



**Executive Board of the
United Nations Development
Programme, the United Nations
Population Fund and the United
Nations Office for Project Services**

Distr.: General
10 May 2017

Original: English

Annual session 2017

30 May to 9 June 2017, New York

Item 12 of the provisional agenda

UNFPA – Draft strategic plan, 2018-2021

**United Nations Population Fund
Draft UNFPA strategic plan, 2018-2021**

Summary

This document presents the draft UNFPA strategic plan, 2018-2021. The plan reaffirms the relevance of the current strategic direction of UNFPA, the goal of which is universal access to sexual and reproductive health and reproductive rights, focusing on women, adolescents and youth. In accordance with the strategic direction of UNFPA and with General Assembly resolution 70/1 on the 2030 Agenda for Sustainable Development, the strategic plan will seek to ensure that no one will be left behind and that the furthest behind will be reached first. The UNFPA strategic plan is the first of three strategic plans leading to 2030. It describes the transformative results that will contribute to the achievement of the Sustainable Development Goals, in particular, to the elimination of poverty and inequalities, the advancement of gender equality and the empowerment of women and adolescent girls. The strategies introduced in the strategic plan are evidence-based and take into account the lessons learned from previous plan cycles. They are designed to further enhance organizational effectiveness and efficiency and United Nations system-wide coherence, as well as strengthen the results framework and the business model.

The present draft strategic plan and its annexes are presented to the Executive Board for discussion. UNFPA will present a final version of the strategic plan, for approval by the Executive Board, at its second regular session 2017.

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Annexes

The following annexes to this report are available on the [UNFPA Executive Board website](#).

- Annex 1. Integrated results and resources framework
- Annex 2. Theory of change
- Annex 3. Alignment to the quadrennial comprehensive policy review of operational activities for development of the United Nations system
- Annex 4. Revised business model and resource allocation system
- Annex 5. UNFPA programme accountability framework
- Annex 6. Global and regional interventions

Common chapter

As agreed among UNDP, UNFPA, UNICEF and UN-Women

10 May 2017

Shared responsibility for a better future

The 2030 Agenda for Sustainable Development and the quadrennial comprehensive policy review of operational activities for development of the United Nations system (QCPR) present a unique opportunity to align the strategic plans of the United Nations Development Programme, the United Nations Population Fund, the United Nations Children's Fund and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) to improve the delivery of results at country level towards achievement of the Sustainable Development Goals.

The response reflects the principles of the 2030 Agenda, including the pledge to *leave no one behind* and to *reach the furthest behind first*. The four entities will also be guided by the common principles developed by the United Nations System Chief Executives Board for Coordination and the United Nations Development Group. They will retain the flexibility necessary to address decisions arising from follow-up to QCPR-mandated processes.

Alignment can be best accomplished through a two-pronged approach: first, 'collaborative advantage' to reduce overlap and duplication, pool expertise, build stronger partnerships, and achieve greater harmonization, innovation and programme and operational efficiencies; second, clarification of comparative advantage, using the strengths of each entity to provide flexible, context-specific, support.

Areas of collaborative advantage

The entities will seek collaborative advantage acknowledging that poverty in all its forms and dimensions, including extreme poverty, is one of the greatest global challenges [QCPR, OP8]. Complementing work that directly addresses poverty and inequality, the entities will also contribute to prevention, peacebuilding and sustaining peace, in accordance with national plans, needs and priorities, and respecting national ownership [QCPR, OP24 (b)]; address climate change; advance gender equality and empowerment of women and girls; and strengthen data for sustainable development. These areas have been selected based on their relevance to a changing environment, positive multiplier effects across the Sustainable Development Goals, early experience with implementation of the 2030 Agenda and shared prioritization across the entities. Collaboration will be open to other issues and broader partnerships as well, in response to country context and priorities.

Commitment to action

The respective strategic plans will include common outcome indicators, drawing upon indicators for Sustainable Development Goal targets, to track coordinated action while maintaining individual accountabilities through agency-specific outputs and output indicators. The four entities are committed to stronger linkages between results and resources in integrated results and resources frameworks and strengthened and further harmonized results-based management, including reporting. They will also work to achieve more effective collaboration with other entities in the United Nations system; stronger partnerships with Governments, the private sector and civil society; and greater coordination, accountability and transparency in business operations.

At the field level, shared results will also be pursued through United Nations Development Assistance Frameworks or related instruments. The new generation of these frameworks not only aligns United Nations country programming to the 2030 Agenda, but also provides a catalyst for collaboration through several common elements: core programming principles; country assessment across the humanitarian-development nexus; theory of change, with a corresponding results matrix; outcomes that are captured in country programme documents and workplans; resource mobilization strategies for joint initiatives; monitoring and evaluation frameworks; and standard operating procedures. The entities will also employ financing arrangements, including pooled funding, where effective and efficient, which can advance collaboration in the field and increase country level access to resources needed to achieve the Sustainable Development Goals.

I. Introduction

1. The UNFPA strategic plan, 2018-2021, is aligned with General Assembly resolution 70/1 on the 2030 Agenda for Sustainable Development (hereafter referred to as the 2030 Agenda) and its 17 Sustainable Development Goals. The plan also responds to other global frameworks underpinning the 2030 Agenda, including the Sendai Framework for Disaster Risk Reduction 2015-2030 of the Third United Nations World Conference on Disaster Risk Reduction, the 2015 Paris Agreement on climate change and the 2015 Addis Ababa Action Agenda of the Third International Conference on Financing for Development.

2. The goal of the strategic plan, 2018-2021, is to “achieve universal access to sexual and reproductive health, realize reproductive rights, and reduce maternal mortality to accelerate progress on the Programme of Action of the International Conference on Population and Development, to improve the lives of women, adolescents and youth, enabled by population dynamics, human rights and gender equality”. The goal is the same as that of the previous strategic plan, for 2014-2017. This is based on evaluative evidence that confirmed that the goal remains relevant and is an effective entry point for contributing to the 2030 Agenda. This goal will also enable UNFPA to address challenges in the area of sexual and reproductive health within the context of the Millennium Development Goal targets that were not achieved.

3. While overall poverty rates, maternal mortality, AIDS-related deaths and the unmet need for family planning are declining on the global level, inequalities and gaps in all aspects of development are evident among and within countries. These inequalities and gaps are observed through socioeconomic and demographic characteristics, including sex, age, residence, ethnicity, disability and income. Extreme poverty is on the decline and fell to below 10 per cent in 2016, yet approximately 800 million people still live in extreme poverty; Southern Asia and sub-Saharan Africa account for about 80 per cent of this figure. Between 1990 and 2015, maternal mortality was reduced by 44 per cent, yet approximately 830 women die each day from preventable causes related to maternal and child health. Virtually all maternal deaths (99 per cent) occur in developing countries; more than half of these deaths occur in sub-Saharan Africa and almost one third occur in South Asia. More than half of maternal deaths occur in fragile and humanitarian settings.

4. Child marriage and adolescent pregnancy have declined, and the proportion of women aged 20 to 24 who reported they were married before the age of 18 dropped from 32 per cent around 1990 to 26 per cent around 2015. However, levels of child marriage in Southern Asia and sub-Saharan Africa, 44 per cent and 37 per cent, respectively, remain unacceptably high. Similarly, teenage pregnancy declined but remains a major concern. In 2015, it was estimated that 15.3 million adolescents would give birth; at this rate, this figure was projected to reach 19.2 million by 2035.

5. The demographic transitions occurring in different populations, such as the ageing process in many high-income countries and the large youth populations in developing and emerging countries, in particular, in sub-Saharan Africa, have led to labour shortages in the North and high youth unemployment and underemployment rates in the South. Of concern are also the unprecedented frequency, intensity and scope of humanitarian emergencies. In 2016, over 125 million people required humanitarian assistance. Furthermore, constraints on the resources available for humanitarian and development work are increasing. In recent years, the world has experienced uneven economic growth and trends, following a slow recovery from the global economic recession of 2007 to 2009. In 2016, the world economy expanded just by 2.2 per cent, the slowest rate of growth since the recession.

6. The 2030 Agenda provides a welcome opportunity to continue to pursue the UNFPA goal and to implement the Programme of Action of the International Conference on Population and Development. By aligning the strategic plan to the Sustainable Development Goals, most directly to Sustainable Development Goals 3 (Ensure healthy lives and promote well-being for all at all ages), 5 (Achieve gender equality and empower all women and girls), and 10 (Reduce inequality within and among countries), UNFPA will advance the work of the Programme of Action, contribute to the achievement of the goal of its strategic plan and, ultimately, to the

eradication of poverty. UNFPA has prioritized 16 Sustainable Development Goal indicators as part of this alignment. Figure 1 illustrates the alignment of the UNFPA strategic plan to the Sustainable Development Goals.

Figure 1. Alignment of the ‘bull’s eye’ –the goal of the UNFPA strategic plan –to the 2030 Agenda



<p>3.1.1 Maternal mortality ratio 3.1.2 Births attended by skilled health personnel 3.3.1 New HIV infections per 1,000 uninfected population 3.7.1 Women of reproductive age who have their need for family planning satisfied with modern methods 3.7.2 Adolescent birth rate 3.8.1 Coverage of essential health services</p>	<p>5.2.1 Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age 5.2.2 Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence 5.3.1 Proportion of women aged 20-24 years who were married or in a union 5.3.2 Proportion of girls and women aged 15-49 years who have undergone female genital mutilation/cutting 5.6.1 Proportion of women aged 15-49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care 5.6.2 Number of countries with laws and regulations that guarantee full and equal access to sexual and reproductive health care, information and education for women and men aged 15 years and older</p>
<p>11.a.1 Proportion of the population living in cities that implement urban and regional development plans integrating population projections and resource needs 17.18.1 Proportion of sustainable development indicators produced at the national level with full disaggregation when relevant to the target 17.19.2 Proportion of countries that: (a) have conducted at least one population and housing census in the last 10 years; and (b) have achieved 100 per cent birth registration and 80 per cent death registration 16.9.1 Proportion of children under five years of age whose births have been registered with a civil authority</p>	

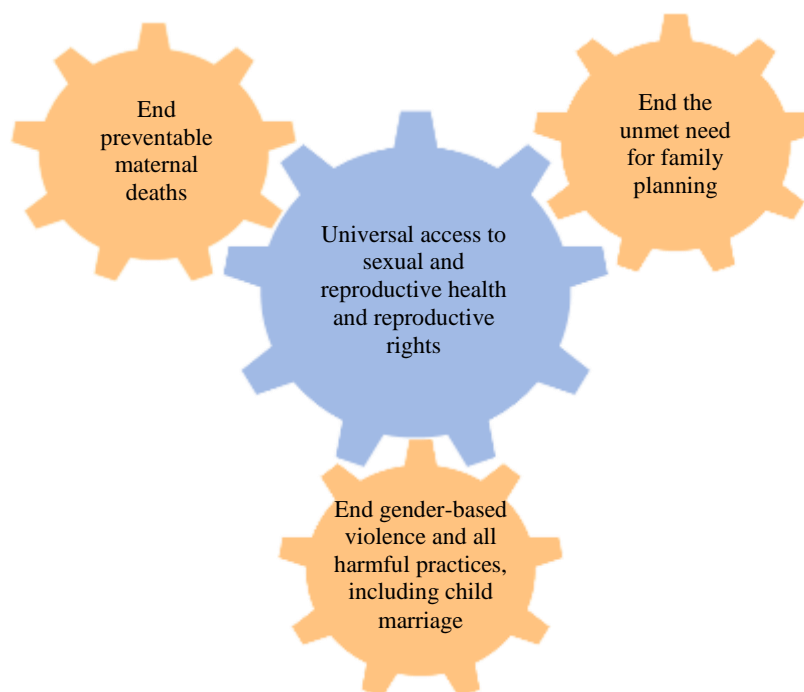
7. Using the 2030 Agenda time span, UNFPA has designed the strategic plan to be the first of three consecutive strategic plans that will contribute cumulatively to the achievement of the Sustainable Development Goals. UNFPA will use its strategic plan to mobilize and align its institutional strategies to the 2030 Agenda, and, throughout the period of its three strategic plans, will monitor the 16 UNFPA-prioritized Sustainable Development Goal indicators.

8. To begin alignment of the strategic plan to the 2030 Agenda, and as recommended by General Assembly resolution 71/243 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system (hereafter referred to as the quadrennial comprehensive policy review), the strategic plan has adopted the key principles of the 2030 Agenda, including: (a) the protection and promotion of human rights; (b) the prioritization of leaving no one behind and reaching the furthest behind first; (c) strengthening the humanitarian-development nexus; (d) reducing risks and vulnerabilities and building resilience; (e) ensuring gender-responsive approaches to all levels of programming; and (f) a commitment to improving accountability, transparency and efficiency.

II. Strategic direction of the UNFPA strategic plan

9. UNFPA embraces the vision set forth in the 2030 Agenda. UNFPA will organize its work around three transformative and people-centred results in the period leading up to 2030. These include: (a) an end to preventable maternal deaths; (b) an end to the unmet need for family planning; and (c) an end to gender-based violence and all harmful practices, including child marriage (see figure 2).

Figure 2. Universal and people-centred transformative results



Implemented through:

The UNFPA “bull’s eye” for three consecutive strategic plan cycles

Enabled by:

Evidence and data

Focusing on:

Empowerment of women and young people, especially adolescent girls

Delivered in:

Humanitarian and development settings

10. To achieve these transformative results, the strategic plan emphasizes the need for strengthened partnerships and innovation. It also emphasizes, in accordance with General Assembly resolution 71/243, stronger collaboration and coordination within the United Nations system, to ensure a coherent and effective United Nations response to support countries and communities in achieving the Sustainable Development Goals.

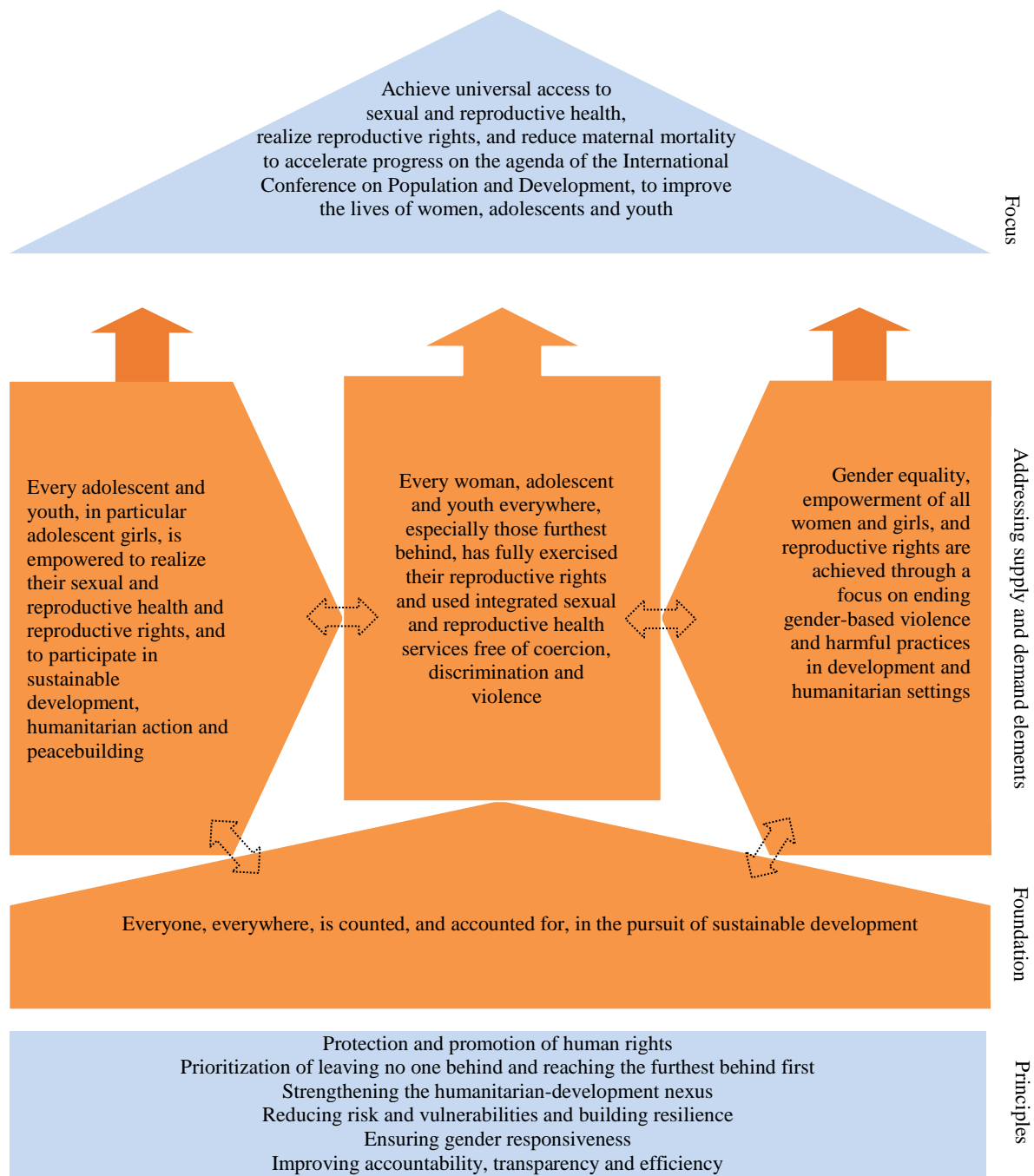
III. Expected development results of the strategic plan

11. The strategic plan will build on the progress achieved by the Millennium Development Goals; address the remaining challenges in the areas of sexual and reproductive health and reproductive rights; and draw on the evidence and the lessons learned from the previous strategic plan cycle, 2014-2017, to improve its approaches and strategies. Evaluative evidence has shown that the goal of the previous strategic plan – to achieve universal access to sexual and reproductive health, realize reproductive rights, and reduce maternal mortality to accelerate progress on the agenda of the International Conference on Population and Development – continues to be a relevant, valid and an effective approach to attain the 2030 Agenda.

12. From implementing the previous strategic plan, UNFPA learned that the results framework was strong and effectively guided programming towards planned results. UNFPA also learned that: (a) it was important that the strategic plan be accompanied by a robust theory of change; (b) increasing access to sexual and reproductive health required a strong emphasis on demand generation; (c) the supply side of integrated sexual and reproductive health services should be approached from a national health system strengthening perspective; and (d) interventions targeting young people, especially adolescent girls, required prioritization and increased funding.

13. The goal of the strategic plan – the highest results level and the gateway through which UNFPA will contribute to the achievement of the 2030 Agenda – will remain the same as that of the previous strategic plan. The change model to achieve the goal of the UNFPA strategic plan is shown in figure 3.

Figure 3. The change model to achieve the goal of the UNFPA strategic plan, 2018-2021



Outcome 1. Every women, adolescent and youth everywhere, especially those furthest behind, has fully exercised their reproductive rights and uses integrated sexual and reproductive health services free of coercion, discrimination and violence

14. Outcome 1 will focus on the sexual and reproductive health targets that were not achieved through the Millennium Development Goals. It will contribute to the achievement of the 2030 Agenda and respond to the Global Strategy for Women's, Children's and Adolescents' Health, 2016-2030. Millennium Development Goal targets 5a and 5b were not achieved, and high maternal mortality and low use of family planning are a major concern in regions such as West Africa. Knowledge about HIV prevention among people aged 15 to 24 remains unacceptably low, especially in view of the trends in new HIV infections in Central Asia, Eastern Europe and Southern Africa. This outcome will directly contribute to achieving Sustainable Development Goal 3, focusing on maternal mortality, skilled birth attendance, met need for family planning, adolescent birth rates and HIV incidence.

15. Outcome 1 has leveraged the opportunities provided by the 2030 Agenda to promote sexual and reproductive health and reproductive rights within multiple platforms, including through coordination and partnerships in the health sector and in sectors such as gender and education. The ability of UNFPA to engage in partnerships at all levels will be key to the success of this outcome.

16. In accordance with the principles of universality, integration, interconnectedness, country ownership, a people-centred life cycle approach and leaving no one behind, UNFPA will seek to strengthen health systems, and will build on the momentum created by the movement for universal health coverage. This outcome will address inequity in the access to, the poor quality of, and the lack of social accountability for sexual and reproductive health services in all contexts, including humanitarian and fragile contexts, and in public health emergencies.

17. UNFPA will focus first on increased access to integrated sexual and reproductive health services and reproductive rights for those who are furthest behind. UNFPA will enhance national capacities to: (a) develop and implement policies, including financial protection mechanisms such as prepayment schemes, that provide family planning services that benefit adolescents and youth; and (b) design and effectively implement national-level programmes that prioritize access to services and information by women, adolescents and youth who are furthest behind, including in humanitarian settings. UNFPA will also address the sexual and reproductive health needs and the reproductive rights of those considered most vulnerable, including first-time young mothers and adolescent girls, especially those living in poor urban settings, indigenous women, women living with disabilities, and populations living with or at risk of HIV.

18. To increase access to integrated sexual and reproductive health services, UNFPA will focus on:

- (a) Strengthening capacities to provide high-quality, integrated information and services for family planning, maternal health, and sexually transmitted infections and HIV, including in humanitarian and fragile settings and in public health emergencies;
- (b) Strengthening capacities of the health workforce, especially those of midwives, to provide high-quality and integrated sexual and reproductive health services, including in humanitarian settings;
- (c) Strengthening capacities to effectively forecast, procure, distribute and track the delivery of sexual and reproductive health commodities, ensuring resilient supply chains.

19. UNFPA will focus on increased domestic accountability that involves all health- system stakeholders, including communities, to strengthen services and the demand for sexual and reproductive health and reproductive rights. This will be achieved by: (a) policy and advocacy dialogue that seeks to remove legal and policy barriers impeding access to services and rights; (b) strengthening information and data collection; (c) fostering strong national ownership and domestic investments that reach women, adolescents and youth, emphasizing those who are furthest behind, including in all phases of humanitarian action; and (d) mobilizing and

supporting mechanisms for the broad participation of civil society, especially women and young people, in developing, reviewing and monitoring national health plans.

20. UNFPA will work with national institutions, such as ministries of health and national professional associations, to support the provision of sexual and reproductive health information, services and commodities; improve monitoring and quality assurance standards; expand capacity-development programmes for midwives; scale up programme impact through knowledge management; and champion broad multi-stakeholder partnerships to provide high-quality services that reach everyone.

Outcome 2: Every adolescent and youth, in particular adolescent girls, is empowered to access sexual and reproductive health and realize their reproductive rights, and to participate in sustainable development, humanitarian action and peacebuilding

21. The 2030 Agenda is committed to investing in youth, and underscores the rights of adolescents in development and the need to capitalize on the potential of adolescents and youth to contribute to positive social transformation. The Programme of Action of the International Conference on Population and Development recognizes that the effective realization of sexual and reproductive health and reproductive rights requires the empowerment of all sectors of society, including adolescents and youth, and incorporating their participation into the design of policies.

22. A focus on girls during early adolescence is critical: the right decisions made during this period can avoid adverse health and development outcomes to the girl, the community and society. If these investments are made, harmful practices such as child marriage and female genital mutilation will no longer directly threaten the health and well-being of girls. Millions of girls will be able to complete basic education, avoid early pregnancy and contribute to greater economic growth. Furthermore, such investments will lead to lower rates of maternal and infant deaths and lower HIV prevalence.

23. UNFPA will intensify its evidence-based advocacy, policy engagement and programme efforts to strengthen international and national commitments to prioritize, invest and empower adolescents and youth, especially adolescent girls, to exercise autonomy and choice, and to participate actively in decision-making in their communities, societies and countries. UNFPA will support the strengthening of national development policies and programmes to enhance adolescents' and young people's chances of completing schooling and accessing high-quality education, including comprehensive sexuality education. This will empower them to access integrated sexual and reproductive health services, including HIV and gender-based violence services, in all contexts, including humanitarian and fragile contexts.

24. UNFPA will focus on strengthening policies and advocacy for large-scale, sustainable sexuality education that is comprehensive and reaches young people in and out of school. This work will include teaching, teacher training, the development of curricula and community engagement, including outreach to the most vulnerable adolescent girls, who are at high risk of unwanted pregnancies, sexual exploitation and abuse.

25. UNFPA will also promote and support the fundamental right of young people to participate in civil and political life. This will empower them to play a vital role in their own development and in that of their communities. This will be achieved by supporting local, youth-led initiatives and organizations, and by creating partnership platforms for young people's participation in the development agenda, including in humanitarian action and in sustaining peace and security.

26. UNFPA will promote youth-oriented, multisectoral policies and programmes to address central issues affecting young people. This is based on the recognition that multisectoral and multi-component interventions are an effective way to address the factors affecting the determinants of young people's health and well-being. The focus will be on supportive and protective laws and policies; education and training; the right to be heard; access to jobs; access to high-quality adolescent and youth-friendly health services, including integrated sexual and reproductive health services; girls' education, both in and out of school; the elimination of harmful practices, such as child marriage and female genital mutilation; teenage pregnancy;

and the prevention of the human papillomavirus. These investments are necessary to enable every adolescent and youth, in particular adolescent girls, to realize their sexual and reproductive health and reproductive rights, and to participate in sustainable development.

27. UNFPA will continue to cooperate with its partners inside and outside the United Nations system to implement joint programmes that take a broad life-course approach and take note of the context in which young people live and the barriers they face in exercising their rights. This approach will build on investments made in past years to: (a) obtain recognition for young people as positive agents of change, including in humanitarian action, security and resilience issues; and (b) obtain recognition of the unique demographic dividend that young people represent.

Outcome 3: Gender equality, empowerment of all women and girls, and reproductive rights are achieved through a focus on ending gender-based violence and harmful practices in development and humanitarian settings

28. Gender equality and women's and girls' empowerment, including their reproductive rights, are centrally positioned within the 2030 Agenda. Sustainable Development Goal 5 and its nine targets address gender-equality priorities, including targets to end all forms of violence against women and girls, eliminate harmful practices, and achieve reproductive rights for all women and girls. Gender equality and women's empowerment are crucial to achieving sexual and reproductive health and reproductive rights, as well as gender mainstreaming. Gender equality and women's rights are essential to reach those who are furthest behind. The 2015 global review on emerging evidence, lessons and practice in comprehensive sexuality education by the United Nations Educational, Scientific and Cultural Organization shows that, when the school curriculum includes gender and the dynamics of power, the possibility of achieving sexual and reproductive rights-related results is improved.

29. UNFPA bases its strategic approach to gender equality and the empowerment of women on the collaborative advantage of United Nations system organizations, through complementarity with their work on legislative frameworks. In particular, UNFPA focuses on the need to eliminate harmful practices and to prevent and respond to gender-based violence, including sexual violence and sexual exploitation and abuse – including in humanitarian settings. These are areas of involvement for which an enabling legislative and policy environment must be created.

30. In order to advance gender equality and the empowerment of women and girls, UNFPA will strengthen policy, legal and accountability frameworks. This includes support to international and national human rights mechanisms. These mechanisms will monitor the implementation of human rights obligations that empower women and girls and that guarantee equal access to sexual and reproductive health and rights, regardless of marital status, age or third-party authorization. This effort will require the availability of sex-disaggregated data that address the needs of vulnerable groups, such as persons with disabilities, indigenous people and other marginalized groups, in accessing sexual and reproductive health services.

31. UNFPA will seek to prevent gender-based violence by increasing multisectoral capacity through the use of a continuum approach in development and humanitarian settings. The organization has a comparative advantage in responding to gender-based violence, particularly in humanitarian settings, and has been designated as the leading United Nations organization to respond to gender-based violence in such settings. UNFPA interventions focus on advocacy, data, health and health systems, psychosocial support and coordination. Accountability mechanisms, data systems and an enabling environment are essential to prevent and address gender-based violence and for comprehensive, multisectoral services for victims and survivors.

32. Humanitarian settings require high-level accountability, the prioritization of sexual and reproductive health and reproductive rights, and the prevention of and response to gender-based violence. Despite efforts, gaps exist in accessing comprehensive reproductive health services, including emergency contraception, comprehensive clinical and psychosocial care for rape survivors, family planning, and adolescent sexual and reproductive health services. UNFPA plays an important role in coordinating efforts to address gender-based violence in humanitarian

settings, and supports a holistic approach to this problem. This includes working with humanitarian clusters and sectors to ensure that they take actions to mitigate risks for gender-based violence and provide referrals to appropriate services.

33. UNFPA will also seek to eliminate harmful practices, including child, early and forced marriage; female genital mutilation; and sex selection and son preference. UNFPA is the leading United Nations entity working on such harmful practices, which affect women and girls worldwide. Work in this area will continue to build on the joint programmes with the United Nations Children's Fund (UNICEF) to address female genital mutilation in 17 priority countries and child marriage in 12 priority countries. The recently launched UNFPA global programme on son preference and gender-biased sex selection, under way in six countries in the Asia-Pacific, Central Asia and Eastern Europe regions, will expand work to eliminate this harmful practice.

Outcome 4: Everyone, everywhere, is counted, and accounted for, in the pursuit of sustainable development

34. During the past several decades, the world has seen major shifts in population dynamics and huge disparities between and within countries. Recent analysis by UNFPA indicates that the next 15 years will be a period in which countries of the world will be more different in age structure than ever before. The projected demographic change up to 2030 will have important implications for development and progress towards achieving the Sustainable Development Goals. The 2030 Agenda requires that no one be left behind and that the furthest behind be reached first. The implementation of the 2030 Agenda requires effective monitoring from a population perspective. It is essential for countries to map population characteristics and needs, and to understand how changes in age structures affect development. The availability of data and the analytical capacity to forecast population dynamics and assess demographic development linkages are critical for the design of effective, evidence-based population policies and programmes.

35. In many countries, the population data systems needed to count, diagnose, monitor and project population profiles are weak or focused more on generating data than on using it. The use of censuses and other data sources to generate demographic intelligence for decision-making is weak within the developing world, as noted by the recent UNFPA external evaluation of the 2010 census round. Only a minority of the least developed countries were found to use their census data to generate population projections, a basic requirement for planning public investments. Few developing countries are able to generate vital statistics from their civil registration systems.

36. To achieve outcome 4, UNFPA will improve national population data systems to map and address inequalities. This will support the achievement of universal access to sexual and reproductive health, including during humanitarian crises, as well as the Sustainable Development Goals. Historically, the work of UNFPA in this area has focused on data production, emphasizing censuses and surveys, and, to some extent, civil registration and vital statistics. Coordination and integration among these data sources are limited; they must be complemented by non-traditional data in order to fill gaps, generate timely estimates and produce relevant information in times of crisis and rapid change.

37. The strengthening of national statistical systems will improve the capacity to: (a) produce population data, including in humanitarian settings; (b) identify and address data gaps related to the indicators of the Programme of Action of the International Conference of Population and Development, through the integration and validation of data; and (c) develop and disseminate innovative data collection, integration and analysis tools, including through the use of "big data".

38. UNFPA will also focus on the use of data by mainstreaming the use of demographic intelligence in formulating and implementing development strategies, policies and programmes. Demographic intelligence offers insights into how demographic changes shape social, economic and environmental development. UNFPA will work with a range of partners and serve as a bridge between data producers, methodological and substantive innovators, and

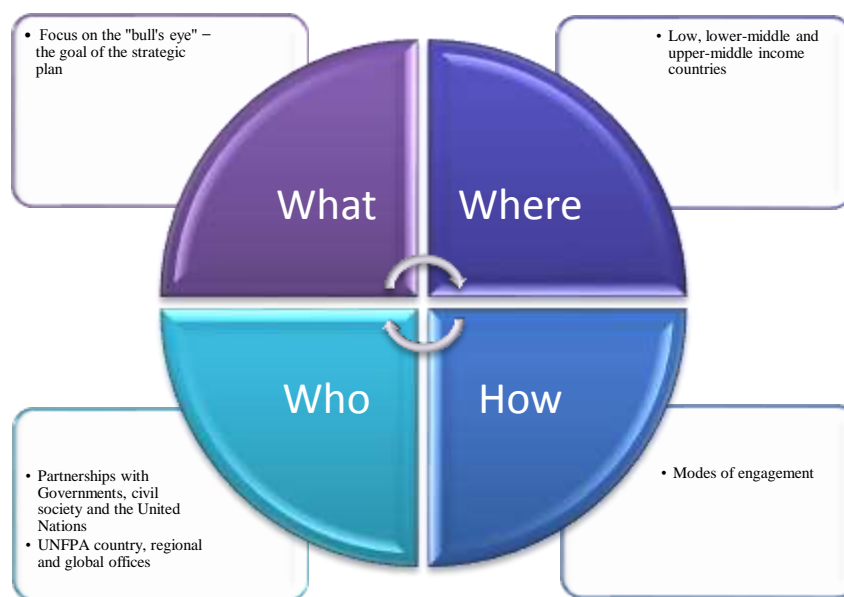
data users. The focus will be on strengthening national capacity to generate useable information for national development planning, coordinated risk reduction and humanitarian response. Key approaches will include subnational mapping, small area estimation, projections and methodological leadership on indicators.

39. UNFPA may face risks in implementing the strategic plan. These include: (a) the changing international assistance and financial environment, with limited core resources and increased competition for funding; and (b) a political landscape in which there is growing opposition towards sexual and reproductive health and reproductive rights. UNFPA will take proactive measures to mobilize resources and expand partnerships with stakeholders, and will employ a systematic approach to achieve better efficiency and greater impact in its work.

IV. How UNFPA will achieve the development results of the strategic plan

40. In 2013, UNFPA utilized a diversified business model based on criteria measuring “ability to finance” and “need” to advance the Programme of Action of the International Conference on Population and Development at the country level. UNFPA assessed the application of this business model after the first three years of its implementation. This was done through a formative evaluation of the architecture supporting the operationalization of the strategic plan, 2014-2017. Based on these findings and the lessons learned, UNFPA will strengthen and further clarify the four dimensions of its business model: “what”, “where”, “who” and “how” (see figure 4).

Figure 4. The UNFPA four-dimensional business model



41. The “what” will encompass the bull’s eye – the goal of the strategic plan – with adjustments for alignment to the 2030 Agenda.
42. Regarding the “where”, UNFPA will maintain and further leverage its global presence in the least developed countries, in low- and middle-income countries, and in small island developing states, with priority given to the least developed countries that lag behind and that are vulnerable to conflict and natural disasters. UNFPA will strengthen its development and humanitarian actions in all programme countries.
43. Although the numbers of middle-income countries are increasing, the multidimensional aspects of poverty and inequalities within countries are on the rise. Over 70 per cent of the global poor live in middle-income countries, but economic gains are often unstable. Middle-income countries have made important contributions to achieving the commitments of the International Conference on Population and Development, but many commitments fall short of being achieved. Tailored intervention strategies are therefore required to achieve universal access to sexual and reproductive health.
44. Given the diversity of the development landscape and the challenges faced by countries, UNFPA will maintain a diversified country presence and a classification system that places countries into four colour-coded quadrants. It will utilize the findings of the Equitable Access Initiative¹ to refine and improve the assessment criteria that measure a country’s ability to finance its development programmes.
45. Table 1 summarizes the distribution of countries by colour quadrant. Countries with a combination of: (a) highest need and low or lower-middle level ability to finance their programme; and (b) high need and low ability to finance – are all placed in the red quadrant. Countries with a combination of: (a) low need and lower-middle ability to finance; (b) medium need and upper-middle ability to finance; (c) low need and upper-middle and high ability to finance – are all placed in the pink quadrant. In between are countries in the orange and yellow quadrants. UNFPA will be present in selected countries (see annex 4).

Table 1: Number of countries by quadrant

Ability to finance (Adjusted for inequality)	Need			
	Highest	High	Medium	Low
Low	26	14	3	0
Lower-middle	5	13	14	10
Upper-middle	0	3	15	15
High				3

46. To measure the ability of a country to finance its development needs, the strategic plan will use inequality-adjusted gross national income per capita, factoring in health access and income inequality. Gross national income per capita was used in the previous strategic plan, but it masked inequalities and variations within and among countries.
47. Need is determined by indicators that directly measure the areas of development on which UNFPA focuses: (a) maternal mortality rate; (b) skilled birth attendance of the poorest quintile of the population; (c) adolescent fertility rate; (d) need for family planning satisfied; (e) youth HIV incidence rate; (f) gender inequality index; (g) the INFORM index for risk management; and (h) national data availability for skilled birth attendance, adolescent birth rate and gender-based violence.
48. The country classification system allows UNFPA to diversify and more efficiently distribute resources for country programmes. Given current core contribution projections, close to 60 per cent of core resources will be allocated to the red quadrant; 15 to 17 per cent to the

¹ The convening partners of the Equitable Access Initiative include the World Health Organization; the World Bank; Gavi, the Vaccine Alliance; the Joint United Nations Programme on HIV/AIDS; UNDP; UNFPA; UNICEF; Unitaid, and the Global Fund to Fight AIDS, Tuberculosis and Malaria, with support from the Bill and Melinda Gates Foundation and the Wellcome Trust.

pink quadrant; about 14 to 18 per cent to the orange quadrant; and about 10 per cent to the yellow quadrant. The least developed countries will remain a priority for UNFPA. UNFPA will design two multi-country programme approaches to meet the specific needs of the Pacific and Caribbean island states.

Table 2: Resource allocation by country quadrant

Countries in the red quadrant	Countries in the orange quadrant	Countries in the pink quadrant	Countries in the yellow quadrant
56-60 per cent	14-18 per cent	15-17 per cent	7-11 per cent

49. The business model encourages the contribution of core funds and prioritizes funding to countries with the highest needs. Lessons learned indicate the need to factor in the volatility of core contributions, since predictable core resources are critical for countries with the highest need. Non-core funding, currently accounting for nearly two thirds of available funds, is predominantly earmarked for countries in the red quadrants and for countries with humanitarian settings. The draft UNFPA integrated budget and the integrated results and resources framework provide further details on the distribution of resources among results areas.

50. National capacity development is the overarching strategy of the UNFPA programme approach. General Assembly resolution 71/243 on the quadrennial comprehensive policy review states that the funds, programmes and specialized agencies of the United Nations should improve their support to the building, development and strengthening of national capacities to support development results and to promote national ownership and leadership.

51. UNFPA presence at the country level is operationalized through five modes of engagement:

- (a) Advocacy and policy dialogue work that focuses on the development and monitoring of legislation, policies and strategies;
- (b) Capacity development that strengthens knowledge, skills, systems and resources, and that provides tailored technical expertise;
- (c) Knowledge management that improves programmes through the timely delivery of high-quality knowledge products and the provision of innovative solutions;
- (d) Partnerships and coordination, including South-South and triangular cooperation (undertaken through the systematic exchange of applied southern solutions, know-how and technological innovation), as well as inter-agency humanitarian coordination, that use collaborative advantage and reinforce the collective accountability to achieve results;
- (e) Service delivery, in red quadrant countries, of essential reproductive health services and services to address and prevent gender-based violence. Service delivery also includes addressing critical needs in humanitarian crises.

52. Modes of engagement are interlinked and may be applied in various combinations to provide tailored solutions to meet national needs. The recent evaluation of the architecture supporting the operationalization of the strategic plan, 2014-2017, indicated that a mix of the modes of engagement responded accurately to national priorities. UNFPA will deploy all five modes of engagement for countries in the red quadrant and countries with humanitarian crises, which have the highest needs. For countries in the orange, yellow and pink quadrants, UNFPA will deploy selected modes of engagement, excluding service delivery, that are tailored to meet the specific needs and priorities of those countries. Limiting service delivery, and thereby shifting the focus to upstream work, is in accordance with General Assembly resolution 71/243 on the quadrennial comprehensive policy review. This approach also responds to the requests of Member States for greater support in technical cooperation, policy and advocacy. Table 3 summarizes the use of the modes of engagements per colour quadrant.

Table 3. Country context and modes of engagement

Modes of engagement	Countries in the red quadrant and countries with humanitarian crises	Countries in the orange quadrant	Countries in the yellow quadrant	Countries in the pink quadrant
Service delivery		Not deployed		
Capacity development	***	***	**	*
Partnerships and coordination, including South-South and triangular cooperation				
Knowledge management				
Advocacy, policy dialogue and advice				

* The focus is on an enabling environment

** The focus is on an enabling environment and on institutional levels

*** The focus is on an enabling environment and on institutional and individual levels

53. In responding to emergencies and protracted crises, UNFPA will utilize all modes of engagement, including: (a) the provision of life-saving services to prevent and respond to gender-based violence; (b) meeting the sexual and reproductive health needs of women and girls through the minimum initial services package; and (c) leading or co-leading the coordination of efforts to prevent and address gender-based violence. Humanitarian intervention strategies will move from reacting to disasters and conflicts to applying a resilience approach by linking prevention, preparedness and response with national capacity-building. Risk mitigation and humanitarian response indicators are therefore part of the integrated results framework.

54. The revised business model is well oriented to the needs of middle-income countries. To support programmes in five lower middle-income countries in the red quadrant, UNFPA will use all modes of engagement. All middle-income countries will have access to the global and regional technical knowledge and resources of UNFPA. UNFPA will leverage domestic and regional expertise and provide innovative and integrated policy support by applying a knowledge-management approach. Regional offices and headquarters units will provide policy support as well as support to countries to mobilize partnerships and enhance knowledge management.

55. UNFPA will align human and financial resources to the revised business model and apply information communication technology and knowledge assets to operationalize that model. Countries in the pink quadrant will need strong skills for advocacy and will therefore require technical support from headquarters, regional offices and/or partner organizations. In addition, these countries will need to engage in increased South-South and triangular cooperation. Countries in the red quadrant will require a larger number of staff, including staff with experience in managing complex programmes.

56. The modes of engagement also apply to resource distribution for country programmes, as outlined in annex 4. The distribution of resources at the country level consists of two steps. Step one ensures that there is a floor of UNFPA contributions from regular resources allocated for a minimum package of programming in each country, including advocacy, policy dialogue and advice. The floor is set at \$500,000 per annum per country programme for low-income countries and lower middle-income countries, based on inequality-adjusted gross national income per capita. That same floor of \$500,000 is applicable for multi-country programmes. The floor is \$300,000 per annum per country programme for upper middle-income countries and high-income countries, based on inequality-adjusted gross national income per capita.

57. For step two, UNFPA calculates country-level, needs-driven indicative figures using: (a) the indicators for country classification, by colour quadrant; (b) the female population aged 10-24 years old; and (c) inequality-adjusted gross national income per capita. Countries with the highest needs, a low ability to finance and a large population will receive a relatively larger

share of indicative core resources. Countries with low need, but a high ability to finance and a smaller population, will receive a smaller share of indicative core resources.

58. UNFPA has maintained the provision of matching funds in the strategic plan. Currently, if a country that is classified as an upper-middle or high-income country contributes to its own country programme, UNFPA matches these contributions on a one-to-one basis up to \$100,000 on top of the floor. UNFPA will continue to use this arrangement to support domestic fundraising and the ownership of programmes. In addition, the revised business model of the strategic plan empowers UNFPA country offices to mobilize resources and to respond to country-specific priorities.

V. Translating the strategic plan into action

59. UNFPA implements its strategic plan at headquarters, regional, multi-country and country levels. UNFPA has 121 country programmes, including multi-country programmes for the Pacific and for the English-speaking and Dutch-speaking Caribbean. Evaluative evidence indicates that UNFPA programmes, which build on experience from previous programmes, respond well to specific country needs.

60. Country programmes are at the forefront of implementing the strategic plan. They respond to country needs and priorities, and to the achievement of the Sustainable Development Goals. Country programmes will be aligned with the outcomes and outputs of the strategic plan. UNFPA will address the four outcomes in an integrated manner, and will be guided by country priorities, the United Nations development assistance framework, the revised business model and UNFPA modes of engagement.

61. The theory of change (see annex 2) describes how UNFPA will attain the goal of the strategic plan through outcomes, outputs and critical assumptions. Country programmes will include robust theories of change that spell out those assumptions. Through critical assumptions, UNFPA will be able to identify programme risks. It will be able to mitigate those risks through expanded partnerships and monitoring of the critical assumptions.

62. UNFPA will implement global and regional-level interventions through one global programme and six regional programmes (see annex 6). The global programme and the regional programmes will enable UNFPA to demonstrate the contributions, at regional and global levels, to achieving the results of the strategic plan.

63. Regional interventions will provide technical support, operational guidance and quality assurance to country offices. Global interventions will provide normative guidance (including the development of tools, guidelines and standards) and complementary technical support to countries. They will also facilitate global advocacy and intergovernmental policy dialogue.

64. In regions that are prone to disasters and humanitarian crises, regional interventions will provide frontline support to countries, and will coordinate and address the needs of underserved population groups. Global interventions that provide humanitarian and resilience support will complement the regional interventions.

65. UNFPA will allocate core resources to support global and regional initiatives and will mobilize non-core resources for selected initiatives at global and regional levels.

VI. Organizational readiness to implement the strategic plan

66. UNFPA will continue to improve its organizational effectiveness and efficiency through enhanced institutional capacity, including better systems and tools. It will focus on the alignment of structures and resources to the strategic plan, in particular, the transformation of information and communication technology, the expansion of partnerships with the private sector, and the mobilization of resources from non-traditional donors.

67. UNFPA will ensure accountability through rigorous and timely oversight and follow-up of the implementation of external and internal audit recommendations. In accordance with General Assembly resolution 71/243 on the quadrennial comprehensive policy review, UNFPA

will seek better integration, coordination, accountability and transparency with other United Nations entities. UNFPA will continue to use the “three lines of defence” model for risk management and control. UNFPA will also employ the Enterprise Risk Management system to annually assess all offices and to prepare and implement risk-mitigation plans.

68. UNFPA has identified four outputs to track the required changes in organizational effectiveness and efficiency:

- (a) Improved programming for results;
- (b) Optimized management of resources;
- (c) Increased contribution to United Nations system-wide results, coordination and coherence;
- (d) Enhanced communication for impact, resource mobilization and partnerships.

69. UNFPA will increase its efforts to improve results-based management by capitalizing on information and communication technologies and by applying better business analytics. UNFPA will continue to mainstream results-based management in its policies, procedures, manuals and systems. Results-based management will be a core skill of all programme and operation staff. In accordance with the quadrennial comprehensive policy review, UNFPA will align its programme policies and procedures with the new guidance on the United Nations Development Assistance Framework, while reaffirming the central role of Governments in contributing to the work of the United Nations development system.

70. UNFPA will strengthen quality assurance in its programmes through participation in institutional system-wide quality assurance mechanisms. UNFPA will work with United Nations system organizations to ensure that all country programmes comply with the quality criteria of the Sustainable Development Goals and that country programmes implement the audit recommendations. In addition, UNFPA will monitor the implementation of the recommendations of the Joint Inspection Unit. To improve the quality of its programmes, UNFPA will provide support to: (a) develop theories of change; (b) document and use good practices and lessons learned; and (c) plan and implement programme monitoring and evaluation.

71. UNFPA uses results-based management to manage the full cycle of programmes, from planning, monitoring and reporting, to evaluation. Learning is embedded in each stage of the cycle, including learning from evaluative evidence in order to improve programme design and implementation. The Evaluation Office will continue to foster evidence-based learning and programme development, and will conduct high-quality evaluations to inform management actions.

72. In accordance with the 2030 Agenda, the Sendai Framework for Disaster Risk Reduction 2015-2030, and the 2016 World Humanitarian Summit, UNFPA will accelerate its humanitarian preparedness efforts to address risks and build resilience. This will ensure that systems, communities and societies are better equipped to respond to and recover from emergencies. These efforts will also include the implementation of minimum preparedness actions.

73. UNFPA will use outstanding knowledge to improve effectiveness and efficiency in achieving results. Knowledge management in UNFPA will focus on: (a) the increased availability of and timely access to high-quality knowledge products; (b) the mainstreaming of knowledge management in UNFPA programmes and operations; and (c) improved staff capacity and accountability in managing knowledge.

74. UNFPA will promote innovation to improve programming by: (a) scaling up innovations that have proven to be successful; (b) partnering with innovators from the public and private sectors; and (c) institutionalizing a culture of innovation in UNFPA.

75. Optimizing the management of human resources to ensure proper staffing; the alignment of staff to the right skill sets; and strengthening tools to enhance skills are essential for the implementation of the strategic plan. Capacity development will include coaching, mentoring, learning, career development and recognition. UNFPA will strengthen its leadership pool and

surge roster, fill key management posts as quickly as possible, and adequately address surge deployments and “duty of care”. UNFPA will emphasize ethical behaviour, mutual respect, teamwork and knowledge sharing. It will ensure that overall staff composition is inclusive (by gender, region and disability), and will pay careful attention to equal geographical and gender representation for professional and managerial posts. UNFPA will strengthen the monitoring of staff performance, provide incentives to maintain performance at high levels and address underperformance.

76. UNFPA will adequately staff key management posts and will build staff capacity in results-based programme management, financial and human resources management, advocacy, partnerships and resource mobilization. Skills and knowledge in those areas are critical for the achievement of transformative results. UNFPA will ensure that the staff selected for key management posts are deployed quickly and that they meet the requirements of the posts.

77. UNFPA will enhance the use of partnerships and volunteerism for development. UNFPA supports a more cost-efficient integration of human resources-related functions and services within the United Nations system. UNFPA will also explore functions that are not human resources-related that may be suitable for integration.

78. UNFPA will continue to strive for excellence in managing financial resources by improving the performance of business units with the greatest needs, based on its risk-assessment model. This will include monitoring implementing partners’ expenditures and paying careful attention to programme planning and budgeting for the efficient use of resources.

79. UNFPA has been a strong supporter of the use of common services and common premises with other United Nations organizations, in order to reduce management and administrative costs in the field and at headquarters. UNFPA will recognize the best practices of other United Nations organizations and seek to increase the number of country offices with joint business operations.

80. UNFPA will continue to advocate environmental sustainability. UNFPA is a climate-neutral organization that will strive to further reduce greenhouse gas emissions, hazardous waste creation and water consumption in line with its future emissions management system.

81. UNFPA will invest in information and communications technology to support the effectiveness and efficiency of programmes and operations. This includes improved technology for business processes to increase the efficiency of programmes, offices and operations.

82. UNFPA has a large country-level presence and a universal, rights-based mandate. This will enable it to increase its contribution to United Nations system-wide results, coordination and coherence through: (a) scaled-up “Delivering as one” and joint programming for enhanced system-wide coherence; (b) improved coordination in addressing gender-based violence and reproductive health in humanitarian settings; and (c) increased collaboration to attain the Sustainable Development Goals.

83. The effective communication of results is a corporate priority and the driving force for the change process at UNFPA. The One Voice global communication strategy will position UNFPA as a vocal and visible development partner, and will engage stakeholders through timely and focused communications on UNFPA impact and transformative results. UNFPA will continue to make use of and publish data according to the standards of the International Aid Transparency Initiative.

84. UNFPA will maintain strong relations with its traditional donor base. It will also seek to increase contributions from programme countries, as well as mobilize human and financial resources and support from civil society, global public-private alliances, international financial institutions, philanthropic organizations, the private sector and the public.

85. UNFPA advocates flexible and predictable funding through multi-year pledges, commitments and contributions. UNFPA will strengthen its resource mobilization and partnership-building capacities to identify opportunities for resource mobilization from non-traditional donors, including the private sector. UNFPA will prioritize partnerships with other United Nations organizations to build efficiencies and operate at scale. Enhanced branding and

better information and awareness, through traditional and social media, of the transformative results of UNFPA are vital to broadening and deepening its political and financial support.

VII. Monitoring and evaluating the strategic plan

86. The development results articulated in the integrated results and resources framework (annex 1) form the centrepiece of programme accountability. Accountability for results (annex 5) further details the key components of programme accountability in UNFPA.

87. UNFPA will monitor the development results of the strategic plan at the output, outcome and impact levels, and its organizational effectiveness and efficiency results at the output level. The strategic information system and the global programming system will be used to analyse and report on progress towards these results at all levels.

88. Recognizing the importance of high-quality information for decision-making and programme design, the strategic plan emphasizes the monitoring and communicating of results. Specific actions include:

- (a) Developing country-level theories of change as a key component of the country programme development process and reporting on results;
- (b) Promoting evaluative analysis that enables a quantitative and qualitative assessment of the UNFPA contribution to the various levels of results;
- (c) Translating knowledge gained from monitoring and evaluations into programming and management strategies and actions;
- (d) Strengthening the communication of results at all organizational levels to mobilize support from a wide range of partners, in order to ensure sustained and predictable resources.

89. UNFPA will conduct a midterm review of the strategic plan, including the resource allocation system.

90. The revised UNFPA evaluation policy (DP/FPA/2013/5) and its quadrennial budgeted evaluation plan, 2016-2019 (DP/FPA/2015/12), specify the principles, selection criteria, process, approach and proposed corporate evaluations for UNFPA. Therefore, this document does not include an evaluation plan.
