

UNHCR Evaluation Management Response	
Evaluation title:	Ukraine Country Programme Evaluation
UNHCR evaluation reference:	ES/2017/03
Entity that commissioned the evaluation:	Evaluation Service (ES)
Date of Management Response:	15 October 2017 / updated 16 December 2018
General comments on the evaluation:	<p>This evaluation was managed by ES and conducted by the Canadian based consultancy firm Universal Management Group (UMG). It covers the period 1 January 2014 to 31 December 2016. The report has received favourable comments from the Reference Group, the Europe Bureau, the UNHCR Country Office in Ukraine, and other stakeholders. The report provides a good assessment of UNHCR's performance in its dual roles as operational agency and as (co-coordinator of the Shelter/Non-food item [NFI] and protection clusters). The report concludes that UNHCR's objectives and strategies for the three population groups of Persons of Concern (IDPs Refugees/Asylum-seekers and Stateless persons) were relevant and appropriate. UNHCR's accountability to affected populations is improving but more needs to be done to ensure maximum delivery of services. The report recommends a longer-term vision for UNHCR to pursue development goals for IDPs, in close cooperation with a range of development actors. Given the limitations encountered in collecting data from existing UNHCR planning sources, UMG recommends a number of new approaches including using the future Ukraine planning tools to aim for more integrated approaches towards all persons of concern.</p>
RECOMMENDATION 1:	Improve the UNHCR-led cluster guidance on responding to an IDP emergency by building the capacity of partners to continue coordination functions at the moment of cluster deactivation and transition and updating the IDP guidelines/footprint to strengthen guidance on UNHCR scaling-down and exit.
Management response:	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree
Reasons (if partially agree or disagree):	DIP and DPSM were tasked by the SET in 2016 to develop benchmarks for responsible disengagement as an annex to OG/02/2016. A review of operational practice was thus undertaken in 2016, with recommendations feeding into the internal IDP operational review concluded in June 2017. The IDP ops review has, inter alia, recommended an update of UNHCR's policy on internal displacement, which will include its approach to responsible disengagement and will result in an update of OG/2016/02.
Unit or function responsible:	DIP

Top line planned actions		By whom	Comments	Expected completion date	Progress	
					Status	Comments
1.1	<i>[This section is N/A if management disagrees with the recommendation.]</i>	DIP	GPC leading the cluster related portion of the recommendation, the IDP section of DIP the UNHCR guidance	2018	Ongoing	Special advisor on IDPs and DIP mission undertaken to Ukraine during the first half of 2018. Findings from the mission are being incorporated into existing draft guidance, which will serve as operational guidance to the forthcoming UNHCR IDP policy
RECOMMENDATION 2:		Develop operational guidelines on capacity development of partners,1 especially in situations of handover and exit in Government Controlled Areas.				
Management response:		<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
Reasons (if partially agree or disagree):		<p>In principle, UNHCR's intervention and support for developing national partners depends on complex factors including local needs, commitments of national partners to self-develop and enhance their own institutional capacity, availability of resources, and support of other actors such as UN agencies to assist partners, host government policy etc.</p> <p>DFAM/IPMS as a technical service would support and provide technical guidance to UNHCR country operation in Ukraine to embed within their strategies and country operation plans for enhancing national capacity.</p>				
Unit or function responsible:		DFAM - Implementing Partnership Management Service				
Top line planned actions		By whom	Comments	Expected completion date	Progress	
					Status	Comments

2.1	<i>[This section is N/A if management disagrees with the recommendation.]</i>	DFAM		May 2018	Completed	IPMS has developed in consultations with Partners and UNHCR colleagues “Operational Guidance on Complementary Capacity Strengthening for UNHCR and its Partners”. The Guidance suggests several mechanisms and approaches that can be adopted by operations to build and strengthen the capacities of national partners without prescribing one only approach and leaving to the operation to identify what best works for their context.
RECOMMENDATION 3:		Develop a multi-year multi-partner UNHCR protection and solutions strategy				
Management response:		<input checked="" type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
Reasons (if partially agree or disagree):						
Unit or function responsible:		Representative				
Top line planned actions		By whom	Comments		Progress	

¹ Preferably distinguishing between host government capacity development as a normal part of UNHCR’s refugee and IDP operations, the capacity of partners to take over cluster coordination functions, and the capacity of partners to implement effective refugee and IDP programmes independently of UNHCR support

				Expected completion date	Status	Comments
3.1	Conduct multi-stakeholder consultations regarding the development of a multi-year protection and solutions strategy.	Representation in Ukraine		September 2017	Completed	
3.2	Obtain endorsement of a multi-year, multi-partner UNHCR protection and solutions strategy for Ukraine by the Senior Executive Team; share the finalized strategy with stakeholders.	Representation in Ukraine		December 2017	Completed	The strategy was finalized by the SET. It is publicly available on the UNHCR Ukraine website.
RECOMMENDATION 4:		Engage with development agencies and donors including a detailed IDP component that would be a strategy for responsible disengagement containing measurable and realistic benchmarks, and an action plan for appropriate continued support to IDPs that includes mapping of national partners to increase their role, capacity development of partners, and linkages with the UNDAF. A Senior Development Advisor position should be created with the mandate to support UNHCR's coordination with the UN development agencies, and to manage the development partner relationships.				
Management response:		<input checked="" type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
Reasons (if partially agree or disagree):						
Unit or function responsible:		Representation/Protection/Senior Development Advisor (Ukraine)				
Top line planned actions		By whom	Comments	Expected completion date	Progress	
					Status	Comments
4.1	Co-lead the development and implementation of pillar IV of the UNDAF relating to recovery in eastern Ukraine; contribute to the UNDAF work plans in other relevant pillars.	Representation in Ukraine		End 2018	Ongoing	The UN Partnership Framework has been approved by the Cabinet of Ministers. An action plan for 2018 was adopted.
4.2	Develop a matrix with benchmarks for measuring progress toward responsible disengagement with	Representation in Ukraine		March 2018	Completed	Matrix is an annex to the multi-year, multi-partner protection and

	IDPs living in government-controlled areas of Ukraine.					
4.3	Recruit a Senior Development Advisor.	Representation in Ukraine		March 2018	Completed	
RECOMMENDATION 5:		Systematically support the capacity development of partners including central and local authorities as well as other stakeholders in future participatory needs assessments during the next COP planning exercise.				
Management response:		Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
Reasons (if partially agree or disagree):		UNHCR included central and local authorities in its participatory assessment conducted in 2017. A lighter assessment may be conducted in 2018. Also, the next COP planning exercise is likely to involve fewer consultations, since UNHCR carried out intensive consultations in July-August 2017 during the process leading to the establishment of the multi-year strategy. Capacity-building is addressed in the planned actions in response to recommendation #7 (below).				
Unit or function responsible:		Protection (Ukraine)				
Top line planned actions		By whom	Comments	Expected completion date	Progress	
					Status	Comments
5.1	Include central and local authorities in the participatory assessment.	Representation in Ukraine		June 2017	Completed	
5.2	Engage central and local authorities, as well as other stakeholders, in the preparation of the multi-year, multi-partner protection and solutions strategy.	Representation in Ukraine		September 2017	Completed	
RECOMMENDATION 6:		Assess the need for continued IDP assistance by mid-2018, based on the prevailing security situation and anticipated humanitarian needs for 2019 including considering recommending to the HC the closure of the shelter and protection clusters by the end of 2018, whilst maintaining an ability to scale up again in the event of sudden renewal of conflict and fresh displacement.				
Management response:		<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				

Reasons (if partially agree or disagree):		UNHCR will phase out individual/household assistance to IDPs in government-controlled areas in 2018; however, it will continue to provide individual/household assistance to IDPs and conflict-affected populations along the line of contact and in non-government-controlled areas where assessments show ongoing humanitarian needs. In consultation with the Humanitarian Country Team, UNHCR plans to phase out the Shelter/NFI Cluster, while maintaining field-level sectoral coordination, by the end of 2018. Given the importance of nation-wide coverage, especially for advocacy purposes, and the sensitivity of protection issues, UNHCR will continue to lead the Protection Cluster through 2019.				
Unit or function responsible:		Programme/Shelter Cluster				
Top line planned actions		By whom	Comments	Expected completion date	Progress	
					Status	Comments
6.1	Phase out individual/household assistance to IDPs in government-controlled areas (except along the contact line).	Representation in Ukraine	UNHCR will continue to monitor humanitarian needs and retain capacity to respond in case of emergency needs that cannot be met by others.	December 2018	In progress	Reductions made in 2018; COP for 2019 foresees phasing out completely.
6.2	Phase out the shelter cluster, while maintaining field-level sectoral coordination in the area of shelter in eastern Ukraine.	Representation in Ukraine		December 2018	In progress	Hand-over to government in process; cluster staffing reduced.
RECOMMENDATION 7:		Design limited programme of capacity development for key Government institutions and assist civil society partners to obtain a development donor sponsor to take over the management and funding of capacity development programmes.				
Management response:		✕ Agree □ Partially agree □ Disagree				
Reasons (if partially agree or disagree):						
Unit or function responsible:		Programme/Protection/Senior Development Advisor				
Top line planned actions		By whom	Comments	Expected completion date	Progress	
					Status	Comments
7.1	Assess capacity of key national NGO partners; launch implementation of a capacity development plan for each partner tailored to their specific needs.	Representation in Ukraine		June 2018	In progress	Partner for capacity-building identified; currently finalizing the partnership agreement.
7.2	Identify partnerships with donors to take over management and	Representation in Ukraine		September 2018	In progress	

	funding of capacity development programmes with key government institutions and civil society.					
7.3	Establish work plan for supporting capacity development of the government's free legal aid centres.	Representation in Ukraine		January 2018	Completed	
7.4	Establish a work plan for supporting capacity development of the Ministry of Temporarily Occupied Territories and IDPs, with a particular focus on durable solutions and the protection of conflict-affected persons in eastern Ukraine.	Representation in Ukraine		January 2018	In progress	Supported Ministry in preparing action plan on durable solutions; plan pending endorsement by Cabinet of Ministers.
RECOMMENDATION 8:		Restructure the arrangement and functions of field offices including providing input to the HCT to determine the humanitarian coordination plan for NGCAs after 2017, and configuring UNHCR's NGCA offices accordingly and moving responsibility for core programme support for the eastern region to Slovyansk, with emphasis on coordination with both humanitarian and recovery actors (e.g. through UNET) and capacity development of partners.				
Management response:		<input checked="" type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
Reasons (if partially agree or disagree):						
Unit or function responsible:		Sub-office (Ukraine)				
Top line planned actions		By whom	Comments	Expected completion date	Progress	
					Status	Comments
8.1	Move the current UNHCR sub-office from Dnipro to Sloviansk; the new Sloviansk sub-office to have responsibility for programme and protection support for the eastern region.	Representation in Ukraine		January 2018	Completed	
8.2	Contribute to HCT deliberations on humanitarian coordination plans for NGCA in 2018; maintain flexibility	Representation in Ukraine	Decisions about reconfiguration of humanitarian coordination in NGCA will depend on	January 2018	Completed	Area-HCT established in NGCA.

	to respond to new requirements and opportunities.		rapidly changing circumstances and inputs of multiple actors, not on UNHCR alone.			
RECOMMENDATION 9:		Pilot an integrated refugee, stateless and IDP programme in Ukraine including a simplified structure for the COP narrative without repetition for each PPG, no separation of Pillars/PPGs for planning purposes, maintaining the pillars for financial reporting as required as well as a single unified agreement for each partner, combining services to all three PPGs.				
Management response:		<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
Reasons (if partially agree or disagree):		UNHCR is currently in the process of reviewing its overall planning framework as part of a revision of its underlying Results Based Management system. As part of this work, the project team is considering different changes in the planning structure and the option proposed in this recommendation will also be included in these considerations, but only the option that the project team may agree on will be formally “piloted” – and not necessarily in the Ukraine operation as any selection of pilot countries will depend on a range of factors to ensure most relevant outcome.				
Unit or function responsible:		DPSM				
Top line planned actions	By whom	Comments	Expected completion date	Progress		
				Status	Comments	

9.1	<i>[This section is N/A if management disagrees with the recommendation.]</i>	DPSM			Ongoing	DPSM response is still valid even though the RBM project has been recently recalibrated. However, progress has been made with Partnership Agreement: new facilities in PA templates have been created (2nd semester 2017) to allow multi-pillar planning/ budgeting in a single agreement (the budgetary/expenditure transfers across pillars under an agreement is not permitted).
RECOMMENDATION 10:		Within Ukraine, develop an integrated refugee, stateless and IDP programme in Ukraine including using a limited number of partners for legal assistance and protection monitoring and assistance to support to refugee livelihoods, in particular ensuring support to the Roma within the framework of IDP and statelessness programmes.				
Management response:		<input checked="" type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
Reasons (if partially agree or disagree):						
Unit or function responsible:		Programme/Protection/Information Management (Ukraine)				
Top line planned actions	By whom	Comments	Expected completion date	Progress		
				Status	Comments	

10.1	Support partners to provide integrated legal assistance to respond to the needs of multiple population groups—refugees, stateless and IDPs.	Representation in Ukraine		February 2018	Completed	Integrated legal assistance provided in Kyiv, Kharkiv and Odesa.
10.2	Conduct outreach to the Roma population in the context of integrated programs of legal assistance for IDPs and stateless persons in at least two regions of Ukraine.	Representation in Ukraine		June 2018	Completed	Outreach to Roma conducted in context of integrated programs in Kharkiv and Odesa.