



# General Assembly

Distr.: General  
24 February 2025

Original: English

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## Eightieth session

Items 138 and 146 of the preliminary list\*

### Programme planning

#### Report on the activities of the Office of Internal Oversight Services

## **Strengthening the role of evaluation and the application of evaluation findings on programme design, delivery and policy directives**

### **Report of the Office of Internal Oversight Services**

#### *Summary*

The present biennial report provides evaluative evidence on the organizational performance of the Secretariat, including an assessment of evaluation coverage and utility. In addition, it contains information on four key components of evaluation capacity. The 12 commitments set out by the Secretary-General in his report entitled “Our Common Agenda” were used as the analytical framework for the review.

While evaluations provided evidence on Secretariat support for Member States across all 12 commitments, coverage was uneven and focused primarily on the project level. Coverage was most comprehensive for the “Protect our planet” commitment but least extensive for the “Improve digital cooperation” and “Listen to and work with youth” commitments. Furthermore, evaluations were primarily conducted at the project level and mostly by large operational entities, continuing a trend noted in previous biennial reports. The prevalence of project-level evaluations and concentration in a relatively small number of entities indicated that Secretariat results continued to be assessed in a fragmented manner, missing the opportunity to leverage learning from comprehensive assessments focused on integrated and longer-term results.

Evaluations highlighted positive contributions towards the 12 commitments through four main modalities of intervention: capacity development, policy advice, knowledge-sharing and partnerships. The skills of host government institutions, communities, civil society and individuals were enhanced through capacity development. Policy advice supported Member States’ policy decisions, aligning them with global standards. Knowledge-sharing informed decision-making and promoted learning, while partnerships brought together and aligned diverse

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\* A/80/50.



stakeholder interests. However, the results achieved under Secretariat projects undertaken through the implementation of all four modalities were also limited by the insufficient engagement of relevant stakeholders, poor results-based management and weak project design.

Evaluative evidence on the internally focused “Upgrade the United Nations” commitment showed mixed results. While there was some progress regarding gender parity and mainstreaming, as well as the “One United Nations” approach, evidence of achievements in digital transformation and other areas remained scarce.

Since the previous biennial report, Secretariat evaluation capacity functions have been strengthened with additional policies and plans, but dedicated resources and report production have been more uneven. The number of evaluation policies and plans nearly doubled, signalling progress in establishing a foundation for the conduct of evaluations. However, the production of reports has fluctuated and, as noted in previous biennial reports, remained concentrated among a few relatively well-resourced Secretariat entities. The review found that evaluations were primarily used to inform programming and to report on results.

The adoption of the Pact for the Future provides an opportunity to strategically align evaluations with organizational priorities and shared goals with Member States. Although Member States and senior leaders place great importance on evaluation as a tool for reflecting on and strengthening organizational performance, its value added could be more fully harnessed within the Secretariat. Some progress towards a strong foundation of entity-specific evaluation policies and plans has been achieved. However, the findings of the present biennial report underscore the need for a more balanced and comprehensive evaluation approach. Strengthened evaluation practices are essential to generate the insights necessary for informed decision-making on the prioritization of the Organization’s resources and activities.

The Office of Internal Oversight Services makes an important recommendation for the Evaluation Management Committee to continue fostering demand and use of evaluation as a learning tool for managers to inform decisions on achieving organizational priorities, including wider mandates, such as the Pact for the Future.

## I. Introduction and objective

1. Pursuant to regulation 7.4 of the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation (ST/SGB/2018/3), the Office of Internal Oversight Services (OIOS) has systematically conducted biennial reviews of evaluation since 1988. The present biennial report provides an overview of evaluative evidence on the organizational performance of the Secretariat, including an assessment of evaluation coverage and utility. In addition, it contains information on four key components of evaluation capacity. Evaluative evidence refers to evidence obtained specifically from evaluations; other types of assessments may also provide evidence on programme performance.

2. Evaluation is a critical component of the United Nations programme management cycle in terms of improving organizational results and strengthening accountability and learning, as outlined in ST/SGB/2018/3 and the report of the Secretary-General entitled “Shifting the management paradigm in the United Nations: ensuring a better future for all” (A/72/492). Evaluation enables evidence-based decision-making and supports accountability and learning for continuous improvement of Secretariat programmes.

3. Comments from entities on the draft report were considered in the final report. OIOS wishes to acknowledge and thank the Secretariat entity focal points who assisted with the preparation of the report.

## II. Methodology

4. The 12 commitments set out by the Secretary-General in his report entitled “Our Common Agenda” were used as the analytical framework for the review. The framework was chosen for its strategic importance to both Secretariat entities and Member States as a road map for advancing shared global goals and priorities. Box 1 provides further information on the Common Agenda and the 12 commitments.

Box 1

### **Twelve commitments from the declaration on the commemoration of the seventy-fifth anniversary of the United Nations**

“Our Common Agenda” is the response of the Secretary-General to the General Assembly’s call to accelerate the implementation of the 2030 Agenda for Sustainable Development. In that report, the Secretary-General proposed actions to enable United Nations entities to help Member States to achieve the 12 commitments they had made in the declaration on the commemoration of the seventy-fifth anniversary of the United Nations. In September 2024, Member States adopted the Pact for the Future, building on the “Our Common Agenda” vision by turning its principles into concrete actions to be undertaken by Member States, with support the support of United Nations entities.

The 12 commitments are:

- Leave no one behind
- Protect our planet
- Promote peace and prevent conflicts
- Abide by international law and ensure justice
- Improve digital cooperation
- Upgrade the United Nations
- Ensure sustainable financing
- Boost partnerships

- |                                       |                                 |
|---------------------------------------|---------------------------------|
| – Place women and girls at the centre | – Listen to and work with youth |
| – Build trust                         | – Be prepared                   |

5. The review was based on information collected from 76 Secretariat entities<sup>1</sup> from June to September 2024 and used the following methods:

(a) Review and screening of 357 reports submitted by 41 entities; 261 of those reports were deemed to be evaluation reports and 7 to be evaluation synthesis reports;

(b) Mapping of those evaluation reports and evaluation synthesis reports against the 12 commitments;

(c) Structured content analysis of the 261 reports;

(d) Survey of 75 Secretariat evaluation focal points;<sup>2</sup>

(e) Quantitative review of key components of entity-level evaluation capacity: evaluation policies, plans, staff and reports.

6. For the purpose of analysis and presentation, and as shown in annex I to the present report, the 76 entities were classified into five groups, based on their mandate and size, as follows:

- Large operational entities (14)
- Small operational entities (13)
- Peacekeeping operations (13)
- Political affairs and special political missions (24)
- Predominantly management and support entities (12)

7. The synthesis provided in the present biennial report is subject to limitations regarding temporal and programmatic scope. The evaluative evidence of organizational performance is based on evaluations that were produced in the 2022–2023 biennium. Those evaluations were produced by less than half of the entities (33 of the 76 entities) in the scope of the synthesis analysis.

### III. Results

#### A. While evaluations have provided evidence of Secretariat support for Member States across all 12 commitments, coverage was uneven and focused primarily on the project level

**Coverage was most comprehensive for the “Protect our planet” commitment but least extensive for the “Improve digital cooperation” and “Listen to and work with youth” commitments**

8. A systematic review of 261 evaluation reports and seven synthesis reports from 33 entities revealed that the evaluative evidence produced by Secretariat entities during the period 2022–2023 covered all 12 of the commitments under Our Common Agenda. However, coverage was uneven, as shown in figure I. While some organizational priorities reflected in the commitments were well covered by evaluation, others were scarcely addressed, leaving significant evidence gaps in key

<sup>1</sup> The review encompassed all 76 Secretariat entities, including OIOS. OIOS evaluation reports were included to assess evaluation coverage and identify Secretariat results (results A, B, C and D), but OIOS was excluded from the review of key components of evaluation capacity (result E).

<sup>2</sup> The evaluation focal point survey was undertaken from 9 July 2024 to 6 August 2024 and had a 96 per cent response rate (72 of 75 entities responded).



which included efforts to promote the use of digital technologies and their governance at the international level.

10. Even the commitments with the most evaluative evidence revealed gaps across several key areas that were identified in Our Common Agenda as key components of the work of the United Nations. For the most covered commitment, “Protect our planet”, few evaluations were focused on integrating environmental considerations into economic models and carbon pricing mechanisms. Evidence on performance for the second-most evaluated commitment, “Promote peace and prevent conflicts”, primarily assessed interventions related to organized crime and counter-terrorism activities. Evaluative evidence for other components of the commitment, as well as more direct assessments of peacekeeping and peacebuilding activities, was less prevalent. No evidence was identified regarding Secretariat support for subregional peace support operations, or to the promotion of the peaceful, secure and sustainable use of outer space. For the “Leave no one behind” commitment, evidence regarding the support provided by Secretariat entities for promoting digital inclusivity and disability inclusion was largely absent, and only one evaluation of targeted support for disability inclusion was identified. Regarding the “Abide by international law and ensure justice” commitment, there was a lack of evidence of Secretariat support for updating the application of human rights to frontier issues, such as climate change, migration and economic inequality.

#### **Evaluation across all 12 commitments was primarily conducted at the project level**

11. Evaluation coverage of the 12 commitments was also examined through the lens of evaluation scope, as illustrated in figure II. In the 2022–2023 biennium, project-level evaluations constituted the majority (64 per cent) of all reports produced. The prevalence of project-level evaluations, also observed in previous biennial reports, indicated that Secretariat results continued to be assessed in a fragmented manner, missing the opportunity to leverage learning from comprehensive assessments focused on integrated and longer-term results. Project-level evaluations were especially prominent for the following commitments: “Improve digital cooperation” (100 per cent of all evaluations), “Protect our planet” (89 per cent of all evaluations), “Build trust” (86 per cent of all evaluations) and “Leave no one behind” (64 per cent of all evaluations). The primary focus of evaluations at the project level also meant that fewer evaluations were undertaken at the thematic, programme or subprogramme levels.







**B. Evaluations highlighted positive results in contributing to progress towards the 12 commitments through four main modalities of intervention: capacity development, policy advice, knowledge-sharing and partnerships**

**The skills of host government institutions, communities, civil society and individuals were strengthened through capacity development**

13. Secretariat entities provided capacity development to enhance the skills, resources, knowledge and operational systems of host government institutions, communities and individuals. In particular, capacity-development efforts were focused on building technical skills and establishing effective systems and procedures that supported the achievement of the Sustainable Development Goals and advanced the commitments under Our Common Agenda.

14. Through capacity-development initiatives, training and technical assistance have been provided to strengthen host government institutions. Secretariat entities collaborated closely with governments to enhance their capacity to design and implement effective interventions, adhering to regional or global best practices. For example, in the area of financial crimes, the United Nations supported national institutions in Africa by setting standards for estimating and reporting illicit financial flows. In addition, Secretariat entities contributed to improving national statistics capacity to enhance Sustainable Development Goal data availability, enabling more credible and reliable data collection and analysis for evidence-based policymaking. Capacity-building interventions also supported national institutions in their anti-corruption efforts, environmental data management and public infrastructure management, thereby contributing to more effective governance overall.

15. Capacity-development interventions have also targeted local authorities, communities and civil society actors in order to enhance their ability to participate in local governance. Many initiatives were focused on building the capacity of local governments and community organizations in order to address issues such as urban planning and sustainable environmental practices. By providing technical support, training and resources, Secretariat entities helped local actors to become more effective in managing community needs and engaging with stakeholders. Those efforts have contributed to improved local governance, greater community ownership of development initiatives and strengthened resilience at the community level.

16. Furthermore, capacity development enhanced the skills of individuals by providing them with education, training and practical tools that empowered them to contribute to their communities and institutions. Such training covered a wide range of topics, including technical skills, leadership, environmental management and law enforcement. For instance, border patrol officers in Europe were trained to identify trafficking in persons and smuggling of migrants criminal activities following international standards. Training on environmental practices, such as biodiversity management and energy efficiency, empowered individuals to adopt sustainable practices that benefited both their livelihoods and their communities. Several capacity-development interventions were focused on supporting marginalized populations by promoting inclusivity and addressing inequality, supporting social protection programmes and targeting the specific needs of vulnerable groups.

17. Illustrative examples of the results achieved through capacity development in 3 of the 12 commitments are provided in box 2 below.

Box 2

### **Examples of results achieved through capacity development**

#### **Leave no one behind**

In Uganda, the United Nations Human Settlements Programme developed a customary land registration system, strengthening tenure security for men, women and young people. Certificates of customary ownership were issued to smallholders, which contributed to improved land value appreciation and better access to financial credit.

#### **Protect the planet**

UNEP supported State commitments to multilateral environmental agreements, in particular the Rio conventions, by enhancing environmental data management and promoting inter-agency collaboration for reporting and implementation.

#### **Improve digital cooperation**

The Economic and Social Commission for Western Asia used its expertise in digital technology and tax policy to help Member States to reform tax systems in response to globalization and the rise of digital businesses.

### **Policy advice has been used to support host government policy decisions and align them with global standards**

18. Secretariat entities provided policy advice to inform and shape public policy decisions, frameworks and/or practices to advance global agendas. In particular, Secretariat entities influenced policy by engaging with policymakers, providing expert recommendations, conducting research to inform policy, mobilizing public support and fostering dialogue among stakeholders to advance common global goals. In addition, Secretariat entities facilitated discussions that prioritized the rights and needs of marginalized and vulnerable populations, thereby ensuring their inclusion in policy formulation and implementation.

19. By providing policy advice, Secretariat entities also helped countries to establish robust frameworks that addressed global issues such as strengthening human rights mechanisms, promoting anti-discrimination laws and ensuring the right to a healthy environment. The promotion and development of anti-discriminatory laws at the national level were also highlighted in several evaluations, covering areas such as labour, criminal justice and gender equality.

20. Policy advice also included advocacy efforts to ensure that critical issues on the global agenda were highlighted and received the necessary support from national policymakers and stakeholders to bring about change. The role of the Secretariat in advocating for the ratification of international laws, in particular in areas such as human rights and counter-terrorism, was noted in several of the evaluations reviewed. Furthermore, policy advice offered by political and peacekeeping missions contributed to the successful implementation of gender quotas, securing the participation of women in political decision-making in conflict-affected countries.

21. Illustrative examples of the results achieved through policy advice in 3 of the 12 commitments are provided in box 3 below.

Box 3

### **Examples of results achieved through policy advice**

#### **Protect the planet**

UNEP contributed to enabling accelerated growth in green financial policies, regulations, reporting requirements and other forms of guidance related to green and sustainable finance at the global and country levels.

#### **Boost partnerships**

Resident coordinators worked closely with country teams to support the alignment of national plans and financing strategies with the Sustainable Development Goals, which involved facilitating multi-stakeholder consultations, coordinating policy analysis and integrating Agenda 2030 for Sustainable Development indicators into national and subnational plans. Resident coordinators also contributed to policy changes in several areas, such as youth employment frameworks, gender-based violence legislation and graduation strategies for the least developed countries.

#### **Ensure sustainable financing**

The Economic and Social Commission for Asia and the Pacific supported Bhutan, Cambodia, Malaysia, Myanmar, the Philippines and Viet Nam in formulating and adopting several innovation policies and strategies to promote inclusive innovation. For example, the Commission supported the Governments of Cambodia and Myanmar in formulating science, technology and innovation policies.

### **Knowledge-sharing supported informed decision-making and enhanced learning**

22. Secretariat entities promoted knowledge-sharing through the exchange of information on virtual and in-person platforms and events, as well as the sharing of data and good practices among stakeholders, with the aim of supporting informed decision-making, enhancing learning and coordinating efforts. Knowledge-sharing initiatives contributed to the adoption of sustainable practices and the incorporation of resilience measures to adapt to global crises, such as the coronavirus disease (COVID-19) pandemic, and facilitated the exchange of insights on complex issues across sectors through collaborative platforms and inclusive participation.

23. The exchange of knowledge was often focused on enhancing learning by creating networks and platforms for sharing expertise and data among Member States and national stakeholders, thereby broadening a collective understanding of critical issues. That was particularly evident during the COVID-19 pandemic, when Secretariat entities quickly launched initiatives, such as online observatories, including policy briefs and webinars, to provide Member States with timely information on emerging developments in the global health crisis. The regional commissions also established knowledge networks with Member States and national actors on diverse issues, such as innovation, trade, poverty and inequality. Furthermore, online platforms created for Member States to share satellite data sets improved their understanding of natural disasters, enabling them to implement informed response measures and, ultimately, enhance their ability to protect lives and property.

24. Knowledge-sharing initiatives were also aimed at aligning stakeholders' actions through the organization of multilateral events, including conferences and workshops, which brought together diverse sectors to discuss common challenges and opportunities. Those gatherings also enabled participants to work collectively towards shared solutions. For example, knowledge-sharing events organized around e-commerce issues in Europe, ecosystem-based adaptation in developing countries and economic research in Africa highlighted region-specific challenges while showcasing successful practices and innovations and building momentum for coordinated action on pressing global issues.

25. Knowledge-sharing also included awareness-raising initiatives that employed various approaches to engage diverse audiences. Through public campaigns, community dialogues and media outreach, Secretariat entities highlighted pressing concerns, such as conflict-related sexual violence, terrorism and violent extremism. For example, in West and Central Africa, "zero tolerance" awareness campaigns improved understanding of conflict-related sexual violence issues, and, in Central Asia, sport was utilized as a tool to engage young people and prevent violent extremism.

26. Illustrative examples of the results achieved through knowledge-sharing in 3 of the 12 commitments are provided in box 4 below.

Box 4

**Examples of results achieved through knowledge-sharing**

**Leave no one behind**

The United Nations Office on Drugs and Crime, the Joint United Nations Programme on HIV/AIDS, the World Health Organization and the United Nations Educational, Scientific and Cultural Organization implemented a joint programme to target key populations that represented a major share of new HIV infections globally and facilitated dialogue between governments and civil society, producing valuable guidance, policy documents, data and technical advice, while also advocating for resources.

**Abide by international law and ensure justice**

The United Nations Office on Drugs and Crime developed several initiatives to build a strong evidence base on drug-related issues to support policymaking, including efforts in Latin America to increase knowledge and improve the detection of new psychoactive substances and synthetic drugs and the creation of the Nigerian Epidemiological Network on Drug Use, which enhanced research and data collection on illicit drug use.

**Place women and girls at the centre**

The United Nations Global Compact partnered with the University of Monterrey in Mexico to build a local network of gender experts focused on raising awareness of gender equality issues specific to the Latin American region. The network leveraged local expertise and provided region-specific insights that helped to inform targeted initiatives for advancing gender equality.

### **Partnerships brought together and aligned diverse stakeholder interests**

27. The Secretariat created collaborative partnerships with and among diverse stakeholders, including governments, civil society organizations and the private sector. Successful partnership-building involved the aligning stakeholder interests, fostering ownership and leveraging each partner's respective strengths to address complex challenges and promote inclusive and sustainable outcomes.

28. Partnerships with governments advanced government initiatives in areas such as the COVID-19 response, food security, human rights and local governance. In addition, field missions partnered with governments to support political transitions. The United Nations Multidimensional Integrated Stabilization Mission in Mali, as part of the United Nations country team, supported the Government's transition plan. In the Philippines, the country team partnered with the Government to formulate a joint programme on human rights. The partnerships supported national priorities by providing United Nations expertise and aligning them with international standards.

29. Partnerships with civil society were instrumental in advancing key global goals. Secretariat entities actively engaged civil society actors in order to ensure that local perspectives were integrated into its programmes, resulting in more context-sensitive and sustainable outcomes. For example, the Global Coalition on Youth, Peace and Security fostered partnerships between young people, civil society organizations and multilateral entities, generating collective knowledge on peace and security. Civil society partnerships were also facilitated through the drafting of cooperation frameworks, which enhanced the role of the civil society in national development agendas.

30. Moreover, the Secretariat established partnerships with the private sector, primarily in the environmental and trade sectors. Through initiatives such as the Global Environment Facility's Conservation Agreement Private Partnership Platform, the United Nations worked to engage private companies in conservation efforts. In the trade sector, for example, private companies were invited to collaborate with governments and civil society to promote e-commerce development in the least developed countries. The partnership facilitated information-sharing and strategy development, ultimately enhancing the digital economy in those countries.

31. In the humanitarian sector, the Secretariat built and coordinated partnerships among stakeholders to address complex humanitarian needs and ensure coherent interventions. For example, the Office for the Coordination of Humanitarian Affairs effectively fostered partnerships with other United Nations entities, civil society organizations and donors, with a view to encouraging collaboration and collective action in humanitarian crises.

32. Illustrative examples of the results achieved through partnerships in 3 of the 12 commitments are provided in box 5 below.

Box 4

#### **Examples of results achieved through partnerships**

##### **Listen to and work with youth**

The Economic Commission for Latin America and the Caribbean partnered with youth organizations in Colombia to support their participation in local decision-making processes; it actively involved youth organizations by supporting their leadership and increasing the visibility of inclusive practices led by young people.

**Ensure sustainable Financing**

The United Nations Conference on Trade and Development raised global awareness of environmentally friendly goods and services by building partnerships among special economic zones – areas with distinct business and trade regulations – and supporting sustainable finance information exchange platforms across 35 countries.

**Build trust**

The United Nations Office on Drugs and Crime established an anti-corruption network, facilitating collaboration between 16 countries and connecting them with global anti-corruption experts. The network enabled effective sharing of experiences, best practices and strategies to combat corruption, in particular in countries along the Silk Road Economic Belt.

**Good offices and mediation were additional modalities used to prevent conflict**

33. Although less commonly reported in the evaluative evidence, some Secretariat entities deployed mediation and good offices support to prevent conflict. Such interventions played a significant role in fostering dialogue and reducing violence. For instance, mediation efforts in 2022 helped to bring about a cessation of hostilities in Gaza and supported national dialogue processes in the Democratic Republic of the Congo. In peacekeeping settings, United Nations missions, such as those in the Democratic Republic of the Congo and South Sudan, were instrumental in facilitating critical recovery and reconciliation processes. The United Nations Mission in South Sudan, for example, promoted dialogue between communities and military forces, contributing to national stability. Evaluative evidence also showed that United Nations mediation efforts were often focused on ensuring that peace processes were inclusive, addressing the needs of women, young people and marginalized communities.

**C. The effectiveness of those modalities, however, was curtailed by various constraints****Evaluations reported specific limitations for each of the four modalities***Capacity development*

34. The most significant constraint identified in evaluations with regard to capacity development was the lack of sustainability in building lasting institutional capacity. Many capacity-development activities were one-off or short-term, focusing on training sessions to enhance individual rather than institutional capacity and lacking sustained follow-up. In addition, some capacity-building activities failed to fully meet the needs of relevant stakeholders, which was often due to inadequate needs assessments to identify relevant learning topics and account for the local context. Several evaluations also emphasized the challenge of continuously updating and upgrading capacity-development materials to keep pace with rapid technological advancements.

*Policy advice*

35. Regarding the provision of policy advice, evaluations showed that a thorough understanding of the political and governance context in countries, as well as the identification of influential stakeholders, was sometimes insufficient. The lack of

analysis of the political and governance situations decreased the likelihood of successfully shaping the desired policies. Moreover, in some countries where national policy design and implementation were fragmented, the effectiveness of policy advice was constrained by inadequate engagement and coordination with all relevant ministries and agencies.

#### *Knowledge-sharing*

36. Some evaluations showed that knowledge-sharing was less effective when it was not additionally reinforced by other intervention modalities, especially capacity-building. In addition, evaluations identified that knowledge-sharing faced challenges in fostering local ownership and leveraging local knowledge and experiences. Communication and information-sharing with local communities often ceased once project activities concluded.

#### *Partnerships*

37. In several evaluations, it was noted that building genuine partnerships was challenging and required significant time and effort, in particular in less institutionalized environments, and also with regard to the private sector. Some partnerships struggled to maintain lasting connections, integrate diverse stakeholder perspectives and foster trust – key elements for fruitful collaboration.

#### **Secretariat projects undertaken through the implementation of one or more of the four modalities were also limited by insufficient engagement of relevant stakeholders, poor results-based management and weak project design**

38. Projects undertaken by Secretariat entities that employed one or more of the modalities mentioned above faced three significant challenges as reported in evaluations: insufficient engagement with relevant stakeholders, poor results-based management and weak project design. External factors, such as high staff turnover and government transitions, also limited the sustainability of Secretariat projects.

39. The lack of sufficient consultation and meaningful engagement with a diverse range of stakeholders hindered successful project outcomes. This was particularly pronounced at the country level, especially in terms of consultation and engagement with civil society, local communities and vulnerable groups. For example, some UNEP evaluation reports highlighted challenges related to the meaningful engagement of the private sector in conservation and environmental initiatives. In addition, some projects lacked adequate stakeholder outreach, leaving stakeholders poorly informed about project activities and resulting in their lack of understanding of the project mandate.

40. Constraints in data collection and monitoring also hindered the effective assessment and reporting of project outcomes, as required for robust results-based monitoring. First, project result frameworks were often inadequately developed, and the indicators were inconsistently applied in monitoring and reporting. Second, the absence of baseline data, combined with challenges in collecting systematic and verifiable information during project implementation, made it difficult to accurately capture achievements and report on outcomes. Third, opportunities to track and utilize nuanced and disaggregated data – particularly related to gender and vulnerable groups – were missed.

41. Evaluations also revealed several issues regarding project design and planning, which undermined the quality and sustainability of interventions. These included unrealistic project timelines, overly ambitious targets and weak connections between outputs and outcomes resulting from flawed intervention logic. In some instances, projects failed to focus on the areas of greatest need and were therefore unable to allocate resources adequately; generalized needs assessments often led to a “one-size-

fits-all” approach, limiting the effectiveness and impact of interventions. The effectiveness of certain projects was further constrained by insufficient consideration of local contexts and conditions.

**D. Progress on the “Upgrade the United Nations” commitment – which is internally focused on gender parity and mainstreaming, the “One United Nations” approach and digital transformation – was uneven**

**Evaluative evidence demonstrated uneven progress in gender parity and mainstreaming**

42. Evaluations reported uneven results in advancing gender parity within the Secretariat, a key component of the “Upgrading the United Nations” commitment. On the positive side, progress was made in meeting gender parity targets, particularly at senior professional levels. Some evaluations highlighted increased integration of gender perspectives into project design, monitoring and evaluation, partly attributed to the enhanced capacity of United Nations staff to mainstream gender equality issues. However, other evaluations noted that gender mainstreaming in project result frameworks and budget planning remained insufficient and inconsistent. Several evaluations also identified the need to strengthen and sustain leadership attention, resource allocation, accountability mechanisms and communication on gender parity initiatives.

**Evidence on the “One United Nations” approach was also uneven**

43. Evaluative evidence on the adoption of the “One United Nations” approach<sup>3</sup> also presented a mixed picture. In particular, some evaluations highlighted the fact that Secretariat entities advanced the “One United Nations” approach at the country level through the development and implementation of cooperation frameworks. Such frameworks enhanced cohesion within the United Nations system, improved engagement with governments and third parties, strengthened communication, established joint governance mechanisms, promoted inter-agency cooperation and increased the number of joint programmes. Furthermore, the Office of Counter-Terrorism applied this approach in the United Nations Countering Terrorist Travel Programme to facilitate interagency partnerships. Similarly, the United Nations Environment Management Group project promoted coherent policies and collective actions among United Nations agencies, with a view to achieving common environmental goals.

44. Despite those improvements, evaluations noted that coordination and collaboration among United Nations entities, in particular at the country level, were not always present. A notable aspect of inadequate coordination was the fragmentation of data in financial reporting and monitoring and evaluation systems, which hampered efforts to foster greater integration and enhance accountability. These challenges stemmed from the United Nations organizational framework of entities operating independently, with distinct structures, policies, systems and processes. Competition for resources, branding and visibility further hindered the advancement of the “One United Nations” approach.

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<sup>3</sup> The “One United Nations” approach refers to the goal of enhancing coherence, efficiency and effectiveness of the United Nations entities working at the country level.



**Limited evaluative evidence on digital transformation**

45. Evaluations provided very little evidence regarding digital transformation, which encompasses the development of new capabilities, including innovation, data, strategic foresight and behavioural science – referred to as the quintet of change as part of United Nations 2.0. This lack of evidence on digital transformation may be due to the timeline of its roll-out. Although digital transformation has been high on the list of reforms of the Secretary-General since 2018,<sup>4</sup> the United Nations 2.0 policy briefs, in which the need for digital upskilling was explicitly emphasized, were only launched from March 2023, which was the midpoint of the biennial assessment period. The short time frame may not have allowed sufficient time to plan and conduct evaluations in this key area.

**E. Secretariat evaluation capacity has been strengthened with more policies and plans, but dedicated resources and report production have been more uneven****The number of evaluation policies and plans almost doubled over the past two bienniums**

46. The past two bienniums saw an almost twofold increase in the number of entities with evaluation policies and plans. As shown in figures IV and V below, 49 entities have an evaluation policy and 43 entities have an evaluation plan. This progress signifies an encouraging trend in the establishment of a foundation for the conduct of evaluations and can be attributed in part to the requirements set forth by the [ST/AI/2021/3](#) on Evaluation in the Secretariat promulgated in 2021. The increase in policies and plans was primarily driven by entities in the political affairs and the peacekeeping operational groups, as shown in figures VI and VII.

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<sup>4</sup> See the Secretary-General's strategy on new technologies (2018).

Figure IV  
Entities with evaluation policies

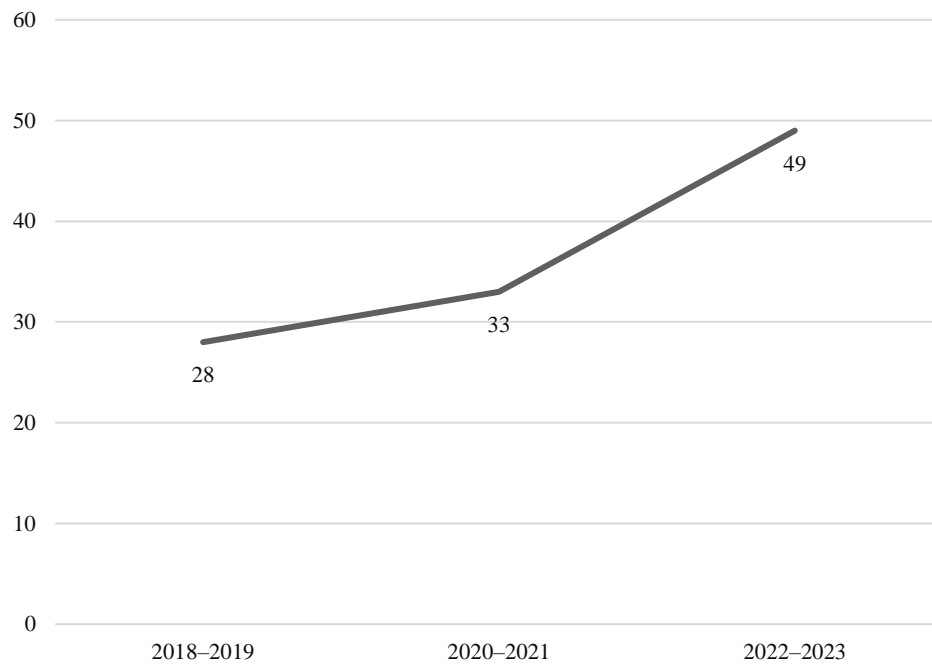


Figure V  
Entities with evaluation plans

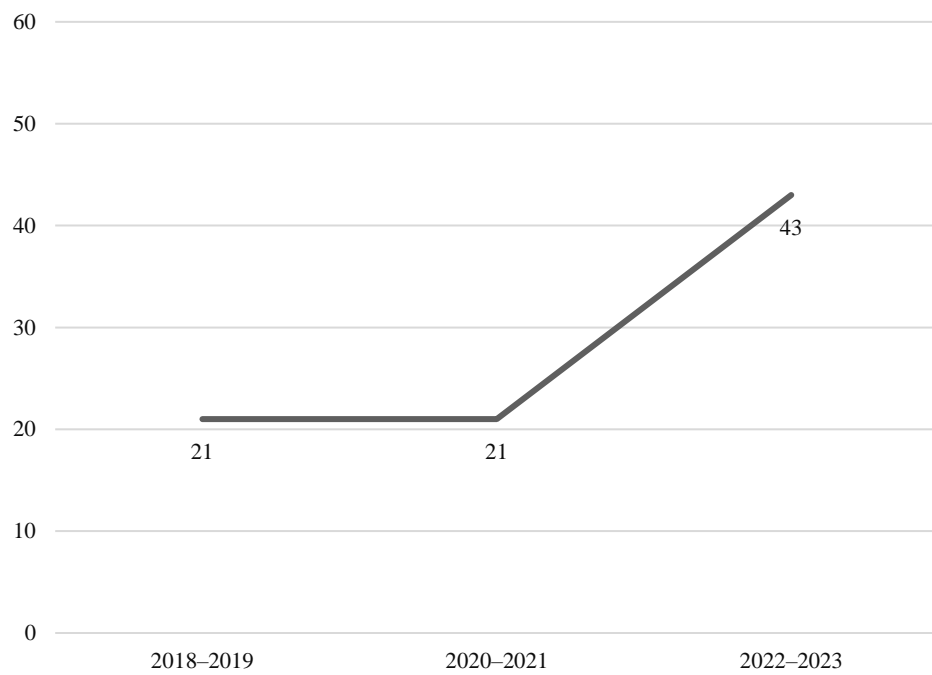


Figure VI  
Trends in evaluation policy development across entity groups (2018–2023)

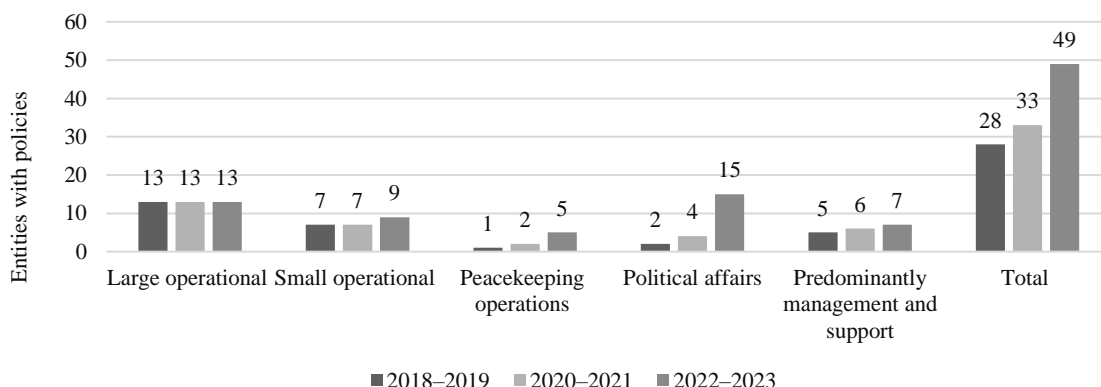
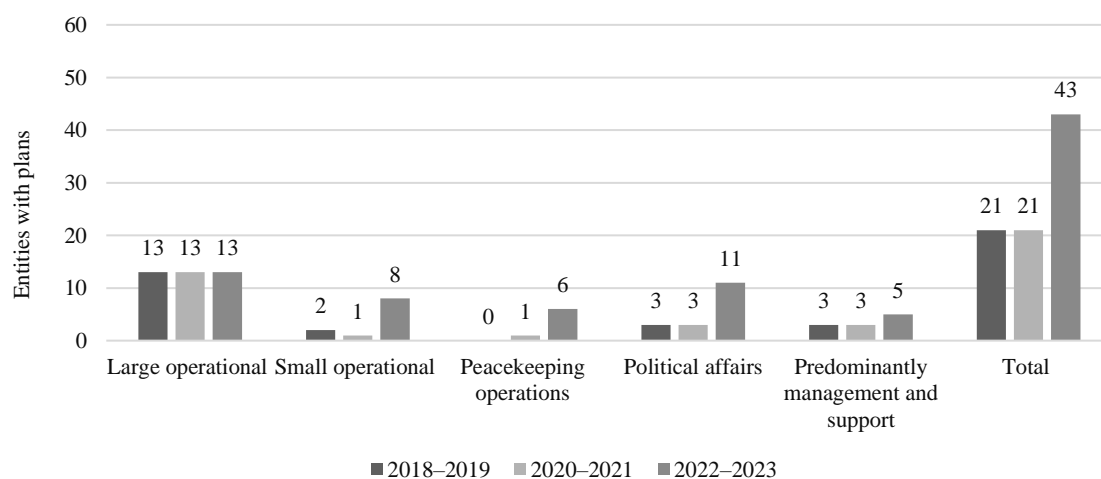


Figure VII  
Trends in evaluation plan development across entity groups (2018–2023)

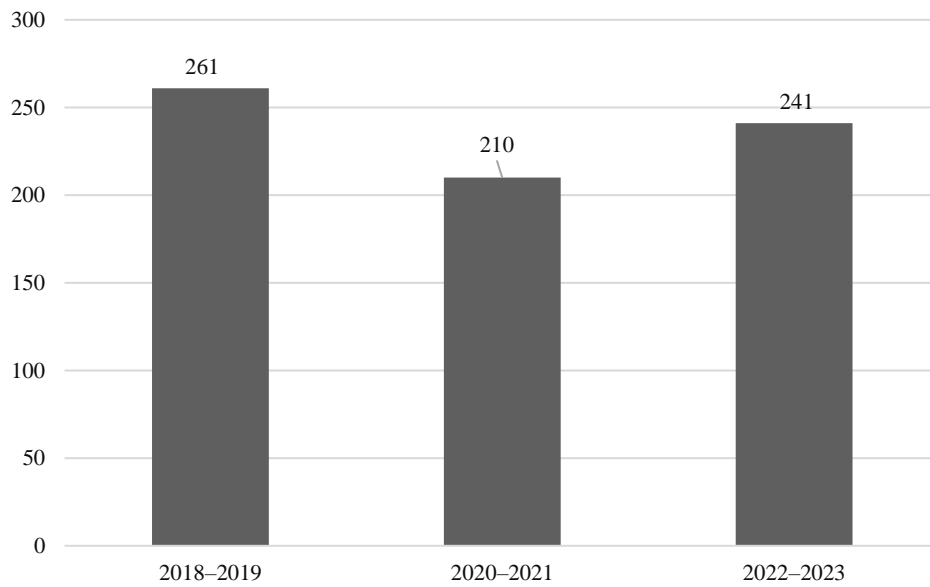


### The production of reports has fluctuated, with only a few Secretariat entities producing most of the reports

47. More evaluation reports were produced during the 2022–2023 biennium compared with the prior biennium, but evaluation report production has not returned to pre-pandemic levels, as shown in figure VIII below. The decrease in evaluation reports could be attributed to various factors. For example, the United Nations Office on Drugs and Crime produced fewer evaluations because of the growing complexity of evaluations and the increased number of joint evaluations. These evaluations are more time-consuming and require greater support, which affected overall production. Furthermore, close to half of Secretariat entities (35 of 75) did not produce any evaluation reports at all in the 2022–2023 biennium.<sup>5</sup>

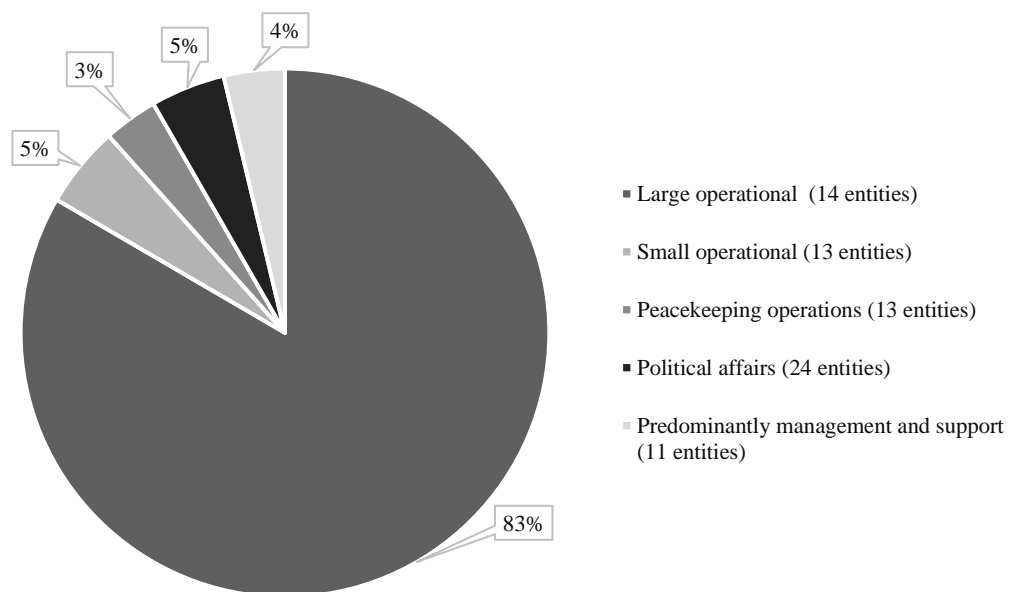
<sup>5</sup> OIOS is excluded from this analysis, as explained in footnote 1.

**Figure VIII**  
**Evaluation reports produced by Secretariat entities**



48. As referenced above in paragraph 11, report production has been highly concentrated in a few entities. Indeed, 32 of 75 entities (42 per cent) produced evaluation reports in the 2022–2023 biennium. The breakdown of report submission by entity group is presented in figure IX below. Furthermore, the concentration is even higher when looking inside the large operational entity group. Only 10 entities from that group produced the large majority (75 per cent) of reports overall. The entities with the most evaluation reports in the biennium are shown in the table below.

**Figure IX**  
**Evaluation reports by entity group**

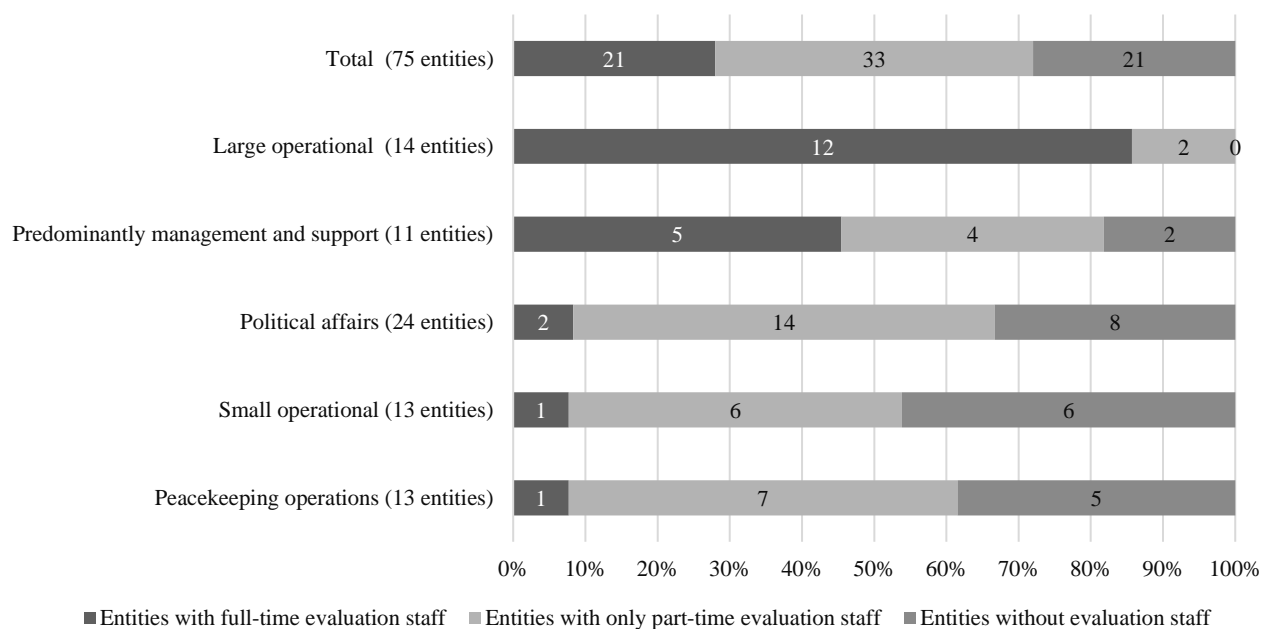


<i>Entity</i>	<i>Total number of evaluation reports (percentage)</i>	<i>Number of evaluation reports</i>
United Nations Environment Programme	17	40
United Nations Office on Drugs and Crime	13	31
United Nations Human Settlements Programme	9	21
Economic and Social Commission for Asia and the Pacific	7	18
Economic Commission for Europe	6	14
Development Coordination Office	5	13
Office of the United Nations High Commissioner for Human Rights	5	13
United Nations Conference on Trade and Development	5	11
Economic Commission for Latin America and the Caribbean	5	10
Department of Economic and Social Affairs	4	9

### **Resources dedicated to evaluation are uneven**

49. The variance in report production discussed above can be at least partly attributed to uneven resource allocation. The adequacy of resource allocation for evaluation varies depending on the size and mandate of each entity, and large entities have higher requirements than small entities. However, in accordance with the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation and the administrative instruction on evaluation in the Secretariat ([ST/AI/2021/3](#)), all entities are required to conduct evaluations to increase their effectiveness. All large operational entities – the biggest producers of reports – had staff dedicated to evaluation, whereas dedicated staffing varied widely in other groups, as shown in figure X below. Evaluation focal point survey respondents reported that large operational entities employed 43 full-time evaluation staff, which accounts for 72 per cent of total Secretariat staff dedicated to evaluation. Some entities did not allocate any staff resources at all to evaluation. A focal point in a peacekeeping operation expressed how challenging it was to conduct evaluations in highly volatile operational contexts without dedicated evaluation personnel.

Figure X  
Distribution of staff dedicated to evaluation by entity groups



*Note:* Part-time refers to personnel who combine evaluation-related tasks with other tasks.

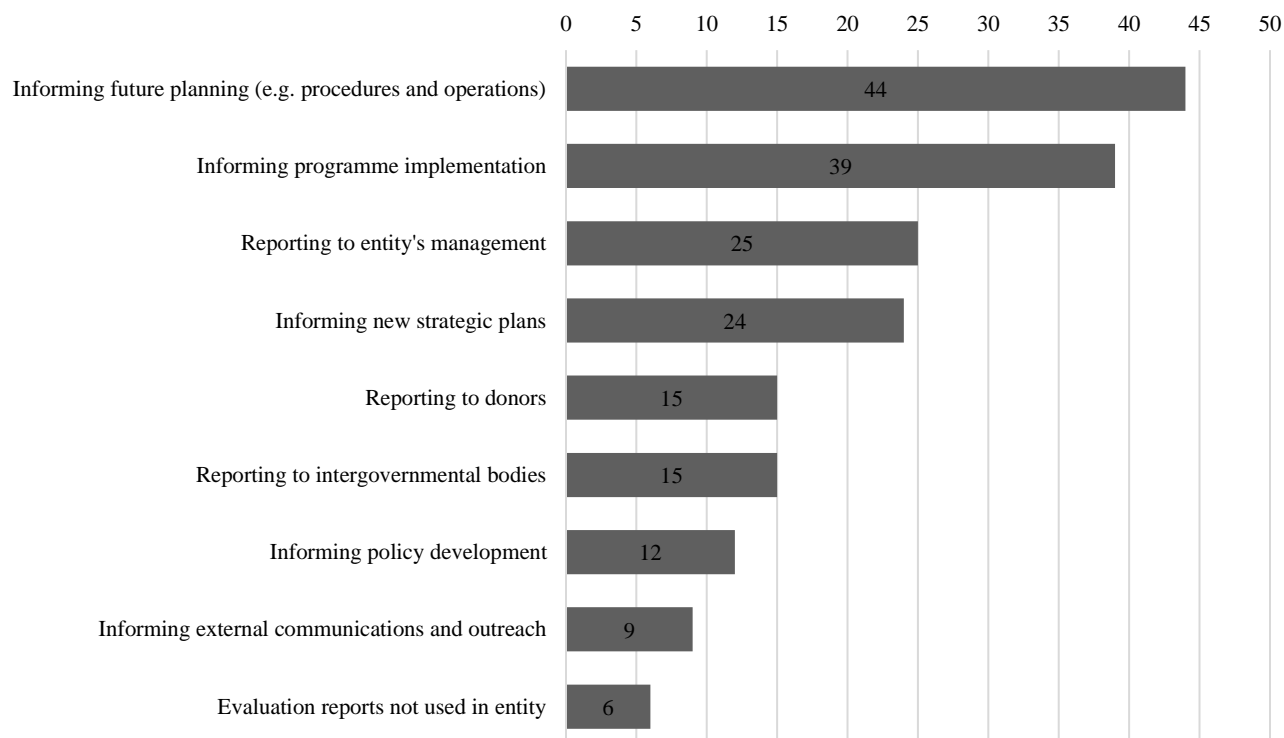
50. In addition to staff, evaluation resources also include consultancy and travel. Several of the top evaluation report producers in the Secretariat relied on extrabudgetary funding, with their evaluations mainly being donor-funded, project-level evaluations. For example, most UNEP evaluation expenditures (81 per cent) are funded from sources outside the regular budget (i.e. the Environment Fund and extrabudgetary funds).<sup>6</sup> In the case of the Office of the United Nations High Commissioner for Human Rights, there is limited evaluation budget available outside the funds set aside in donor-funded projects. For entities in other groups, as noted in previous biennial reports, it was difficult to determine the resources dedicated specifically to evaluation. The Business Transformation and Accountability Division conducted a resourcing review during the reporting period, which highlighted limitations in how financial information is recorded in Umoja. Evaluation focal point survey respondents expressed the need for stable funding, in particular through regular budget provisions, to ensure evaluations are conducted consistently.

### Evaluation was most commonly used to inform programming and report on results

51. Evaluation was reported to be used for different programme purposes. As shown in figure XI below, evaluation focal point survey respondents identified specific types of evaluation usage, most commonly to inform programme planning, implementation and reporting. These findings are consistent with the results of the previous biennial report and are aligned with the primary purpose of internal evaluations as stated in the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation and [ST/AI/2021/3](#).

<sup>6</sup> UNEP funds its evaluations through the Environment Fund (41 per cent, largely supporting staff costs) and other extrabudgetary sources (40 per cent, supporting consultancy and travel costs), based on average amounts from 2022 and 2023.

Figure XI  
Evaluation uses in the Secretariat



Note: The total number of responses was 72.

52. The evaluation focal points surveyed also provided examples of evaluations being used to enhance organizational learning and mainstream cross-cutting issues. For instance, a United Nations Office on Drugs and Crime evaluation on preventing violence against children by terrorist groups enabled the replication of successful interventions across different countries, while ensuring that sexual and gender-based violence considerations were integrated into the project training materials. Evaluations were also instrumental in mainstreaming gender, disability inclusion and youth considerations in planning, programming and engagement with vulnerable stakeholders. For example, the evaluation of the SheTrades initiative of the International Trade Centre enhanced inclusivity for women, in particular young women entrepreneurs, and enabled the initiative to reach a broader, more diverse group of beneficiaries.

#### IV. Conclusion

53. The adoption of the Pact for the Future by the General Assembly in September 2024 marked a transformative milestone, building on the vision and 12 commitments of Our Common Agenda and translating them into specific and mandated actions for the United Nations entities. The new framework provides the Secretariat evaluation function with an opportunity to strategically align evaluative work with organizational priorities and shared goals with Member States.

54. Although Member States and senior leaders place great importance on evaluation as a tool for reflecting on and strengthening Organizational performance, its value added could be more fully harnessed within the Secretariat. Some progress

towards a strong foundation of entity-specific evaluation policies and plans has been achieved. However, the findings of the biennial review underscore gaps in evaluative evidence, prevalence of project-level evaluations and concentration of evaluations from a limited number of entities. Such shortcomings could lead to missed opportunities for learning, innovation and adaptive strategies, potentially stalling efforts to address existing and future challenges. Strengthened evaluation practices are essential to generate the insights necessary for informed decision-making on prioritizing the Organization's resources and activities.

## **V. Recommendation**

**55. In line with [ST/AI/2021/3](#), the Evaluation Management Committee should continue to foster the demand for and use of evaluation as a learning tool for managers to inform decisions on achieving organizational priorities, including wider mandates, such as The Pact for the Future.**

***Indicator of achievement:* Agenda of the Committee to include a discussion on the findings of the present report regarding evaluation scope and coverage and any implications going forward.**



## Annex I

### List of entities by entity group

#### Large operational entities

DCO	Development Coordination Office
DESA	Department of Economic and Social Affairs
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
ITC	International Trade Centre
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the United Nations High Commissioner for Human Rights
UNCTAD	United Nations Conference on Trade and Development
UNEP	United Nations Environment Programme
UN-HABITAT	United Nations Human Settlements Programme
UNODC	United Nations Office on Drugs and Crime

#### Small operational entities

GCO	Global Compact Office
ODA	Office for Disarmament Affairs
OHRLLS	Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States
OOSA	Office for Outer Space Affairs
OSAA	Office of the Special Adviser on Africa
OSCSEA	Office of the Special Coordinator on Improving the United Nations Response to Sexual Exploitation and Abuse
OVRA	Office of the Victims' Rights Advocate
OSRSG/CAAC	Office of the Special Representative of the Secretary-General for Children and Armed Conflict
OSRSG/SVC	Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict
OSRSG/VAC	Office of the Special Representative of the Secretary-General on Violence Against Children

UNDRR	United Nations Office for Disaster Risk Reduction
UNOCT	Office of Counter-Terrorism
UNOP	United Nations Office for Partnerships

#### **Peacekeeping operations**

DPO	Department of Peace Operations
MINURSO	United Nations Mission for the Referendum in Western Sahara
MINUSCA	United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
UNDOF	United Nations Disengagement Observer Force
UNFICYP	United Nations Peacekeeping Force in Cyprus
UNIFIL	United Nations Interim Force in Lebanon
UNISFA	United Nations Interim Security Force for Abyei
UNMIK	United Nations Interim Administration Mission in Kosovo
UNMISS	United Nations Mission in South Sudan
UNMOGIP	United Nations Military Observer Group in India and Pakistan
UNSOS	United Nations Support Office in Somalia
UNTSO	United Nations Truce Supervision Organization

#### **Political affairs and special political missions**

BINUH	United Nations Integrated Office in Haiti
DPPA (including PBSO)	Department of Political and Peacebuilding Affairs (including the Peacebuilding Support Office)
OSASG Cyprus	Office of the Special Adviser to the Secretary-General on Cyprus
OSESG Great Lakes	Office of the Special Envoy of the Secretary-General for the Great Lakes Region
OSESG Horn of Africa	Office of the Special Envoy of the Secretary-General for the Horn of Africa
OSESG Myanmar	Office of the Special Envoy of the Secretary-General on Myanmar
OSESG Syria	Office of the Special Envoy of the Secretary-General for Syria
OSESG Yemen	Office of the Special Envoy of the Secretary-General for Yemen
UNAMA	United Nations Assistance Mission in Afghanistan
UNAMI	United Nations Assistance Mission for Iraq

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UNITAD	United Nations Investigative Team to Promote Accountability for Crimes Committed by Da'esh/Islamic State in Iraq and the Levant
UNITAMS	United Nations Integrated Transition Assistance Mission in the Sudan
UNMHA	United Nations Mission to Support the Hudaydah Agreement
UNOAU	United Nations Office to the African Union
UNOCA	United Nations Regional Office for Central Africa
UNOWAS	United Nations Office for West Africa and the Sahel
UNRCCA	United Nations Regional Centre for Preventive Diplomacy for Central Asia
UNRGID	Office of the United Nations Representative to the Geneva International Discussions
UNSCO	Office of the United Nations Special Coordinator for the Middle East Peace Process
UNSCOL	Office of the United Nations Special Coordinator for Lebanon
UNSMIL	United Nations Support Mission in Libya
UNSOM	United Nations Assistance Mission in Somalia
UNVMC	United Nations Verification Mission in Colombia

**Predominantly management and support entities**

DGACM	Department for General Assembly and Conference Management
DGC	Department of Global Communications
DMSPC	Department of Management Strategy, Policy and Compliance
DOS	Department of Operational Support
DSS	Department of Safety and Security
IRMCT	International Residual Mechanism for Criminal Tribunals
OICT	Office of Information and Communications Technology
OIOS	Office of Internal Oversight Services
OLA	Office of Legal Affairs
UNOG	United Nations Office at Geneva
UNON	United Nations Office at Nairobi
UNOV	United Nations Office at Vienna

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## Annex II

### Comments received from the Department of Management Strategy, Policy and Compliance on the draft report

In the present annex, the Office of Internal Oversight Services (OIOS) sets out the full text of comments received from the Department of Management Strategy, Policy and Compliance, in line with General Assembly resolution [64/263](#), following the recommendation of the Independent Audit Advisory Committee. The comments, as received, are provided below.

The Department of Management Strategy, Policy and Compliance (DMSPC) wishes to express our gratitude and appreciation to OIOS for sharing the draft report with DMSPC and for the opportunity to provide a departmental response. The report is comprehensive and highlights important observations.

In this regard, we would like to provide feedback in three areas:

1. The Business Transformation and Accountability Division's role of supporting Secretariat entities in implementing the Administrative Instruction on Evaluation ([ST/AI/2021/3](#)) means that our department fully supports any OIOS findings which highlight that more entities need to conduct evaluations which better focus on their organizational priorities and inform decision-making. This work has identified some of the key drivers of evaluation activity:

- Mandates and policy requirements
- Contribution agreement requirements
- Management recognition of the value of evaluation
- Learning needs (on results, good practices, areas for improvement)
- Availability of financial resources and expertise

Internal evaluations are a management tool, performed for the entity, by the entity. As such, DMSPC has no role in determining the subject of internal evaluations for other entities. Such evaluations are a requirement of the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation, and therefore, should contribute to each Head of Entity's understanding of progress, challenges and lessons learned from the implementation of mandates approved through the intergovernmental process, or performed as part of a funding agreement(s) for specific project(s)/activity(ies). It is therefore important that a Head of Entity decides where to conduct evaluations to inform mandate delivery in their respective entity.

2. The report discusses the Secretariat's conduct of evaluations against the 12 commitments of Our Common Agenda. As box 1 of the report indicates, Member States only adopted the Pact for the Future that builds on Our Common Agenda in September 2024. Prior to this, while Our Common Agenda was an important reference point for the Secretariat, the Agenda was not a Member State-endorsed mandate and therefore did not necessarily inform programme planning and budget proposals for Member State approval. Therefore, from a timing perspective, evaluations conducted during the 2022–2023 reporting period would not have been designed to evaluate progress towards the 12 commitments in Our Common Agenda. Going forward, very few Secretariat entities would contribute to all 12 areas outlined under Our Common Agenda. Moreover, the Agenda requires action from the governments of Member States in how they engage with their citizens and with each other, the private sector, civil society and academia. In addition, individual Secretariat entities have different

mandates, and their evaluation activities will be determined by their respective legislative mandates – some of which may not fall within the 12 Our Common Agenda commitments.

3. Finally, the report mentions the Evaluation Management Committee (EMC) which is chaired by the Under-Secretary-General for DMSPC and supported by the Business Transformation and Accountability Division as secretariat. In response to the recommendation in paragraph 55, the EMC Chair has confirmed the next Committee agenda will include a discussion on the findings of this report regarding evaluation scope and coverage and any implications.

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