

UNFPA management response to the evaluation of the capacity of UNFPA in humanitarian action, 2019-2025						
Evaluation Report Issue Date	Evaluation report tag	Additional attributes	UNFPA business units responsible for implementation	Heads of responsible business units	Responsible unit managing/coordinating focal point	Date of submission
15/10/2025	Humanitarian	Institutional	HRD, DHR	Shoko Arakaki Josephine Mbithi	Oscar Sandino, sandino@unfpa.org	05/11/2025

EVALUATION RECOMMENDATION(S) AND PROPOSED ACTION POINT(S)		
Recommendation No. 1	Elevate the UNFPA strategic and leadership role in humanitarian action	Priority: High
	UNFPA should elevate its strategic and leadership role in humanitarian action by developing a dedicated humanitarian strategy to unify its internal approaches and strengthen its external positioning. This will ensure its mandate areas are consistently prioritized as life-saving interventions and solidify its leadership role amidst intensifying inter-agency competition and the ongoing global humanitarian reform.	
Management response to recommendation acceptance status	Accepted A. A comprehensive internal strategic framework for humanitarian action to articulate the humanitarian proposition and strategy will be developed. The framework will strengthen accountability and coherence across divisions and offices and guide planning, monitoring, and reporting and will be aligned with the UNFPA Strategic Plan. The strategic framework also provides UNFPA clear positioning with its humanitarian mandate in the UN80 and the Humanitarian Reset. Consultation of key stakeholders during the development will ensure ownership, the framework will be institutionally adopted by the EC and the operationalization of the strategy will strategically reinforce the implementation of the UNFPA 2026-2029 Strategic Plan. HRD reporting line will be changed from DEDM to DEDP for more programmatic integration. B. UNFPA will reinforce senior management capacity at country level for advocacy and resource negotiation by strengthening humanitarian leadership capacity through capacity mapping, implementing minimum humanitarian experience standards for Rep/Dep Rep, IOM roles, developing new recruitment assessments, creating humanitarian career pathways, and integrating humanitarian competencies into performance management. This will build on the humanitarian competencies that DHR developed in consultation with HRD. The new Strategic Plan (SP) and Integrated Budget (IB) provide for the upgrade of eight Country Office management team positions, enabling UNFPA to retain and attract strong new talent while also creating career pathways for the most capable humanitarian leaders. In parallel, UNFPA will strengthen humanitarian capacity and management capabilities through targeted training and development initiatives.	
If recommendation is partially accepted or rejected, provide reasons:	N/A	
If recommendation is accepted or partially accepted, list, below, action(s) that will logically lead to its implementation, ideally within a year of the date recommendation was issued		

Action point title	Action point text	Due date	Lead implementing unit	Lead implementing and reporting staff	Additional units involved in implementation
A. Develop and publish a comprehensive, standalone internal strategic framework for humanitarian action. B. Reinforce and require internal capacity for robust advocacy and leadership on humanitarian programming among Country Representatives, Deputy Representatives, and senior management	A. Develop and publish a comprehensive standalone internal strategic framework for humanitarian action that clearly states and defines UNFPA's enhanced humanitarian role and mandate areas and reflects the life-saving nature of SRHR, GBV and population data in an integrated HDP continuum approach that cuts across all UNFPA work. This should be concise and time-bound (24-months) to reflect the ongoing humanitarian reset and build in a reflection/assessment period at the conclusion to assess its added value [F1, F33].	30/09/2026	HRD	Eugene Kongnyuy Deputy Director, HRD	OED, PD, ROs, COs, SCMU, DER, DMS, DHR, Executive Leadership (EC)
	B. Reinforce and require internal capacity for robust advocacy and leadership on humanitarian programming among Country Representatives, Deputy Representatives, and senior management in inter-agency fora, particularly concerning resource negotiations [F3, F21, F31]. This should: <ul style="list-style-type: none"> i. Build on already-articulated responsibilities for humanitarian advocacy among UNCTs/HCTs within Representative and Deputy Representative terms of references by requiring a minimum standard of experience (responsibility/time) among candidates – both new and those rotating from existing positions. ii. Develop new humanitarian focused assessments for recruitment. iii. Reinforce and strengthen existing capacity development efforts such as those undertaken by WCARO/ASRO and at global level through, for example integrating tours of duty in humanitarian contexts as a requirement for promotion in CO leadership roles. iv. Create clear career pathways for experienced humanitarian specialists towards managerial and country representative roles. v. Integrate humanitarian competencies into continuous performance management. 	31/03/2026	DHR	Shannon Mulholland, Client Services and Outreach Branch, DHR	PD, ROs, COs, SCMU, DER, DMS, DHR, Executive Leadership (EC)

Recommendation No. 2	Focus on sustaining and coordinating targeted, high-quality, high-impact SRHR and GBV services	Priority: High
	UNFPA should focus on sustaining and coordinating targeted, high-impact Sexual and Reproductive Health (SRH) and Gender-Based Violence (GBV) services by strategically directing resources to the most vulnerable populations with the highest unmet needs. This focused approach will safeguard its coordination leadership and reinforce its credibility with donors, even as overall service coverage remains a challenge in a resource-constrained environment.	
Management response to recommendation acceptance status	<p>Accepted:</p> <p>A. UNFPA will conduct a comprehensive capacity review in IASC-designated humanitarian priority countries to identify gaps and inform strategic resource allocation. This includes the 17 IASC priority plus 3 countries (undecided) and the 8 countries identified for transition. UNFPA will finalize two key guidance tools to strengthen humanitarian-development-peace continuum:</p> <p>i. The HDP Nexus Pocket Guide offers practical HDP guidance which includes a mapping tool for vulnerability, needs and resilience, serving as the overarching reference for HDP programming and geographic prioritization at country level.</p>	

	<p>ii. The Humanitarian Programming Guide provides operational guidance across all four phases of humanitarian action—preparedness, emergency response, protracted crises, and transition/recovery—and is linked to the Priority Emergency Response Interventions (PERIs), which guide the allocation of UNFPA’s Emergency Fund and Humanitarian Trust Fund.</p> <p>Together, these tools enable coherent, responsive, and accountable programming across crisis and recovery contexts.</p> <p>B. The relevance of UNFPA’s role as Provider of Last Resort (PoLR) is clear—it directly aligns with UNFPA’s strategic priority to end gender-based violence (GBV). In light of the humanitarian reset, UNFPA will undertake a focused analysis to clarify the organizational implications of this role and what is needed to ensure delivery of lifesaving GBV services in contexts where no other actor is positioned to respond. HRD and DHR will jointly develop a checklist / template to assess Provider of Last Resort (PoLR) capacity at the Country Office (CO) level. CO Representatives will be responsible for ensuring sufficient local resource allocation to meet these PoLR requirements. In parallel, with the phase-out of the Area of Responsibility (AoR), UNFPA commits to strengthening advocacy skills at the country level through targeted recruitment and training. This will ensure that CO teams have the capacity and credibility to secure a “seat at the table” in inter-agency coordination and decision-making processes.</p> <p>C. HRD will support the coherent transition from GBV AoR while maintaining a streamlined coordination capacity. UNFPA will proceed in two steps. Step 1: reviewing with internal stakeholders to agree on the way forward. Step 1: engage in inter-agency consultations and advocacy to ensure an orderly transition of the GBV AoR, highlighting the coordination plus programming functions.</p>				
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Action point title	Action point text	Due date	Lead implementing unit	Lead implementing and reporting staff	Additional units involved in implementation
A. Undertake a strategic prioritization and resource allocation exercise to identify and target services for the most vulnerable crisis-affected places and populations	A. Undertake a strategic prioritization and resource allocation exercise to identify and target services for the most vulnerable crisis-affected places and populations [F7, F11]. This should: i. Include development of clear vulnerability criteria and mapping tools that country programmes will be required to apply and report against. ii. Then focus investment (i.e. through targeted advocacy with donors and HCTs and strategic allocation of core funding) in the sectoral and geographic areas of greatest need in SRH and GBV service delivery, rather than reacting to donor-defined priorities iii. Draw on (and include as part of advocacy strategies) successful innovations and provision of essential commodities.	31/12/2025	HRD	Francis Peter-Battal, Global Emergency Response Unit, HRD	PD, ROs, COs, DMS
B. Strategically review UNFPA’s position as provider of last resort in GBV in line with the humanitarian reset	B. Strategically review UNFPA position as provider of last resort in GBV in line with the humanitarian reset [F21]. The relevance of this role, the responsibilities that it entails and how UNFPA can meet these are changing with the humanitarian reset/UN80. UNFPA should, in the immediate term, conduct a quick assessment of the historical and prospective significance of this role in light of these developments and clearly define what it will mean for the life of the next strategic plan. C. Support a coherent transition of the GBV AoR from its IASC-mandated role and maintain UNFPA’s coordination leadership [F20, F21] via:	31/03/2026	HRD	Jennifer Miquel, External Relations Unit, HRD	DHR, ROs, COs

C. Support a coherent transition of the GBV AoR	<div><div>i. Active and immediate engagement in consensus-building and advocacy amongst key stakeholders to ensure an agreed and orderly shift to the coordination modalities that emerge, to minimize negative impacts on GBV actors and programming due to the humanitarian reset and cluster simplification.</div><div>ii. Ringfencing UNFPA global, regional and national expertise on GBV during and after the reset to meet its leadership responsibility in GBV under all eventualities.</div></div>	31/03/2026	HRD	Jennifer Miquel, External Relations Unit, HRD	ROs, COs
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Recommendation No. 3	Enhance operational agility, responsiveness and invest in people	Priority: Low			
	UNFPA should enhance its operational agility and responsiveness by revising policies, optimizing supply chain management, and addressing processes that slow down timely humanitarian action. To sustain this improvement, UNFPA should strategically invest in its people by streamlining recruitment processes, reducing the over-reliance on short-term contracts, and building a stable and expert humanitarian workforce.				
Management response to recommendation acceptance status	Accepted: A. HRD will engage relevant policy owners to revise their respective policies and procedures to increase flexibility for use in protracted humanitarian contexts. B. HRD and DMS are launching a risk-sharing pilot with implementing partners. Lessons learned will inform the practical application of UNFPA’s risk appetite, guide future risk-sharing approaches, and the corporate Enterprise Risk Management C. The review of cost-effectiveness and efficiency of Surge and GERT will be integrated in the review of the GERT scheduled for 2026. D. UNFPA will assess and identify strategic investments in prepositioning humanitarian supplies at all levels, tailored to the most significant risks and needs. On prepositioning, UNFPA will establish key performance indicators (KPIs) that track stock turnover, strengthen coordination mechanisms, and ensure interchangeability with development stock holdings. These measures will improve efficiency, optimize resource use, and enhance reliability. E. HRD will map out the minimum humanitarian capacity at country, cost it for the priority countries and present it to the HSC/EC. F. UNFPA will assess and streamline recruitment for humanitarian roles, exploring mechanisms such as pre-vetted national rosters to accelerate the hiring process.				
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If recommendation is accepted or partially accepted, list, below, action(s) that will logically lead to its implementation, ideally within a year of the date recommendation was issued					
Action point title	Action point text	Due date	Lead implementing unit	Lead implementing and reporting staff	Additional units involved in implementation
A. General policies and procedures, i.e. notably for HR, supplies and work plan management, should be revised to be more flexible, allowing for timely adaptations and response to	A. General policies and procedures, i.e. notably for HR, supplies and work plan management, should be revised to be more flexible, allowing for timely adaptations and response to protracted humanitarian crises, providing clear guidance for rapid programming and administrative measures outside of sudden-onset emergencies [F23, F24, F29]. Specifically: i. HRD and PD to develop a programmatic framework to guide and strengthen the linkages between sudden-onset and protracted crises in line with a HDP continuum approach. ii. HRD to work with other business units, as relevant, (e.g. DHR, SCMU, OSC, DMS) to developing the necessary response mechanisms that will underpin and enable UNFPA in responding to those onset and protracted emergencies. This will ensure that existing policies	A. 30/09/2026	HRD	A. Adrian Tirlea	DHR, SCMU, DMS, ROs, COs, PD, Senior Leadership (EC)

<p>protracted humanitarian crises</p> <p>B. Develop clear and practical guidance on operationalising risk appetite and no regrets policies, including risk sharing (with donors and other agencies) and systematic quantification of risk</p> <p>C. Undertake a review exercise of the cost-effectiveness and efficiency of both the Surge and GERT mechanisms</p> <p>D. Assess, identify and target strategic investments in prepositioning humanitarian supplies</p> <p>E. Increase the proportion (though not necessarily the absolute levels of funding, given resource constraints) of core funding allocated to strategic humanitarian positions</p> <p>F. Assess and streamline recruitment processes for humanitarian positions</p>	<p>are updated to address protracted crises and complement the emergency procurement procedures, which focus on the onset of crises.</p> <p>B. Develop clear and practical guidance on operationalising risk appetite and no regrets policies, including risk sharing (with donors and other agencies) and systematic quantification of risk [F23]. This should include:</p> <ul style="list-style-type: none"> i. Determination and assessment/quantification, where possible, of the specific dimensions of ‘risk’ as they apply to humanitarian programming, e.g., risk of commodity losses, risk of partner mismanagement/misappropriation of resources. ii. On the basis of a clearer articulation and quantification of the key risks, develop specific operational guidance in the EPPs and training/familiarisation of staff on risk and the ‘no regrets’ approach as it applies to different programming approaches (e.g. for SRH or GBV services vs. commodities, partner selection and resourcing, interactions with donors). <p>C. Undertake a review exercise of the cost-effectiveness and efficiency of both the Surge and GERT mechanisms [F28], to include:</p> <ul style="list-style-type: none"> i. Performance in meeting their stated objectives, ii. Impact on staff vs. programmes (staff welfare/morale, outcomes on existing programming, particularly deployees from existing priority countries), iii. Adherence to deployment duration limits for GERT and Surge personnel, iv. Comparison with the benefits/challenges of the previous roving teams, v. Existence of clear transition pathways to longer-term staff for complex or protracted crises. <p>D. Assess, identify and target strategic investments in prepositioning humanitarian supplies at global, regional, and national levels, tailored to the most significant identified risks and needs and most cost-effective locations [F23, F24]. Consider introducing pre-approved thresholds for local procurement and linking clearly to the EPP no-regrets approach.</p> <p>E. Increase the proportion (though not necessarily the absolute levels of funding, given resource constraints) of core funding allocated to strategic humanitarian positions.</p> <p>F. Assess and streamline recruitment processes for humanitarian positions, exploring mechanisms for rapid hiring, such as pre-vetted national rosters and adoption of the “time-to-fill” metric that tracks the overall recruitment process</p>	<p>B. 31/03/2026</p> <p>30/09/2026</p> <p>30/04/2026</p> <p>31/03/2026</p> <p>30/09/2026</p>	<p>HRD</p> <p>HRD</p> <p>HRD</p> <p>HRD</p> <p>DHR</p>	<p>B. Jennifer Miquel, Raj Gakhar Mona Khurdok</p> <p>Stenly Sajow (+ Dusan Jovanovic)</p> <p>Danielle Jurman Chief, SCMU</p> <p>Francis Peter-Battal</p> <p>Shannon Mulholland</p>	<p>DHR, SCMU, DMS, OED, ROs, COs, PD, DER, Senior Leadership (EC)</p> <p>DHR, SCMU, DMS, ROs, COs, PD, Senior Leadership (EC)</p> <p>DHR, SCMU, DMS, ROs, COs, PD, Senior Leadership (EC)</p> <p>DHR, SCMU, DMS, ROs, COs, PD, Senior Leadership (EC)</p> <p>DHR, SCMU, DMS, ROs, COs, PD, Senior Leadership (EC)</p>
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Recommendation No. 4	Enhance accountability to affected populations (AAP) and localization efforts	Priority: High				
	UNFPA should enhance its accountability to affected populations and deepen its localization efforts by systematically integrating community feedback mechanisms and participatory decision-making throughout the entire humanitarian programme cycle. This shift from ad-hoc application to a consistent, required practice will ensure programming is better aligned with community needs and builds genuine, equitable partnerships with local actors.					
Management response to recommendation acceptance status	Accepted A. The global UNFPA AAP Framework and toolkit was launched in Q3 2025 and is starting to be rolled out in various COs. HRD will continue to work with ROs and COs to update and develop new tools and provide guidance to enable a more consistent approach to AAP including through an internal community of practice. B. While important, given the time and financial resources required to implement this action point, further work needs to be done to understand how this can be achieved and what resources are required. Investing in technology facilitated feedback mechanisms is also not the only solution to ensuring AAP; low-cost, low-tech options must also be prioritised as the more viable options in many contexts. While we agree on the principle of leveraging technology, our proposed more practical way forward would be to include guidance in the AAP Guide for country offices on how to assess and select context-appropriate feedback mechanisms. This could include a simple decision-making tool or checklist to help teams evaluate factors such as connectivity, literacy levels, trust in digital platforms, and existing community preferences. In many settings, low-tech or no-tech solutions—such as in-person listening sessions, community focal points, or suggestion boxes—may be more viable and inclusive. Rather than promoting technology as a default, the guide should emphasize tailoring feedback approaches to the operational context and available resources. C. Localisation guidance has been issued that goes beyond funding and recommends co-design. Risk sharing pilot is being initiated. Key units should also include HRD and DMS.					
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If recommendation is accepted or partially accepted, list, below, action(s) that will logically lead to its implementation, ideally within a year of the date recommendation was issued						
Action point title	Action point text	Due date	Lead implementing unit	Lead implementing and reporting staff	Additional units involved in implementation	
A. Integrate mandatory and consistent AAP mechanisms	A. Integrate mandatory and consistent AAP mechanisms , including improved staff capacity and accountability, feedback loops and community consultations, into every stage of the humanitarian programme cycle and partner assessments and contracts, including indicators related to progress on both the <u>presence</u> and <u>quality</u> of AAP measures.	30/09/2026	HRD	Helen Mould	PD, ROs, COs, DMS	
B. Leverage innovative technologies	B. Leverage innovative technologies (e.g., mobile platforms and other remote technologies) for community feedback and clearly defined needs assessments where appropriate and contextually sensitive	30/09/2026	HRD	Helen Mould	PD, ROs, COs, DMS	
C. Move beyond mere funding allocation to local partners by investing in genuine co-design and inclusive and	C. Move beyond mere funding allocation to local partners by investing in genuine co-design and inclusive and participatory decision-making processes , such as involvement in development of programming proposals, boosting their participation and/or leadership in coordination roles, in line with the 2025 “Guidance note to operationalize UNFPA’s Humanitarian Localization Commitments”. This should recognize local organizations as true	30/09/2026	HRD	Esther Christen	PD, ROs, COs, DMS	

participatory decision-making processes	partners with added value beyond service delivery for the most effective and immediate response in emergencies – and clarify (including with donors) risks that this entails				
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Recommendation No. 5	Integrate and strengthen humanitarian-development-peace (HDP) continuum work, including climate adaptation and YPS		Priority: High			
	UNFPA should integrate and strengthen its work across the humanitarian-development-peace (HDP) continuum by clarifying responsibilities and fostering collaboration between its Humanitarian Response and Programme Divisions. This requires finalizing and disseminating comprehensive corporate guidance on the HDP continuum, climate adaptation, and the Youth, Peace and Security (YPS) agenda to ensure a cohesive, effective, and resilient approach in humanitarian crises.					
Management response to recommendation acceptance status		Accepted: A. The roles and responsibilities between HRD and PD are being clarified through the Business Model Review. In relation to the new Strategic Plan (2026-2029) HRD is responsible for the humanitarian output while PD is responsible for the 5 other outputs. Ongoing work will further clarify how to operationalise the strategic plan and what structures are needed to minimize silos and maximize programme impact. The revised TOR of the Deputy Executive Director (Programme) will include humanitarian response as the DEDP will take over the HRD from DEDM. B. The draft Humanitarian-Development-Peace Nexus Pocket guide will be finalised for use by countries especially those in protracted crises. C. UNFPA has already developed the Minimum Preparedness Actions which is being finalised. The next step will be to develop Advanced Preparedness and Anticipatory Actions guide that address all advanced preparedness actions including DDR				
If recommendation is partially accepted or rejected, provide reasons:		N/A				
If recommendation is accepted or partially accepted, list, below, action(s) that will logically lead to its implementation, ideally within a year of the date recommendation was issued						
Action point title	Action point text		Due date	Lead implementing unit	Lead implementing and reporting staff	Additional units involved in implementation
A. Clarify division of responsibilities and foster collaboration between HRD and Programme Division	A. Clarify division of responsibilities and foster collaboration between HRD and Programme Division, including by modifying corporate structures that create silos between development and humanitarian interventions		30/09/2026	HRD	Shoko Arakaki, HRD Director	PD, ROs
B. Finalize and widely disseminate a comprehensive corporate framework and practical guidance	B. Finalize and widely disseminate a comprehensive corporate framework and practical guidance on the HDP continuum, including lessons learned and best practices, operational procedures, funding strategies, and data responsibilities			HRD	Olle Castell, Humanitarian Interagency Cooperation Specialist, HRD Raya Alchukr, Regional Desk Specialist, PD	
C. Develop a dedicated framework and	C. Develop a dedicated framework and guidance for humanitarian actions on climate adaptation as part of disaster risk reduction [F33], including the following: a. its role in early warning systems, anticipatory action and resilience-building, b. Linkages to DRR and where/how it integrates with humanitarian response (including organizational responsibilities between HRD and PD).			HRD	Francis Peter-Battal, Global	

guidance for humanitarian actions on climate adaptation as part of disaster risk reduction				Emergency Response Unit, HRD	
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Recommendation No. 6	Unified humanitarian data strategy and system		Priority: Medium			
	UNFPA should develop a unified humanitarian data strategy and system for outcome measurement for SRHR and GBV in humanitarian settings. To maximize the key ‘learning’ function of monitoring and the ability to leverage all data, UNFPA should invest in consistent, disaggregated data and analysis and related platforms to clearly ascertain its contribution to SRHR and GBV outcomes.					
Management response to recommendation acceptance status	Partially accepted: A. Already achieved: UNFPA has already developed the <u>2024 UNFPA Humanitarian Data Framework</u> (which is available in the PPM), which—while not a strategy—provides the foundational blocks for humanitarian data (see page 10) and outlines a clear theory of change (see page 27). Given these existing components, UNFPA does not consider the development of another humanitarian data strategy necessary at this time. B. HRD has already developed an indicator dictionary focusing on humanitarian results. This indicator dictionary will be updated to integrate key outcome-oriented indicators for SRHR and GBV programming. C. Accepted: The indicators in the indicator dictionary need to be embedded into the QuantumPlus so that country offices will have a single integrated platform for monitoring and reporting results, whether humanitarian or development. HRD has started some preliminary reflection on this, and this will help streamline reporting requirements and reduce the burden to country offices.					
<i>If recommendation is partially accepted or rejected, provide reasons:</i>	UNFPA acknowledges the importance of strengthening outcome measurement for SRHR and GBV in humanitarian settings and agrees with the need to avoid fragmented reporting systems. However, developing a humanitarian data strategy is not deemed necessary at this stage, as key elements are already in place. HRD has developed a Humanitarian Data Framework (2024) that outlines the building blocks (population data, assessments and analysis, and data & information management systems) for the work of UNFPA in humanitarian data, including relevant data sources for each block, and clarifies the role of country offices across all phases of humanitarian programming.					
<i>If recommendation is accepted or partially accepted, list, below, action(s) that will logically lead to its implementation, ideally within a year of the date recommendation was issued</i>						
Action point title	Action point text		Due date	Lead implementing unit	Lead implementing and reporting staff	Additional units involved in implementation
A. Follow up on the recommendations of the 2021 Baseline and evaluability assessment on generation, provision and utilization of data	A. Follow up on the recommendations of the 2021 Baseline and evaluability assessment on generation, provision and utilization of data in humanitarian assistance which proposed key building blocks for the development of a theory of change for the work of UNFPA in the field of humanitarian data.		<u>Already Achieved</u>	HRD	Eugene Kongnyuy	PD, ROs, COs
	B. Develop and implement meaningful standardized, outcome-oriented indicators for SRHR and GBV programming, moving beyond activity and output-level data to measure changes in		30/06/2026	HRD	Rofand Khalaf (HRD)	PD, ROs, COs

in humanitarian assistance	wellbeing, health-seeking behaviour, reductions in GBV exposure/risks and long-term benefits of CVA.				
B. Develop and implement meaningful standardized, outcome-oriented indicators	C. Streamline humanitarian reporting requirements to reduce administrative burdens and reorient efforts towards genuine monitoring, in-depth analysis, and organizational learning	30/06/2026	HRD	Rofand Khalaf	ITSO, PD, ROs, COs
C. Streamline humanitarian reporting requirements					