**Evaluation Report** 

# Evaluation of the United Nations Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries, and Small Island Developing States (OHRLLS)

09 March 2020

Assignment No: IED-20-003



### Inspection and Evaluation Division

Function	"The Office shall evaluate the efficiency and effectiveness of the implementation of the programmes and legislative mandates of the Organization. It shall conduct programme evaluations with the purpose of establishing analytical and critical evaluations of the implementation of programmes and legislative mandates, examining whether changes therein require review of the methods of delivery, the continued relevance of administrative procedures and whether the activities correspond to the mandates as they may be reflected in the approved budgets and the medium-term plan of the Organization" (General Assembly resolution 48/218 B).
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### Summary

The Office of Internal Oversight Services (OIOS) assessed the effectiveness and efficiency of the United Nations Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries, and Small Island Developing States (OHRLLS) in supporting its three country groups to achieve their respective programmes of action (PoAs). The evaluation aimed primarily to support accountability to key stakeholders and provide OHRLLS programme managers with actionable information for learning and improvement. It was conducted using surveys, interviews, on-site visits, direct observation, document reviews and secondary data analyses.

OHRLLS provided an important voice and support in intergovernmental processes for the most vulnerable members of the Organization and was also effective in resource mobilization, but its advocacy efforts to raise global awareness beyond the intergovernmental process saw more uneven results. A large proportion of the Office's resources was spent in organizing substantive events, which was an area of strength overall. However, follow-up to events and communication around the PoAs, including campaigns, were more limited.

OHRLLS also utilized successful partnership approaches, but coordination to achieve more coherent implementation of the three PoAs was less effective. While the Office's subprogramme for Small Island Developing States effectively leveraged partnerships and networks to coordinate around PoA implementation, the subprogrammes for Least Developed Countries and Landlocked Developing Countries did not have a similar partnership mandate and did not as effectively leverage such strategic partnerships. The Office also met its reporting mandate with timely and good quality reports; the utility of its publications, however, was unclear. Finally, process gaps and limited knowledge management have prevented further efficiency gains.

OIOS makes four important recommendations for OHRLLS to:

- (a) Develop an overarching advocacy strategy;
- (b) Strengthen Inter-Agency Consultative Groups;
- (c) Enhance knowledge management; and
- (d) Integrate gender and human rights into reporting as relevant.

OIOS makes a fifth important recommendation to the Executive Office of the Secretary-General to:

(e) Identify opportunities for greater engagement of OHRLLS with the United Nations Sustainable Development Group and its members.

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### Abbreviations and acronyms

DESA	Department of Economic and Social Affairs
EOSG	Executive Office of the Secretary-General
GBN	Global Business Network
IACG	Inter-Agency Consultative Group
IATF	Inter-Agency Task Force
IPoA	Istanbul Programme of Action
LDCs	Least Developed Countries
LLDCs	Landlocked Developing Countries
NFP	National Focal Point
OHRLLS	Office of the High Representative for the Least Developed Countries, Landlocked Devel- oping Countries, and Small Island Developing States
OIOS	Office of Internal Oversight Services
PoA	programme of action
SAMOA	Small Island Developing States Accelerated Modalities of Action
SDGs	Sustainable Development Goals
SIDS	Small Island Developing States
UNSDG	United Nations Sustainable Development Group
VPoA	Vienna Programme of Action

### I. Introduction

1. The evaluation objective was to assess the effectiveness and efficiency of OHRLLS in supporting its three country groups to achieve their respective PoAs. The evaluation topic emerged from the scoping described in the inception paper,<sup>1</sup> and was conducted in conformity with the United Nations norms and standards for evaluation.<sup>2</sup>

2. Comments from OHRLLS were sought on the draft report and considered in the final report. Formal management responses from OHRLLS and EOSG are annexed.

### II. Background

3. OHRLLS was established by the General Assembly in 2001 by resolution 56/227 with primary mandated functions to coordinate, advocate and report on behalf of three country groups: LDCs, LLDCs and SIDS. These three groups comprise 91 countries in total with a cumulative population size over one billion and overlapping membership. According to OHRLLS, there are 47 LDCs, 32 LLDCs of which 17 are LDCs, and 38 SIDS of which 9 are LDCs. They face shared challenges to their sustainable development such as a vulnerability to external shocks, marginal global economic position, limited access to technology and geographical disadvantages.<sup>3</sup>

4. OHRLLS aims to support LDCs, LLDCs and SIDS to achieve the goals of their respective PoAs and other relevant internationally agreed development goals, including the SDGs. Their PoAs, which outline strategic visions and actions for advancing sustainable development, include the IPoA for LDCs for 2011-2020; VPoA for LLDCs for 2014-2024; and SAMOA Pathway for 2014-2024.<sup>4</sup> The Office's mandate was expanded in para 120 of the SAMOA Pathway, in line with its advocacy mandate, to work on mainstreaming and enhancement of coherence. Each PoA includes a high level of breadth and depth in laying out the challenges faced by their respective country groups along with priorities towards their sustainable development.

5. OHRLLS is headed by the High Representative responsible for the overall leadership and direction of the Office. She is appointed at the Under-Secretary-General level with a direct reporting line to the Secretary-General. Twenty-eight staff posts were budgeted for 2018-19. The Director is responsible for overall coordination and strategic management. Three subprogrammes for LDCs, LLDCs, and SIDS report to the Chief of the Policy Development and Coordination, Monitoring and Reporting Service. An Advocacy and Outreach Unit is responsible for communication and outreach activities.

6. Figure 1 shows the Office's budget and expenditure since 2012. The LDC subprogramme maintained the largest internal allocation in terms of both financial and human resources. Regular budget resources increased from 2012-13 to 2018-19 by about \$3.6 million in response to an increased mandate given to the Office by Member States.

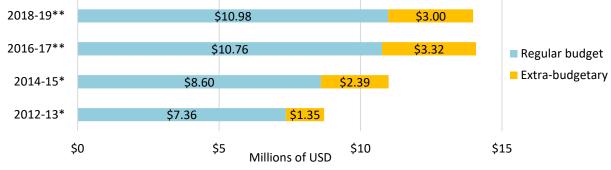
<sup>&</sup>lt;sup>1</sup> Internal OIOS report IED-19-009.

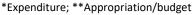
<sup>&</sup>lt;sup>2</sup> United Nations Evaluation Group Norms and Standards, 2016.

<sup>&</sup>lt;sup>3</sup> OHRLLS Proposed programme budget for the biennium 2018-2019, A/72/6 (Sect 10).

<sup>&</sup>lt;sup>4</sup> sustainabledevelopment.un.org (accessed Nov 2019).

#### Figure 1. OHRLLS financing by source, 2012-19





Sources: A/72/6; A/70/6

7. In implementing its three core functions of advocacy, coordination and reporting as per its overall mandate, OHRLLS carried out work in the following main activity areas:

- (a) Reporting on PoA implementation as effective tools for reaching internationally agreed development goals;
- (b) Coherent and coordinated monitoring and follow-up of the PoAs;
- (c) Mobilization and coordination of international support and resources for effective PoA implementation;
- (d) Awareness-raising and advocacy with respect to the three country groups and their PoAs; and
- (e) Building effective linkages between the follow-up and review arrangements of the 2030 Agenda for Sustainable Development and PoAs.

8. These mandated areas are interlinked and mutually supporting. Partnerships act as a modality in support of each area.

### III. Methodology

9. The evaluation focused on answering two main questions regarding the extent to which OHRLLS was *efficient* and *effective* in carrying out its key functions of reporting, coordination and advocacy.

10. The evaluation primarily covered 2016 to 2019. In line with the OHRLLS mandate, the evaluation defined:

- *advocacy* as raising awareness, visibility and catalysing positive change around the respective priorities of its country groups;
- *coordination* as bringing together and working with development partners to enhance commitment and coherence for PoA implementation; and
- *reporting* as providing information, including monitoring and follow-up, on the PoAs towards achievement of internationally agreed development goals.

11. OIOS conducted data collection between July and October 2019, and derived evidence through the following quantitative and qualitative methods:

(a) Survey of OHRLLS staff;<sup>5</sup>

<sup>&</sup>lt;sup>5</sup> 25 of 26 respondents for a 96 per cent response rate.

- (b) Survey of stakeholders;<sup>6</sup>
- (c) Direct observation of 16 meetings, events and conferences including three on-site visits;<sup>7</sup>
- (d) Interviews with 20 OHRLLS staff;
- (e) Interviews with 52 stakeholders including United Nations staff, Member State representatives, and other external stakeholders;
- (f) Reviews of publications, finances, travel data, event information, Office records, and synthesis of other oversight data; and
- (g) Media analysis, including social media and online news in partnership with United Nations Global Pulse.

12. The evaluation faced limitations regarding the use of social media as a proxy indicator for the Office's outreach and engagement. All analyses were triangulated with data from multiple sources to strengthen the evaluation results.

### IV. Evaluation results

## A. In fulfilling its advocacy mandate, OHRLLS provided an important voice and support in intergovernmental processes for the most vulnerable members of the Organization

OHRLLS effectively supported Member States to navigate intergovernmental machinery and reach more informed country group positions

13. OHRLLS helped raise the visibility of its three country groups at the intergovernmental level. In response to its mandate to advocate at United Nations headquarters on behalf of these groups, stakeholders interviewed were nearly unanimous in their agreement on the utility of having a dedicated Office that advocated for their priorities within United Nations intergovernmental processes. Without such representation from OHRLLS, some Member States interviewed noted that the special status of the world's most vulnerable countries would risk being ignored and/or their voices diluted.

14. Member States interviewed identified intergovernmental support as their main expectation for OHRLLS support, and all agreed that this expectation was being met through: servicing negotiations; organizing events, conferences and meetings including through financial support for Member State attendance; and responding to other ad-hoc requests. Accordingly, the Office was heavily oriented towards providing such secretariat support. Internal performance monitoring data indicated that 60 per cent of OHRLLS outputs were categorized as servicing of primarily inter-governmental meetings.<sup>8</sup> Observation of several headquarters inter-governmental meetings also confirmed those meetings to function smoothly and efficiently with the provision of effective OHRLLS secretariat support.

15. The Office played a key role in advocating for the needs of three country groups when outcomes were negotiated through intergovernmental processes related to PoAs, the 2030 Agenda and Addis Ababa Action Agenda. Regional preparatory meetings and global midterm reviews for PoAs demonstrated the Office's provision of both substantive and process-related inputs, and reporting on PoA implementation for LDCs and LLDCs provided conclusions and recommendations that fed into resolutions of the General Assembly and the Economic and Social Council, as evidenced by a high degree of alignment based on textual tracing of sampled reports. In this vein, the Office was well-

<sup>&</sup>lt;sup>6</sup> 109 of 353 respondents for a 31 per cent response rate.

<sup>&</sup>lt;sup>7</sup> Visits to OHRLLS events in Chile, Cape Verde and Solomon Islands.

<sup>&</sup>lt;sup>8</sup> United Nations Integrated Monitoring and Documentation Information System, 2014-17.

positioned to inform country groups and contribute to negotiated outcomes such as ministerial and political declarations.

### OHRLLS linked the SDGs to the three PoAs in its work planning and activities

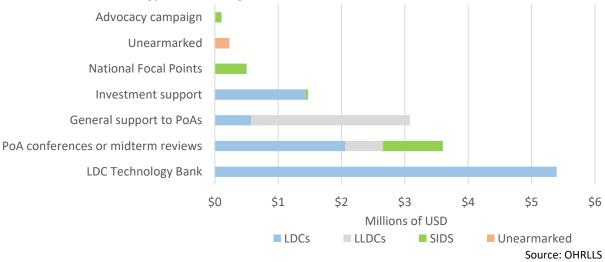
16. OHRLLS aligned its strategic framework, work planning and activities to the 2030 Agenda for Sustainable Development. In response to OIOS audit recommendations requesting an action plan to strengthen complementarities between the PoAs and SDGs,<sup>9</sup> the Office integrated the SDGs into its workplans. The Office also implemented various activities linked to the SDGs, including publications across its three country groups.

17. More specifically, stakeholders interviewed consistently commended the critical role of OHRLLS in the setup of the LDC Technology Bank in 2016, which led to partial achievement of SDG target 17.8. The Office's political advocacy and leadership led to the Bank's successful operationalization, including through mobilizing necessary resources, negotiating a host country agreement, and overseeing the initiation of both administrative and programmatic activities. This demonstrated the ability of OHRLLS to leverage its position in support of LDC development goals.

# Advocacy around resource mobilization was also effective, although external expectations for this function were unclear

18. OHRLLS resource mobilization efforts resulted in \$14.4 million in extrabudgetary funding for the Office between 2016 and 2019.<sup>10</sup> Fundraising was successfully leveraged for the LDC Technology Bank as well as meetings in support of PoA-related activities, which accounted for the majority of extrabudgetary resources mobilized as shown in Figure 2. Such PoA-related funding supported external stakeholders to attend such meetings, including United Nations partners and Member State representatives.

#### Figure 2. OHRLLS extrabudgetary resource mobilization from 2016 to 2019 was concentrated towards the LDC Technology Bank and organization of PoA-related activities



19. The OHRLLS mandate for mobilizing resources to more directly benefit country groups was unclear, which resulted in varying expectations about what role OHRLLS should play in this area. When asked about the Office's performance in supporting resource mobilization for country groups, 25 per

<sup>9</sup> OIOS report 2017/093.

<sup>&</sup>lt;sup>10</sup> OHRLLS, Jan 2020. Note that this figure includes resources that were not yet transferred.

cent of stakeholders surveyed rated it negatively representing the lowest rated of all OHRLLS activities, and 43 per cent were neutral. This suggested unclear Office roles and responsibilities in this area. On the other hand, most OHRLLS staff interviewed cited the attainment of extrabudgetary resources as a positive resource mobilization outcome, especially given the resource constrained environment of the United Nations Secretariat over the period. Such data was however not systematically communicated, which may present an opportunity for further clarification of its resource mobilization role considering the challenge of meeting a broad mandate to mobilize international support for PoA implementation.

# B. Other advocacy efforts to raise global awareness beyond intergovernmental processes saw more uneven results

### OHRLLS had few resources exclusively dedicated for advocacy activities and insufficient strategic planning and monitoring

20. While all staff engaged in advocacy on some level, and the Office reported that advocacy was a key aspect of senior management's portfolio, OHRLLS had few resources exclusively dedicated to work in this area. The Office budgeted two posts in its Advocacy and Outreach Unit, which was charged with implementing a broad scope of work, including support of senior management and the three subprogrammes. Furthermore, OHRLLS staff reported allocating a relatively small proportion of their time on average (16 per cent) to communications-related activities that could be used for advocacy. OHRLLS also lacked an overarching advocacy strategy that clearly linked activities to specific advocacy goals.

21. The Office's insufficient strategic planning, monitoring and reporting practices around advocacy beyond intergovernmental processes further limited its work in this area. OHRLLS budget framework indicators around advocacy, as approved by the Committee for Programme and Coordination, were too narrowly defined to provide meaningful information on progress toward expected achievements. More specifically, raising awareness and increasing debate about relevant issues were articulated in the 2016-19 programme budgets on: (a) website traffic; (b) advocacy activities by the United Nations system; and (c) mainstreaming into the number of negotiations and declarations in the United Nations intergovernmental processes. Furthermore, while the Office typically conducts post-event participant surveys, there were no systematic monitoring and learning processes in place to assess the Office's advocacy approach.

### Stakeholders gave mixed feedback on global awareness-raising

22. Additionally, stakeholders surveyed and interviewed provided mixed feedback regarding OHRLLS effectiveness in broader awareness-raising for PoAs beyond its work in the intergovernmental arena. Some United Nations entities acknowledged the low public awareness of PoAs at the country and regional levels despite having reached midpoint or nearly endpoint in their implementation.<sup>11</sup> Many stakeholders interviewed noted the limited visibility of OHRLLS beyond the community of New York-based government delegates and United Nations partners.

Substantive and logistical event management was an area of strength overall, yet follow-up to events was more limited

23. OHRLLS effectively organized a wide range of meetings, conferences and events with approximately 50 per year.<sup>12</sup> Stakeholders surveyed rated the Office highly on overall management, as

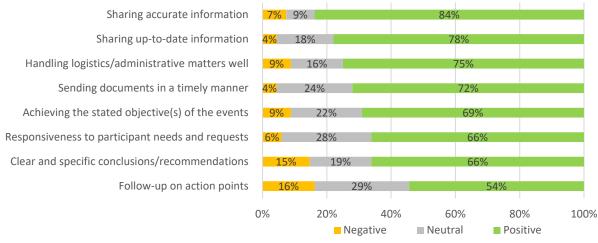
<sup>&</sup>lt;sup>11</sup> The VPoA and SAMOA Pathway reached midpoints in 2019, and the IPoA ends in 2020.

<sup>&</sup>lt;sup>12</sup> unohrlls.org (accessed Nov 2019).

indicated in Figure 3. These events created advocacy space for relevant country group priorities since most participants comprised government and United Nations partners, which provided strong opportunities for raising awareness among senior United Nations staff and global leaders. Observation of several events confirmed that high-level participants were engaged, and that representatives of United Nations entities and government ministries were encouraged to share their respective perspectives.

24. The Office also used its partnerships, notably with United Nations entities, to leverage its convening power to advocate on cross-cutting thematic issues such as trade, development finance, energy, climate and LDC graduation. These efforts yielded positive results as indicated by the observed level of stakeholder participation in events and contribution to various publications. For example, the Office published two reports and held three events on climate change in collaboration with several partners since 2017. Also, OHRLLS partners who worked with the Office on events were more likely to rate those events more positively for raising global awareness of country group issues than partners who were not involved (78 and 53 per cent respectively). Observation of multiple events confirmed a collegial and diplomatic working relationship with OHRLLS partners during event planning and conduct.

#### Figure 3. Stakeholders rated events positively overall around dimensions of organization and management, with action orientation rated the lowest



Source: OHRLLS stakeholder survey

25. Such notable success at event management did not, however, translate widely into post-event action and advocacy outcomes. Stakeholders rated aspects of event follow-up lower than management, as shown in Figure 3. Observation of OHRLLS facilitation outside of formal intergovernmental meetings also indicated a lack of action orientation; events often assumed a *pro forma* arrangement with limited space for interactive dialogue and were not guided towards clear outcomes. Some interviewed stakeholders also pointed to the need to convene more substantive discussion on meeting agendas and objectives ahead of time through closer coordination with partners to establish clearer expected achievements for follow-up.

# Communications efforts, including campaigns, did not fully achieve OHRLLS communication strategy objectives

26. While OHRLLS had multiple communication opportunities, its materials have not reached broader target audiences as intended through Office strategic communications.<sup>13</sup> The Office produced

<sup>&</sup>lt;sup>13</sup> OHRLLS Communications Strategy, c. 2016.

on average 16 press releases per year over 2016-18 that were not widely reported in online news outlets. Of 6 press releases produced for 22 sampled events, few were carried in online media reporting and production fell in 2019 to eight releases.<sup>14</sup> The Office additionally published 44 articles and opeds over the period. The volume of online news media covering OHRLLS activities was nonetheless relatively low and declined over the evaluation period, and there was limited coverage of the Office's work in top international news outlets. Of the top 30 ranked online news outlets based on global traffic, coverage of OHRLLS since 2016 was limited to one op-ed by the Under-Secretary-General.<sup>15</sup>

27. OHRLLS increased its social media activity markedly since 2016 on Twitter, but this translated into a low level of engagement across several metrics. When benchmarked against other small advocacy-focused Offices at United Nations headquarters, OHRLLS fell below a number of engagement measures, as shown in Table 1. While some constituent countries may have more limited internet access, the Office missed opportunities to influence a wider public for its advocacy activities. Based on observation and stakeholder interviews, this may have been exacerbated by the difficulty associated with communicating the Office title, which raised the opportunity for rebranding.

Table 1. OHRLLS social media engagement was generally lower than comparable Secretariat United					
Nations offices					

	OHRLLS <sup>16</sup>	Benchmarked Offices of the Special-Representa- tive of the Secretary-General <sup>17</sup>					
Area / metric		Children and Armed Con- flict	Violence against Chil- dren	Sexual Vio- lence in Con- flict			
Activity							
Twitter posts*	4,685	3,788	3,389	2,813			
Twitter posts per week (average)	24	18	16	14			
Voice and reach							
Twitter impressions	173.2 million <sup>18</sup>	200 million	123 million	61 million			
Engagement							
Twitter followers	4,729	38,212	5,922	43,804			
Twitter follower increase (per cent)	327%	65%	636%	93%			
Twitter retweets	5,732	13,659	52,601	4,362			
Twitter replies	229	728	249	281			
Twitter mentions	15,306	45,813	19,262	24,918			
Facebook followers*	4,214	15,720	4,293	33,325			
Facebook page likes*	4,041	15,699	4,321	33,858			

\*Static indicator as of 30 Sept 2019

28. OHRLLS advocacy campaigns since 2016 had a limited level of visibility in monitored media channels. The Office organized four such outreach activities with various thematic focuses and approaches: two campaigns oriented towards raising awareness through engagement with journalists (*Voices of a Brighter Future* and the *Island Voices Initiative*), and two focused on awareness-raising regarding LDC graduation and achievements (*Towards a Bright Future for LDCs* and *Least Not Last*, respectively). Through these efforts, journalists have engaged in ongoing OHRLLS activities at the national and global levels, including participation in the 2019 High-Level Political Forum in New York. Campaign efforts were, however, mostly short-term and narrowly focused, which has not borne strategic outcomes in promoting the visibility of priorities of country groups and their respective PoAs. No

Source: Twitter, Facebook and Crimson Hexagon

<sup>&</sup>lt;sup>14</sup> Crimson Hexagon and unohrlls.org (accessed Oct 2019).

<sup>&</sup>lt;sup>15</sup> Top 30 ranking based on 4imn.com. Op-ed published in China Daily, May 2017 (accessed Nov 2019).

<sup>&</sup>lt;sup>16</sup> Multiple accounts administered by OHRLLS are calculated cumulatively covering Jan 2016 to Sept 2019 including:

<sup>@</sup>OHRLLS; @fekita\_u; @SIDSGBN. Followers of multiple accounts may be counted more than once.

<sup>&</sup>lt;sup>17</sup> Data covers Jan 2014 to Dec 2017. Each of the three offices are about one-third the size of OHRLLS and headed by Special Representatives covering thematic areas.

<sup>&</sup>lt;sup>18</sup> About 60 per cent of Twitter impressions were attributed to the IPoA Midterm Review in May 2016.

major international news reporting covered these campaigns. Social media conversation related to the campaigns was limited, and the Office's activity to engage audiences was not sustained.

# Member States and other stakeholders expressed interest for the Office to be a more vocal champion given the critical development needs of its country groups

29. Some stakeholders interviewed, including Member States, stated that the Office could build upon its good work to do even more to use its position to act as a strong champion for its country groups. While the High Representative position provided an avenue for high-level political advocacy – including through speaking engagements, attendance at special events, and membership in senior management bodies – and Member States in particular expressed strong appreciation for the Office as the sole United Nations entity dedicated exclusively to the three country groups, some stakeholders interviewed suggested that this role could be undertaken in an even more proactive manner. Several interviewed Member States and partners cited areas where the Office could have provided greater attention to highlight country group achievements, such as instances of LDC graduation, as well as gaps in development progress.

30. The Office's ability to engage in internal advocacy with United Nations leadership, such as with EOSG, was also identified as a key area for strengthening. Despite being a member of several senior level decision-making and coordination fora, such as the Senior Management Group, and initiating regular meetings with the Deputy Secretary-General and senior management involved with sustainable development to brief them of its activities, OHRLLS was not a regular member of other fora highly relevant to its work. This included most notably UNSDG, which serves as a high-level United Nations forum for joint policy formation and decision-making, including coordination of development operations.<sup>19</sup>

# C. OHRLLS utilized some successful partnership approaches, but coordination leading to more coherent implementation of the three Programmes of Action was less effective

While the SIDS subprogramme used partnerships and networks to coordinate around the SA-MOA Pathway in response to their specific partnership mandate, the LDC and LLDC subprogrammes did not as effectively leverage strategic partnerships for PoA implementation

31. The OHRLLS strategy with respect to facilitating partnerships for the implementation of the PoAs was most explicit and coherent in the SIDS subprogramme when compared with the LDC and LLDC subprogrammes. This was driven in part by having a distinct mandate on partnerships and evidenced in the SIDS subprogramme workplan, staff responsibilities, and budget performance measures. For example, while all three subprogrammes used an increased number of development partners as a performance indicator related to partnerships, only the SIDS subprogramme referred to enhanced inter-agency collaboration and partnerships as an expected accomplishment. Similarly, only the SIDS subprogramme included a partnership section with a dedicated partnership focal point in the OHRLLS 2019 workplan.

32. Furthermore, several SIDS initiatives led to the implementation of successful multi-stakeholder partnerships and networks. First, the SIDS GBN provided a dedicated private sector forum held every two years, which resulted in the establishment of 75 new partnerships since 2014. An OHRLLS evaluation noted that it had added significant value among United Nations partners, and requested OHRLLS to upgrade the website and invest more in partnership development through private sector

<sup>&</sup>lt;sup>19</sup> unsdg.un.org (accessed Nov 2019).

investments.<sup>20</sup> Second, the SIDS Partnership Framework, implemented with DESA, provided a further mechanism to convene the private sector, governments, and other stakeholders to contribute to the SAMOA Pathway leading to 541 SIDS registered partnerships.<sup>21</sup> Third, the SIDS NFP network, launched in 2018 following a successful resource mobilization effort by OHRLLS, was identified by some stakeholders interviewed as a useful link between the global and national levels for facilitating coordination, information-sharing and planning on PoA implementation.

33. Nevertheless, these initiatives faced challenges in facilitating concrete outcomes. For the SIDS Partnership Framework, ensuring that stakeholders who registered partnerships through the Framework also complied with its reporting requirements was a central challenge; out of 541 registered partnerships, 112 had been completed and 71 were on track, but reporting for 338 was at least two years overdue. Similarly, the GBN faced challenges in moving beyond fostering connections and providing information to identifying tangible outcomes. Furthermore, given their similarities, opportunities existed for the two to be better aligned and/or jointly implemented.

34. Beyond partnerships formed for delivery of specific outputs, the LDC and LLDC subprogrammes sustained fewer long-term partnerships and therefore missed opportunities to better leverage organizations whose wider reach was critical to coherent PoA implementation. There was evidence available on the use of agreements to institutionalize their wide spectrum of engagements, including with several donors and United Nations entities. However, across all three subprogrammes, less than half of stakeholders surveyed (48 per cent) agreed that the Office had been effective overall in creating new partnerships for PoA implementation.

# Other mechanisms and approaches for coordinating the support of United Nations entities to PoA implementation yielded mixed results

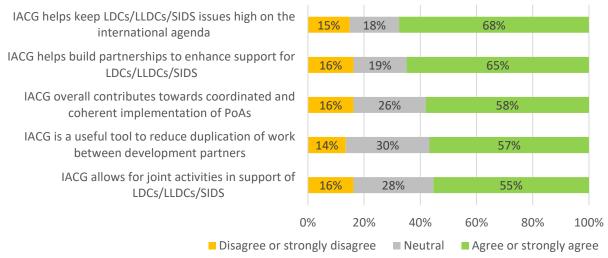
35. As the primary coordination mechanisms with United Nations partners, IACGs contributed to visibility of country group issues but had more limited added value for coordinating PoA implementation. IACGs are held twice a year for LDCs and LLDCs in person, and quarterly for SIDS by teleconference. Many IACG members interviewed and surveyed described them as passive information-sharing mechanisms, and an analysis of meeting notes showed the groups to focus mostly on entity-specific activity updates. The lack of workplans for most IACGs also resulted in a perceived lack of focus on tangible outcomes without reporting or accountability mechanisms for members.<sup>22</sup> As shown in Figure 4, while providing positive ratings overall, stakeholders rated IACGs comparatively lower on helping to facilitate joint activities (55 per cent), reducing duplication (57 per cent) and contributing to coordinated and coherent PoA implementation (58 per cent). Many IACG participants interviewed and surveyed also called for greater focus and action-orientation through priority issues, collective strategies and collaborative work programmes. The latter two factors were not only specific to OHRLLS but were also system-wide constraints to coordination.

<sup>&</sup>lt;sup>20</sup> Evaluation of 'Support to the SIDS Global Business Network and Website', Development Connect, 2018.

<sup>&</sup>lt;sup>21</sup> https://sustainabledevelopment.un.org (accessed Nov 2019).

<sup>&</sup>lt;sup>22</sup> The SIDS IACG developed a workplan and terms of reference in response to Joint Inspection Unit recommendations, 2016/3.

### Figure 4. While overall positive, ratings on IACGs were higher for creating visibility and building partnerships than for utility for coordinated and joint work



Source: OHRLLS stakeholder survey

36. The IATF on LDC Graduation provided a more positive recent practice of the Office's coordination work, but also had some limitations. Established in 2017 to provide United Nations support to countries graduating from the LDC category, the IATF demonstrated the Office's added value in convening United Nations stakeholders to bring their respective comparative advantages to support Member States.<sup>23</sup> United Nations staff noted its nascent potential to reduce duplication of activities and improve coordination through joint work. IATF coordination activities included joint workshops on LDC graduation, which were generally well reviewed by host countries and partners. While not necessarily indicative of other IATF activities, observation of one IATF workshop demonstrated generally good cooperation between IATF members but some lack of clarity among them regarding the workshop agenda and expected outcomes. There was also repetition in the presentations given at the workshop, suggesting the opportunity for better coordination beforehand on its substantive content.

37. Furthermore, OHRLLS partnerships to coordinate at the regional level were particularly lacking. Interviewed stakeholders and observation indicated that while regional preparatory meetings for PoA midterm reviews and conferences were managed satisfactorily, institutionalized relationships with the Regional Economic Commissions were generally lacking. Stakeholders interviewed also consistently mentioned a disconnect with the regional level despite the central role that the commissions and other relevant regional organizations played in the follow-up and monitoring processes of PoAs.

38. Finally, interviews and survey data indicated the perception that inter-agency competition remained an impediment to more positive working partnerships with key United Nations entities. In the case of OHRLLS, this perception was particularly strong with respect to DESA and the United Nations Conference on Trade and Development with whom it shares common constituencies and mandate areas.

### D. OHRLLS met its reporting mandate for LDCs, LLDCs and SIDS with timely and good quality reports, but utility of its publications was unclear

The Office delivered all mandated reporting outputs on schedule

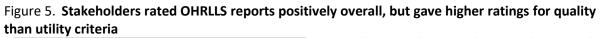
<sup>&</sup>lt;sup>23</sup> The IATF created responded in part to recommendations to enhance OHRLLS substantive and operational work to support graduating LDCs (A/70/292).

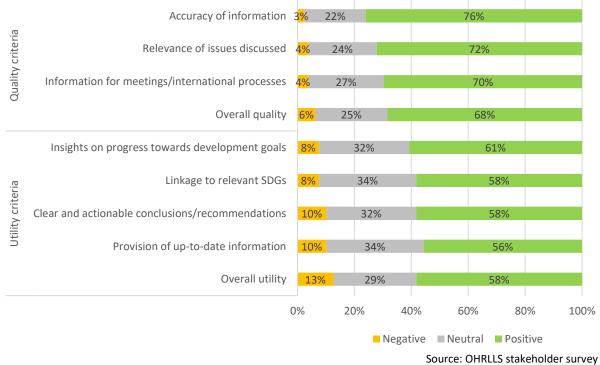
39. OHRLLS effectively met its mandate to report on implementation of the three PoAs towards achievement of internationally agreed development goals, including through monitoring and followup. It did this through a robust publication portfolio with a wide range of publications from 2016 to 2019. Based on its budget submissions, it produced 82 recurrent and non-recurrent documents. These included both flagship and thematic reports, factsheets, and event summaries, financed by both regular and extrabudgetary resources.

40. Within this wider portfolio, OHRLLS produced all mandated reports over the past three years, including annual reports of the Secretary-General on the implementation of the LDC and LLDC PoAs, submitting all General Assembly reports by their required slot dates. The Office also provided mandated inputs into the Secretary-General report on the SAMOA Pathway authored by DESA.

# While OHRLLS stakeholders and staff largely rated OHRLLS reports positively overall, ratings for quality were higher than ratings for utility

41. Stakeholders surveyed had positive feedback overall on the quality of reports produced by the Office as shown in Figure 5. Stakeholders most frequently mentioned using OHRLLS reports as background information in preparing for meetings and speeches, drafting reports, informing missions and/or providing general knowledge and information. Member State representatives interviewed gave mixed responses when asked about OHRLLS reports. They noted that these provided useful reference for intergovernmental dialogue but also stated that some reports tended to be repetitive, too general, and in need of a more dynamic approach.





42. Finally, while OHRLLS staff interviewed generally assessed the quality of the reports produced by the Office positively, they raised questions regarding utility. Several staff suggested the Office could more effectively use publications for advocacy, and specifically noted that it was challenging to publicize, track and demonstrate report usage. Some also stated that the Office should do more analysis in its reports and/or innovate its approach to reporting, while at the same time acknowledging the

limitations around word limits for Secretary-General reports and political sensitivity around some of the topics discussed. They also raised questions about the utility of producing lengthy event reports, especially given the limited resources of the Office.

Online citations and downloads of OHRLLS publications provided inconclusive data on utility, but indicated broader readership interest in country group background information and thematic issues

43. While online citations of OHRLLS reporting suggested broader readership of its documents as a reference for understanding country group issues and thematic issues, the extent to which these citations indicated utility could not be determined without a clearly defined publications strategy with dissemination targets. Between 2016 to 2019 there were approximately 2,150 online citations of the Office in a variety of sources, including United Nations websites, government websites, and newspapers.<sup>24</sup> SIDS-related issues were more widely cited, notably climate change.

44. The most downloaded documents from the OHRLLS website reiterated wider readership interest in brochures and factsheet style publications, followed by its flagship reports and policy papers, as indicated in Figure 6. Most thematic interest as measured by downloads was concentrated in climate change, which accounted for almost one-third of the top downloads of OHRLLS publications. However, most downloads were of reports published before the evaluation period (86 per cent) indicating a decrease in recent publication interest.

## Figure 6. Interest in publications was concentrated in background information and thematic issues like climate change based on top downloaded documents from the OHRLLS website since 2016



Number of downloads from website

Source: OHRLLS website analytics

### Gender and human rights were not consistently mainstreamed in OHRLLS reports

45. A review of eight OHRLLS reports over the past three years indicated a lack of consistent mainstreaming of human rights and gender, both principles that are enshrined in the United Nations

<sup>&</sup>lt;sup>24</sup> Online citations estimated based on Google Scholar (accessed Nov 2019).

Charter and the Universal Declaration of Human Rights and committed to by Member States. While most of the eight considered, at least partially, women's and men's perspectives on development issues, just two had a separate section on gender and three presented disaggregated gender data. None of the reports provided data specific to human rights or reported data from a human rights perspective.

### Partners also questioned the coordination process for report production

46. OHRLLS coordination with United Nations partners on content of the Secretary-General reports on PoA implementation for LDCs and LLDCs had mixed partner feedback on the process. Most surveyed rated the Office positively for providing sufficient guidance (71 per cent) and adequate time (70 percent), but ratings dropped significantly for valuing partner contributions (53 per cent) and reflecting those contributions in final reports (49 per cent). Additionally, some partners interviewed expressed some frustration with the coordination process for report production, stating that OHRLLS ignored or minimized the inputs they provided. For example, the 2019 Secretary-General report on IPoA implementation stated that United Nations entities had contributed actively to its implementation "individually and through a range of joint programmes and activities", but only WIPO and DESA were briefly mentioned.<sup>25</sup> Such reporting also missed an important opportunity to present the collective actions of the United Nations overall to support LDCs. The Office did note that the word limit for Secretary-General reports was a constraint in this regard.

47. Conversely, several OHRLLS staff interviewed identified challenges to providing inputs to the SIDS report on SAMOA Pathway implementation, which DESA leads, including insufficient involvement with planning for the reports and the need for more guidance and information-sharing with DESA in finalizing the report.

# E. Process gaps and limited knowledge management have prevented further efficiency gains

### OHRLLS has been challenged in delivering a broad mandate with a small office size

48. OHRLLS faced a challenge in addressing the mismatch between the broadness of its mandate and its comparatively limited resources. While receiving an increase of about \$2 million in regular budget resources since 2016, the Office has been faced with an expanding mandate and additional LDC, LLDC and SIDS requests; it therefore continued to rely on extrabudgetary funding and a small office size of 28 staff to implement mandated activities, particularly in the LLDC and SIDS subprogrammes. These capacity gaps were reiterated in the Secretary-General's needs assessment for SIDS, noting that without "sufficient and sustainable resources, the [SIDS] Unit will not be able to fulfil" its original and additional mandates financed predominantly from temporary positions and extrabudgetary contributions.<sup>26</sup> Also, most Member State representatives interviewed commented on the small size of the Office and shared their perception that its limited resources negatively impacted its capacity to deliver its mandate.

### In meeting this challenge, decision-making did not always maximize use of limited resources

49. To address this challenge, OHRLLS has utilized several approaches to maximize its resources. First, it identified thematic focus areas and instituted a focal point structure to guide its work.<sup>27</sup> This

<sup>&</sup>lt;sup>25</sup> A/74/69, para 65.

<sup>&</sup>lt;sup>26</sup> A/73/345.

<sup>&</sup>lt;sup>27</sup> OHRLLS reported having focal points for energy, climate, and intergovernmental issues. 2018-2019 Office workplans identified nine cross-cutting thematic issues.

has shown some benefits in promoting internal collaboration and synergies in the Office among the subprogrammes resulting in events and publications covering multiple country groups. The Office also chose meetings and events as a key modality for delivering its mandate; preparation and attendance for these activities assumed the greatest proportion of staff time, estimated by staff surveyed as consuming 36 per cent of their time on average.

50. However, choices on where and how to invest time and effort were often reactive and unplanned. The Office maintained a matrix to capture bilateral meetings and requests, which identified follow-up actions with responsible staff, but the matrix had some limitations as a management tool. This matrix did not spell out the specific nature of the request(s), the criteria that were considered in responding to the request(s) or the identification of other United Nations entities that might be better placed to respond to the request(s). While the Office sought to be responsive by embedding flexibility into its work programme, several staff interviewed noted the challenge of establishing priorities when needing to consistently respond to ad hoc requests for support.

51. Additionally, some OHRLLS staff raised concerns about how the Office workplan was developed. Approximately one-third interviewed noted the abundance of activities undertaken without the establishment of targets and priorities. Several staff, particularly at the junior level, stated that work planning followed a top-down approach with insufficient input from staff at all levels. Some staff also questioned whether the Office's focus on organizing events came at the detriment of monitoring longer-term outcomes of such events or focusing on activities that generate more sustainable change.

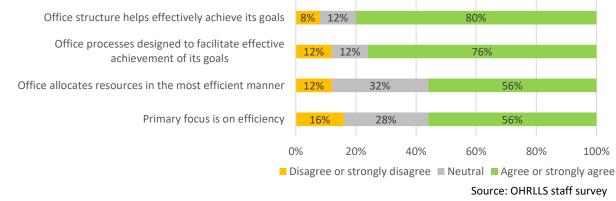
52. While somewhat constrained by reliance on extrabudgetary funding to organize events, OHRLLS decision-making around where to focus its limited resources resulted in travel that was skewed away from its three country groups. Most trips were made to non-constituent countries (70 per cent), while a lower proportion of trips were undertaken to LDCs (15 per cent), LLDCs (12 per cent) and SIDS (12 per cent).<sup>28</sup>

53. Travel to non-constituent locations would be expected for organizing intergovernmental conferences, meetings and other events benefitting country groups and for advocating directly with donors for resource mobilization. However, such travel indicated an imbalance in the Office's advocacy approach: travel to constituent countries could provide an important venue for advocacy with development partners on the ground who are more directly knowledgeable of the issues faced by the country groups. Regarding the latter, this disconnect was also noted by several Office staff and stakeholders interviewed as missed advocacy opportunities for raising awareness in the field.

### Office work processes were not consistently streamlined for more efficient use of resources

54. OHRLLS staff surveyed gave positive ratings regarding how the Office structure and processes facilitated mandate achievement, and ratings for work-life balance and supportive leadership were very high. However, ratings for overall efficiency as shown in Figure 7, were less positive. Ratings on efficiency were also lower overall by LDC subprogramme staff compared to LLDC and SIDS subprogramme staff. An assessment of OHRLLS organizational culture identified a workspace where staff felt valued and took pride in their work, with a strong emphasis on mandate implementation. However, staff did not feel entirely comfortable taking risks and learning from mistakes, which could be more conducive to exploring new and more efficient ways of doing its work.

<sup>&</sup>lt;sup>28</sup> Figures based on Umoja travel data. Percentages sum to greater than 100 given overlapping country group membership.



#### Figure 7. OHRLLS staff rated Office structure and processes higher on effectiveness than efficiency

55. OHRLLS staff interviewed raised additional points regarding efficiency. Some suggested work processes could be further streamlined through enhancing existing cross-cutting clusters and undertaking additional cross-cutting work. Some staff also reported potential to further enhance internal information-sharing for joint work, even though the Office structure incentivized a more siloed approach on specific country groups. Related to this, some Member States interviewed also suggested that the Office facilitate more dialogue and exchange between the three country groups, given their overlapping membership and shared priorities. To this end, the Office had prepared a working paper on potential areas of collaboration between the three country groups presented at the ambassadorial level in 2019.

56. In particular, work processes around travel, a critical activity for the Office given its large focus on events, raised questions regarding the level and team size of staff travel. Between 2016 and 2019, OHRLLS staff undertook 340 trips of which most (57 per cent) were undertaken by P5 staff or above.<sup>29</sup> Most trips (65 per cent) were undertaken to attend events with teams of three or more staff (47 events in total); most of these teams (53 per cent) were comprised of three or more staff (P5 or higher). The Office reported that travel was determined by the nature and scope of events, including requirements for visibility.

57. Based on observation of multiple events, OHRLLS team member roles and responsibilities were not always clear. According to OHRLLS management, the amount of travel was needed given the large burden of organizing and facilitating events both substantively and administratively, as well as representing the Office at high-level government meetings. Several Member State representatives interviewed stated that it would also be useful if OHRLLS staff not only attended events but also travelled more in the countries they visited to meet with different stakeholders and obtain a better understanding of the issues facing those countries.

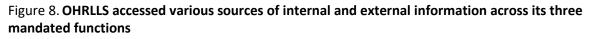
Despite recent improvements to knowledge management systems, the capture and sharing of knowledge was largely informal, which contributed to insufficient use of information across its mandated functions

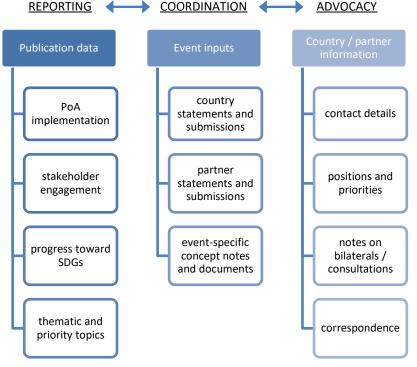
58. OHRLLS collected and received a variety of knowledge inputs that corresponded to its three mandated functions, as shown in Figure 8. The Office has updated knowledge management systems to manage these inputs with an online shared drive, updated website,<sup>30</sup> and robust Information Management Strategy. The inputs overlapped across Office subprogrammes and roles, which highlighted the potential value of internal knowledge-sharing. Most OHRLLS staff surveyed were also satisfied with overall communication and knowledge management; 80 per cent agreed they have the internal

<sup>&</sup>lt;sup>29</sup> Umoja (Oct 2019).

 $<sup>^{\</sup>rm 30}$  At the time of evaluation, OHRLLS was updating its website.

information needed to do their jobs well, and 72 and 68 per cent respectively agreed the Office has tools for knowledge sharing and these tools are sufficiently used.





Source: OIOS based on documentation review

59. Despite the improvements noted above, however, knowledge management remained largely informal in practice and valuable information was insufficiently harnessed. The inconsistent use of knowledge management tools exacerbated an extensive workload and contributed to a sense of insufficient strategic planning. Almost half of OHRLLS staff interviewed noted a need for more strategic use of information across the Office, especially to encourage office-wide planning and collaboration.

60. The Office also did not consistently leverage opportunities for capturing the knowledge exchange and learning that occurred during its many events. Over half of a sample of events (11 of 17) cited learning and experience-sharing as objectives, and there were several examples of knowledge sharing in the events observed. However, these interactions were not sufficiently accompanied by systematic capture and communication of learning outcomes. The objectives of such meetings were generally oriented towards capturing best practices and lessons but lacked an approach for gathering and reporting data on targeted learning outcomes.

61. OHRLLS also missed other opportunities for more systematic and efficient knowledge capture to support its key advocacy efforts. Only a limited portion of inputs related to stakeholder engagement and resource mobilization advocacy activities made their way into the Office's knowledge management processes. Certain aspects of meeting records with information on advocacy opportunities, such as notes-for-file, were tracked but underutilized for enhancing the advocacy work of the Office.

### V. Conclusion

62. With only one decade remaining for the fulfilment of the 2030 Agenda for Sustainable Development, which included the pledge that "no one will be left behind", the United Nations must intensify its support to Member States in achieving the SDGs. For the Organization's most vulnerable members, the urgency is even greater; LDCs, LLDCs and SIDS are at greatest risk of being left behind. Since these countries represent more than half of all Member States and more than one billion individuals, the repercussions of failure are grave. As the only United Nations entity exclusively dedicated to supporting these countries, the role played by OHRLLS is therefore critical.

63. The many achievements of OHRLLS over the past four years, taking into consideration its limited resources, are to be commended. OHRLLS has positioned itself to effectively support Member States in intergovernmental processes and act as a convener of United Nations entities through a diverse range of events and partnerships on a global level.

64. Yet during this time of organizational reform, opportunities exist for OHRLLS to reflect and recalibrate in order to become an even stronger and more dynamic champion for the countries on whose behalf it advocates. While the Office benefits from a culture where staff feel valued and are committed, this evaluation identified room for improvement around innovation, continuous improvement and risk-taking. OHRLLS must continue to think beyond the production of mandated outputs and more towards the achievement of desired impact; it needs to be bold, creative and proactive. This is the cultural aspiration not only for OHRLLS, but for the entire Organization, as urged by the Secretary-General.

65. Given its small size and limited budget, OHRLLS needs to further leverage its expertise, experience and position to enhance: knowledge management; partnerships; use of social media, events and reports for focused advocacy; and proactive leadership with EOSG as well as with the General Assembly. New uses for limited funds, as well as new ways of doing its work, will yield not only efficiency gains but also more far-reaching results.

66. As an integral part of the United Nations system supporting Member State achievement of the SDGs, OHRLLS must clearly define its role based on its mandate and comparative advantage and coordinate with its partners accordingly. The Office cannot work alone. As the world enters a Decade of Action, OHRLLS must ensure that the needs of its three country groups remain at the forefront of the Organization's work.

### VI. Recommendations

67. OIOS makes four important recommendations to OHRLLS and one important recommendation to EOSG.

### Recommendation 1 (Results B and D)

68. **OHRLLS should develop an overarching advocacy strategy** that clearly links activities to objectives tracked with performance measures. The strategy should:

- identify opportunities for better leveraging events and publications as advocacy tools;
- establish an iterative strategic planning process to set and refine targets for advocacyrelated activities such as campaigns;

- integrate communication efforts into a broader advocacy framework, including Office branding considerations;
- define activities to increase its advocacy with senior leadership in the United Nations, such as through regular communication with the EOSG; and
- explore how to better leverage social media to raise global awareness around the issues of relevance to its three country groups.

Indicator of achievement: Establishment of OHRLLS advocacy strategy covering the above elements, including a specific plan for how to increase regular communication with senior United Nations leadership.

#### Recommendation 2 (Result C)

69. **OHRLLS, in consultation with IACG members, should strengthen the IACGs** as a mechanism for coordination around PoA implementation including by:

- identifying topics that promote coordinated work around PoA implementation, including joint advocacy activities such as campaigns and multi-stakeholder partnerships;
- establishing linkages to the revised coordination architecture for development activities at the global and regional levels; and
- embedding stronger accountability into the meeting outcomes by establishing workplans where feasible and assigning clear responsibilities for follow-up action.

Indicator of achievement: Documentation of IACG activities covering the above points.

#### Recommendation 3 (Result E)

70. **OHRLLS should enhance knowledge management** in the Office to ensure more systematic and regular use of the systems already in place, and to create new systems or mechanisms where gaps may exist. OHRLLS may consider holding an office-wide workshop to discuss how to further enhance approaches for knowledge capture and use, such as managing advocacy-related information from notes-to-file.

Indicator of achievement: Evidence of enhanced knowledge management including documentation on related internal decisions and process changes.

#### **Recommendation 4 (Result D)**

## 71. OHRLLS should consider how to more systematically integrate gender and human rights into its reports, as relevant.

*Indicator of achievement: Evidence of efforts undertaken, including staff training, to improve integration of gender and human rights into publications.* 

#### Recommendation 5 (Result B)

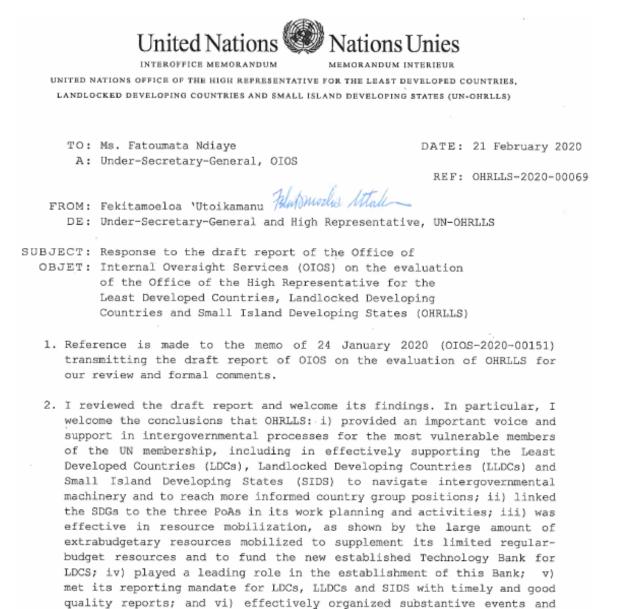
## 72. EOSG should identify opportunities for greater engagement of OHRLLS with the UNSDG and its members, particularly on issues of the most relevance to LDCs, LLDCs and SIDS.

Indicator of achievement: Evidence of greater OHRLLS engagement with UNSDG.

### VII. Annex: management responses

In this Annex, OIOS presents the comments received from OHRLLS and EOSG on the evaluation report in line with General Assembly resolution 64/263, following the recommendation of the Independent Audit Advisory Committee.

#### A) OHRLLS



3. I also take note of the findings of the draft report that point to uneven results, including in such areas as coordinating the support of the UN system to the implementation of the programme of action, raising global awareness, integrating human rights and gender into reporting, and using knowledge management systems. We will make sure that actions are taken to improve on all these important areas.

utilized successful partnerships approaches.

- 4. Regarding the draft report's comments on the destination of travel, we fully agree that it would be beneficial if the office travelled more to LDCs, LLDCs and SIDS. Unfortunately, given its limited travel resources, the office could only undertake advocacy and resource-mobilisation related-travel.
- 5. My office welcomes the draft report and agrees to its recommendations. Also related to this, we welcome the recommendation to EOSG to identify opportunities for greater engagement of OHRLLS with the UNSDG, particularly on issues of the most relevance to LDCs, LLDCs and SIDS. This would enable more coherent and coordinated support of the UN system to the implementation of the specific Programmes of Action of these countries and the SDGs.
- OHRLLS will strive to implement the recommendations of the draft report on an effective and timely manner.
- A Recommendation Action Plan Template with OHRLLS's response to the recommendations will be sent to OIOS in due course.
- I would like to take this opportunity to thank Mr. Yee Woo Guo, and Ms. Demetra Arapakos and her team- Michael Craft and Daouda Badio-for their professionalism, collegiality and teamwork.
- 9. We look forward to seeing the final report.

B) EOSG



DATE: 26 February 2020

REFERENCE:

THROUGH: S/C DE:

FROM: Michelle Gyles-Mcdonnough, Director, Sustainable

#### SUBJECT: Recommendation 5 of the Report "Evaluation of the United Nations Office of OBJET the High Representative for the Least Developed Countries, Landlocked Developing Countries, and Small Island Developing States (OHRLLS)"

1. Thank you for sharing the formal draft of the report entitled "Evaluation of the United Nations Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries, and Small Island Developing States (OHRLLS)" with the Executive Office of the Secretary-General (EOSG).

2. EOSG is grateful for the evaluation undertaken by the Office of Internal Oversight Services and appreciates the opportunity to comment on the recommendation. Following a careful review by the Sustainable Development Unit in EOSG, I wish to request that the recommendation be amended as follows: EOSG should identify opportunities for greater engagement of OHRLLS with the UNSDG **and its members**, particularly on issues of the most relevance to LDCs, LLDCs and SIDS. The indicator of achievement remains unchanged.

3. The rationale for the insertion 'and its members' is to clarify that OHRLLS should engage in significant partnerships with relevant members of the UNSDG to leverage its analytical capabilities and networks.

4. With this amendment, EOSG accepts recommendation 5 of the draft report.