

UNHCR Evaluation Management Response	
<b>Evaluation title:</b>	Evaluation of Effectiveness and Relevance of Advocacy Approaches with the EU and in EU/EFTA countries (2015-2017)
<b>UNHCR evaluation reference:</b>	ES/2019/01
<b>Entity that commissioned the evaluation:</b>	UNHCR Regional Bureau for Europe in collaboration with UNHCR Evaluation Service
<b>Date of Management Response:</b>	18 October 2019
<b>General comments on the evaluation:</b>	<p>The evaluation proposes an important reform to UNHCR advocacy approach both at the global, regional and national level. While UNHCR supports the principles of the recommendations, it also recognises the challenges of reforming this in an environment where the development of long term advocacy strategies are constantly impacted by the short term effects and actions required by national developments and public opinions. The regionalisation and restructuring of the Regional Bureau Europe (RBE) is an opportunity to start implementing the recommendations. The financial and human resources required to implement the recommendations will need to be further detailed and analysed. At this time, RBE will examine how to implement the recommendations in a pilot to analyse the new process, identify adjustments that are required in UNHCR and evaluate the overall impact before it could envisage to fully implement the proposed recommendations.</p>
<b>RECOMMENDATION 1:</b>	<p><b>Introduce a more comprehensive strategic process for advocacy in Europe.</b></p> <p>It is recommended that the Europe Bureau and Country Offices should introduce a more comprehensive strategic process for advocacy in Europe with a multi-year timeframe and linked to the overall plans, with clear roles and responsibilities.</p> <p>Suggested steps include:</p> <ul style="list-style-type: none"> <li>• In annual planning exercises at the European (Bureau) and country level, ensure that assessments are made from an advocacy perspective: analysis of issues to address, policy changes needed and stakeholder mapping. This should also concern making choices for advocacy. Is advocacy the best response, and if so, which tactics and approach could be considered? A multi-year advocacy strategy at the country level to complement the operations plan could be a useful support.</li> <li>• Set out roles and responsibilities for advocacy at the country level considering the multi-functional team (see recommendation 3)</li> </ul>

<b>Management response:</b>	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>	RBE supports the principle of the recommendation and will conduct a pilot to implement the recommendations in a region of Europe. This will provide the opportunity to review the process, validate the recommendations, identify additional resources needed and finally evaluate its impact. As a first step, the new regionalized Bureau structure has already integrated advocacy capacity within its structure which will be fully operational as of 2020 thus enabling these consideration in an upcoming planning cycle.				
<b>Unit or function responsible:</b>	<b>UNHCR Europe Bureau and Country Offices</b>				
<b>Top line planned actions</b>	<b>By whom</b>	<b>Comments</b>	<b>Expected completion date</b>	<b>Progress</b>	
				<b>Status</b>	<b>Comments</b>
<b>RECOMMENDATION 2:</b>	<p><b>Set advocacy priorities for Europe on annual/biennial basis.</b></p> <p>It is recommended that the Europe Bureau should set up to five advocacy priorities for Europe on annual/biennial basis and that these are done in a collaborative manner as part of multi-year planning and are linked to the European Union Engagement Agenda and country priorities and underpinned by necessary positions and messaging.</p> <p>Suggested steps include:</p> <ul style="list-style-type: none"> <li>• Introduce an annual/biennial process in Europe to identify up to five advocacy priorities in Europe in a collaborative process with country and regional offices, this could be part of a MYMP process or other comprehensive multi-year planning.</li> <li>• Ensure that in setting priorities there is an alignment with the European Union engagement Agenda and country priorities.</li> <li>• RBE together with DIP and other Divisions and units develop the necessary positions and messaging to support the top priorities and assign focal points within RBE for these issues (see recommendation 3).</li> </ul>				
<b>Management response:</b>	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>	RBE supports the principle of the recommendation but also notes that it encompass many regions with diverse priorities which could consequently differ from one region to another such as those found in EU, Eastern Europe, Western Balkans and South Caucasus. The recommendation is made on a sample limited to the European Union and EU/EFTA countries and expanded to the entire RBE operational area. It might not be strategically optimal for RBE to limit itself to only five advocacy priorities define through an annual or biennial				

	process. As such, RBE foresees a possible need to have separate strategic advocacy priorities for each of the regions it covers. As regard to the third bullet and recalling the decentralisation principles, advocacy strategies should be developed by RBE who should solicit if and as needed the support of other Divisions.				
<b>Unit or function responsible:</b>	<b>UNHCR Europe Bureau</b>				
Top line planned actions	By whom	Comments	Expected completion date	Progress	
				Status	Comments
<b>RECOMMENDATION 3:</b>	<p><b>Define advocacy roles and responsibilities in Europe.</b></p> <p>It is recommended that the Europe Bureau should define advocacy roles and responsibilities in Europe and ensure dedicated advocacy capacity at Bureau, Brussels and country level. This could include appointing focal points among its staff for the main advocacy priority areas, while ensuring an advocacy country focal point in each office and having diverse staffing profiles for advocacy with the European Union and other key advocacy locations. A community of practice could support such efforts.</p> <p>Suggested steps include:</p> <ul style="list-style-type: none"> <li>• At RBE, appoint focal points from existing staff for the main advocacy priorities identified for Europe.</li> <li>• In Country Offices, nominate an advocacy focal point (existing staff or new position depending upon workload, preferably a senior national staff) to coordinate and lead on the national advocacy strategy.</li> <li>• In Country Offices, review the role of the multifunctional teams in designing and implementing the national advocacy strategy (i.e. not only the responsibility of the advocacy focal point but a shared responsibility).</li> <li>• In Brussels (for the European Union audiences) and possibly other large representations, consider if more diverse staff profiles are needed, such as staff with advocacy skill-set and not only with policy expertise, and/or invest further in up-skilling of staff in advocacy.</li> <li>• Develop communities of practice (CoP) for the main advocacy priorities for Europe that could possibly be extended globally. CoP should have a moderator (i.e. RBE focal point), an online space to share/exchange and an annual physical meeting, budget allowing.</li> </ul>				
<b>Management response:</b>	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>	RBE supports the principle of building advocacy capacity within the Bureau and country offices and the new regionalized Bureau structure encompasses and integrates such capacity. RBE does not agree with the recommendation to focus on individual advocacy focal point but privileges the use of UNHCR Multi-Functional Teams (MFTs). As such, RBE will create advocacy MFTs in the offices involved in a pilot project.				
<b>Unit or function responsible:</b>	<b>UNHCR Europe Bureau</b>				
Top line planned actions	By whom	Comments		Progress	

				Expected completion date	Status	Comments
<b>RECOMMENDATION 4:</b>		<p><b>Re-orientate public opinion activities in Europe.</b></p> <p>It is recommended that the Europe Bureau should re-orientate public opinion activities in Europe; and in so doing ensure that efforts are clearly considered against baselines, knowledge of public attitudes, specific advocacy objectives, communication resources; and are measurable against realistic outcomes that are consequently monitored and evaluated.</p> <p>Suggested steps include:</p> <ul style="list-style-type: none"> <li>• Before engaging on any new public opinion campaigns at the European level, work with the Strategic Communication Section in establishing a baseline based on the existing polling data on European public's attitudes towards refugees; integrate in campaign strategy what the data and other studies advise about the feasibility of such campaigning.</li> <li>• At the country level, review and modify any ongoing public opinion activities to ensure they are based on measurable and realistic outcomes that are consequently monitored and evaluated.</li> <li>• At the country level, re-orientate the focus of public opinion activities to support the achievement of specific advocacy objectives, where feasible.</li> <li>• Consider leveraging existing communication resources in innovative ways: non-branded goodwill ambassadors for example, fund programmes that seek to build tolerance between those communities in rather than by countering messages and amplify in traditional and mainstream media.</li> <li>• Engage social media companies to counter hate speech about refugees and work with the private sector and other institutions and partners where possible (based on need analysis and mapping where impact can be the highest).</li> </ul>				
<b>Management response:</b>		<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>		RBE support's the principle of the recommendation and will try and address those legitimate points raised by the evaluation where it can and has the flexibility and authority to do so.				
<b>Unit or function responsible:</b>		<b>UNHCR Europe Bureau</b>				
<b>Top line planned actions</b>	<b>By whom</b>	<b>Comments</b>	<b>Expected completion date</b>	<b>Progress</b>		
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<b>RECOMMENDATION 5:</b>	<p><b>Increase resourcing and accountability of advocacy globally.</b></p> <p>It is recommended that UNHCR should increase resourcing and accountability of advocacy globally, taking into consideration the regionalization process. This should include clarity on where accountability and capacities should be placed for advocacy organizationally and development of guidance and learning material.</p> <p>Suggested steps include:</p> <ul style="list-style-type: none"> <li>• Determine at the organizational level, also taking into account the ongoing regionalization process, where accountabilities and capacities should be placed to support advocacy, for instance within the Divisional and Bureaux structures, and employ relevant qualified advocacy staff.</li> <li>• Fund advocacy focal point positions in large operations (e.g. Greece) and consider the need in strategic points, such as Brussels and London in Europe.</li> <li>• Develop further the training offering and guidance available for staff to learn more about and implement advocacy (for instance building on the resources developed by DIP/DPSM (forthcoming)).</li> </ul>				
<b>Management response:</b>	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>	<p>Global Communications Service strongly agrees with the overall recommendation for strengthened resourcing for advocacy, and the need for continued work in relation to clarity on accountability and ownership globally. Positive results are being seen at present from several advocacy initiatives, most recent of which being the iBelong Campaign and the High-Level Session on Statelessness at the October 2019 Executive Committee meeting. As well as during the first Global Refugee Forum and its follow up into 2020, effective advocacy will be essential for the catalytic role envisaged for UNHCR under the Global Compact on Refugees.</p> <p>In relation to this recommendation, GCS notes that strengthened guidance for staff on public advocacy has recently been made available in the newly published Global Communications Strategy, and work is ongoing with the Division of International Protection on inputs to an Advocacy Toolkit. Increased investment in recent years in assessing results and news impact means that UNHCR's global communications are now being systematically measured and analysed, with lessons being regularly drawn. Such tools and others, plus training and best practises in measuring results are being shared with Bureaus as part of DER discussions with Bureaus on supporting regionalization.</p> <p>Funding and staffing for strengthened advocacy to be embedded in key operations outside Geneva lies beyond the structural scope of the Global Communications Service (as these relate to the budgets of country</p>				

	offices/Bureaus), however we believe this too is a positive proposal and should be explored further, not least in light of the need for strengthened advocacy on cross-cutting issues that are cross-country or substantially cross-regional.				
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Top line planned actions	By whom	Comments	Expected completion date	Progress	
				Status	Comments
<b>RECOMMENDATION 6:</b>	<p><b>Adapt systems to support a more strategic approach to advocacy.</b></p> <p>It is recommended that UNHCR should adapt systems, such as budget, planning, results and learning systems, to support a more strategic approach to advocacy.</p> <p>Suggested steps include:</p> <ul style="list-style-type: none"> <li>• Consider ways to adapt the budget and planning systems to allow for multi-year planning and budgeting (up to five years) that is inclusive of advocacy roles and resources. In the interim, consider the continued use of multi-year strategies that set out the longer term changes that UNHCR will contribute to, including outcomes to be achieved by advocacy.</li> <li>• Define clearer strategies and programme standards for advocacy that can be translated by regional Bureaux into guidelines for country operations.</li> <li>• Include advocacy considerations in the review of the results based management systems, with a view to ensuring that strategic planning considers elements commonly used in advocacy assessment and planning such as stakeholder assessment, power analysis and theory of change and enables operations to define specific outcomes and indicators for advocacy dimensions of programme management.</li> <li>• Introduce more effective tools for monitoring and evaluating outcomes that are achieved by advocacy and communications, starting with basic guidance notes for both areas setting out advice on monitoring, sample indicators and methods for measurement and that considers how UNHCR works with and through others.</li> <li>• Review knowledge management systems with a view to including the possibility to stock and exchange advocacy resources and facilitate learning through communities of practice.</li> </ul>				
<b>Management response:</b>	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>	Global Communications Service agrees in principle with those aspects of this recommendation that pertain to its work. New external relations officer positions have recently been established in all UNHCR's new regional Bureaus, and DER/GCS intends working with them to support development of communications and advocacy strategies (along with communications training and agreed approaches to monitoring and measuring results).				

		<p>In respect to budgets and planning, multi-year planning and budgeting is already under discussion in relation to the current change process. And, (as previously indicated) a Global Communications Strategy has been rolled out – to be followed soon by a global advocacy toolkit being developed by the Division of International Protection.</p> <p>Support for campaigns and advocacy at country level, and in regions, is being done largely through development of campaigns and associated materials centrally by the Global Communications Service and PSP – which is then shared with country offices for their use. For 2020 we will be establishing with Bureaus agreed parameters for measuring communications impact for their regions, with a view to providing a learning basis on the effectiveness of communications and advocacy at regional level.</p>			
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