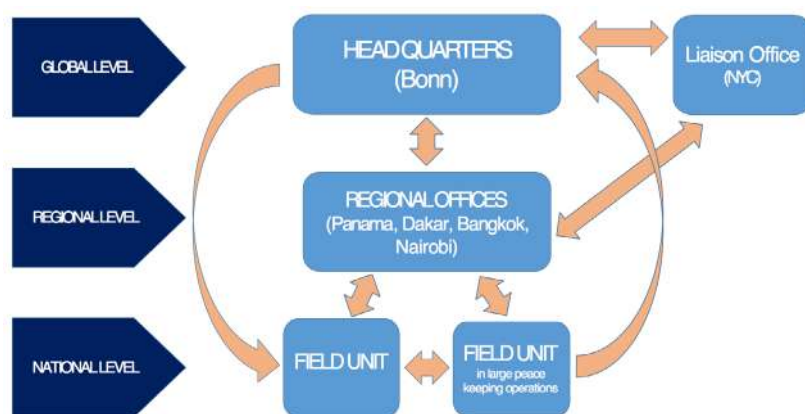
EVALUATION QUESTIONS	SUB QUESTIONS	KEY FINDINGS
To what extent have synergies been established between different programme areas and/or partners?	Are processes and policies related to the SF and global programmes streamlined to facilitate timely action and implementation at all levels?	24. As a general overview on internal communication processes, personnel value much more positively the communication among HQ and FUs. Communication between ROs and FUs, as well as ROs with HQ has the lowest rating due to the existence of two parallel structures with FU-DPS/PPS (old structure) and RO-PCS (new structure) that has also generated a duplication of structures and overlapping responsibilities that complicate communication and lead to multiple reporting lines. At HQ level, communication challenges have been identified due to time constraints and difficulties in communicating with each other. In this regard, some interviewed personnel perceive that different units work in an isolated fashion from each other.
To what extent UNV has built effective synergies and partnerships with other organisations, including those within the UN system, to reach intended SF outcomes?	Are processes and policies related to the SF and global programmes streamlined to facilitate timely action and implementation at all levels?	25. While financing partnerships are centrally managed, multiple-layer responsibilities for relations with UN agencies and other programming and advocacy partners, as well as the lack of a centralized information system for partner management limit streamlined interactions and can hinder UNV to efficiently respond to partners' needs. Until the end of 2016 no clear strategy and definition of UNV's value proposition for the private sector existed, which had hindered the development of successful collaborations with private sector partners. In addition, no clear responsibilities had been defined within UNV for creating private sector partnerships. The Resource Mobilisation Toolkit and the UNV Guide for pursuing Partnerships with Non-Traditional Donors elaborated during 2016-2017 represent a step forward to better define UNV's value proposition and strategies to approach and engage with the private sector and other non-traditional donors.



4.3.2 ORGANISATIONAL STRUCTURE, PERSONNEL ALLOCATION AND MAIN TASKS

The organisational structure of UNV was redefined based on the need to bring it closer to its clients and partners to be able to effectively deliver services, programmes, and projects. Therefore, ROs have been set up since 2014 and the Liaison Office in NYC (ONY) was strengthened in 2016. While before the SF UNV had two organisational levels, HQ and FU, the structure is now comprised of three operational levels: global, regional and field. With the introduction of the SF, UNV also decided to enhance the capacities of specific FUs through allocating additional personnel and providing better capacity building. The criteria for this being applied to FUs is when they either have a high volume of work related to the number of UN Volunteers (hosted or sent abroad) and/or programmes that are located in a strategic country where UNV sees a potential to grow.¹⁰³ The following figure represents the organisational structure defined in 2016:

Figure 47: UNV Organisational Structure¹⁰⁴



Source: Own elaboration

Within this structure, personnel were allocated at different levels to support the operationalisation of the SF. The HR strategy developed the concept of “one UNV personnel” where staff and Programme Officers (POs), while serving under different conditions of service, are treated equally.¹⁰⁵ The distribution of personnel is shown in the following figure, differentiated by staff grades and UN Volunteers.¹⁰⁶

Figure 48: Type of filled posts allocated at global, regional and national level 2017

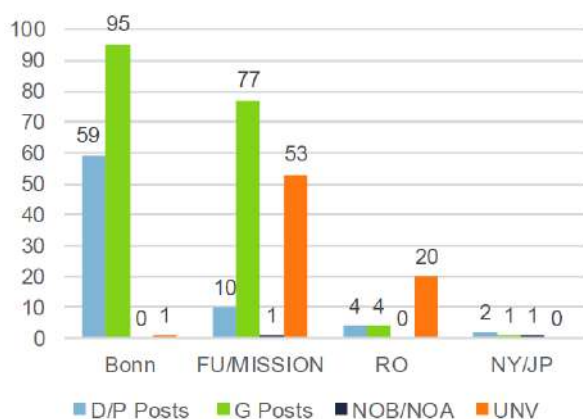
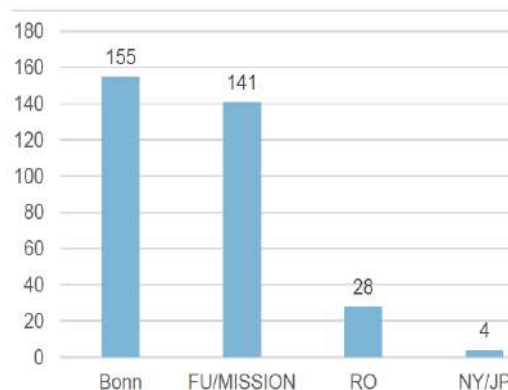


Figure 49: Total of personnel allocated at global, regional and national level 2017



Source: UNV staff list 31 March 2017 and UNV Statistics April 2017

¹⁰³ UNV, Strengthening UNV through enhanced capacity at regional and field level, July 2014.

¹⁰⁴ This figure reflects the organisational structure defined in 2016. There was no information available to the evaluation team related to the previous structure.

¹⁰⁵ The HR strategy developed the concept of “one UNV personnel” that includes UNV Support Officers – beyond the international staff (Missions’ PMs), national staff (PAs and Missions’ NOs) and the UNV Programme officers and thematic experts (BSS).

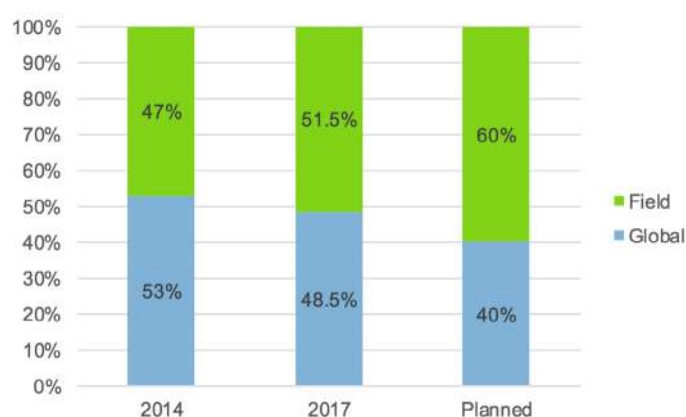
¹⁰⁶ UNV staff list 31 March 2017 and UNV Statistics April 2017.

4.3.2 Organisational structure, personnel allocation and main tasks

The above diagrams indicate that in 2017, from the total of 328 personnel, 51.5% work at regional and national level and 48.5% at global level (HQ and Liaison Offices). However, most staff are allocated at global level with 158 posts (62%) while at regional and national level there are only 96 posts (38%), and 73 positions are filled by UN Volunteers. The majority of technical and management staff with Director (D) and Professional (P) positions are allocated at the global level (61) while only 14 are allocated at RO and FU level. The rest of staff posts at global level are General Service (G) posts (96) and one National Officer at the Liaison Office in Japan. At FU level, there are ten P posts (Programme Managers for PPS), one national NOB (PO in India) and 77 national G posts (PAs).

As stated in the Budget Strategy and considering the initial expectations in mobilisation, UNV planned to increase its field-based personnel over the four years of SF implementation from 163 to 195, while gradually decreasing staff based in Bonn by natural attrition. As a result, UNV aimed to reach a staff distribution of 60% at field level and 40% at HQ level. This distribution has not been achieved, even though the number of field level personnel including regional personnel has increased 4.5% points.

Figure 50: Distribution of global vs field personnel in % (including regional)



Source: Data 2014 (UNV HR Strategy), 2017 (UNV statistics April 2017) and planned (Budget Strategy)

However, in 2015, with the UNV review of Enhanced Field Presence (EFP), UNV planned to re-allocate personnel at field level by, closing or downsizing 12 low performing FUs, and strengthening a number of FUs with a disproportional workload or high growth potential. This should have led to a total number of 63 POs and 85 Programme Assistants, resulting in a total of 148 positions¹⁰⁷ – much lower than the 195 mentioned in the Budget Strategy. As part of this plan, specific high potential FUs should have received international or national staff positions in order to ensure the continuity of engagements with partners for resource and volunteer mobilisation and programmatic collaborations.¹⁰⁸ Kenya and Egypt had been selected to receive a P3 position each, while a P4 should have been assigned to Jordan due to the high potential of engagement for UNV in the Syrian refugee crisis. In Nepal and South Africa, National Officers were planned to perform the role of POs.¹⁰⁹ However, to date only the PO in India is a National Officer who was contracted in 2013, and only the P4 for Jordan has been put in place. The P3 in Kenya is vacant, the P3 in Egypt did not materialise and there is now a P3 covering Central Asia/CIS. The P4 in Jordan is covering Syria and Lebanon. In addition, according to UNV statistics from 2017, personnel deployed to FUs and UN peacekeeping missions have decreased to 141, seven less than anticipated.

Overall, the development shows that UNV's field presence has not been strengthened to the planned extent, as can also be observed by the continuously declining numbers of PO assignments after a peak in 2015. In 2017, the number of POs even dropped below the minimum of 60 mandated by the UNDP Executive Board.¹¹⁰

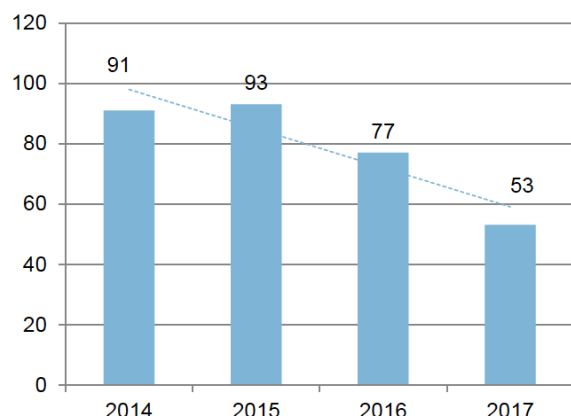
¹⁰⁷ UNV, Review of Enhanced Field Presence (EFP) for Field Units and Assessment of Proposed Field Unit Contraction/Augmentation, October 2015.

¹⁰⁸ High turnover of POs that are UN Volunteers had been identified as a risk to UNV's business, and the positive experience with the PO in India who has a NOB grade has been highlighted as a good practice that should be replicated at FUs with high potential.

¹⁰⁹ UNV, Review of Enhanced Field Presence (EFP) for Field Units and Assessment of Proposed Field Unit Contraction/Augmentation, October 2015.

¹¹⁰ UNV, Review of Enhanced Field Presence (EFP) for Field Units and Assessment of Proposed Field Unit Contraction/Augmentation, October 2015.

Figure 51: Number of PO assignments per year



Source: UNV statistics

Figure 52: Percentage of male and female POs 2014-2017

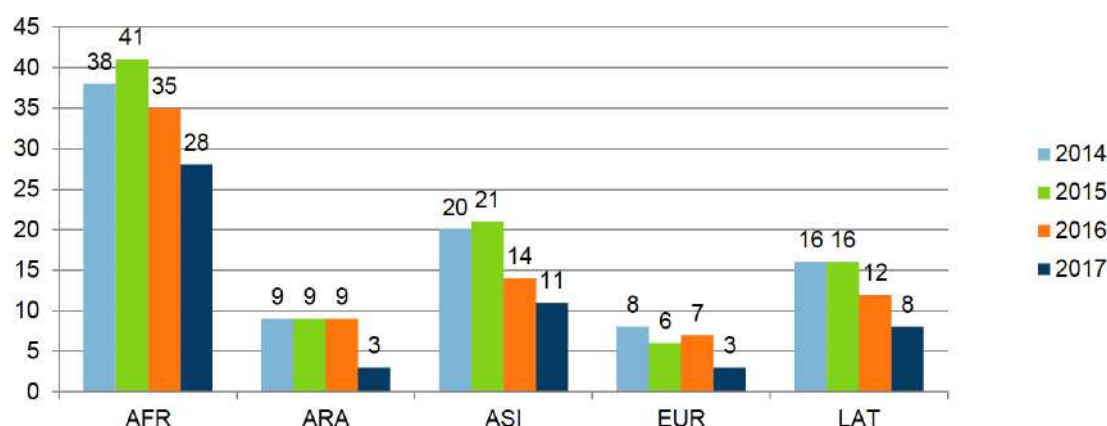


At the regional level, there are four P posts (Regional Coordinators) and four national G posts (Programme Assistants) distributed among the four regional offices established to date. The Regional Offices (ROs) are also composed of 20 international UN Volunteers (five in each office) who work as Thematic Specialists to support each of the five Global Programmes.

HR statistics show that the IRRM gender targets have been exceeded since there is a higher percentage (60%) of staff who are female in the organisation and 67% of females occupy a P5 position. However, as UNV aims to achieve gender parity, it still needs to better balance out the distribution of male and female staff. Regarding POs, there is also a higher percentage of females deployed to the FUs, although in 2017 the percentage has so far been recorded as equal. With regards to POs' nationalities, Africans make up the most of those deployed to FUs, followed by Asians and Latin Americans. Europeans remain the fewest.

4.3.2 Organisational structure, personnel allocation and main tasks

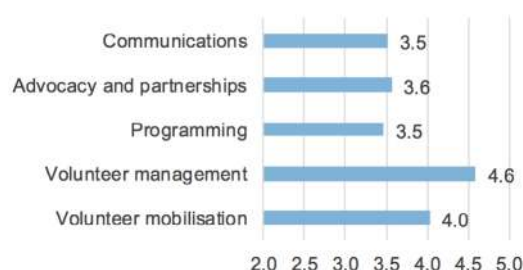
Figure 53: Nationality of POs 2014-2017



Source: UNV statistics 2017

Personnel allocated at different organisational levels respond to different tasks/activities related to the achievement of the two outcomes of the SF. It is important to identify the total work time that each of these activities represent for each organisational level to be able to identify the extent to which the structure and allocation of personnel are responding to the needs of the activity.

Figure 54: Rating on the percentage of work time dedicated to each of these activities:



Scale: 1 – none, 5 – a great deal

Source: CAD's UNV personnel survey (Q6)

At field unit level, activities are more focused on volunteer management and on volunteer mobilisation and they have been less focused on programming, advocacy and partnerships. FUs were expected to provide a continuous engagement with UN and non-UN partners in designing and implementing country programme initiatives within UNV's global programmes and to facilitate new and innovative partnerships. However, most FUs claim not to have enough time for that purpose and not to have enough capacities to build strong, long-term partnerships.

With the creation of the SF, UNV recognised the need to strengthen FUs due to their limited capacities and high turnover of POs. UNV also identified that the need to constantly on-board new POs weakened its capacity to engage in long-term strategic programming and partnership building, central elements of UNV's successful

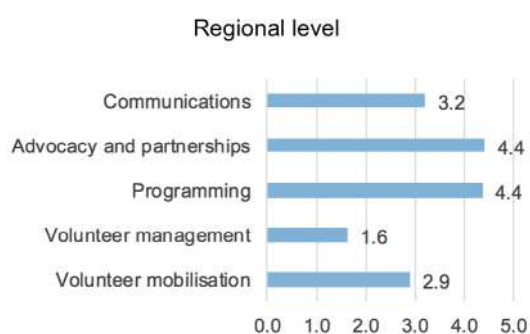
implementation of the SF.¹¹¹ To date, 25% of PO assignments still have a duration of less than two years and almost 37% last for only two to three years. There are still gaps between the end of an assignment of a PO and the recruitment of a new one (cases have been reported in which FUs were left without PO for several months or even years). In line with this situation, a number of interviewed national partners perceive that challenges persist to create a consistent relationship with UNV and to sustain results. *"Stable human resources are important for the project's sustainability. There is always an international volunteer at the FU, so there is a lot of volatility of personnel. Every 2-3 years there is someone new, this can affect the sustainability of the project".*¹¹²

¹¹¹ UNV, Strengthening UNV through enhanced capacity at regional and field level, July 2014.

¹¹² Quote from interview with a national partner.

4.3.2 Organisational structure, personnel allocation and main tasks

Figure 55: Rating on the percentage of work time dedicated to each of these activities:



Scale: 1 – none, 5 – a great deal

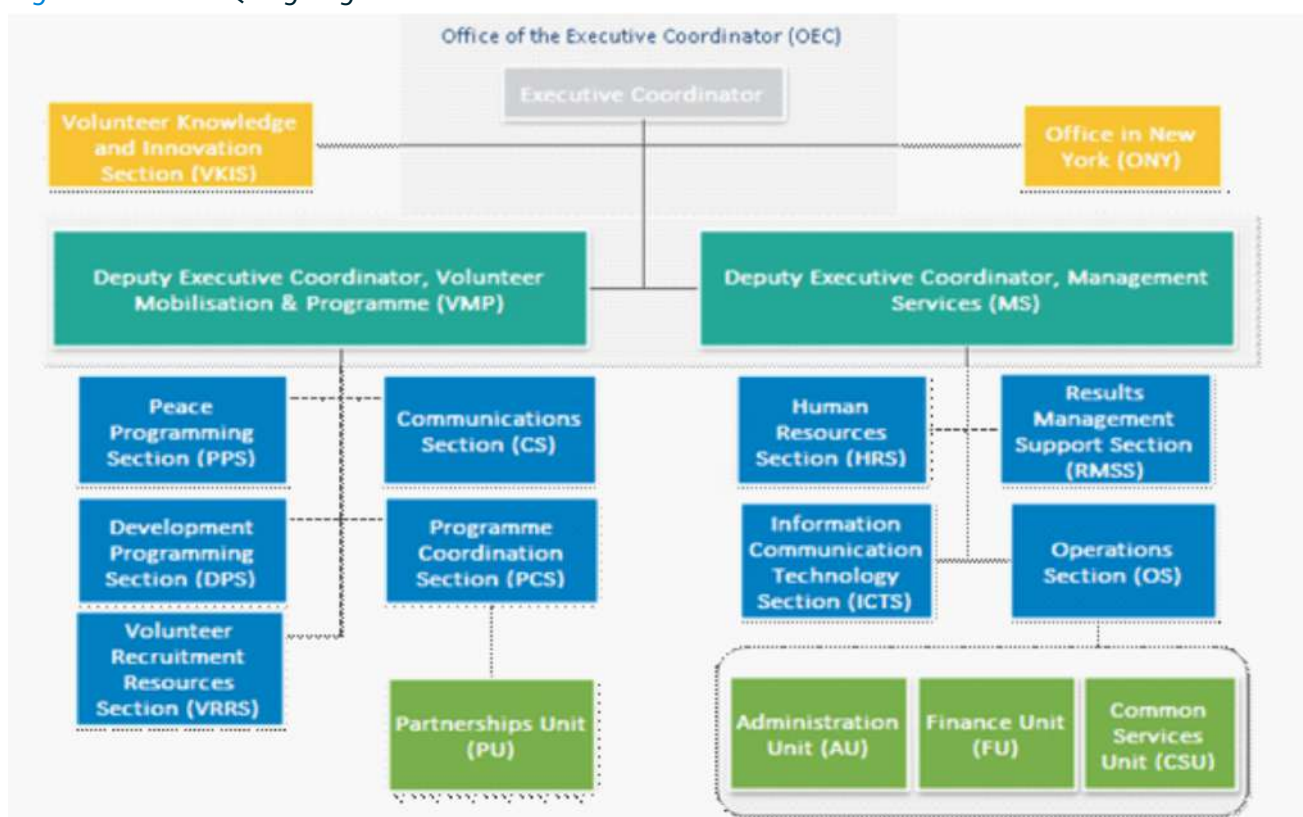
Source: CAD's UNV personnel survey (Q6)

With regards to the personnel of ROs, there is an extended team usually composed of one international staff, one national staff and five international UN Volunteers as thematic experts. This structure was designed to develop regional projects under the umbrella of UNV GPs and to provide substantive guidance to UNV FUs in the region on developing projects.

The ROs have focused their efforts on doing advocacy work, renewing and establishing partnerships as well as engaging in joint programming with regional partner UN entities.¹¹³ The personnel survey also demonstrates that ROs have been less focused on volunteer mobilisation and management. In this regard, it is important to mention that the role of the ROs has been evolving. Since December 2016, the ROs are also officially responsible for mobilising volunteers. This has caused a shift in their role and will possibly increase their mobilisation work in the future.

At the global level, the HQ office in Bonn allocates most of the staff distributed under two main divisions: Volunteer Mobilisation & Programme (VMP) and Management Services (MS), each with their respective sections and units. Staff are also allocated in the Volunteer and Knowledge and Innovation Section (VKIS) and in the Liaison Office in New York (ONY) directly under supervision of the Executive Coordinator's office.¹¹⁴

Figure 56: UNV HQ Organigram



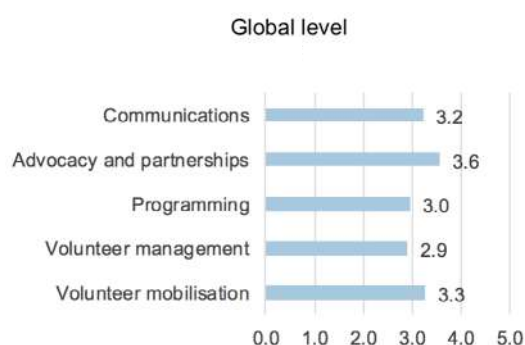
Source: UNV source

¹¹³ The 2014 document strengthening UNV through enhanced capacity at regional and field level.

¹¹⁴ This organisational structure was set up in 2016. There was no information available to the evaluation team related to the previous structure.

4.3.2 Organisational structure, personnel allocation and main tasks

Figure 57: Rating on the percentage of work time dedicated to each of these activities:



Scale: 1 – none, 5 – a great deal

Source: CAD's UNV personnel survey (Q6)

While the tasks at regional and field level are more specialised, personnel at headquarter level dedicate work time more evenly to all different areas. There is a slight tendency of work time to concentrate on advocacy and promoting and maintaining partnerships. The Partnership Unit and ONY are mainly working on that purpose, but this task is also spread among different sections. Figure 60 also shows that there is a similar distribution of tasks among HQ personnel in programming, volunteer mobilisation, management and communications.

Overall, considering the limited capacity of FUs to design and implement country programme initiatives within UNV's global programmes and to facilitate new and innovative partnerships, there is a general perception among UNV personnel as well as partners that the organisational structure needs to be further decentralised and field presence needs to be strengthened to carry out all expected tasks. This need was also identified with the creation of the

SF and the establishment of ROs in 2014. In this regard, some interviewed personnel have pointed out that decentralisation of tasks needs to go hand in hand with deployment to the field from HQ and the definition of clear roles between HQ and ROs. Conversely, some personnel fear that if the organisation decentralises reporting, budgets and different processes to the ROs, it would only serve to create confusion and another administrative layer which would delay processes further.

4.3.3 PERSONNEL CAPACITIES AND MOTIVATION

The HR strategy incorporated the concept of "one personnel" which constituted a step forward to ensure all personnel are treated as equal although they serve under different conditions of service. UNV also integrated the learning component to all personnel through the One Personnel Learning Strategy. UNV wanted to ensure career development opportunities, access to learning, and access to HR services to ensure staff and non-staff personnel remain motivated and engaged.

Regarding career development, most UNV personnel perceive that UNV has the capacity to retain and promote competent individuals to some extent or even to a great extent, while over one third of survey respondents still think that UNV has very little or no capacity to do so.

Figure 58: To what extent has UNV been able to retain and promote competent individuals in their areas of expertise?

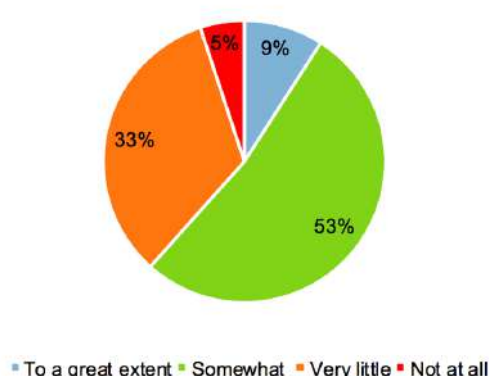
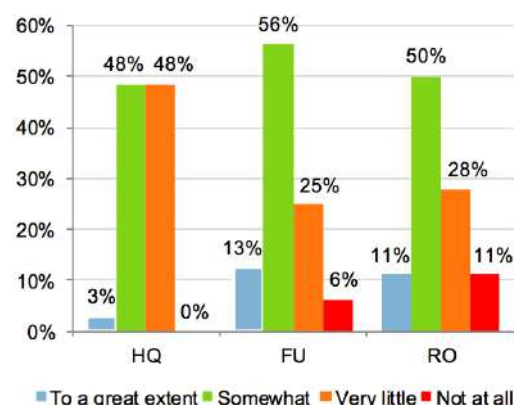


Figure 59: To what extent has UNV been able to retain and promote competent individuals in their areas of expertise? - By work level -



Source: CAD's UNV personnel survey 2017 (Q25)

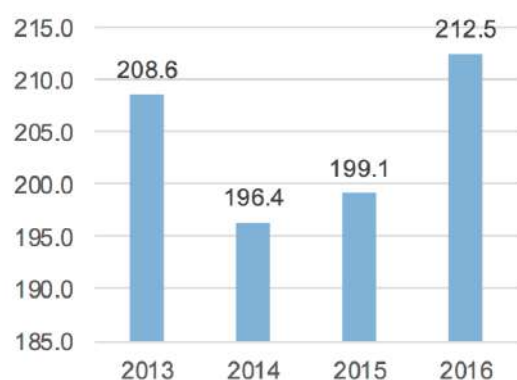
4.3.2 Organisational structure, personnel allocation and main tasks

At RO and FU level, some interviewed personnel perceive that the focus of the organisation is on the recruitment of external candidates for UNV HQ Bonn while the existing (well trained and experienced) internal capacity¹¹⁵ is not fully utilised for internal recruitment and in some cases, is not considered or explored. Despite this perception, during 2014-2017, UNV dedicated some efforts to mobility policy and talent management. It has initiated a special recruitment drive for UNV Programme Officers and it has conducted two UNV programme candidate pool assessments and corresponding talent review exercises. However, with only 15 international posts in the field, the organisation still faces big challenges to guarantee mobility of UNV personnel.

It is also important to note that from the interviews and the personnel survey conducted through this evaluation, a certain decrease in personnel morale could be perceived. The decreasing motivation has been mentioned by different UNV personnel working at different organisational levels. This has mainly been caused by setting overly ambitious targets in resource mobilisation in the SF and the fact that despite all efforts, mobilisation numbers have declined during the last years. Some participants also mentioned things like high workload, frequent organisational changes and inefficient progress in implementing these changes, as reasons that have created a certain fatigue among some personnel. After a change process initiated in 2009/2010, the incorporation of the programmatic approach in 2014 has again caused many changes in the organisation that are difficult to digest and that need time to settle down. Organisational change processes are slow and personnel need time to readjust to new structures and processes. Organisational changes must also be accompanied by institutional learning processes that UNV has not sufficiently assimilated yet. These learning processes facilitate the identification and recognition of both successes and failures as opportunities to improve. Thus, UNV has the opportunity to learn from experience in order to initiate further necessary changes in the currently ongoing transition process.

4.3.4 FINANCIAL RESOURCES

Figure 60: Resources 2014-2016 in million USD



Source: UNV financial report for SF evaluation

UNV has three main sources of financing: institutional core funding provided by UNDP, funds from volunteer mobilisation, and programme funding¹¹⁶ from bilateral donors but also some regional organisations and UN entities. Considering the SF targets for volunteer and financial resource mobilisation, the budget strategy envisaged that the total value of UNV's financial activity would increase from the 2013 level of USD 210 million to USD 300 million per annum by 2017. However, as Figure 65 shows, these predictions are yet to be realised and financial numbers have remained quite stable over the last three years without reaching the target set.

Programme funds expenditures are much higher than those of institutional funds whilst the implementation of programme funds has remained quite stable during the last three years. Programme resources in contrast have increased from 2014 to 2016 despite slightly dipping in 2015. UNV programme and institutional funds such as XB (Extra budgetary Fund), VMC

(Voluntary Management Cost) and EFP (Expanded Field Presence) resources are budgeted on a multi-year basis, which means that resources received and spent annually do not need to match. Institutional funds increased from 2014 to 2015 and remained stable in 2016. While core institutional funds were totally spent, the rest of institutional funds¹¹⁷ were not fully executed because of the need to keep a financial reserve.

¹¹⁵ Internal capacity relates to UNV personnel.

¹¹⁶ These include the Special Voluntary Fund (SVF), the Fully Funded (FF), Trust Funds (TF), and Cost Sharing (CS).

¹¹⁷ The rest of the institutional funds are XB=Extra budgetary Fund, VMC=Voluntary Management Cost and EFP=Expanded Field Presence).

4.3.4 Financial resources

Figure 61: Resources vs Utilisation 2014-2016
- Programme funds in million USD

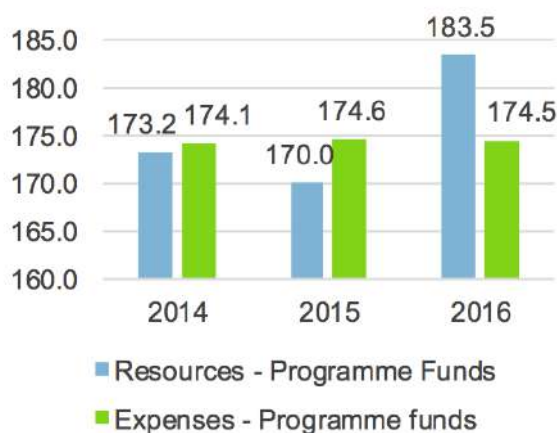
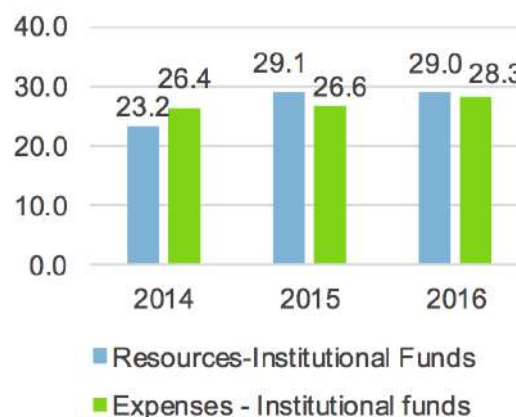


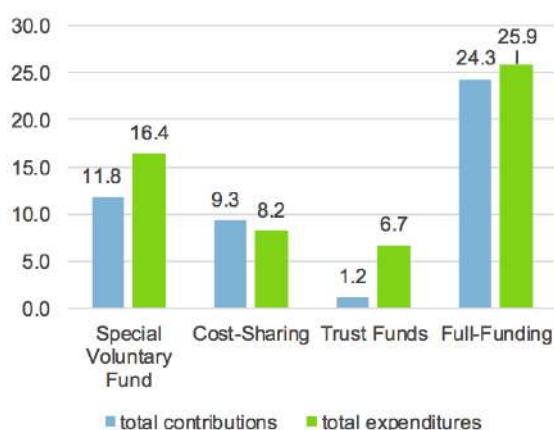
Figure 62: Resources vs Utilisation 2014-2016
- Institutional funds in million USD



Source: UNV financial report for SF evaluation

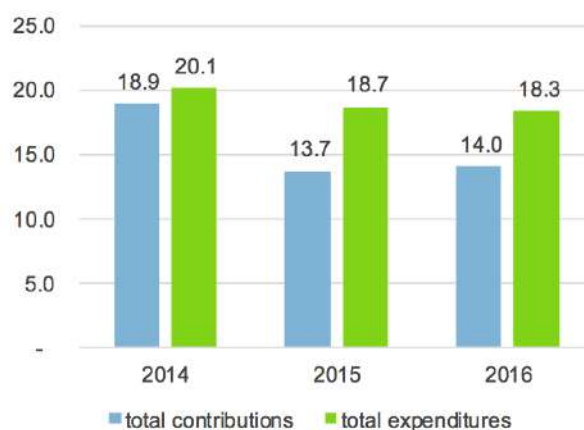
Considering the institutional funds, it is interesting to note that while core institutional funds (Core IB) and other institutional funds like XB have decreased, VMC and EFP have been increasing. Those funds reflect income generated by volunteer mobilisation. As volunteer numbers have not increased, the increased Cost Recovery per volunteer resulted in this increased revenue.¹¹⁸ A review of the Cost Recovery Policy in 2015 has allowed UNV to reduce risk posed by the potential reduction in core UNDP resources that was foreseen in the UNV Budget Strategy.

Figure 63: Total contributions and total expenditures 2014-2016 per source of funds in million USD



Source: UNV financial report for SF evaluation

Figure 64: Total contributions and total expenditures per year considering all sources of funds: SVF, FF, CS and TF in million USD



Regarding programme funds, UNV funds have been decreasing over the period under evaluation while other (DPKO, UN agencies and Global) funds have slightly increased in 2015 and 2016.

¹¹⁸ The cost recovery increase happened in 2015. It was previously calculated as a percentage and changed to be calculated as a specific amount per item.

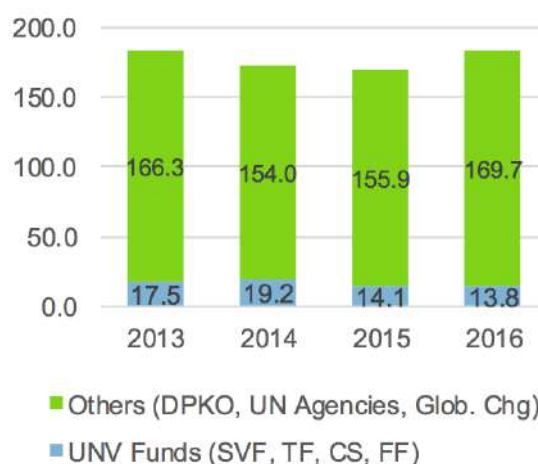
4.3.4 Financial resources

Figure 65: Resources 2014-2016 – Institutional Funds divided by Core IB and XB/VMC/EFP in million USD



Source: UNV

Figure 66: Resources 2014-2016 – Programme Funds divided by UNV Funds and Others (DPKO, UN Agencies, Global) in million USD



The budget strategy also planned to expand the direct contributions from external partners from the 2013 level of USD 17 million to USD 50 million by 2017 enabling increased programming in key focus areas. However, financial data shows that overall, total contributions from external partners have in fact been sharply reduced over the three years.¹¹⁹

Figure 67: Expected FF contributions from funding partners vs FF real expenditure 2014-2016 in million USD



Source: Expected FF resources are taken from FF Business case 5th draft, and UNV FF contributions are taken from finance data.

Programme expenditure – considering different sources of funding (SVF, CS, TF and FF) – has been higher than the total amounted by contributions during 2014-2016. The only exception is the CS funding where total contributions have been higher than the total expenditure.¹²⁰

As the previous figures show, over the three years, FF resources have been one of the key contributors to UNV programme budget. In 2015, partner contributions¹²¹ to the FF represented 56.6% of the total programming resources for UNV at USD 10.6 million although it did decrease in 2016 to USD 9 million, 49.24% of the programme funds. Also, the “FF resources were intended, during the SF period, to be part of the negotiations and decisions on UNV’s involvement in projects, substantively making the FF part of UNV’s contribution to partnerships and joint programming”.¹²² FU personnel that was interviewed confirmed that this was done in practice, although the evaluation has not found any further evidence on this.

¹¹⁹ This aspect will be further analysed under the effective synergies and partnerships section.

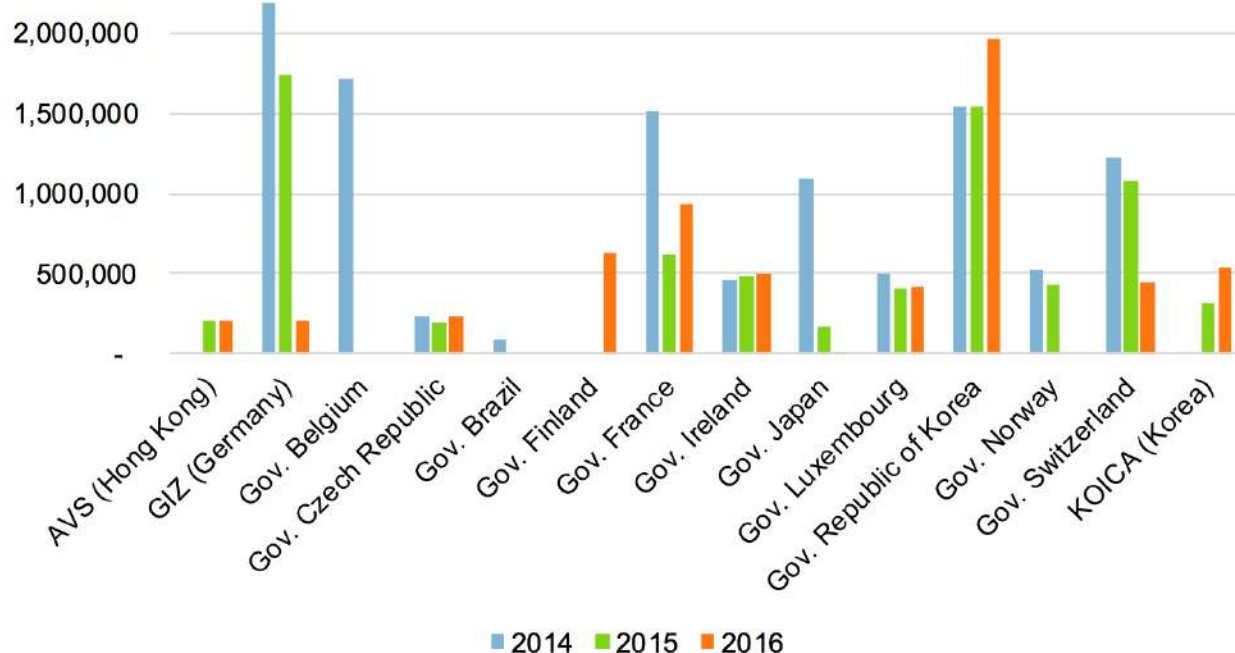
¹²⁰ The analysis related to this decrease of funding is provided in more detail in section 4.3.10 on effective synergies and partnerships.

¹²¹ Partner contributions means resources received from funding partners.

¹²² FF Business Case 5th Draft.

4.3.4 Financial resources

Figure 68: Fully Funded Contributions 2014-2016



UNV, in line with the SF targets, expected a 25% increase of FF resources received from funding partners to reach USD 20 million by 2017. The business case identified the need for a more targeted resource mobilisation, especially in regard to the identification of new partners for FF, to increase contributions and assure a more efficient and effective implementation of the FF programme as well as a clear coordination of the FF function to also increase the number of FF UN Volunteers. During 2014-2016, UNV was able to gain a few new FF partners like the Czech Republic, Finland and the International Cooperation Agency of Korea and it has received increasing donor contributions from the Government of Korea and Ireland. However, as figure 68 shows, FF resources have declined from 2014 to 2016 and UNV has fallen short of reaching the ambitious increase of resources since some of the most important FF donors like Japan, Switzerland¹²³ and Germany have downsized their contributions.

Overall, SF targets on resource mobilisation were too ambitious and therefore UNV has not been able to increase its financial activity to the expected USD 300 million per annum by 2017. There has been a steady reduction of core IB funds that UNV receives from UNDP and overall, donors have decreased their annual contributions. The expected FF increase of resources has been too optimistic and therefore not been reached. Instead, FF resources mobilised have been downsized during the period under evaluation. This decrease has been influenced by the international context and economic crisis as well as the exchange rate and the refugee crisis. All factors have affected UNV's financial stability.

¹²³ The decrease of the Swiss funds can be explained by the fact that Switzerland preferred to transfer the contribution for the FF intake for 2017 already in 2015.

4.3.5 ICT RESOURCES

The UNV Investment Plan 2014-2017 argues that an innovative use of ICT will bring UNV services closer to clients and partners in the field, enhance field unit operations, as well as knowledge mobilisation and information sharing. The ICT support is provided by the ICT section (ICTS) in Bonn that closely collaborates with UNDP, as both entities share the same systems for their main administrative and operational processes, for example Atlas. In addition, UNV also runs its own specific ICT systems and services, mainly for volunteer management, online volunteering, volunteer reporting and communications with external audiences, as well as knowledge and document management.

The ICT strategy was developed in 2014 and it was supported by an ICT Governance Group (ICT GG), which is a specialised group composed of nominated members of the Institutional Effectiveness Performance Team (IEPT), and as such directly reports to the Strategic Management Team (SMT).¹²⁴ One of the aims of the ICT GG was to endorse the draft UNV Investment Plan which had a budget of USD 3 million and the ICT Roadmap to implement the ICT strategy. In order to do that, UNV had to develop different business cases, which had to be approved with their respective human and financial resources. The initial UNV ICT Investment Plan 2014-2017 included an ambitious planning to enhance UNV's capacities and efficiency through leveraging ICT with 25 pipeline projects. Each business case was analysed by ICT GG and this finally resulted in the elaboration of 12 projects, including the eRecruit, eHire and eServices projects.¹²⁵ The rest of the projects were not approved because business cases were not developed by the business owner/responsible section and thus the projects did not move forward. Of the 12 approved projects, two projects are under implementation to date while the other ten projects have been completed.

The ongoing projects are the following:

VOLUNTEER MANAGEMENT (VMAM) PROJECT¹²⁶

For improved volunteer management, UNV has developed a new online system that is independent from Atlas, called VMAM, the first version of which was launched in May 2017. The VMAM consists of new candidate profile management, recruitment and assignment modules for the deployment of international and national UN Volunteers. While it is too early to assess results, and UNV is still in the process of making further adjustments to the system, it is expected that it will improve the management of information on candidates and processes throughout the UN Volunteer recruitment and management cycle and it will decrease the workload of PAs when compared to Atlas due to easier and more flexible functionalities. In addition, for recruitment of national volunteers, UNV has moved from a decentralised offline process to UNDP's e-recruitment system to be able to streamline and better monitor national recruitment.

For institutional effectiveness, a role-based user management system named Identity and Access Management (IAM) is going to be introduced in connection with VMAM that defines automated management processes, workflows and access rights depending on the specific role a user has. This should improve security and clarity for volunteer management and corporate processes.

PROJECT ON BUSINESS INTELLIGENCE (BI) REGARDING THE VOLUNTEER REPORTING PLATFORM

This project foresaw the creation of a comprehensive business intelligence platform for UNV to capture and share business related data to encourage the better use of information throughout the organisation. Nonetheless, due to other priorities, during these years, implementation has been delayed. Recently, RMSS took this project over from ICTS and is now moving forward taking into account the wide scope of the project. RMSS, in agreement with the Operations Section (OS), suggests reducing the project's scope to focus on the assigned 2017 ABP deliverables.

¹²⁴ ToR of the ICT Governance Group.

¹²⁵ The eRecruit, eHire and eServices projects will be explained in detail in the Volunteer Mobilisation and Management (VMM) section.

¹²⁶ VMAM is further described in the Volunteer Mobilisation and Management (VMM) section.



Business intelligence faces information challenges that are related to UNV's overall difficulties to produce consistent data on certain business related aspects.¹²⁷ For example, no data is currently available to measure the impact of volunteer assignments. As a business intelligence platform can only gather data that already exists, UNV will need to work on its data collection and monitoring capacities to be able to populate the platform with meaningful data in the future. A volunteer reporting platform had been designed in 2007 but in 2014, the organisation decided to dismiss it. To date, the collection of data has been conducted through surveys to volunteers and partners, some online (volunteer surveys) and some in person during volunteer performance appraisals. UNV recognises that a data collection tool is needed to adequately collect data and provide an adequate monitoring process that facilitates management and informed decision making. Therefore, to address this challenge, UNV has initiated a Business Case for a Volunteer Reporting Mechanism that is currently being implemented by RMSS and ICTS.

In addition to these two ongoing projects and the other ones that are already completed, ICTS has also supported projects that have not been funded by the USD 3 million that were earmarked for ICT projects. These are the Online Volunteering (OV) project funded by Germany, the Results Based Management (RBM) project funded in part by Germany with cost sharing from UNV, and the learning platform for Volunteers financed from the learning costs that UNV charges as part of the pro forma cost for volunteer assignments.

The OV project aimed to enhance the Online Volunteering platform with the aim of adapting it to the increased mobilisation of Online Volunteers by redesigning the platform and upgrading certain functionalities. The new version was launched officially in July 2016. While the overall experience has been positive, UNV is currently still working on further platform enhancements in response to user and partner feedback.

Finally, UNV has also invested in revamping its online presence. In conjunction with a brand repositioning, in 2016 a new website was launched with an updated design and structure and a new content management system. In addition, UNV launched the learning platform for Volunteers (e-Campus), a separate platform linked to UNV's website that offers online courses for users interested in volunteering, new UN Volunteers as well as host organisations. Currently, UNV is still working on how the learning platform for Volunteers can be integrated with VMAM and the e-recruitment system.

According to ICTS, there are still more untapped opportunities to use technology for the production and management of data. UNV manages a large database of former and present UN Volunteers, as well as Online Volunteers that are registered on the platform. If this data were utilised more effectively, it could become a valuable source of information that could help to capture and retain more UN Volunteers in the future. Big data analytics could also improve customer service, aid more effective communication, improve operational efficiency and create more competitive advantages.

With these developments in mind, it is fair to say that while a number of important projects have been implemented or are underway, overall UNV has completed less ICT enhancements than initially expected, which means many lost opportunities. As an example, in response to an identified need, a partnership platform (CRM) was included in the ICT Strategy. However, a business case was never created and the platform was not developed. Considering the reduced scope of ICT implementation, it can be expected that efficiency gains will materialise, just at a slower pace than foreseen. This will then improve as personnel become increasingly and in time fully acquainted with the new systems and processes.

¹²⁷ As mentioned in previous sections of the report, challenges exist regarding systematic monitoring and reporting on several IRRM indicators.

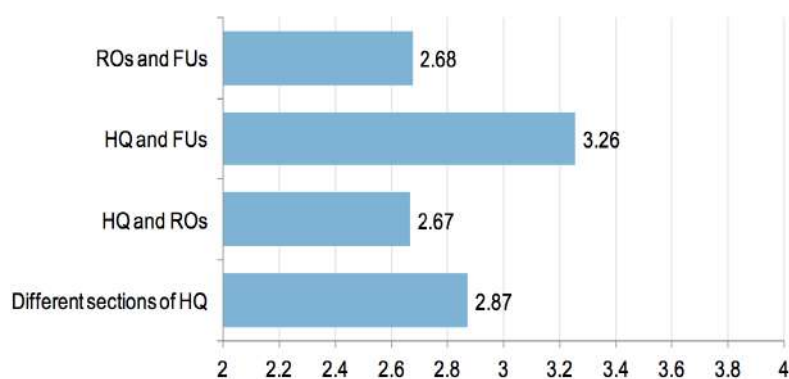
4.3.6 EFFICIENCY OF COORDINATION AND COLLABORATION IN MANAGEMENT ARRANGEMENTS

INTERNAL COLLABORATION AND COMMUNICATION

Cooperation and collaboration means the connection between the personnel, their tasks and the organisational structure. The structure can support the operation but at the same time it offers the opportunity for cooperation which also includes internal communication. In this regard, it is important to analyse whether UNV has facilitated and established management arrangements that allow personnel to cooperate and communicate between each other at HQ level and between different organisational levels, in essence, how ROs and FUs support in the implementation and attaining the results and achievements of the SF.

As a general overview, personnel value much more positively the communication among HQ and FUs. Communication between ROs and FUs, as well as ROs with HQ has the lowest rating, while communication among different sections of HQ is perceived as better than the communication involving ROs.

Figure 69: Rating provided by UNV personnel regarding UNV's internal communication



Scale: 1 – very bad, 4 – very good

Source: CAD Personnel survey 2017 (Q23)

In 2016, UNV conducted an internal survey to analyse internal communication among UNV personnel.¹²⁸ The survey results showed that most respondents (52%) have challenges in understanding the function and daily activities of other sections. The survey identified areas for improvement, including organisational support to managers in their central role for internal communications, facilitation of cross-sectional communication, learning and knowledge sharing, among others. Despite these recommendations, communication challenges identified still persist.

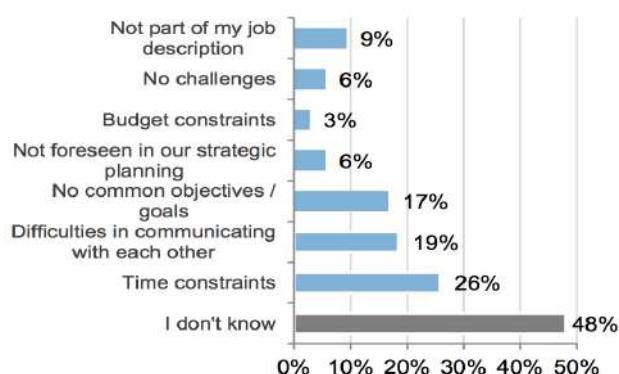
¹²⁸ UNV, Strengthening Internal Communications in UNV - Personnel Survey Analysis, October 2016.

4.3.6 Efficiency of coordination and collaboration in management arrangements

AT HQ LEVEL

The personnel survey conducted in the context of this evaluation shows that the main challenges for an effective collaboration at HQ level are largely related to time constraints and difficulties in communicating with each other.

Figure 70: Main challenges for effective collaboration between different sections at HQ



Source: CAD's UNV Personnel survey 2017 (Q24)

At HQ level, the interviewed personnel perceive that different units work in an isolated fashion from each other. Additionally, different interviews and the results of the personnel survey demonstrate that especially at HQ level, it is perceived that the competitive mindsets of some UNV colleagues can occasionally inhibit the facilitation of information sharing among units/sections. To some degree this also contributed to generate work duplications among sections. A comment that brings this problem to the point is provided by a response from the personnel survey that said, *"Duplications are obvious. 15 people can work on the same thing without realising there's another group in the organisation, with the same size, doing exactly the same"*¹²⁹

The results gathered therefore suggest that UNV has not set effective cooperation mechanisms that encourage different sections with common objectives to work and communicate with each other (for instance PCS/DPS/PPS, the Communications Section and PU, the Communications Section and VKIS, VKIS and PU, etc.).

HQ WITH REGIONAL OFFICES

ROs have two main interlocutors at HQ: the Programme Coordination Section (PCS), which was created to coordinate the global programmes and to support ROs, and the Portfolio Managers (PM) of DPS and PPS who are responsible for the oversight and management of UNV country presence, including the oversight of the implementation of country-specific projects and the FU annual work plans.

The integration of PCS in HQ and the creation of the ROs have created cooperation and communication challenges between different sections at HQ and with the ROs. Interviewed personnel perceive that the main challenge is that the creation of PCS and the ROs was not accompanied by changes in the rest of the organisation (in other HQ sections and in the FUs). This led to the existence of two parallel structures with FU-DPS/PPS (old structure) and RO-PCS (new structure) and has resulted in the perception that ROs are a part of PCS but not a regional representation of UNV as a whole.

There has also been a duplication of roles between the figure of the Regional Manager (RM) in the RO and the Portfolio Manager (PM) in HQ. In some cases, the PM performs tasks that the RM is also responsible for, which has caused some internal conflicts. Depending on personal relations, in some cases the PM and the RM have set up informal mechanisms to encourage a fluid communication between each other. However, the organisation does not seem to have put in place mitigation measures to overcome this duplication. There were some indications on communication flows when the ROs were established, but these were not clear and personnel had to create workflows and communication channels for themselves.

¹²⁹ From the evaluation's personnel survey.

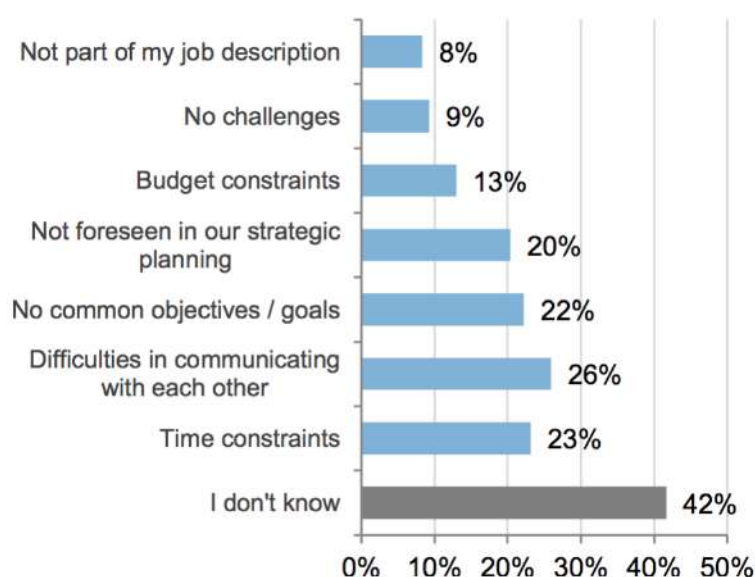
4.3.6 Efficiency of coordination and collaboration in management arrangements

The following figure reflects the perception of UNV personnel regarding the main challenges for an effective collaboration between HQ and ROs.

In line with the previous analysis, the main challenges are linked to difficulties in communicating with each other, the lack of clear objectives and goals, as well as time constraints.

Communication between ROs and HQ is better perceived by ROs than by HQ. It is also important to note that HQ's perception regarding communication between ROs and FUs is worse than ROs' perception.

Figure 71: What are the main challenges for an effective collaboration between: HQ and RO?



Source: CAD's UNV Personnel survey 2017 (Q24)

REGIONAL OFFICES WITH FUS

While the RO role was envisaged to support FUs and they have evolved in that direction, there is still a need to communicate better and provide more direct and stronger support to the FUs. For some FUs, ROs have been very supportive in the development of concept notes and the support of UNDAF processes. Regional offices have also supported FUs that did not have a PO to maintain UNV strategic positioning in the country. However, there are also challenges related to competition and misunderstandings between RO and FU.

Figure 72: Perception of HQ regarding communications between UNV HQ and ROs

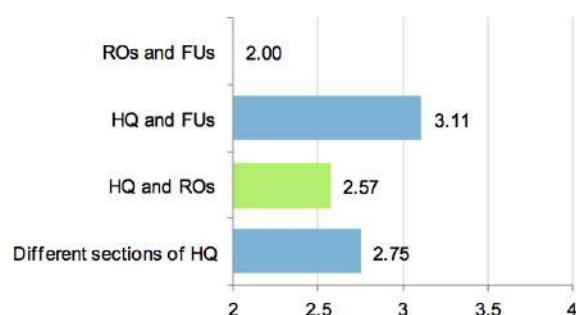
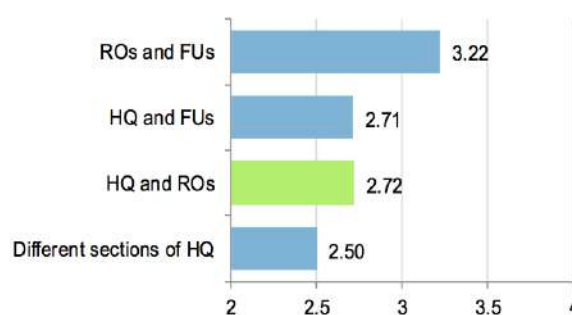


Figure 73: Perception RO regarding communications between UNV HQ and ROs

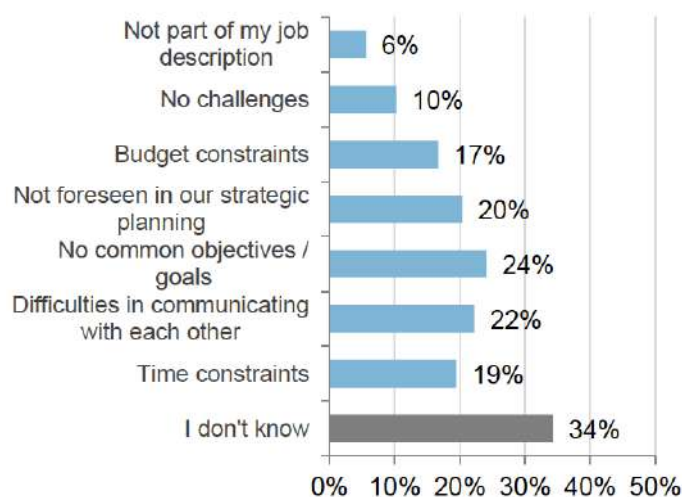


Scale: 1 – very bad, 4 – very good

Source: CAD's UNV Personnel survey 2017 (Q23)

4.3.6 Efficiency of coordination and collaboration in management arrangements

Figure 74: What are the main challenges for an effective collaboration between: ROs and FU?



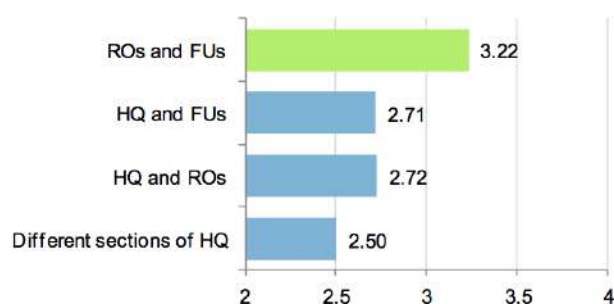
Source: CAD's UNV Personnel survey 2017(Q24)

The personnel survey responses indicate that the main challenges for an effective collaboration between ROs and FUs are related to the lack of common objectives and goals. This is related to a great extent to the original role of the ROs, which was focused mainly on programming while the FUs were mainly evaluated by their mobilisation capacity and management of UN Volunteers' assignments.

Some FUs have been uncomfortable with and have expressed a certain resistance regarding the programmatic approach and the role of the ROs. FU personnel feel much more organisational pressure on the mobilisation aspect when being required to sustain the FU presence in the country. Additionally, some FUs feel that regional programme initiatives have increased their workload substantially while some of them have the impression that FUs are not integrated well enough in the planning processes of regional initiatives. This

creates implementation problems since the FUs have a reduced personnel capacity, which might not always be considered when planning regional initiatives. Personnel at FUs have expressed difficulties in communication with ROs, which can be related to the unclear and evolving role of the ROs and the overlapping of responsibilities with the PMs. As the survey results show, there is a higher percentage of personnel that consider that the need to collaborate with each other was not foreseen in the strategic planning. This need has been identified during the implementation of the SF and because of that, institutional mechanisms have been set up to improve collaboration; for instance, FUs are now required to elaborate their concept notes in coordination and with the approval of ROs.

Figure 75: Perception of ROs regarding communications between ROs and FUs



Scale: 1 – very bad, 4 – very good

Source: CAD's UNV Personnel survey 2017 (Q23)

Figure 76: Perception of FUs regarding communications between UNV ROs and FUs



As the figures above show, FUs consider that they enjoy much better communication with HQ than with ROs. Interestingly, the ROs have a more positive perception of their communication with FUs than the FUs do.

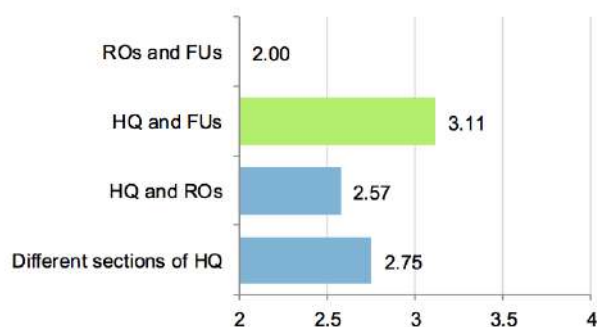
Overall, UNV is aware of the duplication of tasks, communication challenges and the lack of clear objectives and goals generated among different organisational levels. The organisation is making efforts to set up adequate management arrangements to overcome these challenges, however, they have been implemented only recently and results cannot be assessed yet.

4.3.6 Efficiency of coordination and collaboration in management arrangements

HQ WITH FUs

The relationship between FUs and HQ level is positively valued by both organisational levels. FUs recognise the permanent contact and support provided by HQ, mainly by Portfolio Managers (PM) who support their mobilisation and partnership building efforts, their programme initiatives as well as the management of volunteers.

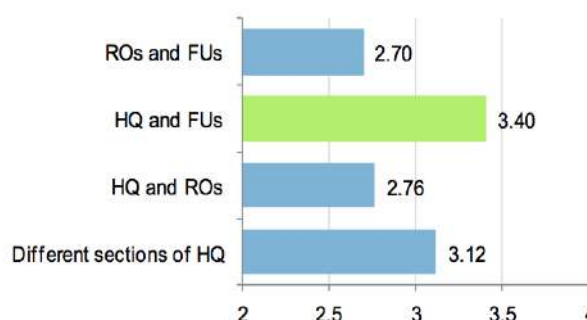
Figure 77: Perception of HQs regarding communications between HQs and FUs



Scale: 1 – very bad, 4 – very good

Source: CAD's UNV Personnel survey 2017 (Q23)

Figure 78: Perception of FUs regarding communications between HQs and FUs

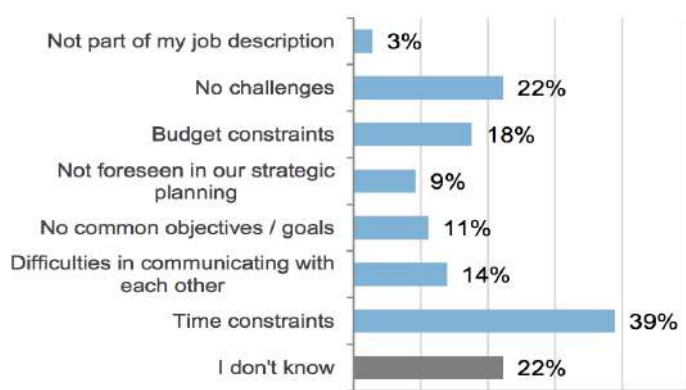


The challenges that FUs face with HQ are mainly related to time constraints and an overload of responsibilities for the FUs, which have to deal with many tasks within a reduced structure.

Despite fluent communication with the PM, some FUs still feel that they have too many interlocutors at HQ. Depending on the topic of the inquiry, FUs need to contact different units or sections at HQ, such as the Communications Section, HR, VKIS, VRRS, PU, etc.

4.3.7 IMPLEMENTATION OF PROCESSES AND POLICIES

Figure 79: What are the main challenges for an effective collaboration between HQ and FUs?



Source: CAD's UNV Personnel survey 2017 (Q24)

PROGRAMMING PROCESSES, PLANNING, MONITORING AND REPORTING

The SF prioritised the need to improve internal systems and processes, which would enable UNV to more efficiently manage its work, as well as capture, evaluate and report accurately on results. UNV reflects in its IRRM the need to improve the Results Based Management at all levels of UNV (including programme effectiveness, planning, reporting, monitoring and evaluation).

During the last three years, UNV has made strong efforts to produce evidence based data and to improve planning, monitoring and evaluation processes. UNV has also improved the visibility and the accessibility of this data within the organisation. Before the SF, monthly volunteer statistics reports were only available to management but now they are accessible by everyone.



4.3.7 Implementation of processes and policies

UNV has also initiated efforts to improve RBM processes. In 2015, UNV approved the RBM project¹³⁰ that envisaged the need to develop and strengthen UNV institutional capacities, processes and systems for RBM. Through this project, UNV recognised the need to have a broader corporate RBM platform, including a fit-for-purpose volunteer reporting mechanism and effective programme planning, monitoring, reporting and evaluation. In order to do that, UNV aimed to create a robust and more integrated results based management framework.¹³¹ The project established the following three outputs.

OUTPUT 1: ENHANCED CORPORATE RBM FRAMEWORK AND INSTITUTIONAL CAPACITY DEVELOPED

As a main result, UNV designed and launched in 2016 the UNV RBM framework that was developed after a RBM assessment in consultation with a wide range of internal stakeholders, including managers, staff based at HQ and the field, as well as volunteers. It was approved by the UNV Strategic Management Team for endorsement on 3rd May 2016. The RBM framework describes UNV's new approach to results-based management by defining the planning, monitoring, evaluation and reporting processes at different levels of the organisation. The focus of the framework is set on results generated by UNV through its three core business functions: Volunteer Mobilisation and Management (VMM); Global Programmes and Projects (GPP); and Volunteerism, Advocacy, Knowledge and Innovation (VKAI) which constitute the RBM modules. To better capture the respective RBM processes, the framework further translated the RBM cycle into a corporate RBM calendar highlighting each RBM step at the level of UNV HQ, ROs and FUs, as well as the implications for partner organisations and UN Volunteers.¹³²

The UNV RBM project envisaged the need to develop a hands-on RBM capacity building package. In this regard, UNV has conducted two trainings on RBM, one at the Global Team meeting in 2016 and another at the Field Unit Induction Workshop also in 2016, whilst other trainings are also tentatively scheduled as part of regional workshops for November 2017. These trainings include an overview of UNV's RBM architecture and the interlinkages of RBM modules, a theory of change model customised to UNV's needs, updated formats and tools to be practically applied by UNV FUs to assure a minimum quality standard in RBM. The IRRM indicators were also reviewed and some adjustments were formulated. These adjustments were re-examined in the MTR of the SF in the first quarter of 2016. UNV also aimed to integrate results-based budgeting into the cost calculation component in order to monitor to which results it intended to contribute and to which it has actually allocated resources. According to UNV staff, UNV has implemented a results based budget since 2016, directly linked to annual business plans and the SF. However, it is not integrated in Atlas and until today it has only been planned but not yet been reported.¹³³

The country scan was also better framed in order to link country results with the corporate results. The country level information included in the country scan was aligned with UNV's SF outcomes and outputs in order to illustrate how the corporate strategic results translate into country level programming results and actions. This allowed UNV to anchor RBM at the member state level.

The RBM framework also describes planning and monitoring of volunteerism, knowledge, advocacy and innovation processes. This framework defined all initiatives so they could be framed as projects to facilitate M&E taking into consideration that UNV's activities under Outcome 2 are diverse in nature and challenging to track as they take place at the global, regional and national level. UNV under the leadership of VKIS therefore created a Project Document, "UNV Volunteer Knowledge and Innovation", which includes an M&E framework with outcomes and output indicators. Since the project document was only approved in December 2016, no reporting or monitoring has been implemented yet. However, in 2015 a VKIS Functional Review and Evaluation of the Post-2015 project has been conducted with the objective of supporting UNV's reflections on the evolution of VKIS and its work.

¹³⁰ RBM project: Strengthened Results-Based Management at UNV, 2015.

¹³¹ UNV project document: Strengthened Results-Based Management at UNV, 2015.

¹³² Strengthened Results-Based Management at UNV Project, Annual Progress Report 2015-2016.

¹³³ The evaluation team has not had access to any document that proves the existence of results based budgeting.



4.3.7 Implementation of processes and policies

OUTPUT 2: RESULTS-ORIENTED PROGRAMME AND PROJECT PLANNING, MONITORING, EVALUATION AND REPORTING FRAMEWORK CONSOLIDATED AND ALIGNED WITH CORPORATE RBM FRAMEWORK

2.1 REFORM ON UNV PROGRAMME AND PROJECT MANAGEMENT

In order to ensure alignment of the ongoing ('legacy') projects with the newly established UNV global programmes, projects were tagged against relevant global programme outcomes to facilitate programme level planning, monitoring and evaluation.

The planning process of the GPs and projects has been improved throughout the four calls for proposals launched by UNV during the last four years. For instance, at the beginning it was not required to include to which GP indicator a project contributed, but now it is requested. However, regarding the approval process, there is no evidence that the Programme Board uses the quality criteria section included in the concept note format to formally justify approval or rejection of the project concept note. In addition, once the concept note is approved, the project document is elaborated and it is reviewed by the peer review committee. The members of the peer review are not clearly defined and neither is the process requested to approve the project document. Additionally, some FUs perceive a lack of clarity regarding timings for approval of the concept notes which leads to some uncertainty that is also perceived by partners.

2.2 UNV PROGRAMME RESULTS SYSTEM ADJUSTMENTS

UNV collaborated with UNDP HQ to create the first ever UNV Programme Tree to identify key programme outcomes and tagging the projects online in the corporate management system Atlas. However, there are still challenges in reporting GP results in the IRRM which was elaborated before the creation of the GPs. There are three indicators under Outcome 1 that reflect the contribution of the GPs to the SF, but only in terms of financial delivery, "other" volunteers mobilised and the integration of gender equality. However, the programmatic content of the GPs is not reflected or monitored in the IRRM.

2.3 SAMPLE PROGRAMME RBM MEASURES INTRODUCED

UNV conducted the SF 2014-2017 MTR, which was a step forward towards ensuring transparency and accountability. UNV has also institutionalised ABPs and it has improved monitoring through the inclusion of quarterly performance reviews to monitor progress on annual targets. Different monitoring processes and templates were approved or revamped like the Annual Project Progress Report (APPR) that is elaborated with the support of FUs and ROs to track progress towards achieving programme outcomes. This report is based on the GP outcomes and outputs but it does not reflect a clear linkage with the outcomes of the SF.

PCS has recently created the Consolidated Annual Project Progress Report that the ROs produce to consolidate the information related to all projects and programmes implemented in one region. This report provides an overview of the results achieved at regional level, taking into consideration the two outcomes of the SF. However, it does not integrate specific indicators to measure the contribution of the GPs to the SF.

In addition, RMSS started to work with ICTS for providing real-time consolidated programme finance data management through the Business Intelligence (BI) project in order to gain major efficiency gains in terms of time and quality of data.¹³⁴

¹³⁴ The BI project is further described in the ICT section.



4.3.7 Implementation of processes and policies

OUTPUT 3: REVAMPED RESULTS-BASED VOLUNTEER REPORTING MECHANISM INTRODUCED

The business case for a Volunteer Reporting Mechanism was developed to fill the gap identified by the organisation in collecting, storing and analysing results-oriented reports by UN Volunteers. This mechanism aims to better articulate and measure impact of volunteers and volunteerism. The implementation of the business case was initiated by setting up a project team (focal points in RMSS and ICTS designated), developing the technical specifications for the software development and developing the support function for the project - Volunteer Reporting Mechanism Associate.¹³⁵

UNV piloted volunteer reporting and business management intelligence tools including a comprehensive annual UN Volunteer survey that was conducted in 2015 and 2016 for enhanced volunteer management information and reporting on results. The survey accounted for capturing volunteer contributions to the global goals (i.e. MDGs and SDGs).¹³⁶ The survey responses are used for reporting on one of the IRRM indicators that aims to measure volunteers' contributions. However, the survey responses do not provide accurate data that show the individual contributions to partners. UNV recognises that this survey is a critical element in volunteer reporting but it cannot remain the only tool for results reporting as it relies mainly on qualitative self-reporting by volunteers.¹³⁷

Additionally, volunteers deployed in UN agencies have their Descriptions of Assignment (DoA) created by the host agency and reviewed by the respective PA and PM. However, they often do not have a work plan against which their contribution to the agency's results can be assessed, and it depends on each host agency if or to what extent a UN volunteer's work is monitored. UN Volunteers' contributions are also reflected in the UN Volunteer performance assessment reports (VPA) that the host agencies complete, with inputs from the UN Volunteers. However, according to UNV personnel, UNV does not systematise or effectively use this information so no data is effectively consolidated or reported on that matter.

As for the way forward, UNV's priority is to design and roll-out a results-based Volunteer Reporting Mechanism (VRM) with RMSS and ICTS and to undertake procurements of the VRM system software and ICT solutions.¹³⁸

Overall, and especially considering the three outputs above, it is important to mention that there are overlapping reporting processes: on the one hand, FUs elaborate the country scans which are sent to PMs and then RMSS processes this data whilst regional and country information is also collected through the ROs in the form of the APPR and the Consolidated Annual Project Progress Report managed by PCS.

There are also two databases, one Access database managed by PCS that captures information of the concept notes, support to Programme Boards, and pipeline data management, and another database in Atlas which is managed by RMSS. In this regard, the evaluation team has identified some duplications that create challenges when trying to accurately reporting on the IRRM indicators. For example, some financial data provided in the IRRM do not match with financial reports extracted from Atlas. In addition, PCS and RMSS use different taxonomies and make use of different criteria for calculating the number of UN Volunteers mobilised through the GPs.

The opinion of UNV personnel about the planning, implementation and reporting processes is ambiguous: 46% of respondents think that UNV processes are results oriented while 30% do not think so. Considering different organisational levels, FUs have a much more positive opinion about the functioning of these processes than ROs and HQ do.

¹³⁵ Strengthened Results-Based Management at UNV Project, Annual Progress report 2015-2016.

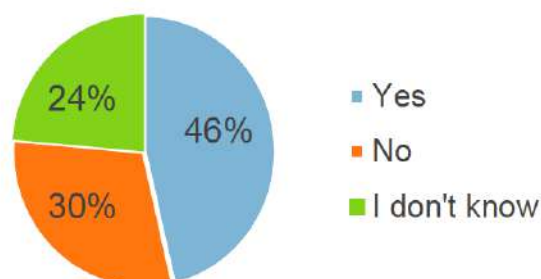
¹³⁶ Ibid.

¹³⁷ Ibid.

¹³⁸ Ibid.

4.3.7 Implementation of processes and policies

Figure 80: Are UNV processes (planning, implementation and reporting) results oriented?



Source: CAD's UNV Personnel survey 2017 (Q21)

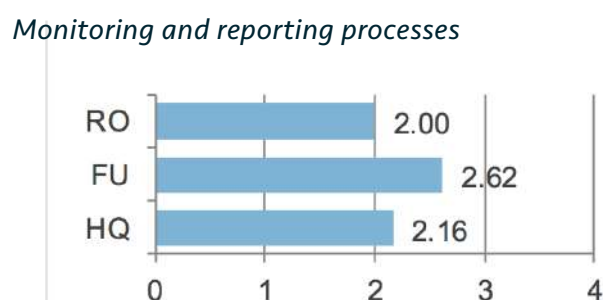
This is also the case when asked about UNV's capacity to implement a number of processes. The capacity to implement monitoring and reporting processes has received the lowest ranking among all processes but again, FUs have a more positive perception than HQ or RO personnel. In fact, the ROs ranked UNV's capacity regarding M&E lowest. This reflects that the creation of ROs has led to challenges with integrating a clear monitoring and reporting process.¹³⁹

Figure 81: How efficient are the following processes at UNV?



Scale: 1 – not at all efficient, 4 – very efficient
Source: CAD's UNV Personnel survey 2017 (Q20)

Figure 82: How efficient are the following processes at UNV?



VOLUNTEER MOBILISATION AND MANAGEMENT (VMM)

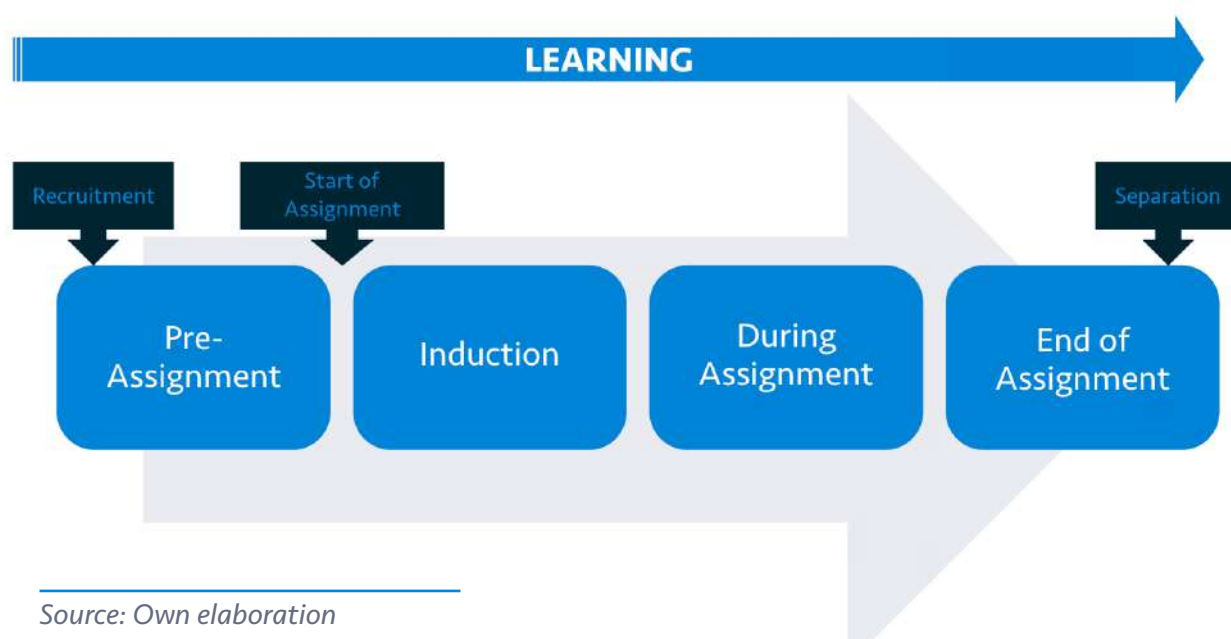
One of the main objectives of the VMM strategy is to improve UNV's volunteer management practice, to ensure flexibility, efficiency, and innovation leading to talented and diverse serving volunteers. This is concentrated in the Volunteer Management Cycle that looks at business efficiency and the effectiveness of UNV services. The Volunteer Management Cycle (VMC) describes the different steps of the volunteer experience from their first contact with the organisation until their reintegration into their respective home country.

This chapter aims to analyse to what extent the recruitment and deployment processes of the international and national volunteers have been efficient and to what extent the learning processes have been effectively integrated into the VMC.

¹³⁹ In this regard, it is important to note that since December 2016 the ROs have been requested to mobilise volunteers, so they are also involved in the Volunteer Mobilisation and Management (VMM) process.

4.3.7 Implementation of processes and policies

Figure 83: Volunteer Management Cycle



RECRUITMENT AND DEPLOYMENT PROCESS

The 2014-2017 UNV investment aims to streamline VMC processes to ensure that the host agencies receive volunteers in a timely manner and with the assurance that both host agencies and UN Volunteers receive high quality services from UNV.

There are five indicators in the IRRM established to measure the efficiency of the UNV recruitment and deployment processes. The level of achievement and the challenges identified regarding the measurement of each indicator are explained in the table below.

Table 15: Level of achievement of the four IRRM indicators and the challenge identified to measure them

INDICATOR	LEVEL OF ACHIEVEMENT	CHALLENGES
Average time to submit potential volunteer candidates to partner UN entities (upon approval of a volunteer description of assignment).	Partially achieved. The average time identified in June 2016 was 20 days, but no data for December 2016 was provided. The target for 2017 is 14 days.	For international UN Volunteers, its achievement always depends on how quickly different players like VRR, FUs, DPS and PPS who are involved in the process respond (responding time ranges from 3 days to 6 months).

4.3.7 Implementation of processes and policies

INDICATOR	LEVEL OF ACHIEVEMENT	CHALLENGES
Percentage of UN Volunteer candidate selections (excluding Fully Funded UN Volunteers) accepted by partner UN entities at first submission.	Achieved	<p>It is important to consider that the delays of UN agencies in the interviewing process can also lead to the necessity of the re-submission of candidates, this is especially true for good ones who do not wait when the process takes too long. In these cases, UNV is obliged to change DoAs and to start the process again. There are also challenges identified when the DOA is changed or there the requirements of the post changes which also leads to the need of resubmitting the candidature.</p>
Deploy a UN Volunteer (upon confirmation of a selected candidate from the partner UN entity).	<p>Not achieved.</p> <p>In 2016, the average time was 65 days while the target for 2017 was 42 days.</p>	<p>The challenge of this indicator covers multiple phases:</p> <p>a) The selection process: the success of the selection of UN volunteers also depends not a on external factors like the time UN agencies take to interview the selected candidate. Sometimes they have already identified a good candidate but because of process delays the candidate might not be interested any more at the time he/she is approached for a final approval.</p> <p>b) The deployment process (after recruitment and selection): visa issues and nationality of candidates sometimes cause delays.</p>



4.3.7 Implementation of processes and policies

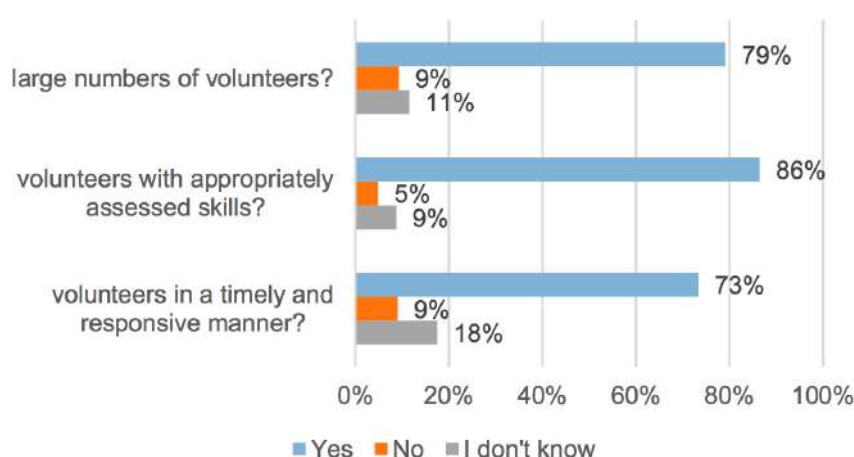
INDICATOR	LEVEL OF ACHIEVEMENT	CHALLENGES
Percentage of female UN Volunteer candidates proposed to UN entities	<p>Not achieved.</p> <p>The percentage achieved in 2016 was 44.46%. This ratio was a significant improvement from 2015 to reach the target of 50% for 2017. (40% in 2015 and 33% in 2014).</p>	<p>It is important to highlight that in assignments in non-family duty stations it is especially challenging to reach the target. There are also professions which are by nature gendered. The capacity to attract women might also be limited by the VLA and the family allowance which in some cases is considered not to be enough to pay school expenses in some family duty stations.</p>

RECRUITMENT AND DEPLOYMENT PROCESS OF INTERNATIONAL AND NATIONAL UN VOLUNTEERS

Despite the fact that not all the previous IRRM indicators related to the recruitment and deployment processes have been achieved, overall, there is a very good perception inside and outside the organisation of UNV. Internally, the recruitment and deployment processes are rated as the most efficient.

Externally, partners also have a positive perception on the capacity of UNV to mobilise volunteers in a timely and responsive manner, including large numbers of volunteers. The majority think that UN Volunteers have appropriately assessed skills despite some exceptions existing, and some critical voices have mentioned delays in deployment or varying adequacy of volunteer profiles for the assignments. The recruitment and deployment of a high number of international volunteers for emergencies is valued as positive by partners as they are deployed very quickly. One good example has been the quick deployment of UN Volunteers during the Ebola crisis. However, UNV also faces challenges as there are no mechanisms that facilitate the fast mobilisation of UN Volunteers in emergencies without affecting other recruitment activities. When facing an emergency, VRRS concentrates all resources on that one project, which is not efficient. To mitigate this challenge, VRRS is working with PPS to compile profiles specialised in emergencies with the aim of tagging and identifying them pre-emptively. This should facilitate rapid deployment when emergencies arise.

Figure 84: Do you think that UNV has the capacity to mobilise...?



Source: CAD's UNV Partner survey 2017 (Q20)



4.3.7 Implementation of processes and policies

UNV released three new applications during 2016-2017 – VMAM, eRecruit-eHire, and eServices. The Volunteer Management Application Module (VMAM) was released on 2nd May 2017 with the main objective to streamline and speed up VM processes to ensure timely deployment of UN Volunteers with high quality service for requesting/host agencies and UN Volunteers – based on a VMC review in 2014-2015. This new recruitment system for international UN Volunteers has provided improvements like search engines, simplification and streamlining of business processes, better access to information for applicants, standardized DOAs, automated workflows and reduced administrative burden. However, doubt has been expressed among personnel whether it will actually improve timings due to the different interdependencies with different players.

UN agencies have also started requiring new profiles that combine different skills, resulting in more complex DoAs and more difficulties to find adequate candidates. This has led UNV to increase the number of advertisements (by around 10%) through social media because sometimes the recruitment database cannot cover the requested posts.

During the recruitment process, UNV faces difficulties in keeping the commitment of the international candidates. Sometimes candidates are no longer available when the formal offer is provided and this requires the need to continue with more consistent follow-up contacting of the candidate until the process is finished.

UNV has also installed the eRecruit-eHire system following a pilot in Kenya, Vietnam and India. It is a new recruitment and hiring tool for the deployment of national UN Volunteers that was released on 1 June 2016 following the global release of the eRecruit-eHire by UNDP. The tool aims to improve access to information for applicants through the Candidate Gateway so they can apply and track their application online. The system also provided automated workflows and reduced administrative burden to FUs. By allowing external access, it facilitates the management of offers and transfer of data to HCM (Human Capital Management) (for new hires and reassignments) to help streamline the hiring process and interaction with the hiring managers in the UN host entities.

The eRecruit-eHire system was initiated following a series of UNV personnel training sessions. In 2016, 300 UN Volunteers were recruited via eRecruit-eHire in 78% of UNV Field Units. Although the system brings many advantages, for some FUs it has also led to implementation challenges. While some interviewed PAs perceive the benefits of the e-recruitment, others are still struggling with the new system and mentioned a need for more training and support. It was also stated by some FUs located in countries with low internet access that the online system poses a challenge to recruitment, as potential candidates cannot always access it. UNV has tried to overcome this challenge by providing access to internet in the FU office. In addition, a challenge is seen in the requirement of applicants to create their profiles in English. FUs affected by these challenges propose that UNV should remain flexible in the use of the system and allow for alternative offline processes if deemed necessary by the FU.

UNV also released eServices application on 21 November 2016. The application supports contract management of UN Volunteers and allows volunteers and their supervisors to manage leave requests, performance appraisals, payslips viewing, access to identity and emergency information.

In addition to these technical improvements, the conditions of service for national UN Volunteers have recently been reviewed and launched in February 2017. Additionally, UNV has started to include nationals of other countries residing in a third country with legal refugee or stateless status as national UN Volunteers. This change in the conditions of service has been positive, as it has opened new opportunities for mobilisation. FUs in countries like Lebanon have benefitted since they can recruit Palestine refugees as national Lebanese UN Volunteers. This has allowed UNV to start a pilot partnership with UNRWA. As a result of this collaboration, 106 nationals were deployed, many of which are Palestinian refugees.

The international UN Volunteer Conditions of Service have also been reviewed with the aim to improve internal processes and capacities that had not yet been addressed in the organisational change process initiated in 2009-2010, including conditions of service for international UN Volunteers.





4.3.7 Implementation of processes and policies

LEARNING PROCESS

The capacity development and learning processes for the UN Volunteers are considered a central element that should positively impact the volunteer experience and engagement. With an adequate learning implementation process, UNV can then be recognised as an agency that motivates volunteers and stands out from the others.

The learning process is integrated in the UN Volunteer Learning Strategy and is developed around the VMC. The strategy was designed to accompany volunteers during their assignments in UN host agencies. It established the need to ensure that conditions of service (COS) and descriptions of assignments (DoAs) reflect the importance of learning. The volunteer learning policy establishes that the host agency is the primary responsible to ensure UN Volunteers are given the relevant training to perform their duties, including access to online learning platforms, when applicable. This responsibility is incorporated in the MOUs and refer to the learning policy. The responsibility for a learning plan is with the host agency. Evidence would be for example that the MOUs signed with host agencies include a requirement to support the UN Volunteers in their learning.

In general, 96% of UN Volunteers have reported a positive experience regarding learning through the annual volunteer surveys, with male volunteers showing a higher satisfaction than female volunteers (98% male vs 93% female). The volunteer assignment and learning opportunities provided are generally reported to be valuable for personal and professional development at the end of assignment. However, it can be observed that the percentage decreased from 96% in 2015 to 87.8% in 2016 for male responses and from 93% in 2015 to 88.9% in 2016 for female responses.

From the interviews conducted with UN Volunteers, there is a general perception that some learning aspects could improve and that the learning funds are not sufficient to cover their needs. Interviewees would like to have more flexibility and be able to transfer the learning funds that have not been used in one year to the following year which would give them a greater budget to seek learning possibilities. Further to this, learning is not consistently done or applied within the host agencies and, depending on the host agency, some UN Volunteers cannot tap into their agency's learning resources.

When considering the different phases of the VMC, some positive aspects and challenges have been identified by the UN Volunteers interviewed during the evaluation.

- **Pre-assignment:** Communication and information provided during the Pre-assignment phase, where volunteers receive online tools, material and courses is generally well valued. There were some volunteers that highlighted the need to provide more detailed information about the country where they were going to be deployed.
- **Induction:** Volunteers positively valued the role of the FUs during the induction phase saying that they were generally supportive. However, it was noted that the induction package is focused on HR aspects rather than on the volunteerism aspect. Some of the volunteers did highlight the lack of a robust induction process. In addition, they stressed the need to ensure that the host agency be ready to receive a UN Volunteer. Some of the volunteers also received a generic induction programme by UNV headquarters which was considered by some as generic and superficial. Volunteers argued for the need to have an induction process much more focused on their country of assignment.

The induction and learning process of the POs was also perceived in some cases as a challenge, especially when they were to fill in a position that had remained vacant for some time. When new POs arrive, there is much expectation on them at country level and they need at least two months of adaptation and support in order to fully comply with the responsibilities.

It is worth mentioning that some of the UN Volunteers interviewed in Peacekeeping Missions where there was no UNV Field Unit did not receive an induction course. This was the case, for example, in the Somalia Peace Mission where UN Volunteers were not adequately introduced to their assignments neither from the personnel within the Mission nor from the PO, as that position was vacant for 6 months.¹⁴⁰

¹⁴⁰ For more information on UN Volunteers in UN Peacekeeping Missions, see the case study on this topic in the Annex of this report.

4.3.7 Implementation of processes and policies

- **During assignment:** Volunteers also provided a good evaluation of the support given by the FU during their assignments. In general, they positively valued the availability of UNV personnel to receive and deal with questions. However, in some cases it was highlighted that the overload of work in the FUs caused a delay or in some cases complete lack of response to some of the questions raised. Nevertheless, in those cases the UN Volunteers could turn to UNV HQ in Bonn. In addition to these issues, volunteers identified the need to have more exchange spaces for UN Volunteers at country level.
- **End of assignment:** End of assignment was considered generally positive. However, some of the UN Volunteers interviewed do not see a great potential for career development. Whereas most interviewees highly value the experience due to the level of responsibility given within the host agency, most agree that there is little chance to get or to assume a new position within the organisation. Additionally, some of the UN Volunteers perceive that UNV does not actively encourage or support recruitments of UN Volunteers for international posts, neither internally at UNV nor externally within other UN agencies. UN Volunteers tend to see the assignment as an entry point into the UN System, although there is not a corporate mandate in UNV that states so.

4.3.8 ADMINISTRATIVE FINANCIAL MANAGEMENT PROCESSES

UNV has improved its operational efficiency as the percentage of total UNV expenditure related to management activities (Management Efficiency Ratio) was reduced from 11% in 2013 to 8% in 2016 achieving the target set for 2017. Procurement services were even improved beyond the targets for 2016.

UNV has also strengthened its organisational financial management through the implementation of a fully integrated budget, with both institutional and programme resources incorporated. Although UNV manages a fully integrated budget, funds are administered by different units and the finance unit is responsible for compiling all the information according to the following structure:

- The core institutional funds are administered by the Finance Unit
- FF and YTF funds are administered by PCS
- SVF funds are administered by RMSS
- JTF funds by the Partnership Unit

In general, the functioning of the finance and administrative processes are well perceived by UNV personnel, although FUs have a much better perception than RO and HQ levels.

Figure 85: Rating on how efficient the financial processes at UNV are at UNV?

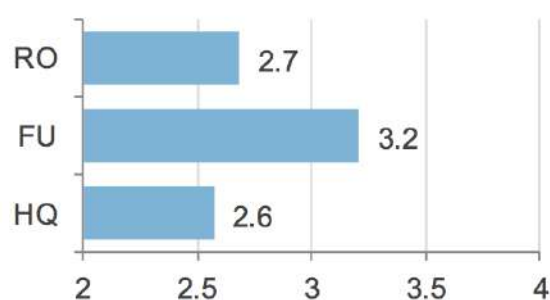
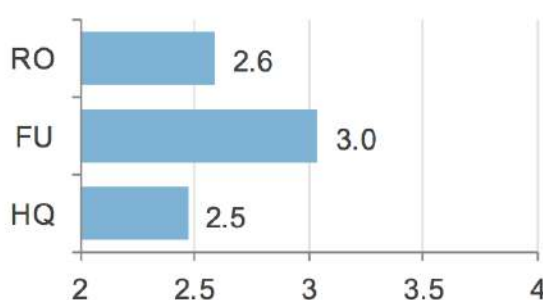


Figure 86: Rating on how efficient the administrative and procurement processes at UNV are

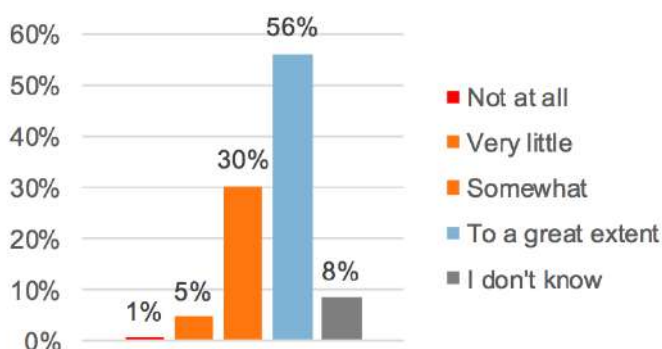


Scale: 1 – not at all efficient, 4 – very efficient
Source: CAD's UNV Personnel survey 2017

4.3.8 Administrative financial management processes

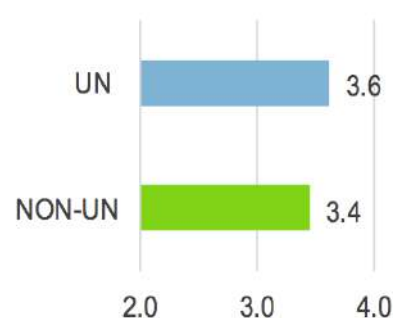
Additionally, more than half of the partners surveyed (56%) perceive UNV as a flexible and cost effective resource, although there is still one third of the partners surveyed (36%) that think that there is room for improvement on the issue, especially regarding recruitment and deployment delays and the varying adequacy of volunteer profiles for the assignments. Some additional steps have been included in the recruitment and deployment processes and there are more people involved which produces longer and more bureaucratic procedures. UN partners have a slightly better perception than non-UN partners regarding the cost effectiveness and flexibility of UNV.

Figure 87: To what extent to do you perceive UNV to be a flexible and cost-effective resource for UN peace and development interventions?



Source: CAD's UNV Partner survey 2017 (Q19)

Figure 88: Rating average of the UN and non-UN partners regarding flexibility and cost effectiveness of UNV



Scale: 1 – not at all, 4 – to a great extent

UNV has also advanced in concluding phase two of cost calculation and the recovery exercise. The data collection for this round focused on DPKO/DFS/DPA funding sources to allow a better and deeper understanding of the effort and significant factors involved in volunteer management activities during the peak season for mission volunteers. The 16 DPKO missions' payrolls were successfully migrated to Atlas. However, this migration brought some disadvantages for UN Volunteers as they are now charged an extra banking fee when transferring the VLA. Previously, the agency paid UNV or the UN Volunteers directly, now they are paying both through UNDP. Due to this detour, the payment process through Atlas has become lengthier and more cumbersome and has generated payment delays to UN Volunteers.

Added to this, some issues have been identified for ROs that face financial challenges because their office costs end up being very high due to extra charges incurred for every service by UNDP. Cost recovery works differently for FUs where UNDP charges a fixed 10%.

4.3.9 COMMUNICATIONS, KNOWLEDGE MANAGEMENT

A) COMMUNICATIONS

The purpose of the Communications Section is to promote volunteerism for peace and development and to safe-guard the organisational reputation. All UNV personnel play a role in communicating about UNV so it is a cross cutting area which is implemented at global, regional and field level. The Communications Section is located at HQ. It collaborates with ROs and FUs to collect information from the field and put together communication products. HQ elaborates an annual communication plan that is shared each year with FUs and ROs together with the branding guidelines.



4.3.8 Administrative financial management processes

The communication of the UNV programme has specific target audiences that primarily include the main strategic partners, but also the general public and the UN Volunteers. The communications strategy sets out how UNV communicates externally about its services, the results of its work, as well as the benefits and potential of volunteerism. However, it has been challenging to define a clear UNV narrative about the added value of the organisation. The big challenge for UNV has been defining more clearly if they want to focus their message on HR solutions or on the added value of volunteerism. Some ROs like Asia have focused their communication message on volunteerism rather than on volunteers since this approach is considered to better connect with and engage people. However, UNV also produces strategic communication and marketing materials for UN volunteer mobilisation (including OV) and global programmes. This specifically includes new FU communication and marketing packages for mobilising volunteers.

"Communications should give data on what the volunteers have finally achieved and contributed to"¹⁴¹

Communication has been more focused on volunteers' stories and there is the perception that clearer messages and more robust data is needed to be able to communicate on results. This also highlights the need to improve monitoring and reporting processes in order to show evidence. UNV recognises the need to create targeted communication for each partner although until now this is often done on an ad hoc basis.

Despite this, the Communications Section has started to work more closely with personnel who manage partnerships and they have started to focus on key partners and specific projects, for example UNICEF (in cooperation with ONY). The communications strategy also stresses the importance of UN Volunteers as the organisation's face – and best advocates. However, there is a general perception that UNV does not take advantage enough of the UN Volunteers that are deployed in UN agencies to promote results in advocacy, outreach and partnerships, or to communicate about the UNV's added value. Volunteers often just communicate what their position is with the host agency, without promoting themselves as UN Volunteers. UN Volunteers recognise their limited engagement in advocacy work due to time constraints. On the other hand, the large network of former volunteers constitutes an opportunity to advocate for UNV and volunteerism. UNV discussed creating a former UN Volunteers Network in 2012. However, the Senior Management Team (SMT) decided at that time that it was not the moment to take this project forward and it ended with the expectation that the business case would be revisited in the future. However, until today the former volunteer network project has not been re-examined by UNV.

During the evaluation period, UNV implemented a repositioning of the brand and launched it in 2016. This rebranding included messaging, visuals and the launch of the new website. The IRRM milestone target for 2016 (3,100,000 sessions/visits to the UNV website) was almost reached in 2015 (3,063,735). However, in 2016 numbers dropped to the level of 2014 (2,781,166).¹⁴²

According to the expectation included in the IRRM, the launch of the new UNV website in October 2016 was supposed to increase traffic significantly, but recent numbers (until March 2017) show that this has not been the case. Instead, numbers dropped in November 2016 by 20%, but recovered in the following months. The drop in numbers of visits right after the launch of the new website is not an unusual phenomenon as technical issues and search engine ranking can temporarily affect the visibility of the website.

All global UNV social media channels have increased their numbers of followers with great success: UNV achieved a growth of far more than double their previous number of followers on Facebook, Twitter, LinkedIn, YouTube and Instagram, counting 54,400 Twitter followers and 876, 609 likes on Facebook in May 2017. Therefore, the target of 320,000 UNV Facebook followers has long been surpassed with a growth rate of 224.89%. These channels are managed at the global level, although there are several FUs that have initiated their own Twitter activities as well as their own Facebook communications. During the evaluated period, UNV was also present in conventional offline media including three TV interviews, 14 print interviews and 12 international day features.



4.3.9 Communications, knowledge management

Almost 50% of the personnel who participated in the survey think that UNV is somewhat effective at promoting and communicating volunteerism, and 25% even think that it is very effective, but 21.6% only consider UNV to be slightly effective. FUs personnel have a better perception than ROs and HQ when rating communication on volunteerism.

At regional level, there are only two regions that have a focal point for communication. In Panama, the focal point was a UN Volunteer whereas Bangkok hired a JPO. Overall, there is also a lack of clarity concerning the role of the ROs regarding communication due to the evolving role of the ROs themselves. PMs are also in contact with the Communications Section and sometimes FUs contact HQ directly through the PM without consulting the ROs. Some regional offices like Bangkok and Panama release regional newsletters to reach out to partners and share what UNV is doing at regional level. Asia focused its communications on UN agencies while Latin America and the Caribbean shared it with other strategic partners. The newsletters typically contained stories from the field to showcase what UNV does in the region, including events and other activities. HQ created the design template but each RO is at liberty to manage it freely, namely deciding on content and the frequency of publication. Regions perceive the need for more targeted communication products that reflect the reality and the programmatic priorities of each region.

The UNV communication strategy from 2015 recognised the need to adopt a process to more effectively manage the online presence of the FUs in order to promote a consistent brand. In 2015, eleven FUs had their own web pages hosted by UNDP country websites, or websites that were hosted independently. Some FUs initiated their own activities, such as using their own social media accounts (as mentioned above) or producing communication materials with the support of Online Volunteers (Ivory Coast) or University Volunteers (Myanmar). Some FUs also produced newsletters to share with partners. However, usually POs and PAs have a high workload and do not have enough time and capacities to invest in communication efforts.

KNOWLEDGE MANAGEMENT WITHIN UNV

While some organisational initiatives have been initiated to promote knowledge management regarding volunteerism, especially through the production of the SWVR and other publications, there is no evidence to demonstrate a systematic approach to knowledge management within the organisation.

Before the VKIS staff reduction in 2016 there were some internal knowledge sharing initiatives in the context of the Post-2015 project (e.g. the consolidation of practices for influencing purposes, developing issue briefs, toolkits, and the use of communities of practice to some extent). However, after the organisational change in 2016 there was a reduction of efforts to systematise best practices within the organisation. The main weaknesses identified lay in managing the knowledge produced in a systematic way and ensuring there are mechanisms to make it available. Part of the challenge is that too much has been produced to be managed with UNV's capacity. In addition, there have been no best practices that encourage FUs to better exchange knowledge and information at the regional and field level. Individual PMs hold regular meetings with FUs to exchange information on current activities and best practices, but this is not a general management requirement and depends on the motivation of each PM.

To mitigate this challenge, some POs have initiated informal contacts with other POs via social media and other communication channels, encouraging knowledge exchange via Twitter and Skype or even by creating WhatsApp groups. These types of communication tools were also highlighted as being very effective in the Personnel Survey Analysis conducted by UNV in October 2016. According to this survey, respondents highlighted that UNV's intranet is not user friendly and often (technically) inaccessible. The survey stated that the intranet is mainly used to search for documents and work on shared documents but it is not used as a newsfeed or as a source of information on recent organisational developments.

Although the GPs have contributed towards generating knowledge products that reflect the programming area of UNV, they are still limited due to the recent incorporation of the GPs. While UNV has produced branding guidelines for the whole organisation, there are still no guidelines that provide methodological steps to produce content of knowledge products.



4.3.10 EFFECTIVE SYNERGIES AND PARTNERSHIPS

UNV has made strong efforts towards establishing and strengthening partnerships with strategically relevant UN entities, Member States, volunteer involving organisations, youth organisations, regional organisations, international financing institutions, private sector entities and foundations.

The SF noted the need to foster closer partnerships especially with UN agency partners that are closely tied to volunteer mobilisation. It also states that UNV should make efforts to better understand UN entities' needs by "placing UNV closer to its clients /partners". As a result, the partnership strategy envisioned to strengthen partner relations at HQ, the Liaison Offices in Tokyo and New York and at the field level through UNV's network of ROs and FUs. The programmatic approach and the creation of the ROs also aimed to create a stronger regional presence with the programmes and projects, and to build closer ties with the relevant partner UN entities.¹⁴³

The partnership strategy provides a general overview and structure but it lacks clear operational guidelines on how to establish and manage partnerships. Efforts have been made to provide guidance on approaching partners and providing additional resources and tools that are already available on the UNV portal and public website. Additionally, at the end of 2016 UNV elaborated a specific guide to approach and engage with non-traditional partners.

UNV has just finished the draft of a Resource Mobilization Toolkit (RMT) for HQ, ROs and FUs to understand both how to mobilise resources and create successful partnerships with different types of partners. It also provides a Resource Mobilization Action Plan (RMAP) that details a roadmap on how resources may be leveraged to meet the organisation's resource needs, and the necessary actions to meet them. This toolkit has been undertaken with input from across sections within UNV, and with assistance from a consultant. The RMT is currently on hold until UNV's transformation plan is finalised, so that it can appropriately address the new configuration.

UNV has strengthened its strategy to approach partners through the celebration in 2016 of the second UNV Partnerships Forum (PF), "Revitalizing Partnerships: Volunteerism for the Sustainable Development Goals (SDGs)". This forum aimed to understand, strengthen and diversify UNV's partnership base with a focus on programming and financing partnerships. Partners from Governments, UN agencies as well as VIOs, CSOs, academia, foundations and the private sector participated in the forum. According to UNV, the forum was very well received by partners and increased UNV's visibility to existing and new partners.¹⁴⁴

FINANCING PARTNERSHIPS

The partnership strategy stressed the need to concentrate on strengthening three types of partnerships: programmatic partnerships, advocacy partnerships, and financing partnerships. The programmatic and advocacy partnerships are analysed in the effectiveness section of this report, while this section focuses on financing partnerships, more specifically on donor contributions which include bilateral donors, UN agencies, UN-administered Multi-partner Trust Funds, regional financing institutions and private sector entities and foundations

¹⁴³ UNV SF, p.16.

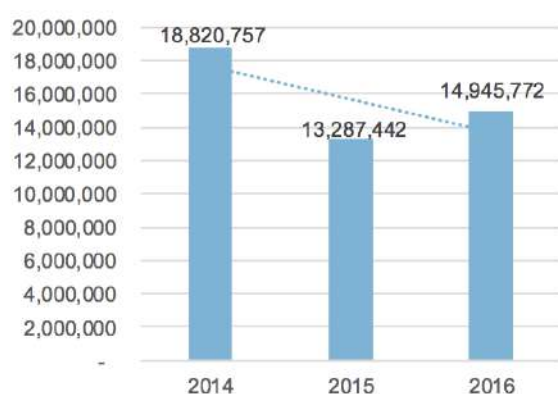
¹⁴⁴ This is based on information from UNV staff. The evaluation team has not received any further evidence on this aspect.

4.3.10 Effective synergies and partnerships

CONTRIBUTIONS OF BILATERAL DONORS, UN AGENCIES, UN-ADMINISTERED MULTI-PARTNER TRUST FUNDS, REGIONAL FINANCING INSTITUTIONS

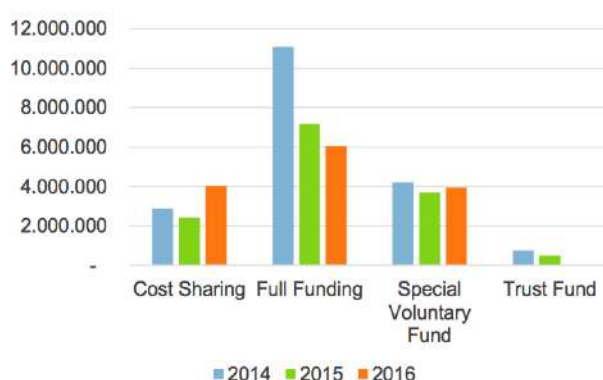
UNV aimed to increase annual contributions to the SVF in order to reach USD 8 million, to increase CS to USD 18 million, the Youth Volunteer Trust Fund to USD 4 million and FF to USD 20 million by the end of 2017, totalling USD 50 million per annum as non-core contributions from partners.¹⁴⁵ However, this target was very ambitious and according to interviewed personnel, based on unrealistic projections. Annual targets were not met and are not expected to be reached in 2017. During the period under evaluation, UNV has signed six MOUs and over 15 Commission Sharing Agreements/Letters of Agreement with different partners and it has mobilised a total of USD 46,713,147 (from 2014-2016). These contributions have been mainly provided by national governments but also by some UN agencies and other funds. Overall, there is a downward trend on resource mobilisation from government partners, which dropped considerably from 2014-2016 and only slightly increased from 2015-2016 but without achieving the level of funds mobilised in 2014.

Figure 89: Resource mobilisation 2014-2016



Source: UNV contributions 2014, 2015, 2016

Figure 90: Funds mobilised by finance modality



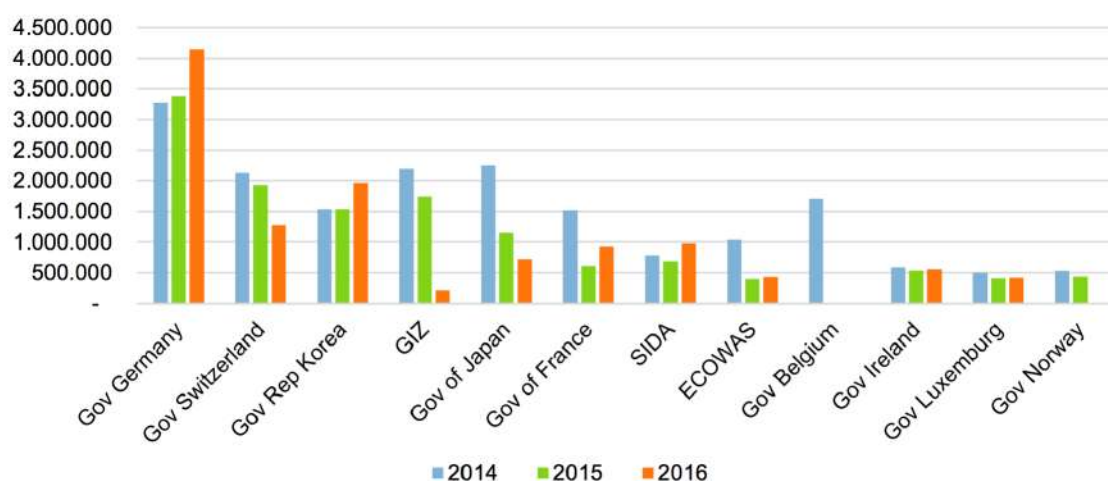
Germany (the Government of Germany and the GIZ are represented as two actors in the figure below) is still the major donor although it has reduced its funds by 20% from 2014 to 2016. The Swedish Development Cooperation has increased its financial contribution and Korea has significantly increased its budget in 2017. Korea has also expressed its desire to explore ways to continue to grow and expand programming. France has also increased its funds from 2015-2016. However, some of the major donors like Switzerland,¹⁴⁶ ECOWAS and Japan have substantially decreased their funding while others like Ireland and Norway have slightly decreased it. The decrease of Norwegian funds has been caused by a shift in the government that has put the decision about future contributions on hold until the end of 2017. Luxembourg is in the status quo.

¹⁴⁵ UNV Partnership strategy.

¹⁴⁶ As mentioned before, the decrease of Swiss funds has occurred because Switzerland preferred to transfer the contribution for the FF intake 2017 in 2015.

4.3.10 Effective synergies and partnerships

Figure 91: Major UNV financial partners during 2014, 2015 and 2016

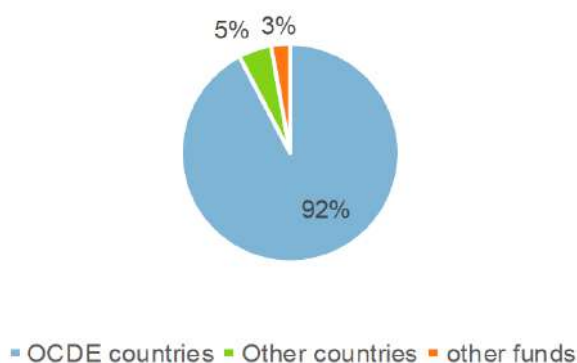


Source: UNV contributions 2014, 2015 and 2016

The reduction of funding has been caused by several factors including the exchange rate, the refugee crisis, the international context and the economic crisis, which have caused traditional donors to stop, reduce or choose not to increase their funding. Another challenge identified is related to the difficulty that UNV has had in positioning the programmatic area with partners. There is the perception that UNV has more expertise in mobilising volunteers than in programming with the exception of the Volunteer Infrastructure and Youth areas. This is also linked to the implementation challenges that UNV has had, which have not helped to position the programmatic approach in front of partners. Some donors, for instance Germany, Japan, UK, China, and India gave resources for programming, but it has been challenging to convince other donors to support this business area.

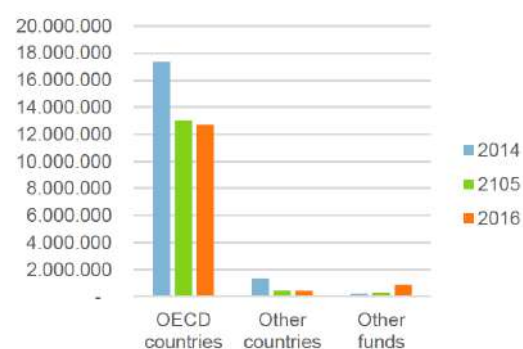
The partnership strategy recognised the importance of approaching non-OECD/DAC high-income countries, notably the member countries of BRICS, G20, G77 and the Arab Gulf Cooperation Council. However, 92% of the funds mobilised still come from OECD member countries, while only 5% of the funds mobilised come from MIC countries like China, Brazil, India or regional organisations like ECOWAS and others. Total contributions made by OECD countries have been decreasing over the years, which stresses the need for UNV to continue approaching more donors from emerging economies like the BRIC countries.

Figure 92: Percentage of financial contributions classified by OECD countries, other countries and other funds



Source: UNV contributions 2014, 2015 and 2016

Figure 93: Funds mobilised from OECD countries and other countries during 2014-2016



On the other hand, if UNV wants to diversify financial partnerships, interviewed UNV personnel identified the need to be more flexible on the pro forma costs for funding partners from the South. For some of these countries, pro forma costs are too high, which is why some personnel think that UNV should be able to adapt to different national economic circumstances to get more finance partners on board.



4.3.10 Effective synergies and partnerships

CONTRIBUTIONS FROM PRIVATE SECTOR PARTNERS

In the partnership strategy, UNV envisaged a strengthening of partnerships with the private sector, encouraging them to contribute voluntarily to the global public good. UNV believes that combining capacities, innovation skills and technological knowhow from the business community will accelerate and improve the efficiency of UNV, while also moving the 2030 Agenda forward.

Considering this interest and several reviews undertaken to adopt the best ways to work with the private sector, UNV developed a guide at the end of 2016 in order to establish closer linkages with the private sector and foundations to jointly advance volunteering for peace and development.¹⁴⁷ This document provides relevant tools and tips on maximising partnership opportunities with non-traditional donors.

UNV has also emphasised the need to diversify its partner base in the RMT that has been recently drafted and that provides guidance to different levels of the organisation (HQ, RO, and FU) on how to approach and engage with the private sector and foundations. This diversification includes other partners such as trust funds, emerging donors, International Financial Institutions (IFIs) and high-net-worth individuals.¹⁴⁸ Despite these recent efforts to approach and engage with the private sector, there is still no fully-fledged programme or modality that supports the work with these types of partners.

During the period of the SF, there have been some initiatives to work with the private sector. On International Volunteer Day 2014, UNV initiated collaboration with an initiative called IMPACT 2030, through a global coalition of private sector leaders and other stakeholders interested in corporate and employee volunteering activities in support of the achievement of SDGs. The collaboration facilitates dialogue and the exchange of ideas, but no specific projects evolved directly from this collaboration.

Until today, UNV has initiated partnerships with companies like Cisco Systems and other private companies.¹⁴⁹ The partnership strategy envisaged the UN Online Volunteering service as a way of leveraging the expertise of large pools of private sector employees through online volunteering. In response to this, UNV launched the private sector OV pilot, Prototype Employee Online Volunteering, which was presented at the Innovation Space Event in February 2016 and received generally positive feedback. Five companies confirmed participation in the pilot (Samsung, SAP, Amadeus, Medtronics and Scope Global) and a MoU was signed with Samsung. Furthermore, 27% of UN Online Volunteers declare themselves as being private sector employees.

At regional and national level, there have been other attempts to approach the private sector but no specific results have been achieved. Panama proposed a concept note to finance young volunteers through the private sector, but it was not approved. In Turkey and Lebanon, there were initiatives with refugees and the private sector. UNV Turkey wanted to include Syrians as volunteers with companies together with UNDP. They approached the private sector, but no concrete results emerged from the initiative. UNV Lebanon started a pilot based on the interest of some of UNV's private sector partners to engage in the Syrian refugee crisis. However, similarly, no end results were achieved as some unexpected challenges emerged and the private sector's demand was not high enough. In India, UNV has started promising conversations with YES Bank but they are still ongoing.

¹⁴⁷ UNV Step-by-Step Guide: Pursuing Partnerships with Non-Traditional Donors.

¹⁴⁸ UNV, Resource Mobilization Toolkit, 2017.

¹⁴⁹ A more in depth analysis of this partnership is included in one of the Case Studies selected for this evaluation. Case studies are included in the Annex of this report.

4.3.10 Effective synergies and partnerships

Overall, and despite some of the efforts undertaken to approach the private sector, a definition of UNV's value proposition for the private sector was missing until December 2016, which hindered the development of successful collaborations with the private sector. The requirement of conducting due diligence to be able to work with these types of partners has made collaboration with new companies and private entities more difficult. However, in the last two years (2016-2017), UNV has made advancements with the design of the UNV Step-by-Step Guide to work with Non-Traditional Donors and the RMT that provides much more specific guidance on how to approach and engage with different partners, including in the private sector, to mobilise resources. This toolkit can provide broader opportunities to UNV to engage with private companies and foundations as well as with other partners, especially at national and regional level, as FUs and ROs are encouraged to be increasingly responsible for overseeing and coordinating resource mobilisation efforts.¹⁵⁰

CAPACITY TO ESTABLISH AND MANAGE PARTNERSHIPS

Partnerships management is decentralised across the different organisational levels (global, regional and national).

Figure 94: Rate the capacity of UNV to establish partnerships at global, regional and local level:

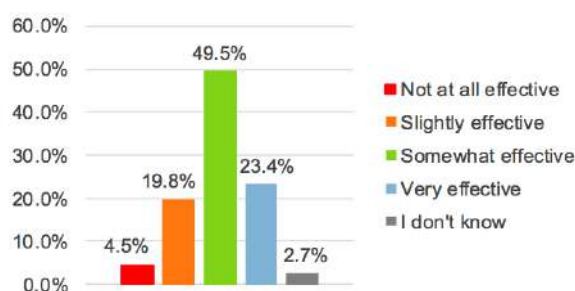
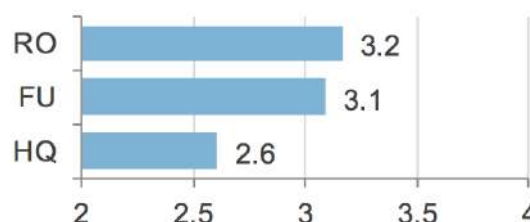


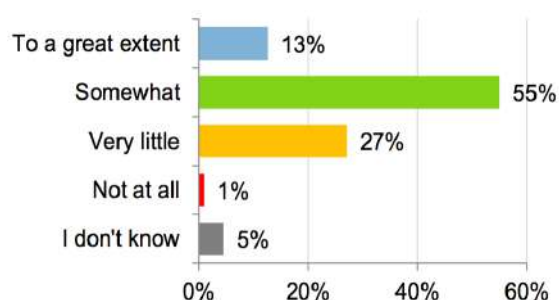
Figure 95: Rating average of UNV personal at different work levels regarding the capacity of UNV to establish partnerships at global, regional



Source: CAD's UNV Personnel Survey 2017 (Q18) Scale: 1 - not at all effective, 4 - very effective

Overall, three quarters of surveyed personnel consider that UNV's capacity to establish partnerships at global, regional and local level is somewhat or even very effective, while 25% think that it is only slightly effective or not at all effective. As is the case with other aspects asked in the survey, ROs and FUs have a better opinion than HQ of the capacity of UNV to establish partnerships. Half of the personnel surveyed also state that UNV communicates effectively to some extent with partners while almost 30% think that UNV does it only to a very little extent.

Figure 96: To what extent does UNV effectively communicate with partners to facilitate the achievement of results?



Source: CAD's UNV Personnel survey 2017 (Q15)

Although UNV has invested some efforts in designing targeted communication products and data snapshots for different UN partners, overall, there is the perception among partners that a clearer communication on UNV's services and added value is needed. Different interviewees have expressed the importance of setting up a clear narrative to position how volunteers can help to achieve Agenda 2030 and support the SDGs. In this regard, UNV has difficulties in highlighting the links between the work of UNV and the way it impacts peoples' lives.

To provide a deeper analysis of UNV's capacity to establish and manage partnerships, it is important to analyse this capacity from different organisational levels in order to understand the challenges that UNV faces on each level and as whole.

4.3.10 Effective synergies and partnerships

AT HQ/GLOBAL LEVEL

To a great extent, partnerships with governments and donors are managed by the Partnership Unit located within PCS. Partnerships with UN agencies that are not located in NYC are managed under the supervision of PCS, but the ones headquartered in NYC are managed by ONY. The partnership strategy identified the need to strengthen ONY to deepen UNV's engagements in intergovernmental processes and to better engage with UNDP headquarters and other New York-based UN entities, Permanent Representatives of Member States to the UN and the United States-based private sector entities, foundations, academia and financing institutions. The SF also envisaged the creation of a UNV Liaison Office in Japan that is integrated into the UNDP Representation Office in Tokyo to enable more strategic joint outreach and stakeholder engagement.

International VIOs/NGOs are now managed mainly by VKIS, while private sector partners are managed by the PU and/or by VKIS when they are linked to innovation activities, but no clear responsibilities have been defined. The following table provides a description of the responsible unit in charge of managing each type of partner, the composition of the management structure and the functions identified.¹⁵¹ It shows that there are a number of staff members from different units involved in the management of partnerships at global level.

Table 16: Partnership management at UNV 

TYPE OF PARTNERSHIPS	DESCRIPTION	RESPONSIBLE	MANAGEMENT STRUCTURE	FUNCTIONS IDENTIFIED
Government partners/ donors	Traditional UNV donors such as Germany, Japan, Finland, Sweden etc.	Partnership unit (PU) in Bonn (within PCS).	Team of 3 people under the PCS section and a focal point in Japan.	The PU manages traditional donors such as Germany, Norway etc., but also tries to diversify and engage new ones, especially BRIC countries. They have a focal point for each country. They also manage the information in-house on best practices for fundraising and on how to enter into agreements with partners. Whenever someone wants to start a partnership they should consult the PU. PU provides a centralized service for advice on partnerships.

¹⁵¹ This organisational structure was set up in 2016, no information has been available to the evaluation team related to the previous structure.

4.3.10 Effective synergies and partnerships

TYPE OF PARTNERSHIPS	DESCRIPTION	RESPONSIBLE	MANAGEMENT STRUCTURE	FUNCTIONS IDENTIFIED
UN agencies	UN agencies that are not located in NYC	PCS (Bonn)	Managed by one person who does not fall under the PU.	This person manages UN partners that are not located in NYC like UNHCR, ILO, WHO etc.
	UN agencies located in NYC	ONLY in New York	Team of 4 staff who depend directly on the Executive Director.	They manage all partners that are headquartered in NYC like UNDP, UNFPA, UNICEF etc. and Permanent Representatives to the UN of Member States and the United States-based, private sector entities, foundations, academia and financing institutions.
Fully funded partners	Government Partners usually who finance UNV assignments	PCS in Bonn	Managed by a Programme team and one Programme Manager who does not fall under the PU either.	FF partners are managed by a programme team who works on recruitment and volunteer management as well as on reporting. The team is responsible for the monitoring of expenditures under the FF projects, the monitoring of the contract management, as well as the monitoring of the recruitment process. They also communicate with FF partners on programme implementation issues

4.3.10 Effective synergies and partnerships

TYPE OF PARTNERSHIPS	DESCRIPTION	RESPONSIBLE	MANAGEMENT STRUCTURE	FUNCTIONS IDENTIFIED
International VIOs and civil society	Advocacy partners	VKIS in Bonn	Managed by the Chief of VKIS.	The chief of VKIS is the person in charge of these partnerships.
Private sector	Companies and private foundations	PU/ VKIS in Bonn	Managed by PU and VKIs.	Overall, there is no clear responsibility for private sector partners: PU manages private sector although VKIS also has relationships with private sector partners as they manage innovation projects.

Source: Own elaboration based on information from interviews with UNV personnel

ONY has allowed UNV to work more closely with other agencies and to perform informal networking. Partners have positively valued ONY's presence since they now have a clear focal point to contact with. The ONY office and the PU provide mutual support to each other on the management of partnerships. However, there have been some work duplications since some of the partners are managed from ONY and at the same time by HQ Bonn (for instance the peace and humanitarian UN agencies).

FUs and ROs have noted internal communication challenges when managing partnerships. When a RO or FU wants to initiate or negotiate a partnership they find that they have different interlocutors in Bonn or ONY depending on the partnerships they want to establish or manage and this does not always help them to work efficiently. On the other hand, it also generates unclear information flows since not all the partnership information managed by FUs is shared with the adequate interlocutors at global level. This demonstrates that there is no centralised information system for partnership management and it also urges the need to create an enabling environment to improve internal communication.

"Too many cooks"; "too many people speaking to too many potential partners"¹⁵²

At external level, this large number of interlocutors at UNV can create some confusion with partners when they have to approach or negotiate with UNV. For example, when one partner funds FF and SVF UN Volunteers at the same time, it has to deal with different people who do not work in the same unit or have the same direct supervisor.

This leads to a lack of oversight of the whole partnership, negatively affecting client management in UNV and is evidence of the need for a more transparent structure. The lack of a clear structure can also limit the capacity of UNV to listen and respond to partners' needs in a very fast and flexible manner. UNV has tried to respond to this challenge by identifying the need for a partnerships platform although this initiative was in the end not approved as there was no business case developed.

¹⁵² Source: Interview with UNV staff member



4.3.10 Effective synergies and partnerships

AT FU AND REGIONAL LEVEL

The SF aimed to strengthen RO and FU to enable effective stakeholder management and partnership building to ensure early engagements in the process of formulating the UNDAFs and joint programming of country-specific and/or thematic projects. However, it created several challenges for the staff/personnel working at these organisational levels.

The following table shows, according to each level (regional and national), the different types of partnerships and the type of management and functions identified.

Table 17: Partnership management at RO and FUs

LEVEL	TYPE OF PARTNERSHIPS	MANAGEMENT STRUCTURE	FUNCTIONS IDENTIFIED
Regional Office	UN agencies, VIOs, Regional NGOs, Government Partners (in some regions),	Regional Manager and five UN Volunteers	Until December 2016, the ROs were responsible for creating and managing programmatic partnerships with UN agencies but they did not have the mandate to mobilise volunteers. This has now changed and ROs have to mobilise volunteers as well. They are also responsible for widening spaces at the regional level for volunteerism as a form of civic engagement, through increased capabilities and regional partnerships with UN and non-UN entities, including South-South, with governments, non-governmental organisations, academia and the private sector.

4.3.10 Effective synergies and partnerships

LEVEL	TYPE OF PARTNERSHIPS	MANAGEMENT STRUCTURE	FUNCTIONS IDENTIFIED
Field Unit	Government Partners, UN agencies, VIOs, NGOs, universities and private sector	One Programme Officer (UNV) and/or one Programme Assistant	They have to ensure a substantive and continuous engagement with UN and non-UN partners for volunteer mobilisation, designing and implementing country programme initiatives within UNV's global programmes, and advocacy work. They also facilitate new and innovative partnerships, including South-South, with governments, non-governmental organisations, academia and the private sector.

Source: Own elaboration based on interviews with UNV personnel

As the table shows, the FUs have a limited capacity to establish and manage partnerships as they are normally managed by one or two people. POs and PAs also have other responsibilities like mobilising and managing volunteers, and programming. The capacity of the FU to create partnerships with UN agencies depends on the capacity of the PO to position UNV in the UNDAF. In this regard, some POs have expressed difficulties in participating in the UNCTs, which limits UNV's contribution and presence. In those cases, the personal relationship with the representative of UNDP/Resident Coordinators needs to be strategic in order to be able to position UNV in these meetings. Most of the FUs have also been actively participating in Volunteer National Networks or National Volunteer round tables.

ROs have a larger structure with the regional manager (a P4) and the presence of four or five UN Volunteers who manage each one of the programmatic areas. ROs have been successful in approaching and creating partnerships with UN agencies at regional level but also in some regions with governments, regional VIOs and regional NGOs. The GPs have become an opportunity for UNV to approach UN partners and propose new forms of collaboration through the implementation of joint projects. Some ROs have also participated in regional volunteer networks with other VIOs and volunteer NGOs and have positioned UNV as a relevant regional actor in the area of volunteerism. The geographical proximity to other UN regional offices and the proactivity of the Regional Managers have contributed to maintain and strengthen these partnerships. However, ROs have not taken the opportunity fully to mobilise volunteers through these programmatic partnerships as up until December 2016, the institutional mandate for ROs was only programming and not mobilisation.

On the other hand, the RMT, although it is still a draft, provides more guidance on partnership management, especially for the FUs and ROs. While RMT proposes to keep the PU as the unit that oversees the development of new UNV financing relationships including: a) establishing engagements; b) assigning financing modalities; and c) determining legal agreements, it also expects the ROs or FUs to continue leading, engaging and building UNV partnerships with local and regional partners. However, the RMT establishes that when these partnerships involve developing new financing modalities and testing new partnerships in the field, the FUs and ROs should also liaise with the thematic focal point at HQ, in consultation with the PU, which leads the support for UNV's legal agreements.¹⁵³

¹⁵³ It is important to highlight that the RMT is on hold until the UNV Transformation Plan is finished which means that its content can be changed once this process finishes.

4.4 SUSTAINABILITY OF RESULTS

The following chapter takes a closer look at the question of whether the results achieved under the SF are likely to be sustained, examining the limiting and enabling factors that influence UNV's ability to sustain results. This relates to the extent to which the outputs and outcomes of the SF are likely to be sustained beyond 2017, while considering the capacity required for maximising results in the future and minimising any limiting factors and risks. This section also assesses the extent to which sustainability issues have been addressed in the SF design.

4.4.1 KEY FINDINGS

EVALUATION QUESTION	SUB-QUESTIONS	KEY FINDINGS
Are the results of the UNV contributions under the SF, including global programmes, likely to be sustained?	If any outcomes/ results have been achieved, have they been or can they be expected to be sustained?	<p>Overall, UNV has produced important results in the two programmatic outcome areas. Whether UNV will be able to sustain these results depends on a number of internal and external influencing factors:</p> <p>26. UNV is well positioned in the UN system and is valued by partners for its credibility and quality services: 93% of UN agencies and 81% of non-UN partners state that their collaboration with UNV has led to sustainable results. Partners are generally satisfied with the UN Volunteers' high motivation and technical expertise.</p> <p>27. UNV is making efforts to set up adequate management arrangements to engage and motivate personnel to be committed and work towards common goals, to avoid duplication of tasks and improve internal communication flows among different organisational levels. However, these efforts have been implemented only recently and results cannot be assessed yet.</p> <p>28. UNV is a small organisation and as such has limited capacities to implement large-scale strategies. In that sense, the SF with its intensive investments and changes might have been too much for UNV to cope with all at once while at the same time having to strengthen efforts for increasing the business volume.</p>

4.4.1 Key findings

EVALUATION QUESTION	SUB-QUESTIONS	KEY FINDINGS
Are the results of the UNV contributions under the SF, including global programmes, likely to be sustained?	To what extent have synergies been established between different programme areas and/or partners?	<p>29. Declining budgets of UN entities and governments as well as increasing competition from other organisations can lead to lower demand for UN Volunteers and to having less resources available for implementing joint projects, thus threatening the continuity of UNV's work. At the same time, UNV highly depends on three key partners for most of its volunteer deployment, and demand for UN Volunteers depends largely on events that UNV cannot control.</p> <p>30. UNV faces challenges especially in the area of M&E and knowledge management limiting both internal informed decision-making as well as effective external communication and advocacy.</p> <p>31. UNV has the potential to respond to partners' needs in a flexible manner. However, weak communication with partners limits the organisation's ability to fully leverage this potential. This is especially the case on the field level where an unfinished decentralisation process and low capacities limit UNV's ability to engage continuously for better mobilisation and advocacy purposes.</p> <p>32. Most of the limiting factors that hinder sustainability when pursuing results can be addressed by UNV through improving internal bottlenecks, while a few such as macroeconomic developments or dependency on external events can only be indirectly mitigated.</p>



4.4.2 EXTERNAL AND INTERNAL ENABLING AND LIMITING FACTORS

An assessment of the potential sustainability of the SF results and the analysis on whether these results have the potential to be sustained by the organization can be linked to two main levels: external and internal factors that influence the likelihood that the results of the SF will be maintained in the future. Considering the two outcomes of the SF, there can be factors that positively contribute to sustainability, and other factors that constitute challenges.

To date, although a number of IRRM indicators have not been met or goals that have only partially been achieved, UNV has produced important results in the two programmatic outcome areas. It must be considered in this regard that key targets have been set too high for UNV to be able to achieve them. In an overall increasingly challenging environment with less funding available and more competition, it can be positively highlighted that UNV has managed to maintain numbers stable – both on volunteer mobilisation and on the overall resources for the organisation. While a stronger increase would be desirable for UNV to reduce financial risks in the future, it also needs to be said that the time to “turn things around” under the SF 2014-2017 has been quite short. The extensive strategic thinking process at the beginning of the SF period has left only 3.5 years for implementing the different strategies. UNV also had to go through a learning curve for different processes, for example, the elaboration and approval of concept notes and project documents for programming, the country scan exercise or reporting on all IRRM indicators, which is still challenging for the organisation. Thus, some results might materialise only in the future and could not be captured by this evaluation. Through its activities under Outcome 2, UNV has laid a solid foundation for UNV's future positioning as volunteerism has been widely recognised by partners as an important means for achieving sustainable development, and has been successfully integrated in GA resolutions that provide entry points for UNV to develop partnerships for mobilisation and programmatic work. In addition, UNV maintains important partnerships with governments, UN agencies, civil society and academia to strengthen knowledge around the contribution of volunteerism to peace and development and it has also implemented various joint projects to strengthen the integration of volunteerism into national and regional frameworks.

Regarding enabling and limiting factors for sustaining these results, it needs to be highlighted that most of the risks defined in the TOC for Outcome 1 had been adequately defined and in fact have come true, especially the insufficient funding from UN entities for UN Volunteers, including the youth modality. The risk that necessary partnerships and resources for UNV joint programmes and projects would not be forthcoming has also partly occurred. In contrast to this, the third risk that was considered to pose a threat to UNV concerning its inability to meet the diverse demands of partners with the types of volunteers it offers has not materialised to a worrying extent. However, regarding the first risk, UNV has not sufficiently implemented the foreseen mitigation measures. For example, UNV has not broadened its partnership base as anticipated to compensate for overall decreasing budgets.

Regarding Outcome 2, the first risk, “Post-2015 development framework does not include acknowledgement of the role of volunteerism and resistance could therefore be found at all levels to open the space for citizen volunteer action” has not materialised, as UNV has successfully performed advocacy work to include volunteerism in the post-2015 agenda. Regarding the other two stated risks¹⁵⁴, it has not been possible to verify them within the scope of this evaluation.

Complementing the factors mentioned in the TOC statements, the consultants have identified the following internal and external factors that can enable or hinder the sustainability of results:

¹⁵⁴ The other risks are: “Resistance is found in global, regional and national fora to open space for citizens to voluntarily mobilise in peace and development activities.”, and “Success factors such as gender equality, inclusion and accountability are not sufficiently addressed in national frameworks, volunteerism infrastructure, volunteering schemes, etc.”

4.4.2 External and internal enabling and limiting factors

Figure 97: Limiting and enabling factors for sustaining UNV's results

<p>Internal enabling factors</p> <ul style="list-style-type: none"> • Engaged, experienced and committed UNV personnel • High motivation and technical skills of UN Volunteers • Established regional presence and strengthened ONY • Defined RBM processes • Potential to be flexible and innovate in terms of assignment modalities to better respond to partner's needs 	<p>Internal limiting factors</p> <ul style="list-style-type: none"> • Fatigue due to extended change processes and aspirational targets • Strong focus on internal thinking and processes limits implementation capacities • Insufficient capacities at field level, high personnel turnover • Occasionally, lack of some technical capacities at HQ • Bottlenecks in communication between different units and organisational levels • Unfinished decentralisation: unclear roles, overlapping responsibilities and duplication of tasks • Reduced business intelligence and lack of coherent M&E • Weak knowledge management and knowledge sharing • Weak communication with partners
<p>External enabling factors</p> <ul style="list-style-type: none"> • Credibility with partners, ability to quickly mobilise and respond to partners' needs • Well-positioned in the UN system, among Member States and in civil society to promote and integrate volunteerism • UN Reform and Delivering as One opens the doors for greater inter-agency collaboration • SDGs provide new opportunities for UNV to position itself • Changing international context with increased opportunities for South-South cooperation and diversification of partner base 	<p>External limiting factors</p> <ul style="list-style-type: none"> • Declining budgets of UN agencies and Member States • High dependency on few key partners and external events • Partner's insufficient knowledge of UNV's SF and programmatic approach • Weaker positioning at field level for participation in UNDAF • Growing competition from other UN agencies (e.g. UNOPS) • Unclear concept of "volunteerism" creates confusion among partners

Source: CAD elaboration based on desk review, interviews and survey data



4.4.2 External and internal enabling and limiting factors

INTERNAL FACTORS

Regarding the internal enabling and limiting factors, these are mostly related to the aspect of operational capacity and efficiency. On the positive side, UNV has engaged personnel that, despite a certain fatigue and frustration generated through prolonged change processes and perceived pressure to achieve unrealistic targets, stands behind the organisation and is committed to work towards common goals. However, this commitment is challenged by organisational structures that do not facilitate easy communication flows and exchange of information and in turn contribute to creating unclear and overlapping responsibilities. Although UNV is making efforts to set up adequate management arrangements to overcome these challenges, it is still early to assess results. In addition, while the recently established ROs and the strengthened ONY have enabled UNV to better position itself and communicate with partners, the field level still has low capacities due to an unfinished decentralisation process. These low capacities combined with high turnover of POs limit UNV's ability to engage continuously at the country level for better mobilisation and advocacy purposes. While it is seen as a positive step that UNV has created an RBM Framework, UNV still faces challenges, especially in the area of M&E and knowledge management that limit both internal informed decision making as well as effective external communication and advocacy. Finally, while UNV has the potential to respond to partners' needs in a flexible manner, widespread and commonplace weak communication with partners might limit the organisation's ability to fully leverage this potential.

After all, a main limiting factor is seen in UNV's capacity to implement versus the amount of strategic thinking and planning done at the HQ level. UNV is a small organisation and the SF resulted in intensive parallel investments and changes that might have been too much for UNV to cope with all at once while at the same time having to strengthen efforts for increasing the business volume.

EXTERNAL FACTORS

At the external level, factors that enable the sustainability of results are that UNV is well positioned in the UN system and valued by partners for its credibility and quality services. Partners are generally satisfied with the UN Volunteers' high motivation and technical expertise, which substantially contribute to their organisational goals. In this regard, it must be noted that in the partner survey conducted for this evaluation, 93% of UN agencies and 81% of non-UN agencies state that their collaboration with UNV has led to sustainable results.

In addition, developments in the UN system in previous years such as the "Deliver as One" approach and the launch of the SDGs present opportunities for UNV to create closer partnerships and synergies with other agencies, and to position itself more strongly as a relevant actor for achieving sustainable results. Also, while the decreasing deployment of international volunteers is financially disadvantageous for UNV, the increasing demand for national volunteers in a changing international environment opens up new opportunities for UNV to work more on South-South cooperation with emerging economies and MICs. In addition, as national UN Volunteers build their capacities through their assignments, this modality contributes to the sustainability of results by increasing national expertise and skills. UNV has also introduced a combination of international and national volunteers in Peace Missions and projects that foster knowledge transfer from the international to the national level, therefore further contributing to sustainable results. If UNV manages were to leverage these assets well, there would be an opportunity to create further demand with new partners.

On the other hand, a number of external factors can limit the sustainability of results for UNV. First, as UNV already highlighted in the SF, declining budgets of UN entities and governments as well as increasing competition from other organisations such as UNOPS can lead to a lower demand for UN Volunteers and to less resources being available for implementing joint projects, thus threatening the continuity of UNV's work. In addition, UNV currently depends highly on three key partners for most of the volunteer deployment, and demand for UN Volunteers is dependent to a great extent on events that UNV cannot control, such as conflict, natural disasters, epidemics or situations caused by political crisis, in which large numbers of UN Volunteers are often mobilised. When Peace Missions close, for example, numbers significantly decline and cannot be fully compensated for by mobilisation in Development assignments, where fewer numbers of UN Volunteers are required.





4.4.2 External and internal enabling and limiting factors

Some external limiting factors are also linked to internal factors. For example, weak communication with partners can lead to a lack of knowledge of some partners about UNV's programmatic approach, but also about the full range of UNV modalities available, which negatively impacts UNV's growth of the business volume. In addition, some partners do not fully understand which concept of volunteerism UNV stands for. In addition, low capacities at field level can lead to limitations of FUs with regards to their participating in the UNDAF process, which is key to positioning volunteering in the country's development agenda. This presence depends on the ability of the PO/PA to position UNV in the country and the willingness of the Resident Coordinator (RC) to include UNV in the UNCT. As POs are usually UN Volunteers, they are sometimes not perceived to have a position to sit at the same table as staff of other agencies. In these cases, UNV depends completely on UNDP for being represented, and the ability of the PO/PA to network informally with other agencies is key to success. However, the high turnover of POs can again limit the continuity and sustainability of UNV's positioning at the field level.

In sum, most of the limiting factors that hinder sustainability for results can be addressed by UNV through improving internal bottlenecks, while a few such as macroeconomic developments or dependency on external events can only be indirectly mitigated through, for example, diversification of partnerships and development of new business models.



5.

CONCLUSIONS

BASED ON THE KEY FINDINGS OUTLINED ABOVE,
THE EVALUATION TEAM HAS DEVELOPED
THE FOLLOWING CONCLUSIONS

CONCLUSION 1 (BASED ON FINDINGS 1 AND 5)

UNV's SF 2014-2017 with the two outcome areas reflects the organisation's mandate well, and the institutional results statement is relevant in enabling UNV to deliver on the expected outcomes. However, the articulated theories of change lack clarity to fully reflect UNV's contribution. While strategies, programmes and projects are aligned with SF priorities and partners' interests, no regional or particular country's needs assessment is included and the generic nature of strategies have limited their relevance for operationalisation.

TOC statements especially for Outcome 1 and 2 lack clarity in the logical results chain, including the input level, and the link between inputs, outputs and outcomes overall. This has led to the challenge of adequately defining all of the output and outcome indicators in the IRRM in line with the TOC statements. Assumptions are not always relevant to the outputs and outcomes, while most of the risks have been well identified. The SF and global programmes do not provide any analysis regarding regions' or countries' needs and thus has not provided any specific guidance at the field level. Instead, at country and regional level UNV reacts to partners requirements on a case by case basis. While the SF and associated programmes clearly reflect UNV's added value to the UN system and governments as well as societies overall, the value proposition to other types of partners UNV aims to work with, for example the private sector, is not clear. In addition, strategies that should support implementation on SF outcomes have been formulated in a generic way on a global level and thus, while UNV personnel value the SF as a high level guiding document, strategies are low in relevance as implementation tools at regional and field level. Furthermore, while resource mobilisation is one of the key priorities of the SF, and UNV makes use of annual work plans as well as section work plans with targets, a specific resource mobilisation strategy has not been developed to support this aim.

CONCLUSION 2
(BASED ON FINDINGS 2, 6, 7, 13, 14 AND 15)

UNV's SF provided a clear strategic focus and outcome areas that contributed towards positioning UNV as a relevant actor capable of responding to the 2030 Agenda and integrating volunteerism as a key concept that contributes to the achievement of the SDGs.

The strategic positioning of UNV as a relevant actor to contribute to the achievement of the SDGs is reflected in the two development outcomes. Outcome 1 states that UNV aims to provide support to UN entities to more effectively deliver their results through the deployment of highly qualified volunteers and Outcome 2 builds on UNV's previous advocacy work for positioning the organisation and volunteerism in the international development agenda and for supporting the integration of volunteerism into national and regional policies in order to strengthen peoples' participation for the achievement of development results. The majority of partners agree that UNV's services and modalities are highly relevant to their organisations and contribute to the achievement of the SDGs. However, as the SF was designed prior to the launch of the SDGs, there are still opportunities to more clearly reflect how UNV contributes to their achievement. Partners also expressed confusion around the different volunteer profiles, indicating that UNV has not communicated sufficiently on the various modalities it offers. Online Volunteers have been receiving high interest from partners, but UNV has not yet leveraged this modality to market it together with the onsite volunteers and to create a successful business model. While UN partners that implemented joint projects with UNV value the organisation as a partner, overall, UNV's programmatic approach is not yet widely known.

CONCLUSION 3
(BASED ON FINDINGS 4 AND 8-15)

UNV has made important achievements both under Outcome 1 and 2. However, UNV has not met a number of key output indicators especially related to volunteer and resource mobilisation. Some targets defined in the SF have been aspirational and not based on a realistic assessment of the external factors, partners' demands and UNV's capacities to deliver. On the other hand, UNV faces challenges to coherently monitor and report on a number of IRRM indicators, as well as to effectively measure the contribution of its work towards peace and development.

Regarding Outcome 1, 92% of UN entities surveyed confirm that UNV made an effective contribution to their programmes and projects results, while for Outcome 2, UNV reports that 72 countries in 2015 and 44 countries in 2016 made progress in implementing national volunteerism frameworks. These two key outcome indicators show that UNV has been successful in achieving results, although the set targets were not fully met. Nevertheless, the target for Outcome 1 was set at 100%, which is not considered to be realistic. UNV partnership survey results show that partners were already highly satisfied with UNV services in 2014 and in this regard, UNV might have to acknowledge even more its dependency on external factors and find more adequate mitigation mechanisms.

On the other hand, the second indicator for Outcome 1 related to the impacted beneficiaries is not reliable and UNV faces challenges when attempting to accurately report on it. This is also the case with several output indicators included in the IRRM. In addition, there is only a weak link between UNV's work and the indicator for Outcome 2, which makes it challenging to adequately evaluate achievements.

CONCLUSION 4 **(BASED ON FINDINGS 6, 12, 14, 15 AND 17)**

Implementation of programmes and projects under the Global Programmes started late and they have been partially implemented. The GP on Youth has had the highest financial delivery. Programming has not yet been leveraged effectively for volunteer mobilisation. However, according to partners' perceptions and based on information about projects implemented or under implementation, UNV has contributed to the integration of volunteerism in peace and development projects, including in the creation or strengthening of volunteer frameworks at national level. Volunteer infrastructure has been a cross-cutting aspect in all programmatic areas, but this has not been fully understood by partners. Many perceive that Youth and VI are those areas where UNV has core capacities and should find its niche in the UN system.

UNV invested time in the elaboration of Global Programme and Project documents, so that implementation started in 2015 for the areas of BSS, Peace, DRR and Youth, while VI programming was only initiated in 2016. The integration of the programmes into the IRRM is weak, as UNV only reports on "other" volunteers mobilised through joint programmes and projects and on the financial delivery and the integration of gender equality and women's empowerment.

UN Volunteers mobilised through joint programming represent only 2.5% of all UN Volunteers mobilised between 2014-2017, of which almost 50% have been financed by UNV through the SVF. As UNV is not yet fully perceived as a programmatic partner and has few financial resources available compared to other UN agencies, UNV implemented mostly small joint programmes and projects that have not provided sufficient opportunities for mobilising large numbers of volunteers.

Through these programmes UNV responds to partners' requirements and to regional and countries' needs. This alignment is also facilitated by UNV's participation in United Nations Development Action Frameworks (UNDAF) at country level.

CONCLUSION 5 **(BASED ON FINDINGS 26-34)**

While UNV has heavily invested in strategic thinking processes at HQ level, UNV has demonstrated limited capacities to implement large-scale strategies.

In that sense, the SF with its intensive investments and changes might have been too much for UNV to cope with in a relatively short period while at the same time having to strengthen efforts for increasing the business volume. UNV invested approximately 1.5 years on designing the different strategies and programmes, leaving only 2.5 years of the SF period for implementing them. This is considered a short time for the high number of changes in processes and structure that UNV had planned for.

CONCLUSION 6
(BASED ON FINDINGS 7, 19, 24 AND 25)

UNV maintains a positive image among a wide range of organisations at global, regional and national level. Although the SF aimed to broaden UNV's partnership base to reduce dependencies and increase resource and volunteer mobilisation, the achievement has been limited. In the context of overall declining budgets, this poses a risk to UNV's long term financial sustainability. Fragmented partnership management and the lack of a centralised information system has limited the capacity to efficiently respond to partners' needs.

UNV builds partnerships for different purposes that cover all areas in which UNV is active: volunteer mobilisation, financing, programming, advocacy work and research. Regarding finance partnerships, although UNV has initiated a number of new collaborations, the overall number of financial partners and the financial contributions have decreased. Regarding programme partners, there is a high dependency on only three UN organizations that host 80% of all UN Volunteers deployed. On the other hand, UNV has signed six new Memorandums of Understanding (MOU) to increase and better plan volunteer mobilisation with UN agencies. There is a wide range of advocacy partners but they are generally managed in an ad hoc manner. With the aim of better centralising partnership information and better managing partners' needs, UNV planned the creation of a partnerships platform but it was in the end not approved as there was no business case developed.

While the SF and the Partnership Strategy mention that UNV aims to build innovative partnerships with non-traditional partners, UNV did not provide a clear value proposition or partnership approach for each type of non-traditional partner until the end of 2016. This lack of clear guidance for creating new partnerships has jeopardised the achievement of results during the implementation of the SF in this regard.

CONCLUSION 7
(BASED ON FINDINGS 9, 16, 17, 18 AND 20-23)

UNV has made important investments in improving its organisational efficiency; for example, decentralising its organisational structure, in new ICT systems for improved volunteer recruitment, deployment and management; and in brand repositioning and communications as well as the introduction of RBM processes. While these investments have contributed to SF results, the decentralisation process has caused communication challenges and only a part of the planned projects have been approved and implemented meaning the benefits for UNV have as yet not fully materialised.

While the creation of ROs and strengthening of ONY have led to better visibility and improved partner relations, the unfinished decentralisation process has caused communication challenges as well as duplication of responsibilities and tasks. In addition, UNV still faces weak knowledge management and information exchange processes, which limits organisational learning and the capacity to innovate.

On the positive side, UNV has made important investments in improving volunteer recruitment and deployment processes although they are too recent to show results. In addition, the implementation of programmes and projects when in combination with stronger communication and advocacy efforts has brought increased recognition and visibility for UNV as a programmatic partner and has contributed to integrating volunteerism more effectively in peace and development. Regarding RBM processes including improved ICT systems, while advances have been made with the RBM Project, implementation of the RBM framework only started in 2016 and the investment in business intelligence has been delayed so that UNV still faces challenges to implement coherent M&E, reporting and knowledge management processes. Due to this, UNV still faces difficulties in measuring its contribution to peace and development.

**CONCLUSION 8
(BASED ON FINDINGS 3, 6 AND 21)**

Although UNV's mandate is focused on the promotion of volunteerism and the provision of volunteers to the UN system, the organisation faces the challenge of clearly communicating its organisational identity to internal and external audiences. Internally, there is a perceived dichotomy between mobilisation and programming while external partners perceive a gap between the communicated value of volunteerism and the provision of cheap labour. UNV faces challenges demonstrating evidence-based results beyond story telling.

With the introduction of the programming approach, a certain division has taken place where some units/organisational levels embrace the programming approach while others are more focused on mobilisation. This also generates confusion among partners. Additionally, partners perceive that UNV's communication is focused on the value of volunteerism and community based work while on the other hand, UN Volunteers are also deployed to UN offices to perform staff tasks.

Although UNV tries to promote the value of volunteerism through its different communication channels, the organisation does not take sufficient advantage of the potential of the communication and advocacy work that UN Volunteers could do within the host agencies. UNV also does not leverage the community of former volunteers for advocacy purposes. The organisation initiated some efforts related to this that were discontinued.

In addition, UNV does not have sufficient monitoring mechanisms in place to collect evidence-based information on the contribution of the volunteers in their assignments, and this weakens the credibility of communication messages.



6.

RECOMMENDATIONS

BASED ON THE KEY FINDINGS AND CONCLUSIONS,
THE EVALUATION TEAM PROPOSES THE FOLLOWING
RECOMMENDATIONS:

RECOMMENDATION 1: UNV'S RESULTS FRAMEWORK AND THEORY OF CHANGE

Based on conclusions: 1,3, 5, and 7 | Priority: High | Period: Short term

For the next SF, UNV should design clearer and more concise theories of change with a more aligned results framework. The overall logic of the SF should also explain how UNV aims to contribute to the achievement of the SDGs.

The TOC should be more concrete and ideally visualised through a graphic representation showing clear links between inputs, outputs and outcomes. It should be accompanied by a realistic Integrated Results and Resources Matrix (IRRM) that fully reflects each element of the TOC to facilitate monitoring, reporting and evaluation of results. UNV should elaborate an IRRM that contains only valid and reliable indicators that UNV is able to report on, as well as ambitious but realistic targets based on previous analysis of potential partner demands and UNV's capacities. The IRRM should be supported by an M&E plan that facilitates monitoring and reporting processes during implementation. UNV also needs to further work on developing indicators and data collection mechanisms to be able to measure the contribution of UN Volunteers towards peace and development. Overall, the next SF should clearly reflect UNV's ability to provide volunteer solutions relevant to the achievement of the SDGs.

RECOMMENDATION 2: RBM AND BUSINESS INTELLIGENCE

Based on conclusions: 1, 7 and 8 | Priority: High | Period: Mid-Long term

UNV should continue to implement its Results-Based Management (RBM) Framework and pay attention to those elements that strengthen M&E and reporting capacities, as well as knowledge management and information sharing. Further efforts must be made to consolidate data gathering mechanisms that identify valid indicators and appropriate methods to collect data. Business intelligence can complement these efforts through a system that captures and shares business related data to encourage the better use of information throughout the organisation.

A priority should be to integrate different reporting processes and align or streamline different taxonomies and methods that are currently used among different units and organisational levels. This should lead to the ability to better differentiate types of information to be collected (information on volunteer mobilisation and management, knowledge and advocacy and programming, partnerships, among others) and identify appropriate methods to collect this data. Data collection should be streamlined in coherent central databases for key information, preferably by leveraging latest Information and Communication Technology (ICT). In addition, UNV should provide some guidance and templates to the UN host agencies for the creation of work plans that can be used as a basis for reporting on concrete contributions that volunteers make to the organisations' results and the SDGs. This reporting mechanisms could substitute the current performance appraisals and should be done online. In addition, the collection of evidence-based information will allow UNV to complement the currently practiced story telling by an evidence-based communication on the contribution of volunteers.

RECOMMENDATION 3: UNV STRATEGIES AND IMPLEMENTATION MECHANISMS

Based on conclusions: 1 and 5 | Priority: Medium | Period: Short term

Without investing again too heavily on internal thinking processes, UNV should update key strategies and create "light" versions to facilitate the implementation of the next SF.

UNV should think about reducing the number of strategies by combining areas that are complementary like communications and advocacy or partnerships and civil society engagement strategy. UNV should ensure that strategies are accompanied by practical implementation guidelines or tools for the regional and field level to enable operationalisation. Ideally, strategies will clearly reflect IRRM outputs and will be translated into concrete approaches per region. Regional offices should be leading on creating the regional approach with the participation of HQ and FUs.

RECOMMENDATION 4: PROGRAMMING APPROACH AND VOLUNTEER MODALITIES

Based on conclusions: 1, 4, 5 and 8 | Priority: High | Period: Short term

UNV should focus its programming approach on those key areas where partners perceive it to have a key added value and that can be most clearly linked to its mandate: VI and Youth.

Considering that UNV has made strong communication efforts over the past years to inform partners about the five GP, which have generated considerable interest of some partners, UNV needs to be careful how this more focused approach will be communicated. In addition, UNV should remain flexible to respond to partners' programming needs. A good approach might be to see volunteer infrastructure and youth as two overarching areas under which UNV can still work on specific topics, e.g. volunteer infrastructure for disaster risk reduction.

In line with a more focused thematic approach, UNV should also revise its strategic use of the SVF for programming and evaluate possibilities to invest more in larger projects and programmes instead of implementing a high number of small scale initiatives. In addition, UNV should pay more attention to further mobilising volunteers under other financial modalities in joint projects and programmes.

In addition, UNV should revise the design of the Youth Volunteer modality in comparison with the regular UN Volunteers modality to avoid overlaps and confusion among partners and clearly define characteristics of each modality.

RECOMMENDATION 5: UNV'S ORGANISATIONAL STRUCTURE

Based on conclusions: 6 and 7 | Priority: High | Period: Mid-Long term

UNV should continue the process of enhancing field presence and correct the current overlapping of tasks and responsibilities among several units and levels of the organisation. UNV should try to mitigate the dichotomy that has been created within the organisation and foster a more collaborative approach between different units and organisational levels.

Roles at HQ, RO and FU need to be well defined and clear communication channels and reporting lines need to be established. UNV should ensure that further enhancement of field presence does not lead to more bureaucracy but rather to facilitating improved coordination, knowledge management and sharing of experiences between the different organisational levels, as well as among the different units at HQ. The strengthening of the field level should include the allocation of staff positions that fill the role of Programme Officers in key FUs. This will enable a stronger positioning of UNV at the field level and greater continuity of partner engagement for mobilisation, programming and advocacy purposes.

RECOMMENDATION 6: VALUE PROPOSITION PER PARTNER

Based on conclusions: 2, 6 and 8 | Priority: High | Period: Short term

For the next SF, in order to diversify its partnership base UNV should finalise the design of more concise value propositions per type of partner, making clear what the organisation has to offer and why each type of partner should work with UNV. While UNV should continue strong collaborations with the top three UN partners DPKO/DPA, UNDP and UNHCR, it should continue efforts to strengthen its work with other UN agencies and to diversify financing partnerships.

Despite considerable efforts in developing value propositions for programming and financing partners through the Resource Mobilisation Toolkit currently under development, there is still the need to finalise this partnership approach and align it with the next SF. In addition, more concrete guidance should be developed for all organisational levels to strategically work with advocacy partners. UNV should periodically revise the value propositions according to partner needs and global trends.

RECOMMENDATION 7: PARTNERSHIP MANAGEMENT

Based on conclusions: 6 and 8 | Priority: Medium | Period: Mid-term

UNV should better integrate and coordinate partnership management of all types of partners by assigning clear responsibilities and focal points, as well as by defining internal communication processes in order to avoid duplication of efforts and to ensure that all partnership information is collected in a systematic way and included in a shared database. The partnership platform (CRM) project already identified by UNV can be an opportunity in this regard.

It is important to set up a mechanism to effectively consolidate and share partnership information in order to ensure communication flows between different organisational levels. Additionally, in order to be more efficient and avoid duplications, it is necessary to continue strengthening partnership management and ensure it is better coordinated by a structure that allows for decentralising this responsibility at all organisational levels, while at the same time coordinating all partnership information efforts centrally in order to create synergies and efficiently respond to partners' needs.

UNV needs to ensure it effectively manages and collects information on partnerships from all organisational levels and should move forward the partnership platform project already identified as a good opportunity to collect and systematise all partnership information in one database.



RECOMMENDATION 8: EXTERNAL COMMUNICATION

Based on conclusions: 8 | Priority: High | Period: Mid-long term

UNV should put more emphasis on the complementary character of mobilisation and programming in order to improve its communication. With this, UNV should further strengthen external communication efforts with partners and leverage the volunteer community of current and former UN Volunteers for advocacy work.

A clear communication of UNV's organisational identity should be streamlined with internal and external audiences. Particularly, communication to UN partners should more clearly explain UNV's concept of volunteerism within the UN system and how the different modalities, including the Online Volunteers, fit into the overall volunteer concept. UNV should especially pay attention to explaining the difference between UN Volunteers deployed to UN agencies' offices and other UN contracts such as Junior Professional Officer (JPO) contracts. UNV's communication products should show a balance of stories of UN Volunteers that work at community level and UN Volunteers that work at the national and regional offices of UN agencies.

Furthermore, UNV should explore ways to tap into the vast community of current and former UN Volunteers for communication and advocacy work taking advantage of the previous efforts made in this regard. Many former UN Volunteers have staff positions at different agencies, but also work with the private sector, NGOs or governments and could support UNV in spreading its messages. UNV could explore the possibility of creating a UNV alumni or champions network with dedicated former UN Volunteers that are willing to further advocate for UNV and volunteerism beyond their assignments. Additionally, current UN Volunteers can support the ROs and FUs in communication and advocacy efforts. This aspect could be better included in Descriptions of Assignment (DoA)/ work plans and agreed on with host agencies.



**UN
VOLUNTEERS**

To:
UNV
Platz der Vereinten Nationen 1
53113 Bonn, Germany

By:
**CAD – Centre of Partnerships
for Development**
www.globalcad.org/en/