

MOPAN  
2017-18 ASSESSMENTS

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**United Nations Population Fund  
(UNFPA)**

Published May 2019



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MOPAN Assessments

# **United Nations Population Fund (UNFPA)**

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2017-18 Performance Assessment



# Preface

## ABOUT MOPAN

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The Multilateral Organisation Performance Assessment Network (MOPAN) comprises 18 countries<sup>1</sup> that share a common interest in assessing the effectiveness of the major multilateral organisations they fund. These include United Nations agencies, international financial institutions and global funds. The Network generates, collects, analyses and presents relevant and credible information on their organisational and development effectiveness. This knowledge base is intended to contribute to organisational learning within and among the organisations, their direct clients and partners, and other stakeholders. Network members use the reports for their own accountability needs and as a source of input for strategic decision-making.

MOPAN 3.0, first applied in 2015-16, is the latest operational and methodological iteration of how the Network assesses organisations. It builds on the former version, the *Common Approach*, which the Network implemented from 2009 through 2014.

In 2017-18, MOPAN assessed 14 organisations, including the United Nations Population Fund (UNFPA). The other 13 are:

- Asian Development Bank (ADB)
- Food and Agriculture Organization (FAO)
- Global Environment Facility (GEF)
- Global Partnership for Education (GPE)
- International Fund for Agricultural Development (IFAD)
- International Organization for Migration (IOM)
- Office of the United Nations High Commissioner for Human Rights (OHCHR)
- United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- Office of the United Nations High Commissioner for Refugees (UNHCR)
- United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)
- World Food Programme (WFP)
- World Health Organization (WHO).

### Operating principles

MOPAN generates assessments that are credible, fair and accurate. Credibility is ensured through an impartial, systematic and rigorous approach. MOPAN seeks an appropriate balance between coverage and depth of information from a variety of sources and through multiple streams of evidence. The Network gives priority to quality of information over quantity and uses structured tools for enquiry and analysis. An audit trail of findings ensures transparency. MOPAN applies efficient measures of assessment practice through building layers of data, with a view to limiting the burden on organisations assessed. A focus on organisational learning aims to ensure utility of the findings by multiple stakeholders.

### Objectives of the MOPAN methodology

MOPAN seeks to provide a diagnostic assessment, or snapshot, of an organisation. It tells the story of an organisation's current performance. MOPAN is guided by framing questions which serve to understand the relevance, efficiency and effectiveness of multilateral organisations, while also garnering a sense of the sustainability of their results. The empirical design of MOPAN is based on a theory of change.

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1. Australia, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Japan, Korea, Luxembourg, the Netherlands, Norway, Sweden, Switzerland, the United Kingdom and the United States. MOPAN also has two observers, New Zealand and the United Arab Emirates.

The methodology's key elements include a set of five performance areas against which the assessment takes place. The first four cover strategic, operational, relationship and performance management. The fifth area englobes the organisation's contribution to development, humanitarian and normative results. These areas are captured in the MOPAN indicator framework against which performance is measured using three evidence streams – a document review, surveys, and interviews and consultations – brought together in a combined approach.

A MOPAN assessment is not an external audit of an organisation, nor is it an institutional evaluation. MOPAN does not comprehensively assess all operations or all processes of an organisation, nor can it provide a definitive picture of all the organisation's achievements and performance during the time period of the assessment. Neither does MOPAN offer comprehensive documentation or analysis of ongoing organisational reform processes.

## Acknowledgements

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The MOPAN assessment was finalised under the overall strategic guidance of Suzanne Steensen, Head of the MOPAN Secretariat. It was prepared under the responsibility of Mitch Levine, Policy Analyst. We are very grateful to Riccarda Caprez from Switzerland and Satoshi Ezoe from Japan for championing this assessment of UNFPA on behalf of the MOPAN membership.

The assessment was conducted with support from IOD PARC, an independent consultancy specialised in assessing performance and managing change in the field of international development. Ingrid Obery served as Team Lead for the assessment of UNFPA, with support from Daniel Arghiros and Sonia Perez, under the overall leadership of Julian Gayfer. Ipsos MORI administered the partner survey.

The report benefited from a peer review conducted within the MOPAN Secretariat and from the comments of a senior independent advisor, Ole Winckler Andersen, Senior Analyst at the Danish Institute for International Studies. Jill Gaston and David McDonald edited the report, and Andrew Esson provided layout and graphic design.

MOPAN is grateful to its Steering Committee representatives for supporting the assessment of UNFPA. Finally, MOPAN would like to convey appreciation to UNFPA management and staff for their input and comments at various stages, in particular those staff members who internally co-ordinated the process and provided substantive feedback on the final draft report.

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## Acronyms and abbreviations

<b>ADB</b>	Asian Development Bank	<b>MISP</b>	Minimum Initial Services Package
<b>AIDS</b>	Acquired immunodeficiency syndrome	<b>NGO</b>	Non-governmental organisation
<b>BoA</b>	Board of Auditors	<b>OAIS</b>	Office of Audit and Investigation Services
<b>CO</b>	Country Office	<b>OEE</b>	Organisational effectiveness and efficiency
<b>CP</b>	Country programme	<b>OHCHR</b>	Office of the United Nations High Commissioner for Human Rights
<b>CPD</b>	Country Programme Document	<b>PAD</b>	Performance Appraisal and Development
<b>CRR</b>	Comprehensive Resources Review	<b>PSEA</b>	Potential sexual exploitation and abuse
<b>CSOs</b>	Civil society organisations	<b>QA</b>	Quality assurance
<b>ECOSOC</b>	United Nations Economic and Social Council	<b>QCPR</b>	Quadrennial Comprehensive Policy Review
<b>FAO</b>	Food and Agriculture Organization	<b>RBM</b>	Results-based management
<b>FGM</b>	Female genital mutilation	<b>RMNCAH</b>	Reproductive, maternal, newborn, child and adolescent health
<b>FGM/C</b>	Female genital mutilation/cutting	<b>RO</b>	Regional Office
<b>GBV</b>	Gender-based violence	<b>SDG</b>	Sustainable Development Goal
<b>GBV AoR</b>	Gender-based violence area of responsibility	<b>SEA</b>	Sexual exploitation and abuse
<b>GEF</b>	Global Environment Facility	<b>SGBV</b>	Sexual and gender-based violence
<b>GPE</b>	Global Partnership for Education	<b>SIS</b>	Strategic Information System
<b>GPS</b>	Global Programming System	<b>SRH</b>	Sexual and reproductive health
<b>H4+JPCS</b>	H4+ Joint Programme Canada and Sweden	<b>SRHR</b>	Sexual and reproductive health and reproductive rights
<b>HACT</b>	Harmonised Approach to Cash Transfer	<b>TA</b>	Temporary appointment
<b>HIV</b>	Human immunodeficiency virus	<b>ToC</b>	Theory of change
<b>HQ</b>	Headquarters	<b>UNDAF</b>	United Nations Development Assistance Framework
<b>HR</b>	Human resources	<b>UNEG</b>	United Nations Evaluation Group
<b>IAHE</b>	International Alliance of Healthcare Educators	<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>IASC</b>	Inter-Agency Standing Committee	<b>UNFPA</b>	United Nations Population Fund
<b>ICPD PoA</b>	International Conference on Population and Development Programme of Action	<b>UNHCR</b>	Office of the United Nations High Commissioner for Refugees
<b>IFAD</b>	International Fund for Agricultural Development	<b>UNICEF</b>	United Nations Children's Fund
<b>IFI</b>	International finance institution	<b>UNSF</b>	United Nations Strategic Framework
<b>INGO</b>	International non-governmental organisation	<b>UN-SWAP</b>	UN System-wide Action Plan on Gender Equality and the Empowerment of Women
<b>IOM</b>	International Organization for Migration	<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>IPSAS</b>	International Public Sector Accounting Standards	<b>UNDP</b>	United Nations Development Programme
<b>IRRF</b>	Integrated Resource and Results Framework	<b>UNWRA</b>	United Nations Relief and Works Agency for Palestine Refugees in the Near East
<b>ISA</b>	International Standards of Auditing	<b>USD</b>	United States dollar
<b>ISO</b>	International Standards Organisation	<b>WFP</b>	World Food Programme
<b>MDGs</b>	Millennium Development Goals	<b>WHO</b>	World Health Organization
<b>MICs</b>	Middle-income countries		

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## Executive summary

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In 2017-18, MOPAN, the Multilateral Organisation Performance Assessment Network, assessed the performance of the United Nations Population Fund (UNFPA). The assessment looked at UNFPA's organisational effectiveness (strategic, operational, relationship and performance aspects) and the results it achieved against its objectives. This was the third MOPAN assessment of UNFPA; the first was conducted in 2010 and the second in 2014.

### CONTEXT

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The scale of the problems UNFPA addresses through its mandate is huge, and the organisation works to deliver its ambitious results in a world where humanitarian and climate-related crises are a constant and increasing reality. While overall poverty rates, maternal mortality, AIDS-related deaths and the unmet need for family planning have declined globally, there are growing levels of inequality and vulnerability among and within countries. Populations in Africa, and sub-Saharan Africa in particular, have the greatest level of vulnerability. UNFPA's last strategic period saw a significant decline in core funding. This was due largely to the United States' "defunding" and is representative of the growth in international pushback against family planning. Over UNFPA's 2014-17 strategic period, development aid funding was reduced. This trend has continued into the 2018-21 strategic period with resources often diverted to address humanitarian needs. UNFPA has carved out a significant role for itself providing core services as part of the international humanitarian response.

### KEY FINDINGS

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UNFPA had a difficult year in 2017. Alongside funding challenges, the organisation underwent an internal restructuring process and faced increased calls for its support and services in humanitarian situations. The unexpected death of the organisation's well-respected Executive Director was an additional blow. However, UNFPA met these challenges, proving to be a responsive, engaged and well-performing organisation. Its staff consist of committed and focused development practitioners who stand firmly behind the organisation's goal, working to mobilise partners and funds in pursuit of universal access to sexual and reproductive health and rights. UNFPA has seized a leadership role in humanitarian action, while nurturing its normative and knowledge-brokering roles.

Internal inefficiencies exist, however, and UNFPA has not optimised its unique skills in population data management. However, the organisation is clearly not afraid of change or challenge, and the shifts in policy and process over the 2014-17 Strategic Period suggest that it will continue to adapt and make the most of its own and partners' resources. UNFPA's mandate continues to be highly relevant as is evidenced by the demand for and use of its services and knowledge base in development and humanitarian situations. The organisation has made a difference to millions of lives and works hard to tell these people's stories.

The strengths identified in the 2014 assessment have been sustained and built on, thereby continuing the organisation's positive performance trend first identified in the 2010 MOPAN assessment. Successive strategic plans have translated UNFPA's challenging mandate into action, and the organisation has been rigorous in reviewing and improving its various support strategies, business model, and the precision with which it measures performance and results. The areas identified as needing improvement in 2014 have all been addressed. The addition of three transformational results in the latest strategy refocused UNFPA explicitly around people's needs.

Country programme alignment to national priorities is consistently clear, and advocacy and policy dialogues have led numerous countries to draft and implement sexual and reproductive health and youth-friendly policies and legislation.

A key component that supports advocacy dialogue as well as more service-oriented engagements is UNFPA's ability to demonstrate the benefits of using population data analytics as part of planning for accessible health services, humanitarian supplies and services, and disaster risk management.

UNFPA is recognised as a leader in the provision of sexual and reproductive health, maternal health and gender-based violence prevention services in humanitarian situations. UNFPA also takes seriously its responsibilities as a driver of the "Delivering as One" process, and its commitment to optimising development resources to achieve Agenda 2030 is evident. Thematic funds are important vehicles for consolidating a range of funding streams around key areas of UNFPA's mandate, amplifying what the organisation could achieve on its own. UNFPA Supplies – the large thematic fund focused on provision of family planning supplies – together with the Procurement Office are notable for ensuring cost-effective green production and targeted distribution in co-ordination with other large multilateral organisations. Lastly, UNFPA's robust "plan-do-review-learn-improve" approach to programming emphasises the organisation's learning culture.

The assessment identified seven **strengths** of UNFPA:

**1. UNFPA has a clear, focused, results-oriented strategy closely aligned with global frameworks, ownership of which is strong across the organisation.** UNFPA's Strategic Plan is closely aligned to its mandate, to the International Conference on Population and Development's Beyond 2014 plan of action and to the Quadrennial Comprehensive Policy Review. The 2018-21 strategy is the first of three aimed explicitly at achieving Agenda 2030. The strategy is both results focused and risk aware. UNFPA undertook a thorough and effective consultation with all staff to prepare the 2018-21 Strategic Plan, and the resulting level of engagement, ownership and demonstrated understanding is impressive.

**2. UNFPA's human resources function has become a strong asset.** Measurable improvement since the last MOPAN assessment is evident. Human resources have been central to organisational realignment and the linked change management process across all countries, ensuring extensive consultation with staff at all levels. UNFPA's Division of Human Resources supports United Nations (UN) human resources innovations and development of management courses; frequently hosts multilateral career and learning events; and also coaches and mentors a "leadership pool" as part of succession planning. Regarding leaders, there is an understanding that achieving the right staff fit is often more about attitude than qualifications. The new human resources strategy is results-focused and positions the Division of Human Resources as a strategic partner to the agency.

**3. UNFPA has harnessed knowledge management as a key resource, bolstered by improved evaluation processes.** Previously identified as a gap by some evaluations, knowledge management under the 2018 Knowledge Management Strategy is increasingly integral to UNFPA's way of working. The organisation is building a repository of knowledge products, reflecting thoughtful consideration of lessons learned. The Evaluation Office has produced a range of useful tools including lessons-learned syntheses, reviews and meta-analyses. A recent external review of UNFPA's evaluation function identified useful improvements that are being quickly implemented.

**4. UNFPA is good at translating its expertise and results base into accessible communications.** Over the last strategic period, UNFPA has put substantial efforts into communicating issues central to its mandate in ways that are heard and understood by different target audiences. Communications are results focused, showcasing the impact of UNFPA interventions on ordinary people's lives. This approach provides evidence to support policy advocacy and explain the benefits for countries that realise their demographic dividend.

**5. UNFPA continues to improve toward robust and carefully monitored financial and risk management systems.** The evidence shows continuous improvement and major strides taken over the period in review: key management systems are well interlinked and enable the identification, mitigation and addressing of issues in good time. Work

remains in systematic analysis of all types of risk in programme documentation, however risk management and risk awareness among staff, in particular, constitute good practice.

**6. Results-based management and monitoring systems are well entrenched within UNFPA and enable the linkage of activities and expenditure to outcomes and strategic results.** The evidence highlights comprehensive processes to introduce and embed results-based management based on valid and reliable monitoring data. The Global Programming System is now in Phase II of development, which enables partners to directly input their information. The linked Strategic Information System ensures that activities, outputs and outcomes are linked to strategic results. Improvements are ongoing, including plans to further harmonise all digital reporting systems, and staff have acknowledged the value of monitoring reports for programme decision-making.

**7. UNFPA is actively committed to partnership synergies through the “Delivering as One” and UN reform processes, as well as its leadership role in humanitarian forums.** “Delivering as One” is integral to UNFPA’s work, exemplified through thematic funds and convening power around sexual and gender-based violence (SGBV) and other core subject areas. Joint procurement of relevant products and knowledge sharing through an inter-agency group in Geneva constitute a prime example of achieving efficiency and effectiveness through partnerships. UNFPA mandate issues are now standard items addressed in humanitarian action due to advocacy efforts and the organisation’s role as the SGBV sub-cluster lead within the Inter-Agency Standing Committee and across country teams. UNFPA also co-ordinates the Common Chapter agreement with the United Nations Children’s Fund (UNICEF), UN Women and the United Nations Development Programme (UNDP); the agreement focuses on specific Sustainable Development Goal indicators to which each agency brings its particular skills and focus.

The assessment also found six major **areas for improvement**:

**1. UNFPA’s unique offering of population and data analytics could be better leveraged with further planning and resources.** Demography and population data functions are among UNFPA’s most critical assets, as they enable more focused and cost-effective planning and logistics management in both development and humanitarian settings. The meta-analysis as well as the evaluation of the 2010 census round showed that UNFPA has not made the most of this unique offering. The organisation’s work in this area is innovative but thinly spread and lacks sufficient skilled staff to support increasing demand.

**2. Internal delays in sign-offs and disbursements affect partnerships and programme implementation.** This problem persists in evaluations covering interventions over the last decade. While some delays are external, inflexible workflows and a lack of adequate monitoring and backstopping to address capacity gaps are responsible for internal bottlenecks.

**3. Advocacy and policy dialogue in countries is out of sync with the seniority level of country representatives.** Country Offices in many small, middle-income countries experience a disconnect between the grade of the most senior post and the level of influence required. Middle-income countries have the potential to influence entire regions, while opportunities for increased South-South co-operation through sharing regionally appropriate knowledge and skills can contribute to local ownership. Addressing this strategic issue would incur greater cost but could be offset by increased use of shared services centres and reduced transactional costs.

**4. Reviews and engagement with partners at country level do not always help build those relationships or address partner concerns.** The MOPAN partner survey showed that most Country Offices engaged effectively with implementing partners. However, the experience of annual reviews and broader engagement was not positive for all country partners. Some partners reported that interactions focused exclusively on finance and lacked knowledge sharing, content discussion or consultation around appropriate interventions in fragile situations.

**5. The balance between risk and speed in procuring humanitarian supplies and personnel is uneven.** UNFPA is increasingly engaged in humanitarian crisis situations and has worked to respond swiftly with supplies and personnel over the last strategic period. Although there are plans to address some blockages, existing policies and procedures appropriate for development work are not fit for purpose in humanitarian action where quick turnarounds are needed for human resource and supplies procurement.

**6. Capacity-building interventions are not achieving potential return on investment.** Programme sustainability is a perennial problem for all forms of development assistance, and UNFPA's efforts to achieve country ownership have met with varied outcomes. The 2014 implementing partner survey indicated that audit findings and recommendations were regarded as more useful for improving operational effectiveness than didactic training interventions. Taken together with current research on adult learning, this suggests that more work-focused, interactive methodologies for capacity training may entrench relevant governance and knowledge more deeply within government and other partner institutions.

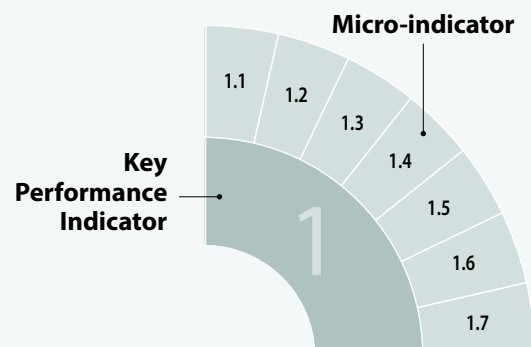
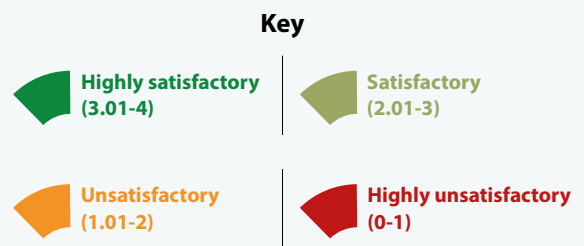
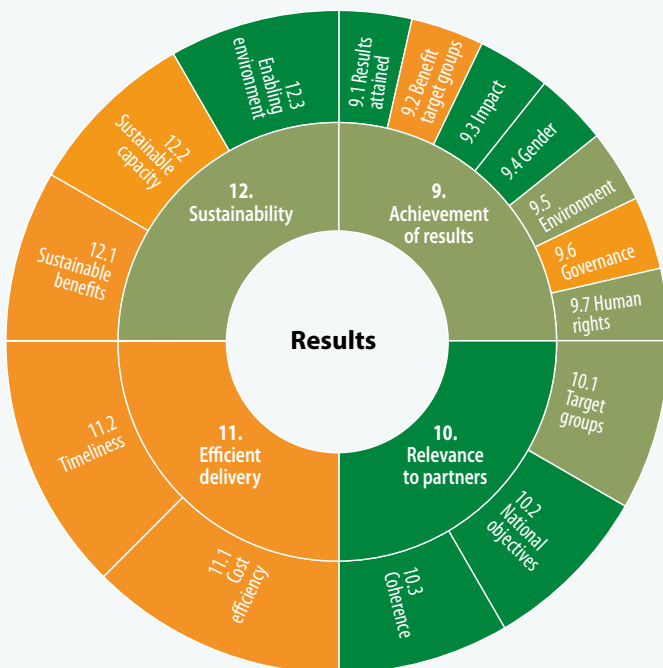
## METHODS OF ANALYSIS

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The assessment of performance covers UNFPA's headquarters and regional and country field presence. It addresses organisational systems, practices and behaviours, as well as results achieved during the period 2016 to mid-2018. It relies on three lines of evidence: a review of 159 documents, interviews with 145 staff members individually and in small groups, and an online survey conducted among partners in 13 countries.

The MOPAN 3.0 methodology entails a framework of 12 key performance indicators and associated micro-indicators. It comprises standards that characterise an effective multilateral organisation. MOPAN conducted the assessment with support from IOD PARC, a consulting company located in the United Kingdom that specialises in results-based performance assessment in international development. Japan and Switzerland acted as the institutional lead countries, representing MOPAN members in this assessment process.

UNPFA PERFORMANCE RATING SUMMARY (2017-18)







# 1. INTRODUCTION



# Chapter 1. Introduction

## 1.1. STRUCTURE OF THE REPORT

This report has three chapters and three annexes. Chapter 1 introduces the United Nations Population Fund (UNFPA) and the MOPAN 3.0 assessment process. Chapter 2 presents the main findings of the assessment in relation to each performance area. Chapter 3 provides the conclusions of the assessment. Annex 1 summarises the evidence gathered against each indicator with the detailed scores. Annex 2 lists the documents used for the analysis. Finally, Annex 3 provides an overview of the results of MOPAN's partner survey.

## 1.2. UNFPA AT A GLANCE

**Mission and mandate:** UNFPA is the United Nations' (UN)' sexual and reproductive health agency, first established in 1969 as the United Nations Fund for Population Activities. Its mandate is informed by the International Conference on Population and Development Programme of Action (ICPD PoA), which was adopted in Cairo in 1994, and the subsequent ICPD Beyond 2014 review process. UNFPA's mission is to deliver a world where every pregnancy is wanted, every childbirth is safe and every young person's potential is fulfilled. Over the period 2000-15, the Millennium Development Goals (MDGs) guided UNFPA's actions; since 2016, the Sustainable Development Goals (SDGs) and Agenda 2030 have informed its approach.

Fifty years after the establishment of UNFPA, fewer women die from complications linked to pregnancy and childbirth and young people are more empowered. However, sexual and reproductive health problems are still the leading cause of death and disability for women in the developing world. HIV infection and unintended pregnancy rates remain high among young people, and millions of girls are faced with child marriage and/or female genital mutilation. To address these problems, UNFPA works to achieve universal access to sexual and reproductive health, realise reproductive rights and reduce maternal mortality to accelerate progress on the agenda of the ICPD PoA, in order to improve the lives of women, adolescents and youth. A focus on population dynamics, human rights and gender equality underpins this work.

UNFPA is one of the four founding members of the United Nations' (UN) Development Group, a consortium created by the Secretary-General in 1997 to improve the coherence of UN development at country level.

**Governance:** The UNDP (United Nations Development Programme)/UNFPA/UNOPS (United Nations Office for Project Services) Executive Board functions as the governing body of UNFPA, to whom it reports on all administrative, financial and programme matters. The Executive Board consists of representatives from 36 member states who serve on a rotating basis (8 from Africa, 7 from Asia and the Pacific, 4 from Eastern Europe, 5 from Latin America and the Caribbean, and 12 from Western Europe and other developed countries). The Executive Board is structured and run in accordance with policy guidance from the General Assembly, the Economic and Social Council, and the United Nations Charter. The Board oversees UNFPA activity and provides inter-governmental support. UNFPA also receives overall policy guidance from the UN General Assembly and the UN Economic and Social Council (ECOSOC). The Executive Board meets three times a year.

**Organisational structure:**<sup>2</sup> UNFPA's daily operations are led by the Executive Director together with an Executive Committee, consisting of two Deputy Executive Directors, and Division and Regional Directors. The organisation

2. Note that structural changes took place in the second half of 2018 which are not reflected in this assessment due to their being outside of the data collection period. These include the discontinuation of the Division for Governance and Multilateral Affairs (DGM) and the Programme Division being renamed the Policy and Strategy Division. Also, the Humanitarian Office is now a standalone office and the Executive Board Branch has been moved from the DGM to the Office of the Executive Director.

is headquartered in New York and has six Regional Offices and 119 Country Offices working in over 150 countries. Procurement operations are based in Copenhagen, and some humanitarian operations are in the process of being moved to Geneva. The New York headquarters consists of six divisions: the Technical Division; the Programme Division; the Division of Human Resources; the Division for Management Services; the Division for Governance and Multilateral Affairs; and the Division for Communications and Strategic Partnerships. These divisions are further sub-divided into branches or units that cover various related functions, including the Strategic Planning, Results-Based-Management and Reporting Branch; the Sexual and Reproductive Health Branch; and the Procurement Services Branch. Two units are based in the Office of the Executive Director: the Non-Core Funds Management Unit and the Legal Unit. There is also an independent Evaluation Office, an Independent Office of Audit and Investigation Services, and an independent Ethics Office. UNFPA has over 4 000 personnel worldwide, three quarters of whom are staff. The majority work in Regional or Country Offices.

**Strategy:** UNFPA's work covers four distinct but linked areas: sexual and reproductive health, youth, gender equality, and census taking and population data management and use. To better allocate resources, UNFPA groups countries into four colour-coded categories (red, orange, yellow and pink). Country allocation is decided based on a set of indicators that include maternal mortality ratio, unmet need for contraceptives, inequality levels and the country's ability to co-finance, among others. "Red" countries tend to be the least developed, with highly vulnerable populations and the greatest need. "Pink" countries tend to be those defined as middle income with definite potential to co-finance or self-finance, although vulnerability and inequality may have increased due to natural disasters and political instability.

The bulk of UNFPA's human and other resources are allocated to "red" countries, where activities focus on delivering sexual and reproductive health and related services. In middle-income countries, UNFPA undertakes advocacy and policy dialogue, encouraging country governments to adopt and implement laws conducive to providing accessible and youth-friendly services. UNFPA also provides goods and services in humanitarian settings, and the agency has advocated at all levels and with all stakeholders for the inclusion of emergency obstetrics services, sexual and reproductive health services and interventions that address gender-based violence. UNFPA is also the lead of the gender-based violence area of responsibility (GBV AoR) under the Global Protection Cluster.

UNFPA's census and population data work complements its sexual and reproductive health work. Providing support to statistical agencies builds country capacity to understand national population distribution and nature, which in turn informs all planning, particularly the planning and delivery of sexual and reproductive health services. This work also contributes to disaster risk reduction planning and supports the distribution of goods and services in humanitarian and migration situations. UNFPA's expertise in this area is increasingly in demand from other humanitarian response agencies.

UNFPA delivers its mandate at two levels: headquarters (HQ) units are responsible for advocacy messaging, policy dialogue, intergovernmental processes, inter-agency collaboration, and development of standards and tools; and Regional and Country Offices undertake programme implementation. Partnerships with other agencies and stakeholders are also central to UNFPA's approach. The organisation operates various thematic funds with its partners and manages a number of these, including the two with the United Nations Children's Fund (UNICEF): the Joint Programme on Female Genital Mutilation/Cutting: Accelerating Change, and the Global Programme to Accelerate Action to End Child Marriage. The funds include those focusing on gender-based-violence (the United Nations Spotlight Initiative and the United Nations Joint Global Programme on Essential Services for Women and Girls Subject to Violence), the Maternal Health Thematic Fund, the Humanitarian Action Thematic Fund (HTF), the UNFPA Supplies Programme, and the Geo-Referenced Infrastructure and Demographic Data for Development (GRID3) Project. All of these cover many countries. UNFPA also works with UNDP, UNICEF and UN Women as part of a "Common Chapter" to support implementation of the 2030 Agenda. The four organisations have committed to an agreed set of SDG indicators and engage in interventions and programmes that draw on each agency's competencies.

**Finances:** UNFPA is supported by annual voluntary government contributions and does not receive funds from the UN's regular budget. UNFPA also accepts contributions from private sector groups, foundations and individuals. Contributions to UNFPA totalled USD 1 068 million in 2017, of which USD 350 million was allocated to the organisation's core resources and USD 718 million was earmarked for specific programmes or initiatives.

UNFPA's budget comprises core and non-core resources. Over the last strategic period (2014-17) the percentage of non-core funds increased to around 72% of overall resources and supported 691 different projects. This placed a strain on core funds, which cover country programme implementation and staff costs worldwide. As a result, the organisation had to explore alternative ways to fund operational support. UNFPA instituted cost recovery as a key financial strategy to ensure that all non-core projects contribute to support services. One example of this is a 3% charge levied on procurement services delivered for programmes supported by non-core funds. For 2018-21, UNFPA intends to allocate just short of 85% of total available resources to development activities, making USD 3 068.1 million for programmes. UNFPA core resources also contribute to funding modalities for the organisation's humanitarian work, for example the Emergency Fund for which regular resource allocations were increased from USD 16 million to USD 22.5 million for the period 2018-21. The allocation to humanitarian response work from regular resources grew from USD 100 million to USD 165 million in 2017 and was expected to reach USD 200 million in 2018.

**Organisational change initiatives:** Implementation of the 2014-17 Strategic Plan resulted in organisational changes, new divisions and consolidation of the newly-established Independent Evaluation Office. In 2016, UNFPA commissioned an evaluation of the architecture supporting strategy implementation, which found that implementation was hindered by the absence of a change management process. In 2017, the Executive Director established a comprehensive change management process to support implementation of the 2018-21 Strategic Plan, with a view to incorporating existing organisational improvements and maximising benefits. The change process was carefully planned and has been directed by a steering committee chaired by the Deputy Executive Director (Management), which produced and circulated progress briefs and rationales.

The key initiatives within the change process are as follows:

- The Comprehensive Resources Review aimed to increase efficiency and improve the balance between the institutional budget and programmes. It made the business case for all internal changes, highlighting in detail the cost savings and mandate benefits. This exercise was central to the development and budgeting of the new strategic plan.
- Country Office realignments worked to ensure that offices had adequate financial and human resources in line with the four colour-coded categories. Each category has a primary "mode of engagement". In 2017, UNFPA approved 58 office realignments, reducing the number of posts at HQ, increasing the number of posts in Geneva and in the field, and reducing the number of personnel on service contracts. Ten realignments were planned for 2018, and the process is set to be finalised by mid-2019.
- UNFPA undertook a comprehensive internal and external consultation process to develop the 2018-21 Strategic Plan. The staff consultation process covered all countries and post levels and aimed to facilitate participation and understanding of both losses and opportunities. This process received support internally from professional human resource practitioners and "Strategic Partners" based in Regional Offices.
- UNFPA initiated an Information and Communications Technologies Transformation process to provide current, appropriate and streamlined technical support to operations.

### Box 1: Preventing sexual exploitation, abuse and harassment<sup>3</sup>

UNFPA has the following detailed and extensive systems and processes in place to identify, investigate and address instances of potential sexual exploitation and abuse (PSEA), both internally and in programme delivery:

- The Deputy Executive Director (Management) is the senior focal point for PSEA in UNFPA. In late 2018, a dedicated co-ordinator was employed to support him or her.
- UNFPA's Harassment, Sexual Harassment and Abuse of Authority Policy applies to all UNFPA staff members and individual independent contractors and interns. It is based on the 2003 framework policy of the UN Development Group Sub-Group on Harassment, which supports the commitment to "zero tolerance" for harassment or abuse in the workplace. The policy was revised in 2013. The policy was further revised in December 2018, incorporating elements from the UN System Model Policy on Sexual Harassment.
- In January 2018, a sexual exploitation and abuse (SEA) check was included in the basic reference checking package used by the UN Global Service Centre, which handles UNFPA recruitment. Candidates must indicate prior sanctions for SEA in job applications. UNFPA also participates in "clear-check", a UN-system wide database containing records of past SEA and sexual harassment (SH) offenders.
- "Prevention of Sexual Exploitation and Abuse" is a mandatory training course for all UNFPA staff. As of June 2018, 96% of all staff and contractors had undertaken the training. Managers are accountable for achieving 100% compliance. UNFPA's online Ethics training course references harassment as a form of misconduct.
- UNFPA has adopted a joint implementing partner protocol for PSEA, which was developed by an inter-agency task team co-chaired by UNICEF and UNFPA.
- UNFPA has issued "No Excuse" cards in three languages.
- UNFPA has committed to providing support and assistance to complainants and victims of SEA through dedicated programming and its inter-agency co-ordination role on gender-based violence.
- UNFPA provides direct support to the Resident Co-ordinators/Humanitarian Co-ordinator in co-ordinating PSEA networks of focal points within the UN system and humanitarian actors in four countries (Iraq, Mali, the Philippines and South Sudan).
- UNFPA's Whistleblower Protection Policy is being updated in line with the revised policy of the Secretary-General.
- Within its broader mandate, the Office of Audit and Investigation Services (OAIS) conducts confidential investigations on SEA. OAIS has six professional investigator posts and a multidisciplinary team of lawyers, law enforcement professionals and professionals trained and experienced in international investigations who regularly undergo refresher training. OAIS initially held dedicated sessions with targeted audiences, including Human Resources Strategic "Business Partners" and other business units. This function has been taken over by the PSEA/SH Coordinator based in the Office of the Executive Director.
- OAIS publishes details of received allegations, concluded investigations and imposed sanctions in the OAIS Director's Annual Report to the Executive Board.
- UNFPA's Strategic Information System (SIS) captures monitoring information from Country Offices against the country programme and workplans. This system includes a mandatory section on risks. PSEA is now included as a risk element, and it is now mandatory to include information on office plans to mitigate this risk.

3. The 2017-18 MOPAN assessment does not cover the organisation's performance with regard to preventing sexual exploitation and abuse and sexual harassment (SEAH). This topic may become an area of assessment in future cycles. In the meantime, the assessment team simply collected key facts related to safeguarding against SEAH as self-reported by the organisation but did not verify the actual implementation of the instruments outlined by the organisation.

- A new resource mobilisation architecture, including structured funding dialogues, was put in place by UNFPA to address the shrinking funding environment by leveraging non-traditional donors and sources of revenue or support, and where possible to get commitments to multi-year funding.
- UNFPA strengthened branding activities to make the organisation “vocal and visible in challenging times”.

### 1.3. THE ASSESSMENT PROCESS

#### Assessment framework

This MOPAN 3.0 assessment covers the period from 2016 to mid-2018 in line with the MOPAN 3.0 methodology, which can be found on MOPAN’s website.<sup>4</sup> It addresses organisational systems, practices and behaviours, as well as results achieved. The assessment focuses on five performance areas. The first four relate to organisational effectiveness, and each has two key performance indicators (KPIs). The fifth performance area (results), relating to development and humanitarian effectiveness, consists of four KPIs.

The MOPAN 3.0 indicator framework was developed by MOPAN’s Technical Working Group, drawing on international standards and reference points, as described in Annex C of the Methodology Manual.

#### Box 2: Performance areas and key performance indicators

Aspect	Performance area	Key performance indicator (KPI)
Organisational effectiveness	Strategic management	<b>KPI 1:</b> The organisational architecture and the financial framework enable mandate implementation and achievement of expected results
		<b>KPI 2:</b> Structures and mechanisms support the implementation of global frameworks for cross-cutting issues at all levels
	Operational management	<b>KPI 3:</b> The operating model and human and financial resources support relevance and agility
		<b>KPI 4:</b> Organisational systems are cost- and value-conscious and enable financial transparency and accountability
	Relationship management	<b>KPI 5:</b> Operational planning and intervention design tools support relevance and agility within partnerships
		<b>KPI 6:</b> Partnership working is coherent and directed at leveraging and/or ensuring relevance and the catalytic use of resources
	Performance management	<b>KPI 7:</b> The focus on results is strong, transparent and explicitly geared towards function
		<b>KPI 8:</b> The organisation applies evidence-based planning and programming
Development effectiveness	Results	<b>KPI 9:</b> Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals
		<b>KPI 10:</b> Interventions are relevant to the needs and priorities of partner countries and beneficiaries, and the organisation works towards results in areas within its mandate
		<b>KPI 11:</b> Results are delivered efficiently
		<b>KPI 12:</b> Results are sustainable

4. MOPAN 3.0 Methodology Manual, 2017-18 Assessment Cycle, [www.mopanonline.org/ourwork/ourapproachmopan30/](http://www.mopanonline.org/ourwork/ourapproachmopan30/).

### Applying the MOPAN methodology to UNFPA

MOPAN assessed the performance of UNFPA headquarters, Regional Offices and country field operations. The assessment coincides with the last two years of the 2014-17 Strategic Plan and preparation for and the first six months of implementation of the 2018-21 Strategic Plan. This proved useful in assessing the agency's challenges and growth over the first strategic period and the ways in which these experiences informed planning for the next strategic period.

The MOPAN 3.0 methodology was applied with the following minor adjustments to indicator application or interpretation, in order to reflect the realities of UNFPA's mandate and operating systems (see also Annex 1):

- UNFPA requested the addition of two cross-cutting issues to KPI 2: adolescents and youth, and humanitarian action.
- This analysis infers from the UNFPA mandate that good governance comprises national health and related institutions that develop and implement human rights-focused policies that ensure access to sexual and reproductive health services, address gender-based violence and improve the lives of women and girls.

### Lines of evidence

This assessment relies on three lines of evidence: a document review, a partner survey, and staff interviews and consultations. The assessment team collected and analysed these using a sequenced approach, whereby each layer of evidence was informed by, and built on, the previous one, wherever possible.

The assessment team collected and reviewed a significant body of evidence. See Annex 2 for a list of the 159 documents utilised (many more were screened for inclusion). Results documentation included ten independent evaluations, including country programmes and Thematic Funds, and the linked management responses. Other documents reviewed included two large evaluation syntheses aimed at extracting lessons learned from corporate and decentralised evaluations, an independent strategic review of the evaluation function and a meta-analysis of UNFPA's work in highly vulnerable contexts produced by the Evaluation Office. A draft of the document review was shared with UNFPA who provided feedback and additional documentation to update the review and address gaps before it fed into the overall analysis.

There were 120 responses to the online partner survey, conducted between March and April 2018. They were drawn from people in 13 countries: Bangladesh, Bolivia, the Democratic Republic of the Congo, Ethiopia, Guinea, Jordan, Lebanon, Mexico, Myanmar, Pakistan, Papua New Guinea, Tunisia and Turkey. The survey was designed to gather both perception data and an understanding of practice from a diverse set of well-informed partners of UNFPA. Respondents included donor and national government representatives, UN agencies, international non-governmental organisations, and other non-governmental organisations (see Annex 3).

The team interviewed or consulted 65 UNFPA staff members in April 2018. Face-to-face interviews at the New York headquarters covered all divisions and branches and were supplemented by remote interviews with individuals and teams from all six Regional Offices and the sub-sample of eight Country Offices.

Discussions were held with the institutional leads of the UNFPA assessment, as part of the analytical process. They served to gather insights on current priorities for the organisation from the perspective of MOPAN member countries.

## Limitations

Budget and time constraints limited the assessment in a few key ways:

- Around 80 documents formed the basis of the initial document review process. This number increased to a total of 158 following the headquarters visit. The assessors acknowledge that UNFPA has a vast repository of relevant documents which could not be used.
- In order to ensure a sufficiently broad spread of corporate documentation, it was only possible to review a small sample of evaluations. It was also important to include both country and thematic programme evaluations. This meant that a few evaluations were quite dated.
- This assessment involved only one field visit – to UNFPA headquarters in New York – with a sub-set of eight countries identified for post-field visit remote interviews. In some cases, eight or nine staff members were involved. Where possible, separate discussions were held respectively with the Country Representative and the Human Resources Strategic Partner. The team therefore had to assume that the information and approach in these interviews was representative of UNFPA as a whole.
- The assessment covered the 2014-17 strategic period and the start of the 2018-21 strategic period, and the cut off for evidence gathering for this assessment was mid-2018. While the overlap of the two strategic periods enabled the team to identify how lessons learned from the first period were being used to inform the strategy for the next period, it was only possible to cover the early stages of implementation of these new initiatives. It is acknowledged that UNFPA has continued to actively develop and refine its strategy, policies and structure, and that developments after mid-2018 are not included in this analysis.







## **2. DETAILED ASSESSMENT OF UNFPA PERFORMANCE**

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## Chapter 2. Detailed assessment of UNFPA performance

The performance is assessed on four dimensions of organisational effectiveness – strategic, operational, relationship and performance management – and on the results achieved by the organisation. These findings are constructed against the organisation’s own strategic plan and performance indicators.

In this way, organisational effectiveness relates to a blended assessment of intent, effort and response. Organisational intent is expressed through commitments, strategies, policies and plans. The organisational effort is that which the organisation puts behind a particular agenda for performance and improvement including guidance issued. The organisational response is its reaction to the effects of this effort in relation to changing organisational direction, practice and behaviour.

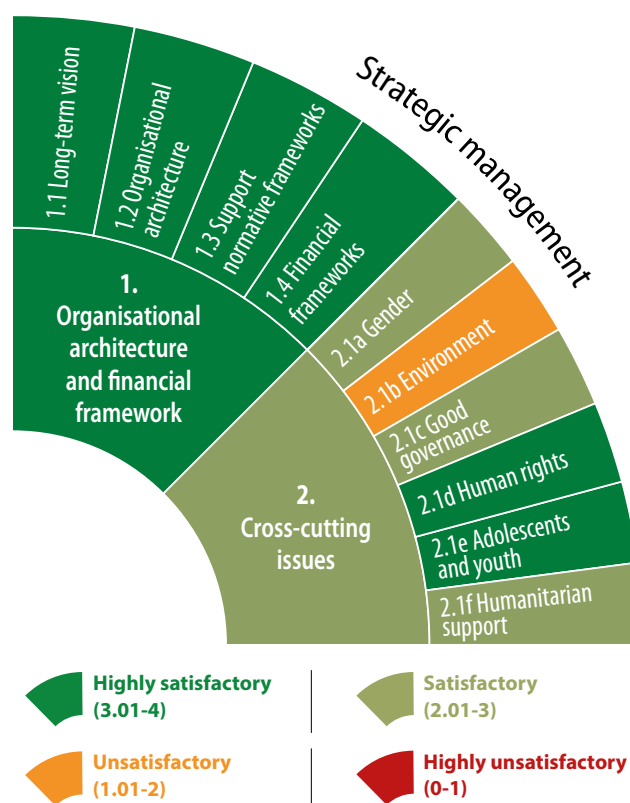
Organisational effectiveness is juxtaposed alongside development effectiveness. The latter refers to the extent to which the organisation is making a difference in ways that reflect its strategic objectives and mandate.

### 2.1. ORGANISATIONAL EFFECTIVENESS

#### PERFORMANCE AREA: STRATEGIC MANAGEMENT

*Clear strategic direction geared to key functions, intended results and integration of relevant cross-cutting priorities.*

The 2018-21 Strategic Plan of the United Nations Population Fund (UNFPA) builds on preceding plans and is clearly presented as the first of three strategies aimed at contributing significantly to Agenda 2030. The precisely worded Integrated Resource and Results Framework (IRRF) specifies the outcomes, outputs and indicators of the plan in line with three objectives or “transformative results”. The content and vision of the plan were developed over 2017 through a consultative process involving staff, member states and partners. UNFPA’s significant normative development role is confirmed through its alignment with the Sustainable Development Goals, the International Conference on Population and Development (ICPD) and its Programme of Action (1994), ICPD Beyond 2014, the United Nations (UN) Secretary General’s Global Strategy for Women’s and Children’s Health, the United Nations Development Assistance Framework (UNDAF) and the broader UN reform agenda. Additional frameworks informing UNFPA’s strategy and results framework include the Sendai Framework for Disaster Risk Reduction 2015-30, the 2015 Paris Agreement on climate change and the 2015 Addis Ababa Action Agenda of the Third International Conference on Financing for Development. Although the substantial decline in core funding has proved challenging, this has been offset by an increase in non-core funding closely aligned with the UNFPA mandate. The organisation has succeeded in integrating cross-cutting issues, with gender, human rights, and adolescents and youth all integral to the organisation’s mandate. Humanitarian issues have been mainstreamed, and the agency has launched appropriate interventions around environment and climate change. While governance is addressed through efforts to strengthen policy dialogue and health systems, this area needs further work to extend implementation to sub-national levels.



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### **KPI 1: The organisational architecture and the financial framework enable mandate implementation and achievement of expected results.**

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This KPI focuses on the extent to which UNFPA has articulated a coherent and strategic vision of how and for what purpose it has organised its human activity and capital assets to deliver both long and short-term results.

**UNFPA has a clear strategy and long-term vision to achieve universal access to sexual and reproductive health and reproductive rights.** This reflects the organisation's long-term vision of a world where "every pregnancy is wanted; every childbirth is safe and every young person's potential is fulfilled". UNFPA's goal statement is to "achieve universal access to sexual and reproductive health, realise reproductive rights, and reduce maternal mortality to accelerate progress on the agenda of 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". It sits at the centre of the "UNFPA bull's-eye" which sets out what, how, who and where UNFPA seeks to achieve change. The 2014-17 Strategic Plan introduced the Integrated Resource and Results Framework and a theory of change which supported UNFPA to become more fit for purpose in its structure and its articulation of how it would deliver results. The current strategic period covered the transition from the Millennium Development Goals (MDGs) to the Sustainable Development Goals (SDGs). The 2018-21 plan is explicitly positioned as the first of three plans leading up to 2030. The addition of the transformative results (otherwise known as the "three zeros") enhances the plan and underlines the focus on SDG 5, Gender Equality and Empowerment of Women and Girls, in addition to the focus on SDG 3 (Good Health and Well-being). These transformative results are to: (a) end the unmet need for family planning; (b) end preventable maternal deaths; and (c) end gender-based violence and harmful practices, including child marriage.

**UNFPA has worked to strengthen its field presence and clarify the division of labour across its offices.** UNFPA's 2018-21 Strategic Plan clarifies the roles and responsibilities of Country and Regional Offices and headquarters' to provide a rationale for why UNFPA is working in different geographic areas. UNFPA is also working to strengthen its modes of engagement at different levels. In order to reinforce UNFPA's field approach and its important technical role in building up the health system strengthening, the business model puts Country Offices at the forefront of implementing UNFPA's strategic plan while headquarters leads on UNFPA's normative work. The revised business model was informed by the evaluation of UNFPA's architecture. This process was initiated in 2017, alongside the Comprehensive Resources Review, to support the 2018-21 Strategic Plan. The goals of "leaving no one behind" and "reaching the furthest behind first" promoted in the 2030 Agenda are reflected strongly in the 2018-21 Strategic Plan, and 60% of UNFPA's outcome and impact indicators are drawn from the SDGs and are designed to support UNFPA's strategy.

**The agency promotes its normative role and comparative advantage in sexual and reproductive and maternal health in both development and humanitarian contexts.** UNFPA's mandate reflects the priorities of the 1994 International Conference on Population and Development Programme of Action (ICPD PoA), and the subsequent ICPD Beyond 2014 review. UNFPA plays an important normative role in the areas of its mandate. As the UN agency tasked with promoting sexual and reproductive health, UNFPA has successfully promoted the inclusion of these rights within the broader UN response in development and humanitarian settings.

**UNFPA has a unique normative role related to providing data through census taking and population analytics.** Demand for technical expertise in this area, particularly for humanitarian response, has increased over the last strategic period. UNFPA also aligns its strategy and works closely with the UN General Assembly's Quadrennial Comprehensive Policy Review (QCPR), the UN Secretary-General's Global Strategy for Women's and Children's Health and the broader UN Reform agenda. Additional frameworks informing UNFPA's strategy and results framework include the Sendai Framework for Disaster Risk Reduction 2015-2030, the 2015 Paris Agreement on Climate Change and the 2015 Addis Ababa Action Agenda of the Third International Conference on Financing for Development.

**The 2018-21 Strategic Plan builds effectively on lessons learned from the prior strategic periods.** Key aspects include refinement of the Integrated Resource and Results Framework and the theory of change, streamlining of UNFPA's business model and the introduction of partnerships as an additional "mode of engagement". The 2014-17 Strategic Plan grouped countries into coherent categories based on a combination of need and ability to finance. This determined the "mode of engagement", which ranged from direct service delivery to upstream policy dialogue, or a combination of these options. The changing geography of poverty, inequality and maternal mortality, and the significant level of unequal access to essential health services in sub-Saharan Africa, as well as increasing humanitarian crises, spurred refinements to UNFPA's business model for the 2018-21 period. Notable examples include taking a differentiated approach to country programmes and introducing inequality factors into the country classification methodology. In countries affected by humanitarian crises, all modes of engagement can be used to address the changing environment.

**Significantly, the 2018-21 Strategic Plan emphasises that results will be better achieved using an integrated approach to programme implementation.** The strategy also includes a specific focus on identifying, establishing and nurturing partnerships of different kinds at all levels. Interviews with Country and Regional Offices confirmed that staff worked across disciplines, sharing knowledge and experience, and recognised that partnerships have the potential to produce greater impact.

**UNFPA has made significant gains in strengthening its financial management infrastructure and has enhanced programme to budget linkages.** Country expenditure has been linked to workplan activities through the Global Programming System (GPS). The Integrated Budget is based on estimated income and expenditure, and better access to spending patterns enables more accurate reviews and realignments of this budget. UNFPA has worked hard to improve financial management over the 2014-17 period and consistently achieved unqualified audits, alongside improved internal audit ratings of risk and controls.

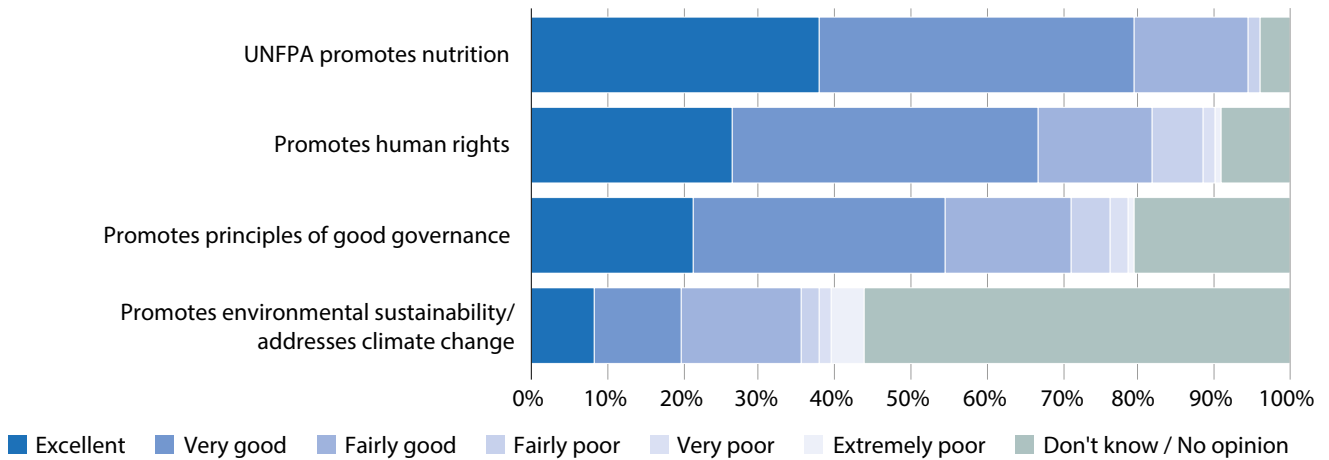
**UNFPA remains vulnerable to fluctuations in the global financial landscape as it has limited ability to predict funds accurately and secure them annually, as few top donors commit to multi-year funding.** Improvements in the management of resources include: implementation of a cost recovery policy, to ensure funding proposals are fully costed, including for use of procurement services; closer examination of workplan costing; much tighter vendor management and vetting; and the start of automated payments. The Finance Branch is encouraging the use of electronic and mobile technology for payments in the field, as the trail enables better management of risk. The biggest challenge has been to manage core operations functions in the face of a significant decline in core funds and an increasing number of agreements covering non-core funds.

## **KPI 2: Structures and mechanisms support the implementation of global frameworks for cross-cutting issues at all levels.**

This KPI looks at the articulation and positioning within UNFPA's structures and mechanisms of the cross-cutting priorities to which the organisation is committed, in pursuit of its strategic objectives.

**Gender equality, empowerment of women and girls, and reproductive rights advancement in development and humanitarian settings are all central to the UNFPA mandate and are mainstreamed into all aspects of its work.** Gender equality is an outcome area of the organisation's strategic plans and is mainstreamed across the other outcomes. Two gender-related indicators are included in the Organisational Efficiency and Effectiveness output of the Integrated Resource and Results Framework. Resource allocation includes a Gender Inequality Index Indicator to guide decision-making, although funding for gender programmes is spread throughout the budget. UNFPA was a pilot site for the UN System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP) and reports regularly in this regard.

**Figure 1: Survey response – CROSS-CUTTING ISSUES**



**UNFPA participates in several gender-focused joint programmes with other agencies.** Two examples are SPOTLIGHT, which addresses gender-based violence, and a worldwide programme addressing female genital mutilation. Gender-related programmes are often under-resourced, but some Country Offices have mobilised additional resources, particularly to address gender-based violence as part of humanitarian action. The Gender, Human Rights and Culture Branch of the Technical Division is active across the organisation, and all evaluations conducted must comply with the gender norms and standards of the United Nations Evaluation Group (UNEG).

**UNFPA lacks a dedicated policy on environmental sustainability and climate change but has established related strategies appropriate to its mandate.** The humanitarian data strategy of UNFPA addresses key aspects of the Sendai Framework for Disaster Risk Reduction 2015-2030. The implementing partner selection policy prioritises organisations with environmental policies in place to limit the environmental impact of workplan activities. UNFPA has a Greenhouse Gas Emissions Inventory Management Plan, which is monitored internally but lacks external verification.

**Although UNFPA does not have an all-encompassing climate change strategy, UNFPA has made efforts to “go green”.** UNFPA’s Green Procurement Strategy echoes the UN’s goal of becoming climate neutral and environmentally sustainable. Climate change is also identified as an area for collaboration under the common indicators section of the Integrated Resource and Results Framework, in relation to the ICPD Programme of Action beyond 2014 and three SDG indicators. Procurement has worked with its nine primary condom producers to green their production processes. All are now ISO 14000 compliant and have experienced reduced production costs. UNFPA has also produced guidelines for environmentally friendly disposal of unused or expired contraceptive products. Lastly, UNFPA’s work with National Statistical Offices results in linkages between population data and national climate change adaptation planning.

**UNFPA does not have a good governance policy but strengthening health institutions<sup>5</sup> is central to its approach.** UNFPA focuses increasingly on strengthening health systems at country level, which requires examining the quality of governance in and around the sector. Programme work and humanitarian response activities all seek to embed access to sexual and reproductive health (SRH) in health system rebuilding, curriculum development around international standards and the establishment of accountable professional councils (e.g. midwives). All these activities have linked budgets and human resource allocations.

5. This analysis infers from the UNFPA mandate that good governance comprises national health and related institutions that develop and implement human rights-focused policies ensuring access to sexual reproductive health services, address gender-based violence and improve the lives of women and girls.

**Country Programme Document situation analyses offer an entry point for policy dialogue to encourage countries to adopt a sexual and reproductive health-friendly policy and legislative environment.** Dialogue needs to be based on UNFPA strategic goals, which prioritise inclusion, human rights and empowerment. Policy-related dialogue can be supported by evidence drawn from population data which demonstrate the benefits or demographic dividend of women's empowerment and choice-based family planning. UNFPA offers training relevant to governance and good policy development in relation to the organisation's mandate. Examples of such training include courses entitled Ethics, Prevention of Sexual Exploitation and Abuse (PSEA), Working Together Harmoniously and Internal Control Framework.

**UNFPA's programmes have mainstreamed adolescents and youth and human rights, and adolescents-targeted training and training on adolescents are part of UNFPA Youth and Adolescent Programmes.** Adolescents and youth constitute one of two primary beneficiary populations, while human rights are one of three enablers to achieve the "bull's-eye" in both strategic plans. UNFPA's rights-based approach should be founded on an analysis of gender and social exclusion. Accordingly, the organisation's quality assurance process looks for evidence that proposed programmes focus strongly on the needs of women, adolescents and youth, and marginal and vulnerable groups. With regard to adolescents, UNFPA's mandate includes advancing adolescent participation, leadership and well-being, guided by the ICPD Programme of Action and Agenda 2030. At present, 90% of Country Offices have an adolescent focal point. The Distance Learning on Population Issues (DLPI) includes a course on Adolescent Sexual and Reproductive Health: How to Deliver Quality Programmes and Services.

**UNFPA mainstreams a human rights-based approach in its design and programming.** UNFPA is the primary custodian of the ICPD's Programme of Action, which was central to the shift in development thinking that mandated the protection and fulfilment of human rights, including sexual and reproductive health and reproductive rights (SRHR) for all. As such, the United Nations Human Rights Responsibilities Curriculum is mandatory for all UNFPA staff. A human rights-based focus is also included in surge readiness assessments.

**UNFPA's engagement in humanitarian contexts has grown and is increasingly in demand.** The agency is now responsible for the area of gender-based violence within the Global Protection Cluster. UNFPA is the designated Focal Point Agency for gender-based violence at the global level and the provider of last resort (POLR).<sup>6</sup> This role has implications for human and other resource demands UNFPA may face in humanitarian crises over the next period. An analysis of UNFPA engagement in highly vulnerable contexts indicated that while the organisation has clearly emerged as a humanitarian agency, funding is not commensurate with population needs and corporate commitments. UNFPA representatives in UN country teams were generally found to be at a lower post grade than their colleagues from other UN agencies. Both of these factors could undermine UNFPA's ability to deliver on its commitments and continue to exert influence within the humanitarian response sector.

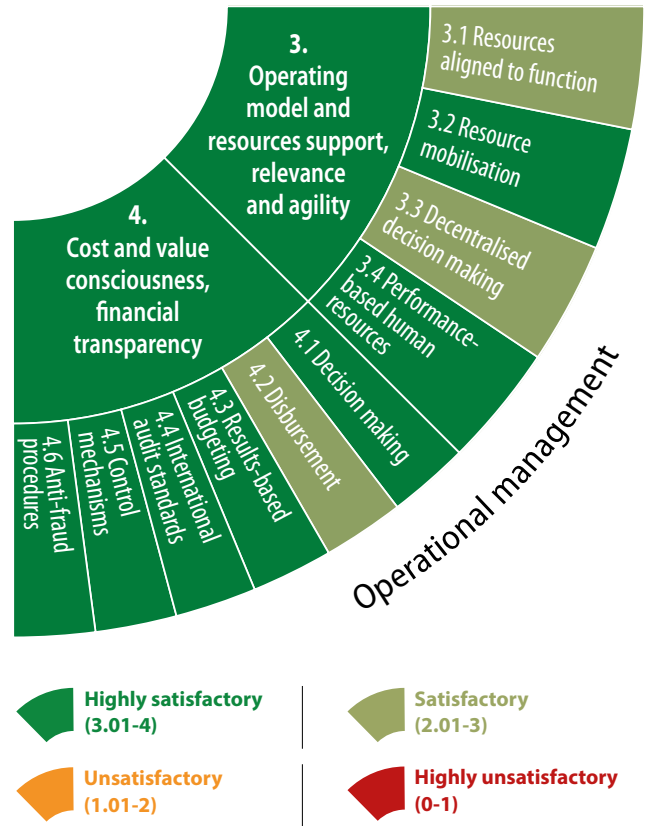
**Humanitarian funding and activities have been mainstreamed across UNFPA, while resource mobilisation efforts continue to support these key functions.** Despite limitations, UNFPA increased its humanitarian resource allocation from USD 16 million over the 2014-27 period to USD 22.5 million for the 2018-21 Integrated Budget. Additional resource mobilisation activities have taken place at all levels, including through the leveraging of South-South co-operation. Interviews showed that UNFPA has raised significant funds for humanitarian action at local levels.

6. As provider of last resort for services to prevent gender-based violence, UNFPA must ensure the provision of services required to fulfil crucial gaps identified by the cluster and reflected in the Humanitarian Response Plan.

**PERFORMANCE AREA: OPERATIONAL MANAGEMENT**

*Assets and capacities organised behind strategic direction and intended results, to ensure relevance agility and accountability.*

UNFPA has refined its business model over successive strategic periods to better optimise resources. The Comprehensive Resources Review and office realignment based on four modes of engagement target resources at countries with greatest need. However, there are instances where skills do not match the strategic need, and UNFPA is addressing this in part through the Country Office realignment process, to ensure that the offices are fit for purpose. Flexible delivery is supported through country- and regional-level delegations and partnerships. Resource mobilisation initiatives now include the private sector and non-traditional donors, while regular structured funding dialogues with member states aim to secure adequate levels of core and quality non-core funding, and to pin down multi-year commitments. Assessment of human resources highlighted UNFPA’s use of effective review and learning tools, including coaching, to build an interactive, people-focused culture that encourages innovation and calculated risk. UNFPA has linked expenditure to activity reporting, while work on improving results-based budgeting is ongoing. Both internal and external audit functions are aligned to international best practice standards, and recommendation implementation is tracked and reported. UNFPA has good mechanisms in place for identifying and reporting wrongdoing, including fraud. However, disbursement delays still persist, despite transparent and clear processes. Some external contributory factors can only rarely be controlled, but internal delays need attention.



**KPI 3: The operating model and human and financial resources support relevance and agility.**

This KPI focuses on how key operational functions (e.g. human resources, resource generation and programming) are continuously geared to support strategic direction and deliver results.

**UNFPA has a coherent process in place to align human and other resources with the organisation’s strategic goal and transformative results.** This is guided by UNFPA’s Comprehensive Resources Review, worldwide office realignment and accompanying change management. Placement of staff and resources is driven by UNFPA’s modes of engagement, and generally this works well. The majority of interviewed external stakeholders felt that staffing levels and competence at country level were sufficient to deliver results, promote sexual and reproductive health and rights, and to convene stakeholders, including civil society and government, around demographic data use. However, there are instances where skills do not match the strategic need. One example is in middle-income countries where high-level influencing and advocacy are required. External stakeholders noted this gap and also expressed concern about lack of sufficient capacity to support results-based management reporting. Some partners also experienced poor communication around programme priorities and criteria for national staff recruitments. Interviews with staff suggested that UNFPA also struggles to retain skilled staff as it must compete with larger agencies which offer more career advancement opportunities.

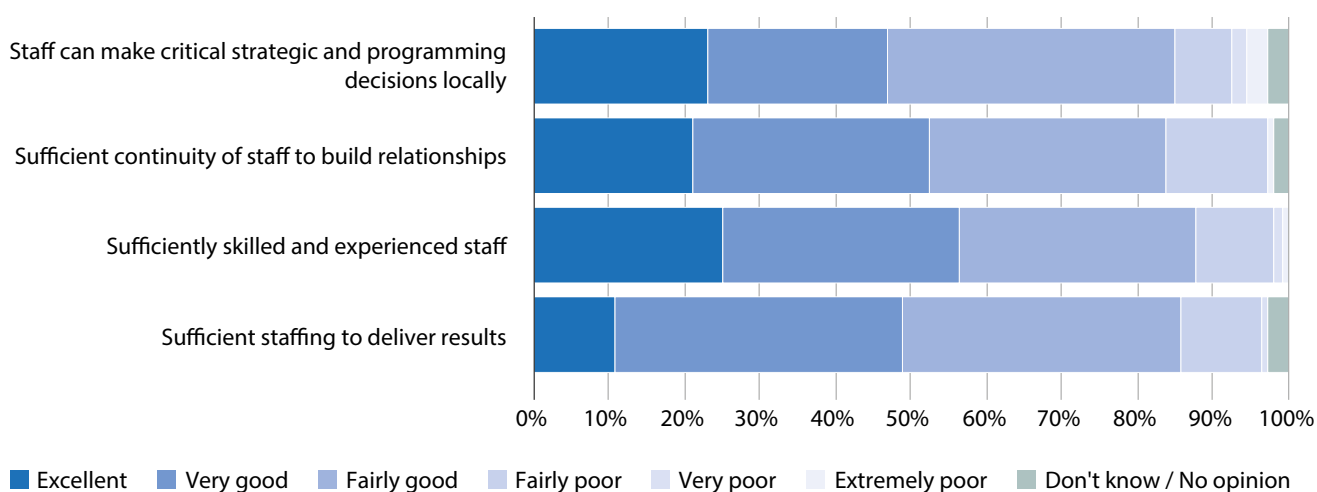


Regional Offices are increasingly refining and consolidating their important role as regional influencers and as a source of political and technical support to Country Offices. A key initiative currently being piloted in the East and Southern Africa Regional Office is the establishment of a shared services centre for administrative, financial and human resources functions for five middle-income countries in the region. The Regional Office plans to fully test the model by the end of 2018. Headquarters is the last area to be fully realigned; the process is due to be completed in the early part of the current strategic period and includes the relocation of some humanitarian operations to Geneva.

**UNFPA has made significant gains in human resource development and in building a career development culture, but the Division of Human Resources is still spread thinly in terms of capacity.** The organisation's Human Resources (HR) branch has been revamped around best international practices, with its functions positioned firmly as important enablers within UNFPA. Human Resources Strategic Partners are based in Regional Offices and provide support to Country Offices – however they are thinly spread. They provide support to all countries in the region and would benefit from administrative support for transactional HR work. Compliance reporting with the Performance Appraisal and Development (PAD) system is at 90% and has a 360° assessment that includes external partners. The system incentivises good performance and addresses poor performance, and it also recently streamlined the rebuttal process. UNFPA's Division of Human Resources supports UN innovations and hosts multilateral career and learning events.

**UNFPA's HR branch focuses on supporting learning conversations and building a vibrant development culture.** It encourages Country Office staff to work in clusters or teams to reduce siloes and duplication and to increase efficiencies and learning. It also employs coaching, mentoring, creative partnerships (including secondments to other organisations) and on-the-job learning opportunities. UNFPA maintains a leadership pool comprising promising younger leaders and managers who receive focused training and coaching. This pool represents the main source for succession planning, reducing the time needed to place new managers to weeks. All staff must meet six core competencies and can access relevant learning to acquire the skills needed. Merit is the first criterion in recruitment or promotion, but diversity is also important. Country Office leadership across 119 Country Offices (Representatives, Deputy Representatives and International Operations Managers) is comprised of 93 male and 77 female staff of whom 53 are from the North and 117 are from Southern countries. The change management process supporting office realignment is overseen by a senior executive. It appears to be robust and to involve consultation across all staff levels.

**Figure 2: Survey response – STAFF PERFORMANCE**





**Resource mobilisation initiatives have huge potential.** Structured funding dialogues aim to ensure a predictable flow of core funds to 2030, targeted Strategic Partnerships leverage private sector expertise and the Innovation Fund can generate much needed mass-based solutions. Recently, UNFPA complemented its Resource Mobilization Strategy by developing a new Strategic Partnership Strategy, with focus on the private sector. Partnerships with private sector media can increase both public visibility for the organisation and opportunities for public fundraising. UNFPA also engages in structured funding dialogues with the governments of member countries and potential new donors to convince them to commit increased and longer-term core contributions and support UNFPA's funding architecture. These allow the organisation to allocate funds more precisely to strategic objectives.

**UNFPA's Partnerships Strategy identifies four different categories of potential partners: reach, brainpower, resources and a conducive environment.** In practical terms, these relate to private sector foundations able to build visibility and support innovation; corporations, academia and scientific institutions to generate innovative solutions; and advocacy focused on parliamentarians and civil society to build a conducive environment. Non-cash or in-kind partnerships are also valuable, as are partnerships with international finance institutions. The benefits of local influencing, or strategic advocacy, are particularly relevant in middle-income countries (MICs) and states with more conservative views. Increased national government contributions to country programmes reflect confidence in UNFPA, and the agency has committed to match local funds (up to USD 100 000) in MICs.

Examples also exist of significant South-South and triangular co-operation in the form of funds, technical support and hosting knowledge exchanges. The Innovation Fund, established in 2015 with two main donors, has four thematic priorities: e-health (use of technology to share sexual and reproductive health knowledge with remote populations), data use, new ways of financing and "closing the last mile". It provides catalytic funding to innovative projects that fulfil specific needs, particularly for young people, within UNFPA priority areas. Resource mobilisation and partnership activities are by their nature resource intensive, and UNFPA's resource mobilisation function may need further support to realise existing potential.

**Policies and procedures for financial allocations and adjustments are sufficiently flexible and decentralised, but stakeholder experience of speed and flexibility varies.** An internal quality assurance process for country programme budgets ensures that requested amounts link to IRRF outputs, demonstrate clear prioritisation, and show contributions to and linkages between outputs and outcomes. The framework for budget holder decision-making is very clear: Country Offices receive a ceiling amount for national programmes from regular (core) funds and have full authority to spend these in line with their country programme. Examples of effective use include humanitarian action taken during the Ebola epidemic and the Rohingya refugee crisis. Budget holders also oversee non-core funds, although these must be spent according to UNFPA's core mandate and the funding agreement. The amounts received to cover basic office management are not as flexible, although the Regional Office can realign institutional budget amounts across countries with the agreement of headquarters.

**Partners have mixed perceptions of UNFPA's flexibility which varies widely according to Country Office.** Some external partners believe that UNFPA's systems are too bureaucratic and lack flexibility, particularly in adjusting programming during emergencies, while others find UNFPA to be a flexible organisation that adapts to circumstances and believe that the standardised procedures facilitate workflow and quick responses.

**UNFPA's emerging role as the central agency for population data in humanitarian contexts places new operational demands on the agency.** The organisation has widened understanding of the utility of population demographics in planning. As the leading UN agency for census planning and population data use, UNFPA helps national disaster management agencies to use population data as part of disaster risk reduction planning. Work with national statistics agencies has enabled some countries to undertake censuses and helped others to prepare for the 2020 census round. It has also demonstrated the benefits of using modern geospatial technology with census data to plan and target resources.

**UNFPA's expertise in census planning and population data-use is increasingly in demand in humanitarian contexts where it can provide critical data to inform supply planning.** In countries with internal conflicts or particularly hard-to-reach areas, partial census data can be used with geospatial imaging to model a whole-country picture. This approach was undertaken in Afghanistan, and there are plans for a similar exercise in the Democratic Republic of the Congo. In another example, UNFPA used population data in Ecuador and Peru to guide a rapid evidence-based disaster response to assist vulnerable sub-populations in need. This key function is of particular importance in areas with migrating refugee populations, and it has a relatively small staff and resource base when compared with sexual and reproductive health. This unique service requires specific demographic and analytical skills and may demand increased presence and resources at country and regional levels.

#### **KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency and accountability.**

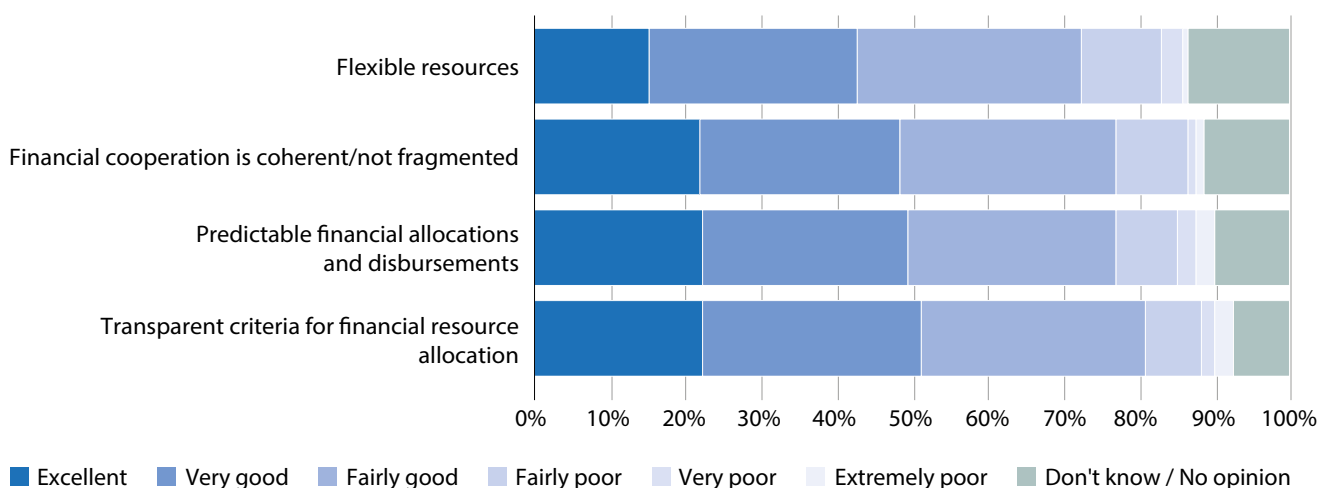
This KPI examines how UNFPA uses its external and internal control mechanisms to meet the standards it sets on financial management and transparency.

**UNFPA's business model seeks to ensure that the majority of resources reach countries most in need, however growing humanitarian needs require additional flexibility.** The primary allocation framework is driven by the modes of engagement model which ranks countries according to need and ability to pay. This framework determines the size and composition of Country Offices. While this ensures that the countries in greatest need receive the bulk of UNFPA funds, political and humanitarian crises hinder several middle-income (pink) Country Offices from addressing mandate issues in their contexts (e.g. supporting refugee populations with direct services or enabling access to family planning in countries with declining birth rates). Interviews confirmed, however, that a measure of flexibility is now built in to accommodate these required shifts in programming.

#### **Evidence is mixed regarding the timeliness of disbursements, and internal bottlenecks remain to be addressed.**

The UNFPA acts as an administrative agent for 19 joint programmes and one multi-donor trust fund. Evaluations of the large funds found that all planned disbursements and notifications were completed within three to five days when required documentation and funds were available. Distribution of the emergency fund was timely. Over 80% of advances to implementing partners are disbursed in less than 15 working days from the date the advances requests are submitted. Financial quality management mechanisms include a spot-check system to monitor expenditure reported by implementing partners. Monthly tracking dashboards of both core and non-core disbursements show significant improvement over 2017, with the target being to disburse initial funds for any programme within 25 days of project approval. The UNFPA

**Figure 3: Survey response – FINANCIAL RESOURCE MANAGEMENT**



Supplies Bridge Funding Mechanism allows the start of supplies procurement until donor contribution tranches are received – the mechanism has been successful, helping avert over 220 stock out situations in 2018.

**UNFPA has been identifying and working on addressing operational bottlenecks (e.g. delays in workplan and budget finalisation and sign-off).** Internally, factors producing bottlenecks can include personnel shortages, or lack of knowledge or sense of urgency among staff. Externally, bottlenecks can be a result of delayed payment of committed contributions, delays in partners signing workplans or the requirement for funds to pass through government systems. Survey respondents held contrasting views about how UNFPA manages funds. They expressed frustration about the unpredictability of year-on-year fund levels and restrictions or lack of flexibility concerning the allocation of funds for project staffing, among others. However, respondents were appreciative of synergies with other agencies and clear communication about the availability of funds.

**The Global Programming System (GPS) and the Strategic Information System (SIS) function effectively as the link for expenditure to programme and strategic outcomes.** GPS is the primary system used to track costs from activity to outcome. Developed over the last strategic period, it associates every dollar with an output. These are then linked to the SIS system and higher-level results. An implementing partner interface was added recently to enable request of funds from implementing partners and partner reporting of programme implementation expenses. UNFPA plans to optimise GPS and SIS functioning through a single, more user-friendly interface, where financial information will enable unit cost budgeting and analysis. However, this system is UNFPA specific and there are concerns that some necessary details and linkages may be lost if the agency moves to a generic UN system under “One UN”. As part of the integrated budget process for 2014-17, UNFPA made substantial changes to regular resource classification which resulted in a framework which closely mapped resources to appropriate programme, development effectiveness or management cost categories. The total budget is broken down by regular resources, other resources and cost recovery.

**Internal audits have helped to improve UNFPA’s efficiency and effectiveness.** The United Nations Board of Auditors (BOA) conducts external audits of UNFPA, including UNFPA’s role as an Administering Agent. The BOA complies with the International Standards of Auditing (ISA) and submits audit reports to the Executive Board. Financial performance and cash flows are reviewed in terms of International Public Sector Accounting Standards (IPSAS) and UN Financial Regulations. UNFPA’s internal audit function meets International Standards for the Professional Practice of Internal Auditing. The Executive Director oversees actions and costs to address internal control weaknesses. Spot checks of the Harmonised Approach to Cash Transfers (HACT) framework assess the internal controls of implementing partners, and any identified gaps must be resolved within a set timeframe.

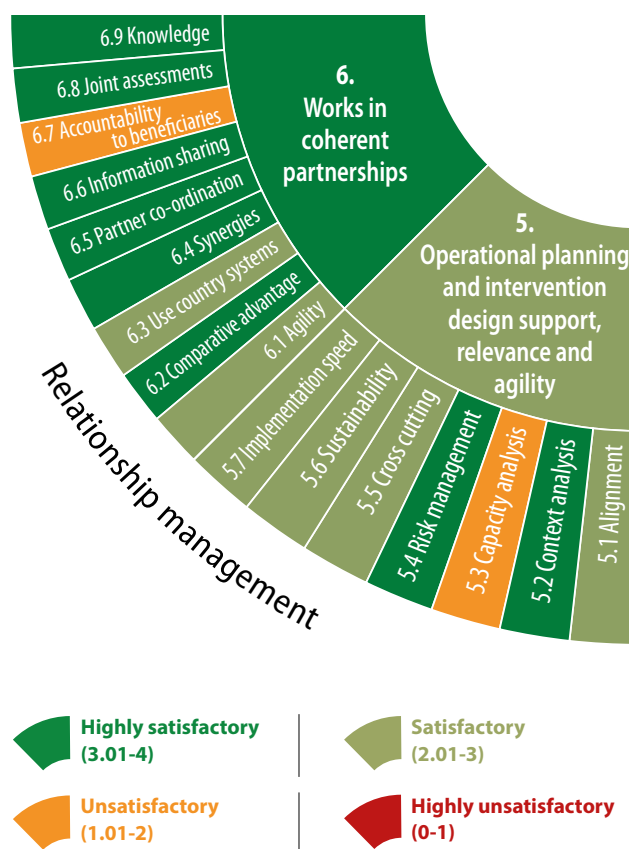
**The Audit Monitoring Committee tracks the progress of all external and internal audit recommendations.** As a result of concerted effort since 2016, management has implemented a high percentage of outstanding recommendations and is now implementing recommendations from internal and external audits more quickly, according to data collected in the tracking system. The Executive Board takes the view that improved internal controls have contributed to better risk management and reporting.

**UNFPA has zero tolerance for wrong doing, including fraudulent and other proscribed practices.** A dedicated policy outlines the responsibilities of staff, non-staff personnel, suppliers, implementing partners and other third parties. This includes zero tolerance for harassment or abuse in the workplace (see Box 1 for more details). Several channels exist to report wrongdoing including fraud, and these ensure protection for whistle-blowers. The Office of Audit and Investigation Services (OAIS) reports annually to the Board on investigations concluded in that year, including fraud and all other forms of wrongdoing, as well as on actions taken by management as a result of current and past years’ investigations. The report details any financial or other consequences for UNFPA. Awareness of the zero-tolerance approach is maintained through periodic communications, and UNFPA staff undertake mandatory ethics training. UNFPA is collaborating with other UN agencies on an online anti-fraud course.

## PERFORMANCE AREA: RELATIONSHIP MANAGEMENT

*Engaging in inclusive partnerships to support relevance, to leverage effective solutions and to maximise results (in line with Busan Partnerships commitments).*

Partnerships are key to UNFPA's revised business model as articulated in UNFPA's 2018-21 Strategic Plan. The Strategic Partnerships model is a comprehensive approach to maximising relationships, although the organisation could explore further the innovation potential in the academic and corporate sectors. Positive examples include work with other UN agencies around humanitarian planning, partnerships linked to large thematic funds, and increasing South-South and triangular co-operation. UNFPA is keenly aware of its comparative advantage, particularly in census taking and population data analytics, although efforts to leverage potential in this area may be under-resourced. Examples of UNFPA's use of synergies include the Coordinated Supply Planning Group and efforts to access additional funding in humanitarian situations, particularly where donors are keen to address gender-based violence.



All country programmes are aligned with national priorities. UNFPA is committed to using national systems, and a majority of implementing partners are country governments. This approach facilitates implementation but can also pose challenges where national capacity is low. As a result, capacity building for counterparts forms part of many agreements. Accountability to beneficiaries is evident in focused needs analysis processes as well as advocacy around rights for SRH services in all contexts. UNFPA's acknowledged ability to engage around policy and implementation is used to good effect in instances where the organisation experiences political pushback and country staff need to establish alternative ways to ensure accessibility of services. The MOPAN survey indicates that external stakeholders value and use UNFPA knowledge products but at times find that annual review meetings focus more on finance than knowledge sharing.

### KPI 5: Operational planning and intervention design tools support relevance and agility within partnerships.

This KPI focuses on the scope and robustness of UNFPA's processes and practices to support timely, flexible and responsive planning and intervention design for partnerships.

**UNFPA's approach to risk and risk management evolved significantly over the 2014-17 period, with evidence of risk awareness at all levels.** The organisation acknowledges that risk is an area that requires continuous improvement, and it issues periodic communications in different formats to keep staff alert. UNFPA identifies two forms of risk: strategic risk and fraud. At the highest level, the strategic plan identifies risks that could affect the organisation's ability to achieve desired results. Policy and programme documents must therefore include a risk matrix set against the results framework, in order to inform operations. Risk management is then undertaken via a robust and directly accountable process. All significant risks are allocated to an "owner" and a ten-person Risk Treatment Working Group that comprises regional, headquarters and relevant technical staff.

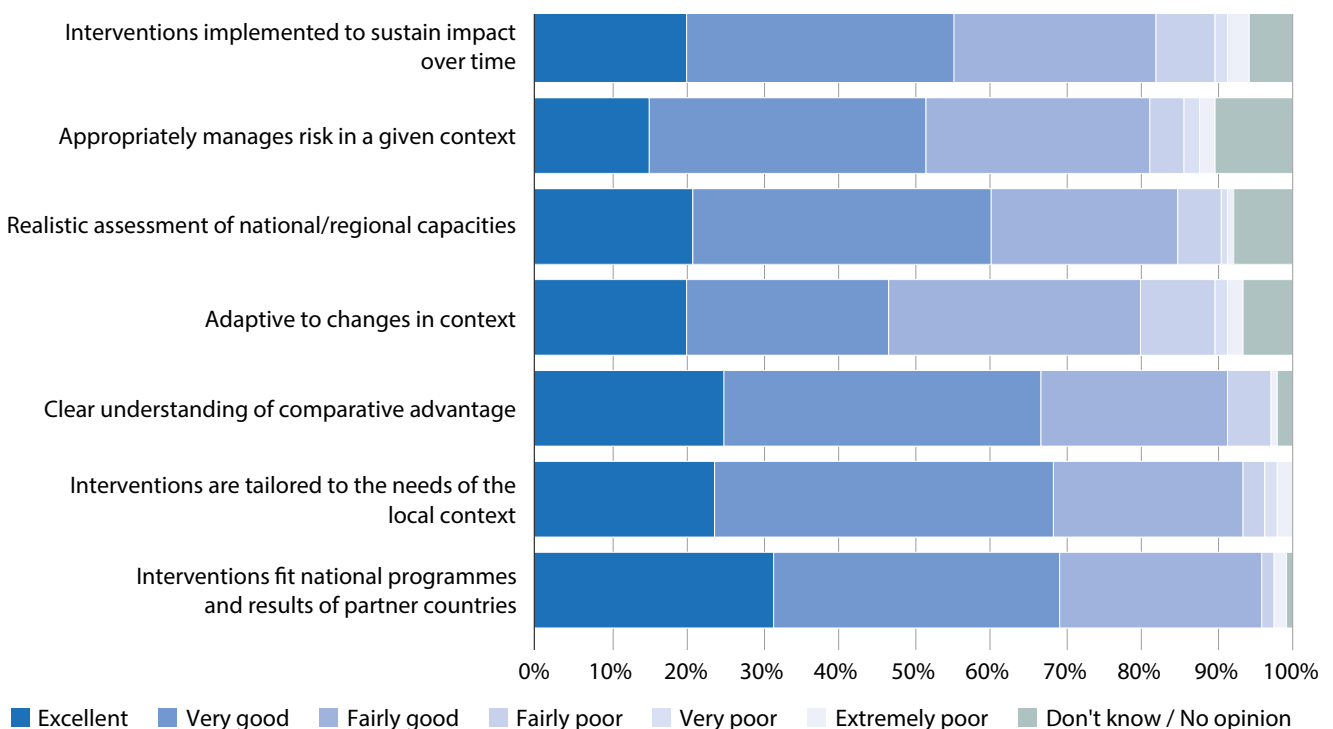
**New processes have been introduced to strengthen UNFPA’s risk response and mitigation efforts.** In 2017, a risk response module and a Global Risk Mitigation Table were added to the SIS. The following year, an automatic risk rating and notification process was added to risk management and resolution reporting. UNFPA is experienced in developing focused tools to support relevant programming, and these in turn support its results-based focus. Overall, evidence shows that risk identification and mitigation have become part of daily practice by staff at all levels.

**Quality assurance processes ensure that programme focus is relevant to country context and considers humanitarian and cross-cutting issues.** Lessons from country programme evaluations show that support is more likely to be sustained when country programmes are aligned with national agendas and priorities. UNFPA has clear and rigorous processes in place to assess the alignment of country programmes with country context and national priorities. A Review Committee consisting of Regional Directors, Technical Experts and senior managers reviews programmes against a detailed assessment framework which ensures links to UNFPA strategy and country priorities and examines plans to deal with cross-cutting issues and target groups’ needs and rights. The committee also undertakes quality assurance of all Country Programme Documents.

Increased humanitarian crises over the last strategic period saw this issue often addressed through the reallocation of resources. The shift to mainstreaming of humanitarian issues and finance is enabling more realistic allocation of resources to this work. Plans focus increasingly on engaging in ways that establish the foundations for post-crisis delivery of sexual and reproductive health and maternal health services.

**Country and thematic programmes demonstrate solid use of technical expertise and lessons from previous interventions to align programmes to country priorities, while advancing UNFPA’s mandate.** Census and population data use capacity is an integral part of the organisation’s contextual analyses. This information is a good indicator of a country’s ability to plan in a targeted and cost-effective way for any service. Interviews confirmed that programme development is necessarily complex, involving consultation with development partners, academic institutions, international non-governmental organisations, non-governmental organisations and country

**Figure 4: Survey response – OPERATIONAL PLANNING AND INTERVENTION DESIGN**



governments, and other stakeholders including youth representatives. Staff mentioned repeatedly that past lessons were useful in informing this process.

**External partners surveyed believe that UNFPA's programmes are well aligned with national priorities, but opinions differed regarding the organisation's ability to be sufficiently context sensitive.** The majority felt that UNFPA interventions were carefully tailored to local needs and context and that staff actively sought to ensure their sustainability. However, a minority felt that interventions lacked sufficient consideration of local customs, the strengths and weaknesses of implementing partners, and local security considerations.

**UNFPA's major thematic programme context statements and programme rationale are developed together with partners and are explicitly aligned to relevant global frameworks.** The evidence shows that UNFPA employs monitoring data and technical expertise to revise and better focus programmes. The Maternal Health Thematic Fund, the Female Genital Mutilation Programme and HIV-related programming all provide strong examples of active engagement with partners to adjust programmes to achieve greater impact. Regional situations can be more complex in terms of programming and funding. This is particularly the case where refugee populations are displaced across regions. In this regard, Regional Offices are increasingly carving out an influential role and are introducing UNFPA's mandate into regional agendas.

**Advocacy and capacity building have influenced policy development, but more work may be necessary to extend implementation.** UNFPA understands that enhanced country capacity is central to long-term sustainability. The organisation recognises that it has insufficient resources in any country to resolve the problems under its mandate. Engaging country governments as willing and able partners is therefore absolutely necessary for sustainability. While programmes engage with a range of partners, in many countries government departments function as the primary implementing partner, although their capacity is often poor. The HACT framework, through which large funding amounts are transferred to country level, identifies capacity development as a key risk management function, but also a means of promoting national ownership. Awareness is strong among UNFPA Country and Regional Offices of the need to help strengthen health systems, where possible, and build the capacity of government ministries to ensure sustainable sexual and reproductive health services and ongoing implementation of related policies.

**UNFPA policy dialogues encourage countries to adopt policies and legislation covering sexual and reproductive and maternal health.** These dialogues draw on UNFPA's technical knowledge and data that demonstrate the benefits of achieving the demographic dividend<sup>7</sup> and improving country performance on UNDAF and SDG indicators. UNFPA's focus on countries' ability to deliver relevant services also involves supporting institutions and frameworks that underpin the production of skilled people. In several countries, UNFPA helps to build the quality of midwifery training to meet international standards and encourages governments to employ graduates. UNFPA's work on the UN's Omnibus and ECOSOC resolutions resulted in recognition of the need to ensure reliable and safe access to sexual and reproductive health-care services. It also led to the inclusion of the Minimum Initial Services Package (MISP) as an important service to meet the needs of women, adolescent girls and infants; and highlighted the need to continue to prevent, investigate and prosecute acts of sexual and gender-based violence. UNFPA's influence also led to the incorporation of sexual and reproductive health issues into the Sendai Agreement and the inclusion of maternal mortality in the "information index" for Risk Reduction Planning.

**UNFPA mobilises partners to respond in crisis situations with the intention of building local skills and better local systems.** A toolkit by UNFPA and the Office of the United Nations High Commissioner for Refugees (UNHCR)

7. Countries with the greatest demographic opportunity for development are those entering a period in which the working-age population has good health, quality education, decent employment and a lower proportion of young dependents. Smaller numbers of children per household generally lead to larger investments per child, more freedom for women to enter the formal workforce, and more household savings for old age. When this happens, the national economic payoff can be substantial. This is a "demographic dividend" (<https://www.unfpa.org/demographic-dividend>).

enabled over 100 service providers to establish longer-term solutions to increase refugee population access to sexual and reproductive health services. UNFPA also undertakes due diligence regarding the capacity of implementing partners to act in first responder roles and provides guidance on minimum preparedness. UNFPA's direct contribution is also very practical. The organisation has established a surge roster of additional personnel consisting of UNFPA staff and others able to mobilise for crisis situations. Fast-track procedures to procure human resources also enable quicker responses.

**Tools and guidelines are practical and detailed, and they locate UNFPA's work within the strategic goal of universal access to sexual and reproductive health.** The organisation supports implementation with tools and guidelines made available to staff and implementing partners. Notably, the 2018-21 Strategic Plan includes a comprehensive "Implementation Toolkit". Other examples include a tool for civil society organisations (CSOs) to scale up "Engaging men and boys for Gender Equality and Sexual and Reproductive Health and Rights", a "Guidance Note on Safe Disposal and Management of Unused, Unwanted Contraceptives" and a "Guidance Note on South-South and Triangular Cooperation in Programming".

**Performance-tracking tools provide senior management with up-to-date quarterly results, enabling them to address under-performance.** UNFPA's Portfolio Review aggregates data from the GPS and the SIS systems and tracks programme implementation and results on a quarterly basis for each country against the workplan and budget. The review also tracks compliance reporting, vacancy rates and audit ratings, identifying recurrent issues that have led to under-performance. The quarterly monitoring data provide the senior management with a picture of overall performance and facilitate regular consultations with OAIS, the Oversight Advisory Committee and country implementing partners. Partners' experience of UNFPA engagement and of annual review discussions depends on the approach and relationship management capacity of the Country Office.

**The number of country programme extensions indicates that implementation is slower than originally planned.** Slow starts are often due to complicated or time-heavy country government approval processes. However, internal UNFPA bottlenecks such as delays in workplan or budget sign-off also slow implementation. An important factor in this regard is lack of sufficient personnel, although some evaluations also pointed to an absence of urgency or skill among staff – a factor also raised by some survey respondents. The knock-on effect of slow processes is a delay in disbursements, and several partners expressed frustration about the subsequent impact on implementation.

**Conversely, UNFPA procurement initiatives have seen a rise in efficiency.** UNFPA and other organisations established the Coordinated Supply Planning Group to monitor sexual and reproductive health stock and supply needs across 41 countries. In 2018, additional supply depots were set up to address increasing worldwide demand for dignity kits and emergency health kits for rape victims. The Procurement Branch also works with the Global Fund on joint procurement of condoms.

**Although a plan exists to tackle humanitarian action bottlenecks, special purpose systems and policies will be necessary.** UNFPA is relocating some of its humanitarian operations to Geneva, bringing them physically closer to other agencies involved in humanitarian action and within a time zone more conducive to engaging with countries experiencing the greatest humanitarian need. However, delays still hamper humanitarian action, often in cases where a need arises to procure supplies and deploy additional staff at short notice. In February 2018, Regional and Country Offices identified major bottlenecks slowing humanitarian responses. The Regional Offices made concrete recommendations to reduce delays indicating that current systems and processes were not all fit for purpose.

## **KPI 6: Partnership working is coherent and directed at leveraging and/or ensuring relevance and the catalytic use of resources.**

This KPI looks at how UNFPA engages in partnerships to maximise the effect of its investment resources and its wider engagement.

**Need has driven innovation and energetic thinking around partnerships, resource mobilisation and procurement.** UNFPA supports resource mobilisation efforts through the Resource Mobilization Strategy (2015) and the Strategic Partnerships Strategy (2017). The Resource Mobilization Strategy focuses on four funding sources: traditional donors, non-traditional donors, programme country contributions and new partnerships. The Strategic Partnerships Strategy identifies four categories of strategic partner, each of which brings a particular value to the UNFPA project: reach, brainpower, resources and a conducive environment. One example of a reach partnership is “Safe Birth Even Here”. This project receives support from several private sector organisations and foundations and provides women in humanitarian situations with safe reproductive and obstetric care. Another response to increasing need is the Innovation Fund.

**Partnerships enable UNFPA to concentrate resources around key mandate areas and the organisation’s comparative advantage.** This supports reducing fragmentation and the achievement of wider goals, including “Delivering as One”. The preface to the 2018-21 Strategic Plan commits UNFPA, together with UNDP, UNICEF and UN Women, to working together as a Common Chapter to effectively deliver the SDGs within the framework of UN Reform. The 2018-21 Integrated Resource and Results Framework highlights how the SDG indicators are shared with other agencies and the Annex presents the comparative advantage each one brings.

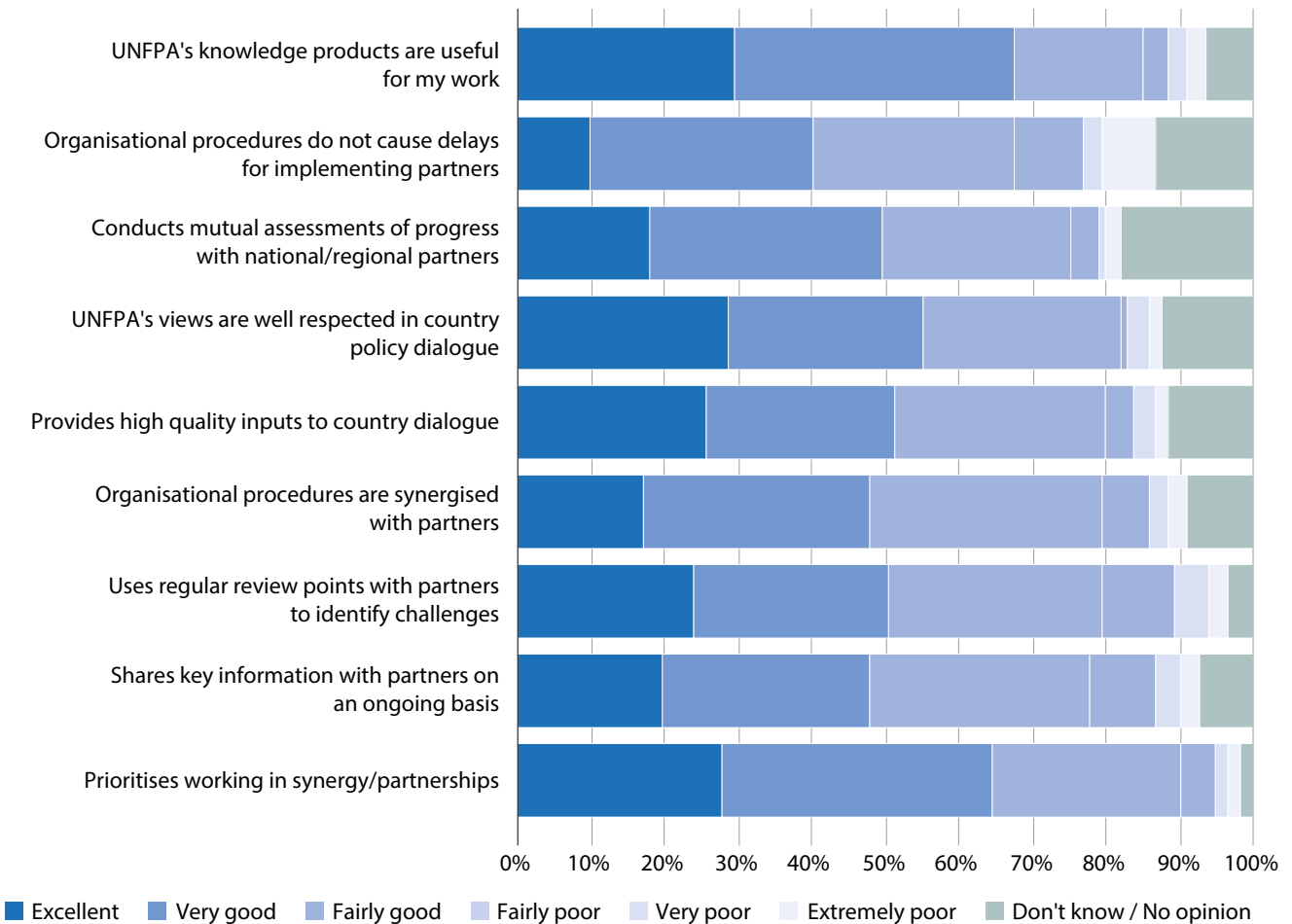
**UNFPA has long-standing partnership arrangements with UN Women, the World Health Organization (WHO), governments and CSOs to develop and disseminate multi-sectoral service standards on gender-based violence.** UNFPA also partners with donors and other agencies for its thematic funds and undertakes joint monitoring and reporting. Numerous interviews described UNFPA’s participation in joint UN forums as well as country-level collaborations. UNFPA sits on the Inter-Agency Standing Committee (IASC) – the primary mechanism for inter-agency co-ordination of humanitarian assistance – and leads the global Gender-Based Violence Area of Responsibility (GBV AoR) of the Global Protection Cluster. UNFPA has also influenced the humanitarian aid framework, by promoting the provision of SRH and maternal health services and supplies.

**Knowledge management and communications have improved considerably and together deliver convincing impact messages.** UNFPA has an internationally recognised normative role and regards knowledge management as a key enabler to achieving greater impact. However, the assessment found that some programmes had missed learning and knowledge management opportunities, although interviews confirmed that learning and knowledge production is now an integral part of UNFPA culture from headquarters to country level. Normative work is actively documented in a good practice database containing over 300 examples. This repository informs UNFPA’s good practice guidelines for staff and partners, and a guidance note helps staff to collect, document and share good practice cases. In 2016, UNFPA won the UN public service award for its Mongolia case study which demonstrated how knowledge can be shared through mobile and e-health technology in a developing country.

**UNFPA actively encourages countries to use population data analysis to inform policy and service implementation.** For example, in Bangladesh UNFPA provided support for a Demographic Impact Study, which fed into the government’s five-year plan. Knowledge management is also implicit in a range of strategies, such as South-South and triangular co-operation. Over the last strategic period, UNFPA has expanded its capacity to convert its knowledge base into accessible and useful products. This is evident in the “One Voice” communication strategy, which stresses that knowledge and evidence must support policy dialogue and advocacy. Branding and communications



**Figure 5: Survey response – PARTNERSHIPS**



through stories are embedded in the way staff view and present the organisation. The web version of UNFPA's flagship publication *State of the World Population* provides a good example of how a vast research and knowledge base can be presented to readers with a comprehensible narrative and many relatable examples.

**UNFPA is accountable to beneficiaries to the extent that it meets identified needs, but it does not have a systematic process for ensuring accountability to beneficiaries.** UNFPA ensures accountability to the extent that it can identify and meet needs within its target groups – women, adolescents and those “left behind”. In practical terms, beneficiary populations represent a combination of individuals accessing UNFPA goods and services, communities or groups dealing with specific themes, and implementing partners who access technical assistance for policy development or other systems-linked forms of capacity building. One indication that UNFPA is meeting beneficiaries’ needs is the increased demand for UNFPA services, particularly in humanitarian situations. However, UNFPA does not have a policy or systematised process in place for ensuring accountability to beneficiaries and affected populations.

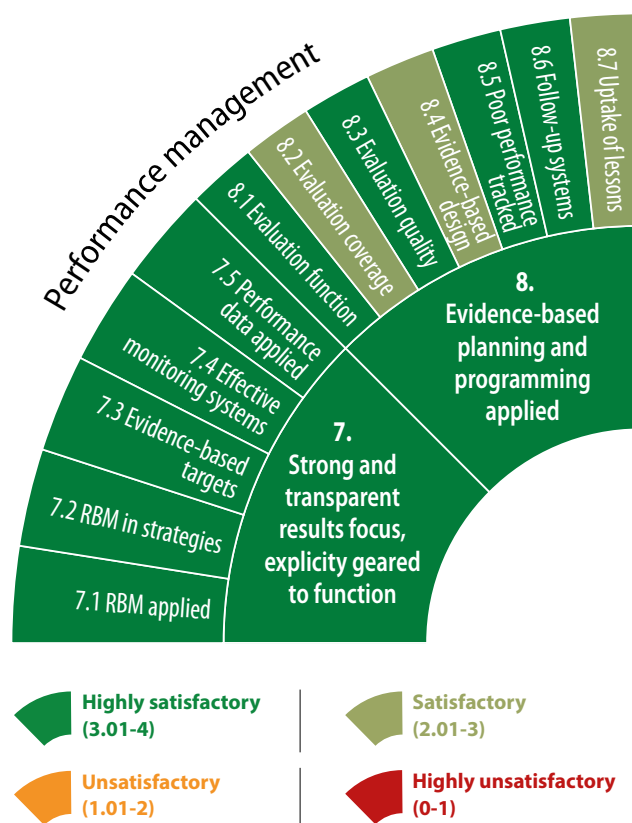
**Needs analyses are supported by UNFPA’s focus on learning and knowledge management and initiatives to improve the collection and use of disaggregated population data.** Some thematic funds work directly with target population groups. For example, UNFPA’s female genital mutilation/cutting (FGM/C) research into the shifting of social norms in Sudan represents a direct measure of beneficiary population response to programme messaging. Similarly, the UNFPA/UNAIDS 2020 HIV Road Map was prepared through a consultative process involving over 40 countries and organisations. Some evaluations determined that needs analysis and targeting could improve. While it is possible that UNFPA could support implementing partners to collect needs-related information or satisfaction levels from direct

beneficiaries via technology, the cost-benefit of this approach, as opposed to improving implementing partner review engagement and evaluations, would have to be determined.

## PERFORMANCE AREA: PERFORMANCE MANAGEMENT

*Systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning.*

UNFPA has evolved its results-based management system, crafting a sophisticated theory of change and an increasingly measurable results chain. The three transformative results with signature indicators have added practical depth to UNFPA's strategic goal. The work of the FGM programme on measuring changes in social norms should also be recognised for its importance as a support tool. Planning and reporting responsibilities are clear, as are linkages between activities, targets and results in the reporting system. Country programmes are now required to consider previous performance and context. A good supporting process in this regard, particularly for MICs, is the new Compact of Commitment, whereby Country Offices commit to achieving measurable impacts. UNFPA staff use lessons from past experience to improve learning and inform planning. The Portfolio Review highlights the organisation's programme progress over time; this in turn informs implementing partner reviews.



The depth of engagement on programme content and results, as opposed to financial performance, would benefit from attention in some areas. Evaluation of UNFPA is conducted independently, and the Evaluation Office is active in UN and other multi-stakeholder evaluation forums. Good quality assurance mechanisms are in place, planned evaluations aim to cover all strategic areas, and funding consists of a mix of core and non-core funds. Management responses and actions on evaluation recommendations are carefully tracked. However, only just over half of the evaluations (corporate level and Country Office managed) planned for the 2014-17 strategic period took place, as a result of insufficient funds for evaluations managed by Country Offices, which left gaps in coverage. An independent review of UNFPA's evaluation process recommended better integration of new developments into evaluation practice.

### KPI 7: The focus on results is strong, transparent and explicitly geared towards function.

This KPI looks at how UNFPA transparently interprets and delivers an organisation-wide focus on results.

**UNFPA has developed a context-sensitive theory of change and a strong internal results culture based on applied learning.** UNFPA has worked hard to build a strong internal results culture over the last strategic period. The 2014-17 Strategic Plan developed an Integrated Resource and Results Framework (IRRF) as part of a move towards increased accountability and to provide evidence of achievements that contribute to outcomes central to the strategic goal at the centre of the "bull's-eye". The IRRF was supported by a theory of change which identified four primary strategic interventions – advocacy and policy, capacity development, knowledge management and service delivery – as well as the accompanying risks and assumptions which need to be addressed for successful achievement.

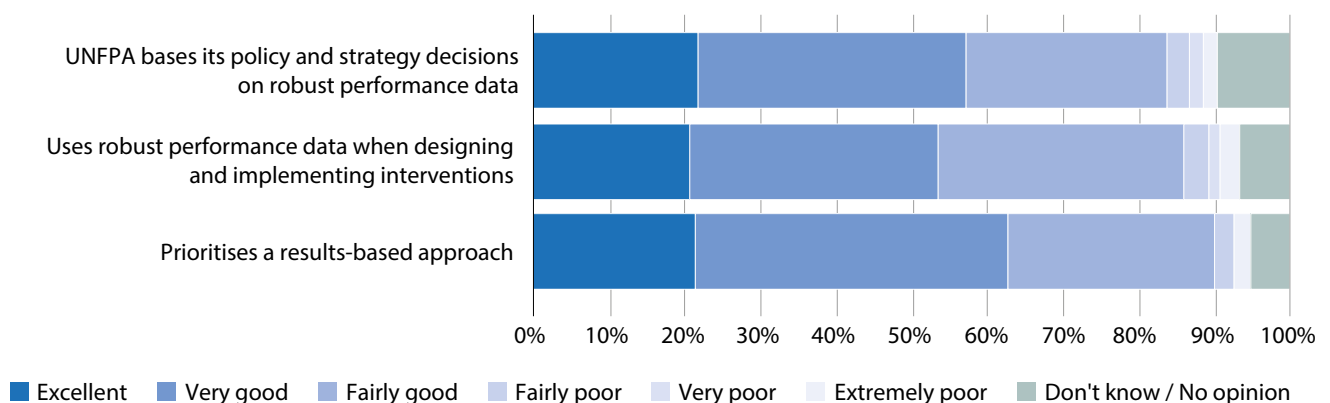
The results culture emerged in all interviews and often included reference to “the ten-year-old girl” – a figurative representation of UNFPA’s purpose – or UNFPA’s transformative results, otherwise known as the “three zeros”. The interviews also featured numerous comments about the importance of reflecting on lessons learned to improve programme targeting or realignment. For example, as part of the FGM programme, UNFPA and its partners are successfully measuring changes in social norms which indicates readiness at the community level to abandon the practice. Moves are underway to expand this approach to provide insights into gender-based violence. Such longer-term research is seen as contributing to a strengthened understanding of UNFPA’s results and to the sustainability of interventions.

**UNFPA has continued to evolve a tighter, more rigorous link between outputs, outcomes and strategic results.** This is reflected in the package of the 2018-21 Strategic Plan and the IRRF, the theory of change, the business model, programme accountability and the Common Chapter annexes. In particular, the theory of change details the results chain and introduces a fifth strategic intervention – partnerships and co-ordination – which outlines the principles underpinning delivery and the close alignment of UNFPA’s strategy to Agenda 2030. A good supporting process – in particular for MICs – is the new Compact of Commitment, which describes the change or impact results that a Country Office aims to achieve. Articulating the desired change should facilitate clearer and more focused engagement with implementing partners around results.

**UNFPA has invested significantly in results-based management systems for the collection of quality data and reporting of achievements.** These include processes and systems for corporate monitoring and reporting of results at all levels of the results chain. This investment started in 2008. The 2014-17 strategic period explored “what to measure” and “how to measure” in order to highlight the path to achieving its goal – the centre of the “bull’s-eye”. The 2018-21 IRRF builds on this approach with the inclusion of “signature indicators” at the goal or impact level. These enable UNFPA to model key statistics, such as “unintended pregnancies averted”, “unsafe abortions averted” and “maternal deaths averted”, which highlight the organisation’s achievements in core mandate areas.

**Systems to capture data have also evolved over the 2014-17 period.** The Global Programming System was implemented in the period 2014-15 to allow the preparation, budgeting and management of workplan, both for UNFPA and implementing partner managed activities. Phase II of the GPS, which automated the submission, approval and payment of implementing partner fund requests, and the submission, approval and recording of the expenses they incur, was rolled out in 2017/18, eliminating unnecessary steps. The GPS is also connected to the Strategic Information System, linking activities to outcomes and strategic results, reporting lessons learned and recording risk management information. Both systems are being continuously improved. The financial system (ATLAS) and the operational results systems are also linked, enabling UNFPA to directly correlate resources used with results achieved.

**Figure 6: Survey response – RESULTS-BASED MANAGEMENT**



**To ensure quality in data capture, UNFPA uses meta-data sheets to explain the options, categories and allocations for each system.** Crucially, these meta-data sheets also highlight the linkages with strategic outcomes and results. The Comprehensive Resources Review, mentioned earlier, includes a large IT optimisation process with further enhancements to enable extraction of useful results data. This process also provides a single, user-friendly interface. Aggregated data on programme progress are available to users via myDashboard. Country data are collated and presented comparatively in the Portfolio Review each quarter. These systems also have built in flagging mechanisms should performance drop below certain levels.

**Use of lessons learned is improving and is increasingly employed to inform planning.** UNFPA presents itself as an organisation of people passionate about achieving its mandate, who believe strongly that the agency's normative role can support this endeavour and who understand that learning improves performance. Documents and interviews provide evidence of this approach in action. For example, reports covering humanitarian action highlight the change in thinking from directly addressing humanitarian needs to providing assistance in ways that build community and country-level resilience. Thematic fund reports show how the programmes resolved or plan to resolve problems. For example, the Maternal Health Thematic Fund used monitoring and evaluation data to inform the scaling-up of intervention. Country programmes must now be based on context and lessons learned.

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#### **KPI 8: The organisation applies evidence-based planning and programming.**

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This KPI focuses on the evaluation function, its positioning within UNFPA structures, attention to quality, accountability and putting learning back into practice.

**UNFPA's Independent Evaluation Office is accountable for overseeing and implementing the Evaluation Policy with support from the Executive Director.** In 2013, in line with the revised Evaluation Policy, the Division for Oversight Services was split into the Evaluation Office and the Office of Audit and Investigation Services. The evaluation function is operationally independent from other management functions. It has discretion over the coverage and scope of the annual evaluation programme. Evaluations activities are funded through the institutional budget, regular resources from programme allocations, extra-budgetary resource allocations to specific programmes and extra-budgetary support (non-core funds) from member states and partners. The Evaluation Office carries out corporate evaluations, provides guidance and assistance to Country Office-led evaluations, sets organisational standards and criteria and approves all evaluation products. Oversight of evaluations takes place at the country level and at headquarters. Country Offices have the autonomy to commission and oversee local evaluations with support from HQ to ensure quality and independence. Regional Offices provide technical support (to Country Offices) in monitoring and evaluation and play an oversight role in evaluations.

**The evaluation function aims to ensure continuous improvement and demonstrates a commitment to joint and system-wide evaluations.** The evolution of the Evaluation Office parallels UNFPA's strategic evolution. The office has made significant progress in providing a useful contribution to UNFPA's understanding of programme effectiveness. It also supports UN system-wide evaluations. A notable example is the evaluation of national capacities for data collection and statistical analyses to support the achievement of the MDGs – a process which also evaluates progress in this regard against the SDGs. UNFPA is also a member of EvalPartners, a global multi-stakeholder partnership focusing on national evaluation capacities. Joint evaluations with thematic fund partners took place over the 2014-17 period and significantly informed this assessment. An evaluation of UNFPA's contribution to UN coherence is planned for 2020.

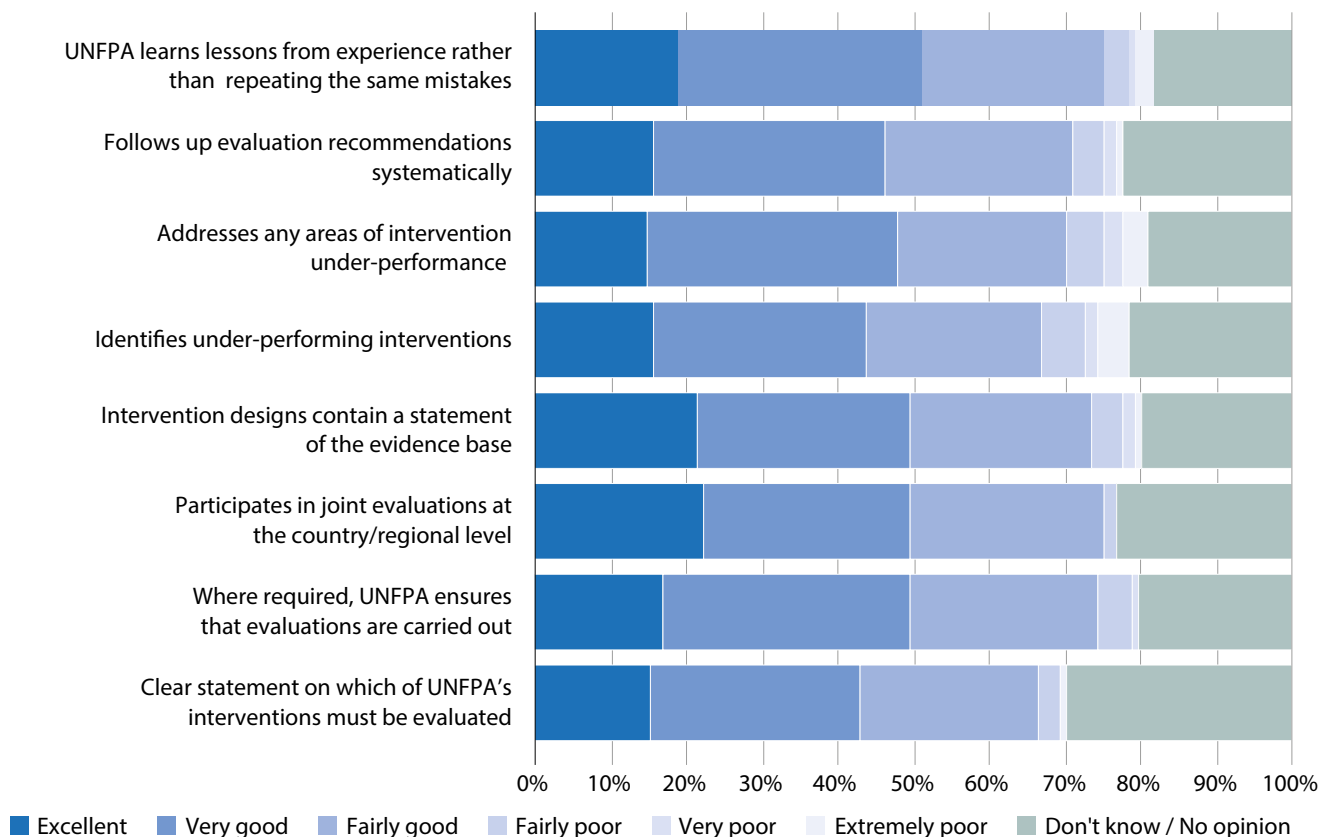
**Evaluation resources are not yet at an ideal level and not all planned evaluations take place, which compromises coverage.** At present, resources allocated to evaluation functions are still well below the ideal level (3%). The percentage of completed planned evaluations is also relatively low (60% in 2016 and 55% in 2017). This represents

a concern in terms of mandate coverage, although two evaluations in 2017 were replaced by UNDAF or a review. The budgets for both strategic periods include comprehensive coverage of corporate and decentralised evaluations. However, decentralised evaluations rely heavily on the availability of funds. Evaluation resources are earmarked for system-wide inter-agency humanitarian evaluations in the 2018-21 period.

**UNFPA uses syntheses of evaluation learning to consolidate learning and ensures internal accountability by tracking management responses.** UNFPA has undertaken two syntheses of lessons learned through evaluations. The first sampled 30 country programme evaluations completed between 2010 and 2013. The second consolidated the findings from 26 country evaluations in 2014-15. The first informed the mid-term review of the 2014-17 Strategic Plan. The second informed the 2018-21 Strategic Plan and aimed to identify innovative, scalable or replicable interventions, as well as to explore ways to ensure human-rights based programming. UNFPA also undertook a “Meta-analysis of the Engagement of UNFPA in Highly Vulnerable Contexts”. This analysis, which covered 2012-16, considered six evaluations of countries experiencing humanitarian crises and gathered information from 25 countries where UNFPA engaged in humanitarian work.

**Synthesis of lessons from country evaluations has yielded important lessons and recommendations for future programming and has reflected on areas where lessons had or had not been included in subsequent programming.** Further opportunities to understand organisational improvement will be found in planned evaluations, such as the second evaluation of the architecture of the strategic plan and the system-wide humanitarian evaluations. In 2017, the Evaluation Office commissioned an independent review of UNFPA’s own evaluation function. A key recommendation of the review was that the evaluation function should measure the value it brings to UNFPA’s mission and assess its cost effectiveness. The management response indicates that action has been taken to implement this and other recommendations. Quality assurance of programme documents by the Programme Review

**Figure 7: Survey response – IMPLEMENTATION AND USE OF EVALUATIONS**



Committee (PRC) includes ensuring “that critical recommendations of a previous country programme evaluation or other evaluative evidence has informed the design”. UNFPA measures the use of evaluative evidence, including within its Strategic Plan by indicator OEE 1.10: Proportion of new country programme documents that factored in evaluative evidence.

## 2.2. DEVELOPMENT EFFECTIVENESS

### PERFORMANCE AREA: RESULTS

Achievement of relevant, inclusive and sustainable contributions to humanitarian and development results in an efficient way.



UNFPA has made substantial progress in achieving its development and humanitarian objectives. The organisation has established effective collaborations, leveraged comparative advantage in partnerships and pushed for greater levels of country co-financing to achieve results. UNFPA has also facilitated South-South and triangular co-operation, resulting in skills transfer as well as increased funding. At the country level, interventions through regular programmes and thematic funds are relevant to target groups, and sexual and reproductive health (SRH), maternal health and adolescent-friendly services are now covered by policy and legislation in numerous states. For the future this means greater and more sustainable access for women and young girls, although policy implementation has not filtered down to sub-national levels in all cases, which could compromise access for those furthest behind. More communities and countries are committing to eradicating female genital mutilation/cutting (FGM/C).

Internationally, the UNFPA Supplies Programme fund is switching to greener production processes and reaching larger numbers of women and girls in more places and at lower cost. More countries are convinced of the usefulness of census and population data for health services and disaster risk management planning. UNFPA has growing influence within the international humanitarian response arena, leading in some areas and influencing planning priorities in others. In humanitarian and refugee crises situations, the organisation has played a central role in ensuring provision of SRH and emergency obstetric goods and services, promoting gender-based violence prevention and creating family spaces and safe spaces for women and adolescents. However, the evidence is mixed regarding levels of efficiency and sustainability. Some barriers are external and are linked to country governments or implementing partner capacity. Others are internal and include slow approval processes, lack of personnel or staff capacity, and poor handover or exit strategies. Many of these link to internal processes or skills and can be remedied – for example, UNFPA is addressing vacancy rates, where reduced funding means existing staff are overstretched.

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**KPI 9: Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals.**

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This KPI examines the nature and scale of the results UNFPA is achieving against the targets it sets and its expectations on making a difference.

**UNFPA's culturally and gender-sensitive human rights-based programming has made important gains for adolescent girls.** The organisation has led the call for international recognition of the need to protect and fulfil adolescent human rights. UNFPA was found to be a highly recognised and respected global leader in adolescent and youth sexual and reproductive health. An evaluation covering support to adolescents over the 2008-13 period found evidence of many good practices and changed circumstances due to UNFPA interventions.

**UNFPA programmes have produced positive benefits for target group members, particularly where the organisation supports coalition building and advocates for targeting vulnerable populations.** A synthesis of lessons learned in 2014-15 evaluations found that UNFPA adds value where the organisation sustains human rights-based advocacy and promotes open dialogue on key – and at times – sensitive or hidden, sexual and reproductive health issues. For example, the Joint Programme on FGM/C implemented innovative surveys to measure shifts in attitudes, expectations and social norms to understand how ready different communities are to abandon FGM/C. Interventions were then adapted accordingly.

**UNFPA has contributed to improved gender equality and the empowerment of women by integrating these issues into national policies, frameworks and laws.** UNFPA has also added value by connecting civil society organisations with government decision-makers and increasing their involvement in policy-making and reform. UNFPA programmes have successfully engaged with key policy actors in the development of strategic policies and frameworks in areas such as family planning, gender-based violence, and sexual and reproductive health. The organisation has also made significant progress towards adolescent-friendly policies in some countries, but not all interventions have been successful. Internal reasons for this failure include weak project design, understaffing, poor technical competencies and slow financial systems. Importantly, the evaluation found that several activities had little impact because they were not implemented at sufficient scale or intensity.

**UNFPA has addressed issues of scale by strengthening the capacity of national statistics offices to produce and disseminate disaggregated data on adolescents and youth.** In addition, the Executive Director reported that over the 2014-17 period 16 countries developed laws and policies allowing adolescents access to sexual and reproductive health services, 30 countries implemented skills-building programmes for adolescent girls at risk of child marriage, and 47 countries established participatory platforms advocating for increased investments in marginalised young people.



**UNFPA has successfully targeted women and girls in humanitarian crisis situations**, ensuring that issues relating to gender-based violence prevention and safe spaces for women and girls receive attention as part of the international humanitarian response. The organisation has worked with the Office of the United Nations High Commissioner for Human Rights and UNHCR to increase their awareness that privacy, family planning, family spaces and efforts to keep families together positively affect the tensions and culture in camps. UNFPA has provided qualified and experienced humanitarian response staff when needed, through Country Office staff redeployment and from the surge roster. This approach has strengthened the capacity of Country Office staff to deal with large-scale emergencies and allowed UNFPA and surge personnel to share knowledge and apply lessons learned from diverse humanitarian contexts.

The review of UNFPA's response to emergencies in Asia and the Pacific reported that many governments across the region have begun to prioritise emergency preparedness and disaster risk reduction in line with the Sendai Disaster Risk Reduction Framework. UNFPA is working closely with these governments to ensure that sexual and reproductive health and efforts to address gender-based violence are included in each country's contingency plans and programmes. This approach reflects UNFPA's increasing insistence globally on linking humanitarian support to longer-term development outcomes – or “building back better”. Examples of this approach were drawn from Armenia, Bangladesh, Haiti, Peru and Turkey.

**UNFPA's census and population data work underlines the value of this capacity for health services and humanitarian and disaster risk management and preparedness planning.** The Executive Director's report (based on UNFPA monitoring data) for the 2014-17 period shows that support from UNFPA to generate and analyse population data enabled countries to integrate population dynamics into their policies and programmes. Various tools were developed to support this process. One example is the Population Risk and Resilience Assessment Framework, which uses demographic data and modelling to inform disaster risk reduction and climate change adaptation strategies in countries prone to natural disasters. The Executive Director's report provided several examples of achievement in this regard: UNFPA supported 43 countries to implement population situation analyses, 18 countries made subnational estimates a part of their censuses and demographic and health surveys, and 23 countries in Africa established roadmaps and/or country profiles to realise the demographic dividend. UNFPA has also partnered with the International Committee on Census Coordination, which ensures co-ordination of support to national census authorities.

**UN agencies and the humanitarian response sector now recognise the value of population data use, but UNFPA has not yet positioned this function to respond fully.** The evaluation of the 2010 census round found that UNFPA was widely perceived “as a vital component of the 2010 round of census” and “a key convener and guarantor of census operations”. However, the evaluation concluded that UNFPA had not “fully taken stock of the wealth of knowledge and experience generated by its global census support”. At the time, the evaluation found that UNFPA had not advocated for or demonstrated the full potential of using census data with other surveys or sources of data, and that this compromised the value placed on census taking. The evaluation suggested that corporate guidance was needed for census-related use mechanisms, including minimum standards and socio-political implications for human rights in countries affected by conflict. It also drew attention to the significant loss of skilled and experienced census expertise.

**Evaluations identified a range of barriers to achieving programme results.** The first synthesis of lessons learned and evaluations, which covered the 2010-13 period, uncovered problems including weak project design, fragmentation of UNFPA support and weak technical capacity of UNFPA staff, sometimes associated with high rates of attrition and staff turnover. Staff issues also played a significant role in several UNFPA programmes on gender equality, youth and maternal health and in work focused on adolescents and youth. Limited staff resources and relatively slow financial systems also impacted UNFPA's ability to deliver efficiently. Negative results for cost-efficiency often resulted from the inability to gather cost data in time to facilitate monitoring or efficiency calculations, although it should be noted that improvements to the GPS and linkage with the ATLAS system's financial data aim to address this issue over the strategic period.



The second synthesis focused on lessons learned in 2014-15 and looked carefully at the new business model as well as programme areas. At the programme level, challenges included lack of confidence among health workers and lack of co-ordination and unclear division of roles and responsibilities among various stakeholders. Obtaining sufficient and accurate demographic information also represented an obstacle in predictive planning based on population data. Issues that arose in humanitarian situations included delays in procurement and lack of pre-positioning of supplies. In addition during this time, recording of information generally took the form of monitoring output and interventions, rather than measuring progress in the form of substantive results in the living conditions of target groups.

Barriers to achievement reported in the second half of the 2014-17 period reflect fewer internal systems problems and relate largely to external factors, although disbursement delays were evident. For example, the Portfolio Review in 2016 identified limited financial resources as the most significant factor affecting organisational performance, with implementing partner capacity as the second top risk factor. The Executive Director reported to the UNFPA Board that not all outputs of the 2014-17 Strategic Plan were achieved due to limited financial resources, poor implementing partner capacity, delays, changing national priorities and escalating humanitarian situations. However, the report did highlight significant operational improvements, including a 25% reduction in turnaround time for deploying human resources to humanitarian settings between 2016 and 2017.

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**KPI 10: Interventions are relevant to the needs and priorities of partner countries and beneficiaries, and the organisation works towards results in areas within its mandate.**

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This KPI focuses on an assessment of the relevance of UNFPAs engagement given the needs and priorities of its partner countries and its results focus.

**UNFPA programming is highly relevant to partner countries, and engagement with key actors for strategic policy development has produced positive benefits for target groups.** UNFPA programming was found to be highly relevant to the needs of target group members. The organisation has also been successful in developing effective partnerships with governments and non-governmental organisations and in aligning programmes with national priorities and goals. Partnerships with national governments, local institutions and community-based organisations have strengthened local technical capacity and ownership and helped UNFPA to leverage further resources for programming.

**UNFPA's programmes have employed a range of innovative knowledge and service delivery channels to strengthen knowledge on sexual and reproductive health, reproductive rights and vocational skills.** The organisation has also made an effective global contribution to improving procurement and lowering contraceptive prices, as well as contributing to improvements in the availability of different contraceptive methods. Two examples highlight UNFPA's achievements in strategic and practical operational engagement. First, in 2015, UNFPA and other partners collaborated with the Ethiopian Federal Ministry of Health to develop an ambitious strategy to eliminate obstetric fistula in the country by 2020. Second, the UNFPA Supplies Programme has collaborated with governments in 46 countries to help build national skills in supply chain management, procurement and forecasting to prevent dangerous shortfalls. Interventions have included technical support, training, national-level systems development and computerised supply management.

**UNFPA increasingly addresses programming in a comprehensive and holistic way, taking into account a range of factors linked to identified problems.** Evidence from evaluations and self-reporting indicate that UNFPA has a strong track record of delivering results in effective collaboration with a range of partners. The organisation plays a key role in co-ordinating systems at both country and global levels. It participates in joint processes with national and international partners, such as joint strategy preparation at sector level, and joint assessments.

Since its inception in 2008, the UNFPA-UNICEF Joint Programme on Female Genital Mutilation has addressed programming in a multi-sectoral way, paying close attention to social norms and cultural constructs. A wide range of actors – both within and outside the health system – were engaged to prevent, protect and provide care for the complications caused by FGM. UNFPA recognised that these actors, that included midwives, teachers, community leaders, the police and legal aid services, were key influencers able to disseminate new messages. This method of broadening the participation of stakeholders was also found in other thematic and country programmes. The process is slow, but steady, and works to increase the relevance and value of UNFPA interventions. In particular, programming that targets groups who exert significant influence on women’s sexual and reproductive health decisions further supports access to reproductive healthcare. Such groups include husbands, community leaders and community-based health-care service providers.

**Partnerships with civil society including organisations and networks have improved programme reach, particularly with key population groups.** The H4+ Joint Programme Canada and Sweden (H4+JPCS)<sup>8</sup> contributed to strengthening health systems along the continuum of care in reproductive, maternal, newborn, child and adolescent health (RMNCAH) at both national and sub-national levels. In humanitarian situations, pre-positioning and appropriately adapting the MISIP and other relief supplies to the needs of specific populations improved the effectiveness of the response. More traction was gained in addressing gender-based violence when it was integrated into sexual and reproductive health interventions. Work in sparsely populated regions has shown that the living and working conditions of health workers must be considered to ensure sustained quality and availability of care. An interesting result of the 2014 implementing partner survey was that audit findings and recommendations were more useful in building capacity than training programmes. This is understandable given the practical nature of audit recommendations and the focus on building good practice.

**Partnerships with governments, local institutions and community organisations have contributed to strengthened local technical capacity, involvement and ownership.** This approach helped UNFPA to leverage resources and share programming costs. However, evaluations covering the early 2014-17 strategic period found that UNFPA lacked a partnership strategy, failed at times to leverage partners’ strengths and often neglected to include key regional and learning institutions in consultations. Moreover, while policy change was successfully achieved at the national level, the evaluations found that policies were not often cascaded to lower levels of provincial and local governments. This was usually the result of poor handover or insufficient strengthening of national ownership. However, the evaluations noted that as national ownership strengthens, it becomes increasingly difficult to monitor the individual achievements of UNFPA itself. UNFPA’s current partnerships strategy focuses specifically on leveraging partner strengths.

#### **KPI 11: Results are delivered efficiently.**

This KPI looks at the extent to which UNFPA is meeting its own aims and standards on delivering results efficiently.

**UNFPA delivers good results, but internal and external delays compromise programme efficiency.** UNFPA lacks data on the cost efficiency of its programming overall. There are positive examples of UNFPA’s ability to leverage funds effectively through collaboration with partners and other agencies and through co-financing, and the agency generally displays strong programme management. Nonetheless, programmes frequently suffer from disbursement delays, which makes it challenging to deliver cost-efficient programming.

8. In 2008, UNFPA, UNICEF, WHO and the World Bank launched the H4 partnership as a joint initiative. Its aim was to capitalise on the core competencies of each partner to ensure the continuum of care for maternal, newborn and child health. H4+JPCS describes the expanded joint programme partners comprising six agencies (UNAIDS, UNFPA, UNICEF, UN Women, WHO and the World Bank), together with Canada and Sweden.

**Challenging external factors negatively impact the efficiency of UNFPA's programmes.** These include lack of government financing and commitment, slow approval processes, changes in government personnel and persistent staff shortages. The knock-on effect is delayed implementation and disbursements. Slow internal approval processes also caused delays in programme inception and disbursements. These had a significant impact on cost-efficient and effective implementation. Identified planning and administrative gaps included questionable choices of civil society partners, unfinished projects, complex financial procedures and inappropriate financial allocations. Programme performance gaps included commodities stockouts, capacity constraints, lack of manuals for capacity building and duplicated activities. Identified human resources gaps included poor temporary assignments or too few qualified staff or local specialists, high staff turnover and unclear definition of staff roles.

**A number of factors have supported increased efficiency of UNFPA's programming, but disbursement delays pervade UNFPA's delivery of programmes.** Increased demand for humanitarian action, and for systems to fast-track resources, has enhanced UNFPA's ability to provide timely assistance. UNFPA's strategic approach to procurement has driven considerable cost-efficiencies in the price of inputs for a wide variety of products it provides. Lastly, the Common Chapter harmonised strategies with UNDP, UNICEF and UN Women within the framework of Agenda 2030. Nonetheless, barriers still remain, some of which will always be largely outside of UNFPA control; others fall under UNFPA's control and can be addressed.

#### **KPI 12: Results are sustainable.**

This KPI looks at the degree to which UNFPA is successful in delivering results that are sustainable in the longer term.

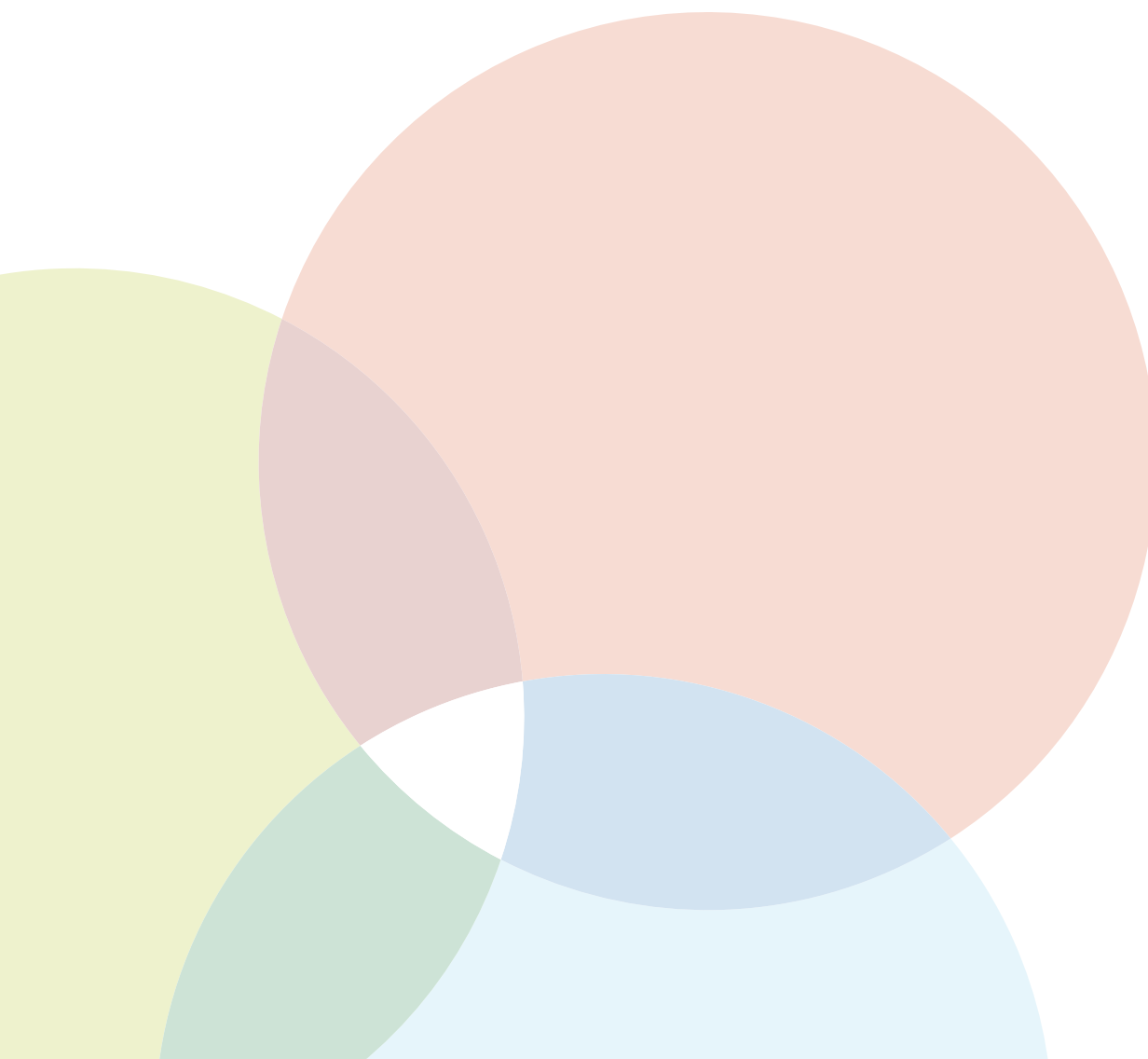
**UNFPA has contributed to strengthening the enabling environment for both development and humanitarian assistance, but UNFPA interventions show mixed results in terms of longer-term sustainability.** The agency has contributed to international norms and standards for sexual and reproductive health and to the inclusion of gender-based violence prevention in humanitarian response protocols. In many instances, UNFPA has used its knowledge base to contribute to better international practice and to improve national capacity. One such example is the sharing of skills and knowledge between countries by facilitating visits by groups of healthcare practitioners. Among other notable examples, UNFPA's advocacy around family planning as a development priority resulted in the explicit inclusion of family planning-related indicators in the Sustainable Development Goals. UNFPA's work with the European Union Joint Research Council and the United Nations Office for the Coordination of Humanitarian Affairs led to the incorporation of maternal mortality into the INFORM index, the United Nation's shared approach for assessing conflict and disaster risk levels. UNFPA's work to address issues affecting young people in humanitarian settings gave rise to a compact which now has 53 signatory members. Lastly, UNFPA leads the global Gender-Based Violence Area of Responsibility of the Global Protection Cluster, which ensures that these issues are addressed as part of any joint response to humanitarian crises.

**UNFPA interventions show mixed results in terms of longer-term sustainability.** UNFPA's thematic funds and country programmes have delivered results in numerous ways over sustained periods, with interventions changing the lives of individuals and communities. However, the sustainability of interventions is more likely where there is a shared, long-term vision, as reflected by the adoption of new practices into national policy and subsequent implementation through national and local structures. Two such examples are family planning and reproductive health in Bolivia and prevention of mother-to-child HIV transmission in Mauritania. Sustainability is highly likely where the government takes over the funding of particular interventions, although good results were also found where communities sought funding via revolving funds. Sustainability is also more likely where the country government shares a long-term vision that includes developing and maintaining formal and informal health system capacity. Where UNFPA partners with a range of local and international stakeholders to support technical skills development within countries, there is a good likelihood of sustained results. A current example is the process to professionalise midwifery education in Bangladesh

in partnership with universities in New Zealand and Sweden. Midwifery is now included in Bangladesh's government operational plan, and the Ministry of Health and Family Welfare recruits and deploys all midwives who complete training. Importantly, the curriculum includes adolescent-friendly practices.

**UNFPA has achieved sustainability of its interventions where partner governments are willing and able to take over the financing of interventions.** Evaluations point to results being sustained where results are linked to national rather than local or remote levels. Examples include improved and updated national policies or guidelines, or sizeable systems such as maternal death surveillance and response. Another example is UNFPA's efforts to assist a range of governments in implementing the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) through the development of national strategies, advocacy on implementation and capacity building for reporting. However, gains in the availability and quality of services are more at risk in targeted, under-served and isolated districts or health zones. Local results are also more at risk, as implementing partners may be unable to secure funding sources after UNFPA's support ends.

**Many of UNFPA's interventions face the additional challenge of needing a change in social and cultural norms and attitudes for the benefits of interventions to be sustained.** Many interventions require societal changes in attitude to sustain benefits. Achieving a shift in cultural attitudes takes time and is more difficult for an external agency to drive. The same applies to youth-focused interventions: the continuity of successful interventions may be limited without the financing and strong support of national actors for strategies and policies targeting youth.





# 3. OVERALL PERFORMANCE OF UNFPA

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## Chapter 3. Overall performance of UNFPA

The performance conclusions first consider four key attributes of an effective organisation: (1) whether it understands future needs and demands; (2) whether it is organised and makes use of its assets and comparative advantages; (3) whether it has mandate-oriented systems, planning and operations; and (4) whether it makes consistent developments according to its resource level and operational context.

Then, the journey of the organisation is mapped against MOPAN's previous assessment of the United Nations Population Fund (UNFPA).

Lastly, the assessment report presents the key findings: the observed strengths and areas for improvement.

### 3.1. CURRENT STANDING AGAINST THE REQUIREMENTS OF AN EFFECTIVE ORGANISATION

#### Is UNFPA future facing?

Successive strategic plans demonstrate evolving thinking and strong engagement with context, as well as innovative approaches for the future. Policies show targeted thinking covering the different areas of the mandate, with effective use of skills across and between areas. UNFPA addresses demands creatively and understands that its power lies in influencing and leveraging its knowledge and comparative advantage, and that this will achieve more than direct service provision. As a small agency, UNFPA recognises that the key to programme sustainability in the longer term is to encourage countries to put in place rights-based legislative frameworks and institutions, with goals that reflect the organisation's strategy. This requires a critical mass of skilled and like-minded officials at a range of levels, making capacity building an important element of any future-focused intervention.

UNFPA's strategic plans have become increasingly results focused and are addressing the rapidly changing development context. The last strategic period saw the introduction of the three transformative results – the “three zeros” – which constitute the concrete outcomes of realising the organisation's goal. UNFPA has worked in humanitarian situations for more than a decade, reallocating existing resources and actively searching for supplementary funds to meet demand. The 2018-21 Strategic Plan mainstreams these humanitarian issues and funding as part of programming. Crucially, it moves the focus from simple provision of humanitarian aid to examining how to provide services in ways that build the country's service delivery systems for sexual and reproductive health, maternal health and gender-based violence prevention.

UNFPA's capacity is stretched in two directions. The organisation is addressing the increasing demand for participation in humanitarian action and simultaneously delivering coherent development programmes while managing the development-humanitarian nexus. This dual development and humanitarian focus places a strain on both human and financial resources. In addition, meta-analysis of the agency's contribution to humanitarian action raises an important question for resource allocation: should UNFPA ramp up its role in humanitarian data analysis?

Policy supports UNFPA programme implementation across all its key mandate areas, while procedures and comprehensive guidance notes provide support to staff and implementing partners. This approach builds coherent practice across the organisation and contributes to solid institutional memory. It is notable that all guidance notes link explicitly to the strategy and results.

This results focus is evident in the Integrated Resource and Results Framework (IRRF), which is aligned with the Quadrennial Comprehensive Policy Review (QCPR), the Sustainable Development Goals (SDGs) and the International Conference on Population and Development Programme of Action (ICPD PoA). A significant percentage of the IRRF's

indicators are adopted directly from the SDGs. Work towards results is supported by monitoring and reporting systems developed through testing and use. There is also an explicit commitment to making the link between activities and inputs through to outcomes and results, however staff acknowledge that this leap often poses a challenge at the level of country delivery. The Global Programming System and Strategic Information System push compliance reporting, but they also encourage careful thinking around how each activity and cost contributes to a result and around the associated risks that need managing. UNFPA has made available good guidance on how to achieve this.

UNFPA understands the need to ensure the collection of accurate and comprehensive data, which are then analysed rigorously to assess performance. The agency has consciously built capacity to translate performance information into accessible visual stories to illustrate the impact on beneficiary lives. The organisation's communications embrace a wide array of current media formats and use effective data visualisation to build a picture of UNFPA as an organisation that changes lives rather than produces information. The website is filled with stories and pictures, but more in-depth information is easily accessible for those needing deeper analysis. Donor pages promoting UNFPA's largest supporters display exactly what each country's money has achieved.

Several programme gaps identified in evaluations are being or have already been addressed through new or improved systems. These include improvements to results-based management, better human resource management, and better tracking and analysis of monitoring data. The 2018-21 Strategic Plan thoughtfully addresses several findings from the Evaluation of the Architecture to Support Implementation of the 2014-17 Strategic Plan. UNFPA's collaboration with UNDP, UNICEF and UN Women as the Common Chapter actively embraces the "Delivering as One" process, with each agency's comparative advantage clearly articulated. The organisation is already engaged in several system-wide forums and is building capacity to collaborate and harmonise approaches. Examples include its work as part of the UN Evaluation Group and the UN System-wide Action Plan. UNFPA has taken active steps, both structurally and procedurally, to harmonise procurement and humanitarian functions with other agencies. The Procurement Office is based in Copenhagen. Some humanitarian operations will be relocated to Geneva in 2019, bringing them closer to other key players.

### **Is UNFPA making best use of what it has?**

In the context of declining core funding and increasing competition for donor funds, UNFPA recognises the need to use its knowledge and expertise to leverage partners to spread and deepen impact. This is driven by a carefully crafted partnerships strategy and broad and innovative resource mobilisation. UNFPA identifies four categories of partnerships, depending on focus and expertise: reach, brainpower, resources and a conducive environment. Parliamentarians are the key to establishing a conducive environment, and this has been and will continue to be a critical area of engagement. Other potential and existing partners who can advance UNFPA's mandate, develop innovative interventions, or provide resources or assistance in different forms are foundations, corporations, academic and research institutions, and donor foundations.

While a relatively small agency, UNFPA definitely punches above its weight and works hard to ensure quality advocacy and interventions linked to its mandate. It promotes family planning, maternal health, gender-based-violence prevention and adolescent-friendly services as part of overall improvements to countries. These interventions are undertaken even in countries with declining birth rates and where there is political pushback. Together with key partners, UNFPA operates key thematic funds that in many cases constitute the only interventions addressing key aspects of inequality. These include the UNFPA-UNICEF Joint Programme on Female Genital Mutilation and the Maternal Health Thematic Fund. The latter focuses on strengthening health systems and ensuring that women and girls have access to quality maternal health services when and where they need them, thereby reducing maternal mortality, ending preventable newborn deaths and ensuring universal access to sexual and reproductive health care. UNFPA also partners with UNAIDS, UNICEF, UN Women, the World Health Organization and the World Bank through the H6 fund (previously known as the HP4+ fund) to support expanded access to reproductive, maternal, newborn, child and adolescent health services in ten African countries.

UNFPA's insistence on the need for and benefits of sexual and reproductive health and gender-based violence interventions in humanitarian situations has influenced larger agencies to include these issues as standard in their protocols. UNFPA's approach also insists that, where possible, systems and services should be delivered in a way that establishes sustainable methods of delivery that can be carried through into post-crisis health care management. UNFPA is committed to delivering effective services to all women and girls in crisis situations. However, current refugee populations are often found in countries not traditionally supported by donors, which makes it difficult for the organisation to raise supplementary funds for implementation. Interviews confirmed that these situations are managed as comprehensively as possible.

A key element of UNFPA's comparative advantage is the incorporation of population data into development and humanitarian planning. Census support forms an integral part of UNFPA country-level interventions. Good census data can provide the evidence base for UNFPA mandate areas. The organisation provided support to more than 130 countries during the 2010 census round, which ran from 2005 to 2014. UNFPA's strategy for the 2020 international census round is aligned with the UN Secretary-General's 2015 call to strengthen national statistical offices. Building the capacity of governments to undertake the 2020 census is therefore seen as a foundation for achieving sustainable development and the 2030 Agenda.

The evaluation of the 2010 census round concluded that UNFPA had not done enough to demonstrate the myriad uses of population data for planning targeted services and national budgeting and planning. Since the 2010 round, UNFPA has worked with national statistical agencies and built country capacity for census taking and population data analytics, promoting these tools as an important basis for better country-level planning and resource allocation. UNFPA works hard to convince country partners of the benefits of investing in their demographic dividend, and some countries are now actively including this idea into national planning.

UNFPA also works with national disaster risk management agencies on planning for recurrent natural disasters. Using available population data combined with geospatial imaging and modelling software, the organisation's demographic experts are able to produce good estimates of population size and location, including in hard-to-reach areas. This unique demographic capability is increasingly in demand at the country level. However, despite the evaluation findings of the 2010 round, this significant capability is still spread very thinly, and the limited number of highly skilled focal staff at regional and country levels restricts UNFPA's ability to respond to expanding demand.

UNFPA has become an organisation comfortable with change and innovation. This is clearly the result of extensive engagement with staff across the organisation on a range of issues where ideas and inputs are taken seriously. The idea of innovation and technology as assets to be harnessed is well established. UNFPA's Innovation Fund is also well established and employs an increasingly rigorous selection process to identify innovative ideas to support. Innovations must demonstrate how they would add value to the lives of UNFPA's target populations. For example, support was provided for the development of a mobile technology App to help women monitor their periods. The App is supplemented with a range of information on sexual and reproductive health and rights.

The UNFPA Supplies Programme and the Procurement Office search continuously for ways to increase cost-effectiveness and efficiency, while encouraging suppliers to move towards more environmentally friendly production of sexual and reproductive health supplies. As the largest purchaser of condoms in the world and an organisation with an extensive global procurement network, UNFPA is uniquely situated to support and co-ordinate procurement with other agencies.

As a member of the Coordinated Supply Planning Group, it also monitors sexual and reproductive health stock and supply needs across 41 countries. The work of this group of stakeholders ensures that countries receive sufficient correct supplies to meet need, avoiding duplicated supply in some countries and lack of stock in others, which in turn



prevents waste through product expiration. The group co-ordinates shipping and shares costs among the different members. In 2018, it set up additional supply depots to address increasing worldwide demand at humanitarian crisis points for supplies, including dignity kits and emergency health kits for rape victims. UNFPA Procurement also works with the Global Fund on joint procurement of condoms.

### Is UNFPA a well-oiled machine?

UNFPA continuously reviews and optimises operations to address its mandate. International office realignment and an increasingly clear role for Regional Offices build on improvements from the last strategic period. There is also extensive evidence of an iterative “plan-do-review-learn-improve” cycle underpinning operations. This is visible in carefully guided planning and programme quality assurance processes that require or demonstrate how new interventions build on past lessons, and how the improved approach contributes to UNFPA’s strategic outcomes. It was also evident in the wide range of documents reviewed and the interviews conducted for this assessment process. UNFPA’s human resource system contributes to a culture of learning and knowledge building and sharing, although more could be done to share this culture with implementing partners. Monitoring, reporting and risk instruments are continuously improved with staff kept in the loop.

During the 2014-17 Strategic Plan, UNFPA rolled out its office realignment process to ensure offices were aligned with the Modes of Engagement. This process continued through the Comprehensive Resources Review (CRR) to ensure alignment with the 2018-21 Strategic Plan. The process has included an organisation-wide IT optimisation process that aimed to make best use of resources at the country, region and international levels. To better support middle-income countries, which have fewer staff and a large advocacy and policy engagement mandate, UNFPA is piloting a shared services centre through the East and Southern Africa Regional Office. The aim is for the centre to undertake generic administration, finance and human resource functions, thereby freeing up programme staff for development-focused work. The pilot has taken over finance and procurement functions for five countries and by April 2018 has reported improved turnaround times and satisfied “clients”. The process is now in the process of taking on additional administrative functions, and a mid-term review in July 2018 and a full review at year-end will determine if the centre constitutes a realistic model for other regions. At this point the outlook is promising. However, there are other concerns in relation to smaller offices, where the most senior staffer is often not at the level of a Country Representative. This can be counterproductive in terms of policy engagement and influence, as well as government perceptions.

UNFPA has worked hard to develop an effective communications process to promote its mandate and enable shared learning. The organisation is active on all current social and other media platforms, with careful planning around content. Media engagement focuses on achieving visibility on mainstream respected platforms. Messaging is based consistently around people-centred stories that reflect the impact of UNFPA’s work on the lives and health of ordinary people. The organisation’s Annual Reports exemplify this approach, providing headline facts that detail the volume of work done and short briefs on work underway in each region. The flagship publication *State of the World Population* is available as a user-friendly website with chapters introduced in the attractive style of a graphic novel.

The evaluation of the 2010 census concluded that UNFPA had not fully exploited the wealth of knowledge or the reputation gained through the 2010 support process. An important observation was the significant loss of skilled and experienced census expertise. Both of these findings give cause for concern given the central value of this function to UNFPA’s purpose. UNFPA has worked to address the findings. Valued work continues with support to national statistics agencies, and population data are being used increasingly in humanitarian planning. In addition, innovative solutions are being explored in the Population and Development Branch to understand transit cities and create an accessible census data platform.

The 2016 Evaluation of the Architecture Supporting the Operationalization of the 2014-17 Strategic Plan provided insightful analysis and findings to guide the structures and functions contained in the subsequent 2018-21 Strategic

Plan, which was developed during 2017. An evaluation of the revised architecture is planned for 2020. Also planned for 2020 is an evaluation of UNFPA's contribution to United Nations coherence. Together these evaluations should provide a clear picture of the ongoing suitability of UNFPA's structure and functions, and highlight the challenges moving towards 2030.

### **Is UNFPA making a difference?**

Increased demand for UNFPA services indicates its continued relevance in both the development and humanitarian sectors. The organisation's focused delivery of its core mandate is having a significant impact on a massive challenge in the context of increasing international conservatism. UNFPA has placed sexual and reproductive health and gender-based violence prevention on the humanitarian agenda and contributes population data expertise to support more focused planning. Advocacy and dialogue are leading to changes in policy and legislation, but this is a very large agenda and much work still remains to be done.

Country government delays are inevitable, but slow process turnaround in UNFPA has major consequences for the impact of the agency, reputation and cost. Reach and brainpower partnerships are being actively pursued to explore the limits and potential of this approach. UNFPA also recognises the need to ensure that, once policy is achieved at national level, the country commits to and is helped to cascade implementation to local and municipal levels of government. This will ensure that marginal groups also have access to sexual and reproductive health and safe, good-quality maternal health services.

UNFPA's thematic funds and country programmes have delivered results in various ways over sustained periods, with numerous examples of interventions that have changed the lives of individuals and communities. However, systemic sustainability over the longer term is more difficult. If the intervention occurs at the level of national policy and is implemented through national and local structures, sustainability becomes more likely. This likelihood increases if there is a co-funding arrangement or the government takes over funding at the end of a programme.

Interventions that improve the education curriculum and receive support through policy and regulation also have the potential to be sustainable, although this may depend on sustained government support to local education institutions. Sustainability is far less likely to be achieved for localised interventions or those targeting under-served and isolated areas. Many UNFPA interventions are working to ensure fairly fundamental shifts in social or cultural norms, which can be challenging for an external agency. However, the UNFPA-UNICEF Joint Programme on Female Genital Mutilation has demonstrated progress in this area.

Cost-efficiency and timely delivery is affected by both external factors and internal delays. Consistent barriers to achievement include low implementing partner capacity, limited resources, delays and changing priorities. Country partner delays occur most frequently when government structures must approve or sign agreements. Internal bottlenecks include delays in disbursing funds, weak co-ordination structures, inflexible workflows, and a lack of adequate monitoring and backstopping to address capacity gaps.

## **3.2. PERFORMANCE JOURNEY**

### **Comparison with previous assessments**

The MOPAN methodology has evolved significantly since UNFPA's previous assessment in 2014. As a result, a direct comparison between the 2014 assessment and the present assessment is not feasible. However, it is instructive to revisit the main findings – strengths and areas for improvement – as presented in the 2014 assessment.

UNFPA still embodies the strengths identified in 2014, but the organisation has evolved, becoming more focused and building organisational good practice at all levels. The strategic plan remains relevant to international development

**Box 3: Main strengths and areas for improvement from the MOPAN 2014 assessment****Strengths in 2014**

- UNFPA has a clear and targeted mandate and aligns its strategic plan with the guidance and priorities of the Quadrennial Comprehensive Policy Review (QCPR).
- UNFPA has worked to instil a results-oriented organisational culture, including by adopting a robust Integrated Resource and Results Framework, theories of change and improved country-level monitoring and evaluation.
- UNFPA is pursuing results that are relevant to its mandate and aligned with global development trends and priorities and with the needs of beneficiaries.
- The organisation aligns its country programmes with government priorities in programming countries and with the UN Development Assistance Framework (UNDAF).
- UNFPA has policies and processes in place for financial accountability. It has strengthened its internal audit function and updated its methods for allocating resources.
- UNFPA makes appropriate use of country systems and is seen to contribute to mutual assessments of progress with its implementing partners.
- UNFPA is recognised for its valuable role and contributions to policy dialogue at the global and country levels. As the leading multilateral agency on population and reproductive health, it is seen to add value both in terms of content and respect for partner views.
- The organisation has appropriate policies to guide its humanitarian response and is seen to respect humanitarian principles while delivering assistance.

**Areas for improvement in 2014**

- The policies and systems in place to manage staff performance are not yet used to full advantage.
- Further effort could be made in providing evidence of progress towards the organisation's stated results at the country level. UNFPA is in the process of strengthening the availability of data on its contributions to outcomes.
- UNFPA could strengthen its strategies to identify, mitigate, monitor and report on risks.
- Procedures could be improved to respond to partners and to changing circumstances in a more timely manner at the country level.

and humanitarian priorities and is well aligned with the organisation's mandate. The 2018-21 Strategic Plan builds on lessons learned from implementation during the 2014-17 period. In particular, three transformative results have been added to support the goal statement. These are represented by "signature" indicators in the Integrated Resource and Results Framework. The transition from the Millennium Development Goals to the Sustainable Development Goals has been embraced through the adoption of indicators drawn directly from Agenda 2030, which account for 60% of UNFPA's indicators. Over half of the IRRF's outcome and impact indicators are shared with the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF) and UN Women as part of a Common Chapter commitment to working together as part of the "Delivering as One" process.

UNFPA has developed and embedded results-based management as a primary tool to ensure accountability. Country programmes remain well aligned with national priorities and needs, and their contribution to policy dialogue continues to result in policy and legislation around access to sexual and reproductive health for women and adolescents.

Areas identified for improvement in 2014 have been addressed effectively and show evidence of learning and improving, as is also the case for areas of strength. Human resources (HR) at UNFPA have undergone a significant change. The same performance management system (PAD) is still in use, and there is 90% compliance in terms of staff uploading relevant information annually. However, the HR approach emphasises the need for more hands-on and one-to-one engagement with staff in line with good practice.

UNFPA has also established “Strategic Partner” human resource posts in Regional Offices to support management in Country Offices. Interviews for this assessment highlighted significant take up of expertise offered by these practitioners, resulting in them being overstretched. Deployment of these HR Strategic Partners to Regional Offices also provides closer expert support for Country Offices. UNFPA’s Division of Human Resources supports UN HR innovations and frequently hosts multilateral career and learning events. UNFPA coaches and mentors a leadership pool as part of succession planning. The Enterprise Risk Management system is well established and subject to continuous improvement and updating. Interviews confirmed a keen awareness of risk at all levels, supported by regular risk awareness communications.

Demonstrable progress has also been made in responding to partners and changing circumstances at country level in a timelier manner. The organisation is more agile and responsive, and Regional Offices enable better strategic oversight. The MOPAN survey showed that external stakeholders are generally positive about UNFPA’s engagement at country level and find the organisation to be context sensitive, with some exceptions. However, delays to programme inception and disbursements remain the most frequently cited impediment to both efficiency and effectiveness.

Boxes 4 and 5 summarise the key institutional strengths identified in this MOPAN assessment, along with areas that could benefit from attention.

#### Box 4: Main strengths identified in the MOPAN 2017-18 assessment

##### Strengths in 2018

- UNFPA has a clear, focused, results-oriented strategy closely aligned with global frameworks, ownership of which is strong across the organisation.
- UNFPA’s human resources function has become a strong asset.
- UNFPA has harnessed knowledge management as a key resource, bolstered by improved evaluation processes.
- UNFPA is good at translating its expertise and results base into accessible communications.
- UNFPA has robust and carefully monitored financial and risk management systems.
- Results-based management and monitoring systems are well entrenched within UNFPA and enable the linkage of activities and expenditure to outcomes and strategic results.
- UNFPA is actively committed to partnership synergies through the “Delivering as One” and UN reform processes, as well as its leadership role in humanitarian forums.

**Box 5: Main areas for improvement identified in the MOPAN 2017-18 assessment****Areas for improvement in 2018**

- UNFPA's unique offering of population data analytics could be better leveraged with further planning and resources.
- Internal delays in sign-offs and disbursements affect partnerships and programme implementation.
- Advocacy and policy dialogue in some countries is out of sync with the seniority level of country representatives.
- Reviews and engagement with partners at country level do not always help build those relationships or address partner concerns.
- Speed in procurement of humanitarian supplies and personnel remains a challenge.
- Capacity-building interventions are not achieving potential return on investment.

Overall, this assessment found that UNFPA's performance journey is very positive. The agency performed relatively well in 2014. The attention focused on operational and programme improvements over the last strategic period is reflected in the high levels of functionality evident in 2018. That said, the agency remains sighted on areas for continuous improvement that build on these gains.



# ANNEXES



## Annex 1. Evidence table

### Methodology for scoring and rating

The approach to scoring and rating under MOPAN 3.0 draws from the OECD *Handbook on Constructing Composite Indicators: Methodology and User Guide* (OECD/EU/JRC, 2008). Each of the MOPAN 3.0 key performance indicators (KPIs) contains a number of micro-indicators (MIs) which vary in number. The MIs, in turn, contain elements representing international best practice; their numbers also vary.

The approach is as follows:

#### a) Micro-indicator (MI) level

Scores ranging from 0 to 4 are assigned per **element**, according to the extent to which an organisation implements the element.

For **KPIs 1-8**, the following criteria frame the scores:

- 4 = Element is fully implemented/implemented in all cases
- 3 = Element is substantially implemented/implemented in the majority of cases
- 2 = Element is partially implemented/implemented in some cases
- 1 = Element is present, but not implemented/implemented in zero cases
- 0 = Element is not present

Taking the average of the constituent elements' scores, a rating is then calculated per MI. The rating scale applied is as follows:

3.01-4	Highly satisfactory
2.01-3	Satisfactory
1.01-2	Unsatisfactory
0.00-1	Highly unsatisfactory

The ratings scale for **KPIs 9-12** applies the same thresholds as for KPIs 1-8, for consistency, but pitches scores to the middle of the threshold value (to guard against skewing in favour of higher ratings).

3.5 =	Highly satisfactory
2.5 =	Satisfactory
1.5 =	Unsatisfactory
0.5 =	Highly unsatisfactory

A score of zero (0) for an element means the assessment team had expected to find evidence but did not find any. A score of zero counts towards the MI score.



A score of “N/E” means “no evidence” indicates that the assessment team could not find any evidence but was not confident of whether or not there was evidence to be found. The team assumes that “no evidence” does not necessarily equal a zero score. Elements rated N/E are excluded from any calculation of the average. A significant number of N/E scores in a report indicates an assessment limitation (see the Limitations section at the beginning of the report).

A note indicating “N/A” means that an element is considered to be “not applicable”. This usually owes to the organisation’s specific nature.

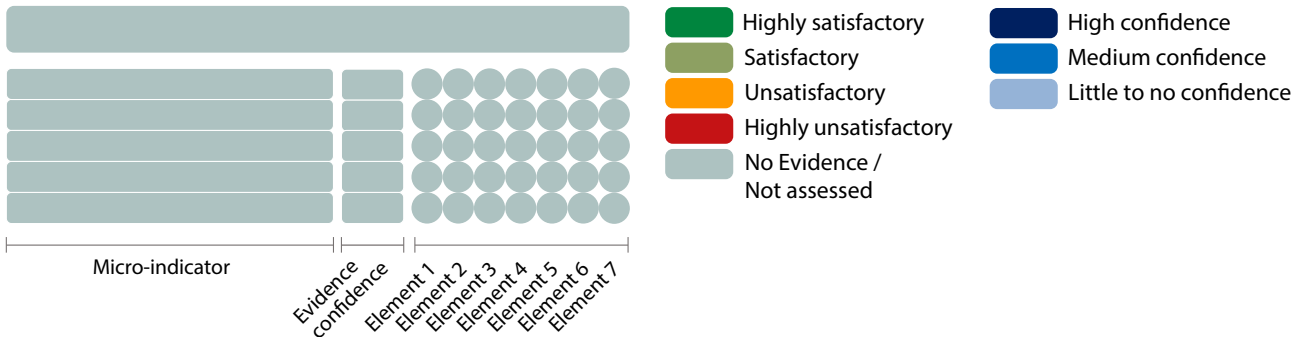
*b) Aggregation to the KPI level*

The same logic is pursued at aggregation to the KPI level to ensure a consistent approach. Taking the average of the constituent scores per MI, a rating is then calculated per KPI.

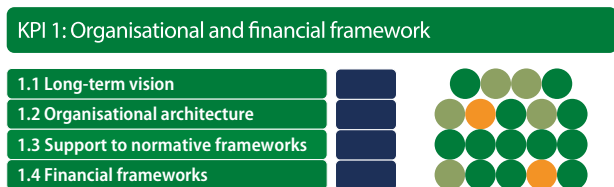
The calculation for KPIs is the same as for the MIs above, namely:

3.01-4	Highly satisfactory
2.01-3	Satisfactory
1.01-2	Unsatisfactory
0.00-1	Highly unsatisfactory

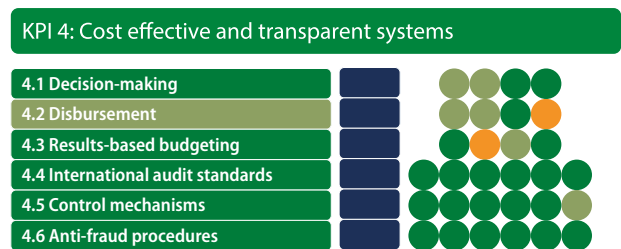
## Key



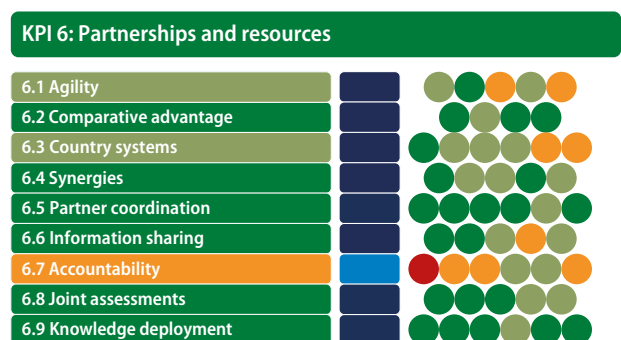
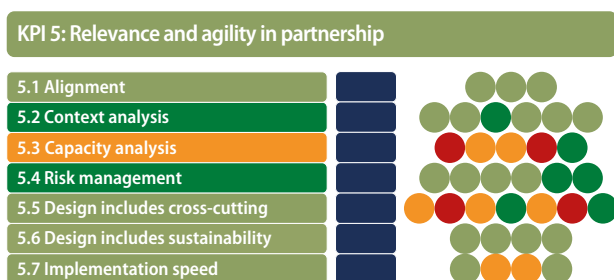
## Strategic management



## Operational management



## Relationship management



## Performance management

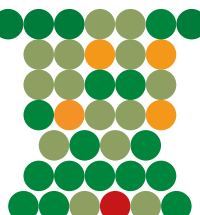
### KPI 7: Results focus

7.1 BRM applied	■	●
7.2 RBM in strategies	■	●
7.3 Evidence-based targets	■	●
7.4 Effective monitoring systems	■	●
7.5 Performance data applied	■	●



### KPI 8: Evidence-based planning

8.1 Evaluation function	■	●
8.2 Evaluation coverage	■	●
8.3 Evaluation quality	■	●
8.4 Evidence-based design	■	●
8.5 Poor performance tracked	■	●
8.6 Follow-up systems	■	●
8.7 Uptake of lessons	■	●



## Results

### KPI 9: Achievement of results

9.1 Results deemed attained	■
9.2 Benefits for target groups	■
9.3 Policy/capacity impact	■
9.4 Gender equity results	■
9.5 Environment results	■
9.6 Governance results	■
9.7 Human rights results	■

### KPI 10: Relevance to partners

10.1 Target groups	■
10.2 National objectives	■
10.3 Coherence	■

### KPI 11: Results delivered efficiently

11.1 Cost efficiency	■
11.2 Timeliness	■

### KPI 12: Sustainability of results

12.1 Sustainable benefits	■
12.2 Sustainable capacity	■
12.3 Enabling environment	■

## STRATEGIC MANAGEMENT

*Clear strategic direction geared to key functions, intended results and integration of relevant cross-cutting priorities*

<b>KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement of expected results</b>	<b>KPI score</b>
<b>Highly satisfactory</b>	<b>3.53</b>
<p>UNFPA has an appropriate, high-quality organisational architecture, coupled with a financial framework that enables mandate implementation and achievement of expected results. UNFPA's Strategic Plan and intended results are based on a clear long-term vision and analysis of comparative advantage. The agency envisages a world where "every pregnancy is wanted; every childbirth is safe and every young person's potential is fulfilled". UNFPA's goal is to "achieve universal access to sexual and reproductive health, realise reproductive rights, and reduce maternal mortality to accelerate progress on the agenda of 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 goals of "leaving no one behind" and "reaching the furthest behind first" promoted in the 2030 Agenda are reflected strongly in the 2018-21 Strategic Plan, and 60% of UNFPA's outcome and impact indicators are drawn from the SDGs. The strategy also builds on lessons learned over the previous periods.</p> <p>UNFPA's organisational architecture, which consists of an Integrated Resource and Results Framework (IRRF), Business Model and Funding Arrangements is congruent with the long-term vision. The agency has strengthened its field presence and its different modes of engagement. The IRRF is based on the quadrennial comprehensive policy review (QCPR) and clearly sets out what UNFPA wishes to achieve at the levels of output, outcome, and impact level, in line with the strategic plans. UNFPA's Strategic Plan supports the implementation of wider normative frameworks and associated results, with elements aligned to the SDGs (Agenda 2030) among other frameworks. UNFPA's Financial Framework supports mandate implementation, and there are clear and established mechanisms in place to support the allocation and management of core and non-core resources, as well as enhanced programme to budget linkages. The global financial landscape is changing and, as a voluntary funded organisation, UNFPA is vulnerable. A significant focus is on engagement with traditional donors and other potential funders to commit to multi-year funding. UNFPA's sources of funding have changed, and currently non-core funds make up nearly two-thirds of available funds.</p>	
<b>MI 1.1: Strategic plan and intended results based on a clear long-term vision and analysis of comparative advantage</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.5</b>
Element 1: A publicly available Strategic Plan (or equivalent) contains a long-term vision	4
Element 2: The vision is based on a clear analysis and articulation of comparative advantage	3
Element 3: A strategic plan operationalises the vision, including defining intended results	3
Element 4: The Strategic Plan is reviewed regularly to ensure continued relevance	4
<b>MI 1.1 Analysis</b>	<b>Source document</b>
UNFPA's 2014-17 Strategic Plan was built around the "Bull's Eye" goal of achieving universal access to sexual and reproductive health, realising reproductive rights, and reducing maternal mortality to accelerate progress on the International Conference on Population and Development (ICPD) agenda. In 2016, there was a mid-term review which confirmed UNFPA's strategic focus and determined that the organisation was well placed to address Agenda 2030. Some adjustments were proposed to better	1, 2, 3, 4, 9, 10, 18, 24, 29, 31, 39, 42, 58, 78, 80, 81, 123

<p>align with Agenda 2030 and better focus on responses to the changing development environment and increasing humanitarian crises. The 2018-21 Strategic Plan builds on this vision, aligning the elements of the “Bull’s Eye” to the SDGs and an explicit positioning of this plan as the first of three leading up to 2030. The following six principles guide UNFPA’s work: 1) Protecting and promoting human rights; 2) Prioritising “leaving no one behind” and “reaching the furthest behind first”; 3) Ensuring gender responsiveness; 4) Reducing risk and vulnerabilities and building resilience; 5) Strengthening cooperation and complementarity among development, humanitarian action and sustaining peace; 6) Improving accountability, transparency and efficiency. In addition to this, three transformational goals (three zeros) underpin all architecture and are key to the organisation’s mandate and activity: 1) End the unmet need for family planning; 2) End preventable maternal deaths; 3) End gender-based violence and all harmful practices, including child marriage. There are also a focus in the results framework on outputs related to overall organisational effectiveness and efficiency, and a stronger focus on human rights and leaving no one behind. The Plan emphasises an integrated rather than silo approach as more effective and efficient.</p> <p>The Programme Accountability Framework explains how UNFPA will apply the UN’s harmonised approach to achieve impact. The Common Chapter annex outlines the UNFPA collaboration with UNDP, UNICEF, and UN Women on SDG indicators. UNFPA’s vision reflects a good understanding of its comparative advantage. This is explicitly asserted at times but is more often implicitly reflected through descriptions of why the organisation is involved in different areas. Partnerships, where UNFPA brings expertise in population data, and sexual and reproductive health are identified as central to the organisation’s way of achieving results: an example is UN agencies’ increasing interest in using geospatial data, where UNFPA’s unique offering is its access to census data and analysis of this data for decision making.</p> <p>All UNFPA’s Strategic Plans are available on its website. Strategic plans of all UN Funds and Programmes must be reviewed every four years in line with the QCPR. The succession of UNFPA Plans indicates that this does happen. The Quadrennial Evaluation Plan 2018-21 indicates that there will be a mid-term review of the new Strategic Plan.</p>	<p>1, 2, 3, 4, 9, 10, 18, 24, 29, 31, 39, 42, 58, 78, 80, 81, 123</p>
<b>MI 1.1 Evidence confidence</b>	<b>High confidence</b>
<b>MI 1.2: Organisational architecture congruent with a clear long-term vision and associated operating model</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.2</b>
Element 1: The organisational architecture is congruent with the strategic plan	3
Element 2: The operating model supports implementation of the strategic plan	2
Element 3: The operating model is reviewed regularly to ensure continued relevance	4
Element 4: The operating model allows for strong co-operation across the organisation and with other agencies	3
Element 5: The operating model clearly delineates responsibilities for results	4

MI 1.2 Analysis	Source document
<p>UNFPA's Strategic Plan is supported by a business model that articulates who is responsible for implementing UNFPA's programme agenda. UNFPA's organisational architecture is congruent with the organisation's normative and technical focus. Successive business models have moved toward clarifying the roles and responsibilities of headquarters, regional, and country offices, with a move to put the role of country offices at the forefront for implementing the strategic plan. The organisational architecture helps to achieve the strategic plan through country, regional, and headquarters presence, and through partnerships at multiple levels. The design of the organisational architecture does not fully articulate how the model supports UNFPA's key priorities, although the Theory of Change helps to clarify how and who will implement the Strategic Plan.</p> <p>As a field-focused organisation with both technical and normative strategic objectives, UNFPA's change model seeks to address supply and demand elements in the areas of sexual and reproductive health and rights (SRHR). This allows UNFPA to achieve goals and deliver results through a business model that provides tailored solutions to meet national needs through various modes of engagement that respond appropriately to national priorities, depending on the context. A criticism of the initial roll out of the organisational architecture was that the initiative was not fully supported by a holistic change management initiative which is necessary to roll out the business model in the diverse contexts where UNFPA operates. Implementation of the 2018-21 Strategic Plan included a comprehensive change strategy.</p> <p>UNFPA is committed to continuous review of context, risks, and national priorities to introduce change, leverage existing resources and integrate lessons learned. In addition, UNFPA undertakes mid-term reviews of its strategic plan to ensure continued relevance.</p> <p>The "Funding arrangements" annex to the Strategic Plan 2014-2017 describes the way in which UNFPA receives resources and how this has changed from predominantly regular resources to more non-core ones over the recent years. Mechanisms for allocating programmatic resources include the recently updated Resource Allocation System (RAS), and global and regional initiatives, which are integrated into the Strategic Plan and budget. The Resource Allocation System ensures most resources go to countries with greatest need and lowest ability to finance programmes. UNFPA only undertakes direct service delivery in "red" countries.</p> <p>UNFPA has a four-dimensional business model that sets out the 'what', 'where', 'who', and 'how' UNFPA will achieve its strategic plan. Internally, the HR Division encourages Country Office staff to work in clusters or teams to reduce siloes and duplication, and to increase efficiencies and learning. Externally, partnerships with governments, non-governmental organisations, civil society organisations, the private sector, think tanks and other national institutions are set out as key to how UNFPA will achieve its strategic priorities, with national capacity development established as the overarching strategy of the UNFPA Programme approach. UNFPA is committed to collaborative working with UNDP, UNICEF and UN Women in a Common Chapter: the agencies share common indicators to which each brings its unique skill set. UNFPA partners with a broad range of stakeholders, including governments, civil society, academic institutions, parliamentarians, and the private sector. This takes practical effect through joint programmes and UNFPA sitting on UN Country Teams. However, the effectiveness of the working relationships with different organisations is variable and is work in progress and may continue to shift with the UN Reform process.</p>	<p>1, 2, 4, 5, 9, 10, 11, 30, 32, 39, 58, 59, 65, 68, 80, 81, 82, 83, 84, 99, 100, 101, 111, 131, 135, 145, 152, 153, 154, 155</p>
<b>MI 1.2 Evidence confidence</b>	<b>High confidence</b>

<b>MI 1.3: The strategic plan supports the implementation of wider normative frameworks and associated results, including Agenda 2030 and others where applicable (e.g. the quadrennial comprehensive policy review (QCPR), Grand Bargain, replenishment commitments, or other resource and results reviews)</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>4</b>
Element 1: The strategic plan is aligned to wider normative frameworks and associated results, including Agenda 2030, and others, such as the QCPR and the Grand Bargain (where applicable)	4
Element 2: The strategic plan includes clear results for normative frameworks, including Agenda 2030, and others, such as the QCPR and the Grand Bargain (where applicable)	4
Element 3: A system to track normative results is in place for Agenda 2030, and any other relevant frameworks, such as the QCPR and the Grand Bargain (where applicable)	4
Element 4: The organisation's accountability for achieving normative results, including those of Agenda 2030, and any other relevant frameworks, such as the SDGs and their targets and indicators, the QCPR and the Grand Bargain (where applicable), is clearly established	4
Element 5: Progress on implementation on an aggregated level is published at least annually	4
<b>MI 1.3 Analysis</b>	<b>Source document</b>
<p>Within the UN, UNFPA has the specialised mandate of providing census and population data expertise. This calls for a close focus on the ICPD's Beyond 2014 agenda. The 2018-21 strategy continues to drive UNFPA's normative role around SRHR within the broader UN response in humanitarian settings. Agenda 2030 is also central to UNFPA's strategy: UNFPA supports the overarching goal of eradicating poverty (Goal 1) focuses on Health (Goal 3), Gender Equality and Empowerment of Women and Girls (Goal 5), Inequality (Goal 10), Peaceful and inclusive societies (Goal 16), and Partnerships and Data for Sustainable Development (Goal 17). The 2018-21 Strategic Plan is closely aligned to the QCPR, the UN Secretary General's Global Strategy for Women's and Children's Health and the broader UN reform agenda. Additional frameworks informing UNFPA's strategy and results framework are the Sendai Framework for Disaster Risk Reduction 2015-2030, the 2015 Paris Agreement on climate change and the 2015 Addis Ababa Action Agenda of the Third International Conference on Financing for Development.</p> <p>UNFPA's Integrated Resource and Results Framework for 2018-21 builds on the 2014-17 IRRF and is structured around three main levels of results (output, outcome and impact) as per QCPR guidance. Sixty percent of UNFPA's IRRF outcome and impact indicators are drawn from the SDGs and 53% are common to the strategies of all four agencies in the common chapter. The IRRF has a complete results chain showing outcomes and outputs necessary to achieve the "Bull's Eye". UNFPA's Strategic Information System (SIS) contains linked systems that track activities, outputs and outcomes. The SIS consists of myResults, myRisks and myReports, which allow units to plan and track outputs linked to Strategic Plan outcomes and look at critical assumptions. A gap was identified in the results reporting chain when the Country Programme Action Plan was done away with in favour of UN Team Joint Work Plans as part of Delivering as One – this process is now supported by the Output Operationalisation Tool, which addresses multi-year planning, and is ensuring a clear linkage of activities to results. Strategic documents clearly acknowledge the importance of accountability for results, and the 2018-21 Strategic Plan has an annex dedicated to Programme Accountability, which focuses on alignment of results with Agenda 2030, and guiding the reporting of global, regional, country, and inter-agency results. Regional offices are responsible for engaging with regional entities, and headquarters for providing normative guidance (including the development of tools, guidelines, and standards) as well as quality assurance in critical areas.</p>	1, 2, 3, 4, 6, 8, 9, 10, 18, 19, 21, 30, 32, 39, 42, 48, 57, 58, 80, 85, 150

<p>Within country programmes and thematic areas UNFPA works towards establishing standards, and where possible, country policies to guide the provision of services in areas such as sexual and reproductive health (SRH) and gender-based violence (GBV). For example, the Humanitarian Overview for 2017 outlines the key factors underlying UNFPA's leadership around gender-based violence.</p> <p>UNFPA publishes its implementation results via its Annual Report, as well as through a portfolio review. There are other annual reports for various UNFPA thematic funds or streams of work such as the flagship State of the World Population report (Document 18), which is an aggregation of information from a range of UNFPA data sources. UNFPA is also a core contributor to flagship reports produced by the Population Division of the United Nations Department of Economic and Social Affairs, the United Nations Educational, Scientific and Cultural Organization, and the World Health Organization.</p>	1, 2, 3, 4, 6, 8, 9, 10, 18, 19, 21, 30, 32, 39, 42, 48, 57, 58, 80, 85, 150
<b>MI 1.3 Evidence confidence</b>	<b>High confidence</b>
<b>MI 1.4: Financial Framework (e.g. division between core and non-core resources) supports mandate implementation</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.4</b>
Element 1: Financial and budgetary planning ensures that all priority areas have adequate funding in the short term or are at least given clear priority in cases where funding is very limited	3
Element 2: A single integrated budgetary framework ensures transparency	4
Element 3: The financial framework is reviewed regularly by the governing bodies	4
Element 4: Funding windows or other incentives in place to encourage donors to provide more flexible/un-earmarked funding at global and country levels	2
Element 5: Policies/measures are in place to ensure that earmarked funds are targeted at priority areas	4
<b>MI 1.4 Analysis</b>	<b>Source document</b>
<p>The global financial landscape is changing and, as a voluntary funded organisation, UNFPA is vulnerable. It has limited ability to predict accurately and secure funds annually as few top donors commit to multi-year funding.</p> <p>The 2014-17 Strategic Plan's Funding Arrangements annex established a clear architecture for resource allocation. This was improved and refined over the strategic period. Within this architecture, the Resource Allocation System (RAS) and the Emergency and Opportunities Funds provide more detailed mechanisms for allocation. Importantly, this strategic period was the first time that all funds (core, thematic and pooled, global, regional, country and institutional) were reflected in an Integrated Budget. Cost recovery is also part of budgeting and reporting. The Resource Allocation System is aligned with UNFPA's strategic priorities and governs regular resources allocation to country programmes.</p> <p>The Integrated Budget determines the proportion of funds for Institutional Budget and Global and Regional Interventions (GRI), as well as the Emergency Fund. Individual framework agreements govern the allocation of non-core funds. These frameworks determine the proportion of funds going to the institutional budget, and provide for funds into humanitarian crises, as well as occasional top-ups of development funding shortfalls. UNFPA undertook an extensive process to understand relative need across countries to better link allocation to impact. Some key RAS indicators were changed, Humanitarian factors were considered, and a Gender Inequality Index added. Countries were grouped</p>	2, 5, 6, 9, 11, 14, 15, 19, 20, 24, 26, 30, 31, 36, 39, 57, 59, 60, 61, 68, 69



into coherent categories based on a combination of need and ability to finance: four colour-coded quadrants with red, orange, yellow and pink. “Red” countries are most in need and therefore receive the bulk of UNFPA funding and focus. This logic has been continued in the 2018-21 Integrated Resource and Results Framework, with improvements/refinements.

The Resource Management Policy sets out principles and procedures for financial planning and the administration of both earmarked and unrestricted resources. The Policy for the Management of Non-Core Funds covers funds received by Headquarters, and these funds are disbursed in line with the Non-Core Funds Allocation System. 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.

UNFPA’s Resource Mobilisation Strategy outlines a selection of funding mechanisms to provide additional windows of opportunity for funding with built-in incentives to mobilise non-core resources. It also includes a “Case for Core” initiatives aimed at both traditional and non-traditional donors – arguing that sustainable core resources enable UNFPA to advance those mandates which are more difficult to achieve with earmarked funds or co-financing agreements, and support the agency’s normative and advocacy work. Interviews provided a range of examples of UNFPA initiatives to raise funds in different ways for various programme elements. An example is the mobilisation of USD 31 million for one country’s development programme. Fund-raising offsets reduced regular resources. UNFPA also supports domestic fundraising by matching optional contributions from upper-middle or high-income countries to fund their own programme activities for up to USD 100 000 per year. Resource Mobilisation feeds into budgeting intelligence.

Financial reporting for thematic or pooled funding programmes is provided in the Annual Reports of these programmes. At country and regional levels, the budget is based on target estimates, but planned resource distribution based on income projection. This is managed monthly. UNFPA has good programme to budget linkages. The GPS online reporting system requires users to tag activities to indicators in the results framework; this allows linkage to budget. ICT integration is set to further improve these linkages.

The financial framework is regularly reviewed, and the Executive Board reviews projected revenue from regular and non-core sources. In mid-2016, the Executive Board welcomed realignment of the Strategic Plan and Integrated Budget to the 2030 Agenda and asked that lessons learned from the 2014-17 Budget were incorporated into the 2018-21 Budget. In mid-2017 the Board asked that future Annual Reports include a more detailed analysis of the results achieved with regular (core) resources. Internal and external audit functions look at the efficiency and effectiveness of the financial framework.

2, 5, 6, 9, 11, 14, 15,  
19, 20, 24, 26, 30, 31,  
36, 39, 57, 59, 60, 61,  
68, 69

#### MI 1.4 Evidence confidence

High confidence

<b>KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues at all levels</b>	<b>KPI score</b>
<b>Satisfactory</b>	<b>2.83</b>
<p>UNFPA identifies gender equality, women's empowerment, adolescents and youth, and humanitarian work as key cross-cutting areas within its mandate. The agency has structures and mechanisms in place to support implementation of cross-cutting issues at all levels. The Strategic Plan and Integrated Resource and Results Framework (IRRF) emphasise these through specific indicators, outputs and outcomes. UNFPA's mandate means gender is a primary focus as well as a cross-cutting issue across most of the organisation's activities; it is one of the central pillars of the 2018-21's Theory of Change. There is a clear commitment to gender equality within reporting and evaluation systems and a dedicated 'Gender, Human Rights and Culture Branch' provides expertise and guidance across the organisation. UNFPA does not have a dedicated policy on environmental sustainability or climate change but other policies consider environment. The 2018-21 Strategic Plan refers to the Rio+20 process and Outcome 4 of the IRRF notes that population dynamics and data are key to addressing sustainable development, environmental impacts and climate change. Although not articulated within a UNFPA policy document, national-level policymaking is a strategic focus area. Good governance building happens through UNFPA's work in policy development, national peacebuilding efforts, and humanitarian situation engagements where one focus is to ensure that sexual and reproductive health services are delivered in a way that enhances and expands existing service delivery frameworks. Outcomes and Outputs in the IRRF mention inclusion, human rights, and empowerment, all of which ultimately require strong and well governed country-level institutions.</p> <p>At the corporate level, the IRRF's 2018-21 Organisational Effectiveness and Efficiency (OEE) output indicators, taken together, suggest an organisation that takes good governance and oversight seriously. Human Rights is one of three enablers for achieving the "Bull's Eye" in UNFPA's Strategic Plan with dedicated rights targets and indicators in results and corporate reporting frameworks. Human Rights is mainstreamed into programming, culture, objectives, and staff makeup of UNFPA. UNFPA's engagement in humanitarian contexts has grown and is increasingly in demand. While revenue for this work has grown substantially in the last strategic period, funding is not commensurate with population needs and corporate commitments. UNFPA's expertise in population data and sexual and reproductive health services is increasingly well regarded. The agency has developed effective methods to address the challenges of engaging in Humanitarian settings. UNFPA is mandated to empower adolescents and youth to have access to sexual and reproductive health and reproductive rights, in all contexts through investments in knowledge and skills development, advancing policies and promoting leadership and participation. Youth is mainstreamed in all UNFPA engagements, and there are youth advisors in the Country Offices. There are also clear links between gender equality and adolescent and youth within UNFPA programming.</p>	
<b>MI 2.1a: Gender equality and the empowerment of women</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3</b>
Element 1: Dedicated policy statement on gender equality available and showing evidence of use	2
Element 2: Gender equality indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	4
Element 3: Accountability systems (including corporate reporting and evaluation) reflect gender equality indicators and targets	4
Element 4: Gender screening checklists or similar tools used for all new Interventions	2
Element 5: Human and financial resources (exceeding benchmarks) are available to address gender issues	3
Element 6: Capacity development of staff on gender is underway or has been conducted	3

MI 2.1a Analysis	Source document
<p>UNFPA has a Gender Strategy in place from 2011 and a new Gender Strategy was due for release in 2019. The nature of UNFPA’s mandate means gender is a primary focus as well as a cross-cutting issue across most of the organisation’s activities. Gender equality, the empowerment of all women and girls, and reproductive rights are advanced in development and humanitarian settings is one of the central pillars of the 2018-21’s Theory of Change. There is evidence in documents of a strong commitment backed by a wealth of knowledge to gender equality issues. There is extensive and comprehensive background and contextual information provided in many documents which set the scene for UNFPA’s operating context.</p> <p>The 2014-17 IRRF aimed to advance gender equality, women’s and girls’ empowerment, and reproductive rights, including for the most vulnerable and marginalised women, adolescents and youth. This shows more focus than the previous (2008-13) strategic period where only one output was dedicated to gender. The IRRF integrates the 2030 Agenda principles of leaving no one behind and reaching the furthest behind first, and 60% of the outcome and impact indicators are drawn directly from the SDGs. The Common Chapter annex to the 2018-21 Strategic Plan details UNFPA’s contribution to the shared indicators, targets and goals. The IRRF’s Organisational Effectiveness and Efficiency (OEE) outputs include two gender-related indicators</p> <p>There is a clear commitment to gender equality within reporting and evaluation systems. Evidence shows that evaluations comply with the United Nations Evaluation Group (UNEG)’s gender related norms and standards and integrate gender-related principles as required by the UN’s System-Wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP). The RAS includes a Gender Inequality Index indicator as part of resource allocation decision making.</p> <p>Beyond application of UN-SWAP norms, UNFPA does not have explicit gender checklists or tools that it applies to all new interventions.</p> <p>UNFPA has a Gender, Human Rights and Culture Branch which engages across the organisation, providing expertise and guidance. With gender a central focus of UNFPA’s mandate, funding for this issue is spread throughout the budgets. Both strategic periods allocated bulk funding of around USD 400 million to the gender-specific Outcome 3. A large proportion of funding for gender-related issues is channelled through funds such as the UNFPA Supplies Programme and the Maternal Health Thematic Fund which enable predictability as well as flexibility. There are several gender-focused joint programmes with other agencies: two examples are SPOTLIGHT, which addresses gender-based violence; and a worldwide programme addressing female genital mutilation. While the lessons learned synthesis found that, although effective, gender-related programmes are often under-resourced, Country Offices are often able to mobilise additional resources, particularly for gender-based violence in humanitarian action. Work on census and national demographics includes an emphasis on the need to disaggregate national data by income, gender, age, race, migratory status, disability and geographic location.</p> <p>UNFPA emphasises constant learning, from programme examples as well as formal technical and training inputs. Interviewees mentioned a range of required and optional training opportunities. Some examples include: the Women and Girls First initiative network requires capacity building to ensure all beneficiaries receive the same quality services – this is part of norms building through field offices. “I Know Gender” is mandatory for all staff (driven by the SWAP). There is an e-learning course on the Essential Services Package for Women and Girls Subject to Violence – this is not mandatory training.</p>	<p>1, 2, 3, 6, 7, 11, 12, 14, 15, 16, 17, 19, 24, 28, 29, 39, 41, 43, 45, 46, 47, 48, 51, 61, 65, 68, 80, 81, 159</p>
<b>MI 2.1a Evidence confidence</b>	<b>High confidence</b>

<b>MI 2.1b: Environmental Sustainability and Climate Change</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Unsatisfactory</b>
<b>Overall MI score</b>	<b>1.5</b>
Element 1: Dedicated policy statement on environmental sustainability and climate change available and showing evidence of use	0
Element 2: Environmental sustainability/ climate change indicators and targets are fully integrated into the organisation's strategic plan and corporate objectives	3
Element 3: Accountability systems (including corporate reporting and evaluation) reflect environmental sustainability and climate change indicators and targets	3
Element 4: Environmental screening checklists/impact assessments used for all new Interventions	0
Element 5: Human and financial resources (exceeding benchmarks) are available to address environmental sustainability and climate change issues	1
Element 6: Capacity development of staff on environmental sustainability and climate change is underway or has taken place	2
<b>MI 2.1b Analysis</b>	<b>Source document</b>
<p>UNFPA does not have a dedicated policy on environmental sustainability or climate change.</p> <p>UNFPA integrates some environmental sustainability processes. UNFPA's policy for selecting implementing partners requires that priority should be given to organisations with environmental policies in place to limit the environmental impact of workplan activities – it is not known whether this requirement is consistently applied. UNFPA has a Greenhouse Gas Emissions Inventory Management Plan. The emissions plan is monitored and UNFPA's 2017 report indicates that the organisation is carbon neutral. The agency admits that there are no external verifications.</p> <p>The 2018-21 Strategic Plan refers to the Rio+20 process and addresses key aspects of the Sendai Framework for Disaster Risk Reduction 2015-2030 by "(a) promoting strategic partnerships; (b) harnessing new technologies and using comparative advantage in national population data systems; and (c) strengthening and engaging with coordination networks". Outcome 4, which addresses evidence-based national policies and international development agendas, notes that population dynamics can affect various issues including sustainable development, environmental impacts and climate change. Strategic Plan sets clear goals for emission reductions, under OEE.</p> <p>UNFPA does not have environmental screening checklists. However, climate change is identified as an area for collaboration under the common indicators section in the Results Framework, in relation to the ICPD Programme of Action beyond 2014, and SDGs 1.5.1 and 11.5.1 and 13.1.1. The IRRF meets undg programming principles which include addressing environmental sustainability. UNFPA supports countries in monitoring the Sendai Framework implementation, the Paris Climate Agreement, and UN Habitat's New Urban Agenda. UNFPA's work with national statistical offices aims to create connections between population and climate change adaptation within countries' national climate change adaptation planning and disaster risk management.</p> <p>The UN aims to gradually become climate neutral and environmentally sustainable. UNFPA's Green Procurement Strategy aims to achieve this goal by, first, initiating a dialogue with suppliers and manufacturers and, second, setting requirements to which they must adhere. UNFPA has internal expertise focused on disaster risk management and climate change adaptation planning. UNFPA has a climate neutrality coordinator at HQ and Green Focal Points in each office: their work has contributed</p>	1, 2, 3, 6, 24, 52, 53, 55, 63, 73, 76, 77, 89, 115, 157

<p>to UNFPA reducing its per capita emissions to 4.5 tons of carbon dioxide equivalent (CO<sub>2</sub>e), which is below the UN average. UNFPA has introduced an environmental component into procurement to contribute to safeguarding sustainable environmental practice. Procurement has worked with the nine major condom producers on greening their production processes. All are now ISO 14000 compliant. These producers have also reduced their production costs as a result. UNFPA has produced a guideline for environmentally friendly disposal of unused or expired contraceptive products.</p> <p>Aside from the mandatory course, Greening the Blue, there is no specific environment or climate change-focused human or other resources or staff capacity development. However, staff are capacitated and deployed to address disaster risk management policy and crises. Most external stakeholders surveyed did not know about UNFPA's focus on environmental sustainability and climate change.</p>	1, 2, 3, 6, 24, 52, 53, 55, 63, 73, 76, 77, 89, 115, 157
<b>MI 2.1b Evidence confidence</b>	<b>High confidence</b>
<b>MI 2.1c: Good governance</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.5</b>
Element 1: Dedicated policy statement on the principles of good governance and effective institutions available and showing evidence of use	2
Element 2: Indicators and targets related to the principles of good governance and effective institutions are integrated into the organisation's strategic plan and corporate objectives	2
Element 3: Accountability systems (including corporate reporting and evaluation) reflect the principles of good governance and effective institutions	2
Element 4: New interventions are assessed for relevant governance/institutional effectiveness issues	3
Element 5: Human and financial resources are available to address the principles of good governance and issues related to effective institutions	3
Element 6: Capacity development of staff on the principles of good governance and effective institutions is underway or has taken place	3
<b>MI 2.1c Analysis</b>	<b>Source document</b>
<p>This analysis infers from the UNFPA mandate that good governance comprises national health and related institutions that develop and implement human-rights focused policies ensuring access to sexual and reproductive health services, and address gender-based violence and improve the lives of women and girls. Although not articulated within a policy document, one of UNFPA's strategic focus areas is on national-level policymaking processes, such as the national development planning processes, national peacebuilding efforts and the humanitarian response, and many survey respondents were positive about UNFPA's promotion of principles of good governance. In both Strategic Plans reviewed Outcomes and Outputs of the IRRF mention inclusion, human rights, and empowerment, all of which ultimately require strong and well governed country-level institutions. The 2018-21 Strategic Plan indicates its intention to address inequality and advance gender equality through strengthening health systems and working towards universal health coverage. At country level UNFPA looks at the effectiveness of the health system in context.</p>	2, 24, 29, 30, 39, 40, 42, 65, 91, 104, 134

<p>At the corporate level, the IRRF's 2018-21 OEE output indicators, taken together, suggest an organisation that takes good governance and oversight seriously. The Integrated Resource and Results Framework Outcome 4 aims to achieve "strengthened national policies and international development agendas through integration of evidence-based analysis on population dynamics and their links to sustainable development, sexual and reproductive health and reproductive rights, HIV and gender equality". The guidance document for developing Country Programmes includes a requirement in the situation analysis to indicate major national policies of relevance and associated policy needs and gaps that would be barriers to achieving results. Strategies and activities to address these gaps are then included in the Country Programme Results Framework: Programmes must support "national accountability mechanisms for the protection of human rights and gender equality". The Executive Director's 2017 Annual Report to the Executive Board stated that "The success of demographic dividend programmes was stronger in countries where Governments provided strong leadership for the entire programming process, including assessment, planning, programming and implementation, monitoring and evaluation, and the adoption of a multi-sectoral approach".</p> <p>Good governance building happens through policy development, national peacebuilding efforts, and humanitarian situation engagements. All these focus on building and entrenching better access to SRH into health systems, whether this is in development or humanitarian contexts. Norms-linked work aims to entrench good governance practice: one example is curriculum development based on international standards and establishment of accountable professional councils (e.g. midwives). Policy and advocacy and normative support work are shown within country programme budgets which include human resource allocations. The Population and Development Branch (within UNFPA Technical Division) is the unit responsible for work with national census and statistics agencies. Their work includes a focus on the benefits of evidence-based planning and resource management.</p> <p>UNFPA offers online training on ICPD, as well as Distance Learning on Population issues (eight modules). The mandatory curriculum (14 courses) offers training relevant to governance and good policy in relation to UNFPA mandate. Those relevant to good governance are Ethics; PSEA Prevention of Sexual Exploitation and Abuse; Working Together Harmoniously; UN Cares; and Internal Control Framework (ICF).</p>	<p>2, 30, 40, 39, 65, 42, 29, 24, 91, 104, 134</p>
<b>MI 2.1c Evidence confidence</b>	<b>High confidence</b>
<b>MI 2.1d: Human Rights</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.67</b>
Element 1: Dedicated policy statement on human rights issues available and showing evidence of use	4
Element 2: Human rights indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	3
Element 3: Accountability systems (including corporate reporting and evaluation) reflect human rights indicators and targets	4
Element 4: Human rights screening checklists or similar tools used for all new interventions	4
Element 5: Human and financial resources (exceeding benchmarks) are available to address human rights issues	3
Element 6: Capacity development of staff on human rights is underway or has been conducted	4

MI 2.1d Analysis	Source document
<p>Human Rights is one of three enablers for achieving the “Bull’s Eye” in both Strategic Plans reviewed and the first principle underpinning UNFPA’s Theory of Change is “Protecting and promoting Human Rights”. Human rights targets and indicators are reflected in UNFPA’s results and corporate reporting frameworks. The Theories of Change annex explains that UNFPA is charged with implementing the ICPD Programme of Action. The Programme of Action represented a paradigm shift within development that mandated the protection and fulfilment of human rights, including sexual and reproductive health and reproductive rights (SRHR) for all, especially women and adolescents. UNFPA has been at the vanguard of calling for the respect, protection and fulfilment of the human rights of adolescents and youth and has made important gains for adolescents and youth, especially adolescent girls, through a human-rights-based approach to programming that is both culturally and gender-sensitive.</p> <p>UNFPA requires evidence of human rights standards within all programmes, as well as a rights-based approach founded on an analysis of gender and the extent of social exclusion. This is to ensure that programmes reach marginal and vulnerable segments of the population. The Programme Review Committee (PRC) assessment criteria in the “Programme Quality Assurance” guide require human-rights-based approaches in the design of projects and Country Programme Documents (CPDs). Human rights is well mainstreamed into programming, culture, objectives, and staff makeup of UNFPA. This means that resources are available at every level.</p> <p>A large part of UNFPA work on gender-based violence takes place in humanitarian situations: widespread in times of peace, GBV is exacerbated during emergencies. UNFPA’s programmes in humanitarian contexts all aim to improve and maintain human rights for refugees and victims of natural disasters: these include provision of dignity kits, family planning, emergency obstetric care, and importantly the provision of safe spaces for women, girls and victims of gender-based violence, and insistence on family spaces in refugee camps as part of reducing tension and violence.</p> <p>In 2015 UNFPA, together with WHO, produced an implementation guideline entitled Ensuring Human Rights Within Contraceptive Service Delivery. The United Nations Human Rights Responsibilities Curriculum is a mandatory course.</p>	1, 2, 3, 8, 39, 44, 76, 80, 81, 91, 137
<b>MI 2.1d Evidence confidence</b>	<b>High confidence</b>
<b>MI 2.1e: Adolescents and youth</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.5</b>
Element 1: Dedicated policy statement on adolescents and youth issues available and showing evidence of use	4
Element 2: Adolescents and youth indicators and targets fully integrated into the organisation’s strategic plan and corporate objectives	4
Element 3: Accountability systems (including corporate reporting and evaluation) reflect adolescents and youth indicators and targets	4
Element 4: Adolescents and youth screening checklists or similar tools used for all new interventions	4
Element 5: Human and financial resources (exceeding benchmarks) are available to address adolescents and youth issues	3
Element 6: Capacity development of staff on adolescents and youth is underway or has been conducted	2



MI 2.1e Analysis	Source document
<p>UNFPA is mandated to empower adolescents and youth to have access to sexual and reproductive health and reproductive rights, in all contexts through investments in knowledge and skills development, advancing policies and promoting leadership and participation. The late Executive Director of UNFPA, Babatunde Osotimehin said: “Young people’s rights to participate in the political, economic and social life of their communities and countries, and to freely make informed choices regarding their bodies, sexuality and reproduction without discrimination, violence or coercion is essential to the achievement of sustainable development“. Policies and action plans reflect this commitment. Between the adolescent and youth policies and the central focus on gender, UNFPA documents show that adolescent girls are constantly in focus and integrated into development frameworks. Many survey respondents were positive about UNFPA’s programming and promotion of adolescent and youth issues.</p> <p>There are clear links between gender equality and adolescent and youth across UNFPA programming. Related indicators and targets can be found in the IRRF as well as in country and thematic programme documents. Youth is being mainstreamed in all UNFPA engagements, which requires dedicated staff including youth advisors. There is a matrix of indicators across all Country Offices which staff see as useful.</p> <p>UNFPA’s reporting systems which incorporate specific targets and indicators related to adolescents and youth are reflected in several different publications: Annual reports on progress against the Strategic Plan and thematic area Annual Reports. As with other cross-cutting and mainstream issues, activities are tagged in the Global Programming System against specific outcomes in the Strategic Plan, and staff must provide narrative explanations of achievements and learning in myResults.</p> <p>There are no specific adolescent and youth checklists – rather UNFPA’s “Bull’s Eye” identifies adolescents and youth and women as the two primary beneficiary populations. Outcome 2 in the 2018-21 Strategic Plan is: Every adolescent and youth, in particular adolescent girls, is empowered to have access to sexual and reproductive health and reproductive rights in all contexts. Country programme documents are all well aligned to the Strategic Plan and included programme focus areas and indicators linked to adolescents and youth. The Programme Review Users guide criteria ensure that adolescents, and particularly adolescent girls, are central to country programme strategies.</p> <p>The Evaluation of “UNFPA’s Support to Adolescents and Youth 2008-15” found that over half of Country Offices felt there were not enough funds for this focus area. The evaluation also recommended that training on adolescents and youth sexual and reproductive health includes efforts to build staff capacity in policy and advocacy. The management response to this evaluation committed to a range of improvements in adolescent and youth programming, including developing a consolidated, overarching theory of change for the Fund’s adolescent and youth programming, developing specific indicators to capture the process and quality/results of interventions. This response also looks at other thematic areas where a strategic focus on adolescents and youth would provide greater results, and ensuring that UNFPA continues its leadership role on adolescents and youth within the 2030 Agenda. The extent of adolescent focus within some of the large thematic programmes means that these human and other resources contribute to this cross-cutting issue. Currently, Country Offices either have their own designated officers and focal points (in 90% of cases) or share one.</p>	<p>1, 2, 12, 16, 24, 29, 39, 52, 53, 54, 55, 80, 81, 134</p>
<b>MI 2.1e Evidence confidence</b>	<b>High confidence</b>



<b>MI 2.1f: Humanitarian support</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.83</b>
Element 1: Dedicated policy statement on humanitarian support issues available and showing evidence of use	0
Element 2: Humanitarian support indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	4
Element 3: Accountability systems (including corporate reporting and evaluation) reflect humanitarian support indicators and targets	4
Element 4: Humanitarian support screening checklists or similar tools used for all new interventions	4
Element 5: Human and financial resources (exceeding benchmarks) are available to address humanitarian support issues	3
Element 6: Capacity development of staff on humanitarian support is underway or has been conducted	2
<b>MI 2.1f Analysis</b>	<b>Source document</b>
<p>UNFPA's current strategic plan clearly presents UNFPA's commitment to humanitarian work in crisis situations within its focus areas of SRH, GBV and gender issues. Humanitarian work is mainstreamed throughout the priority focus areas. The agency has a Humanitarian Response Strategy rather than a dedicated policy statement. UNFPA has integrated humanitarian programming into all areas of its 2018-21 Strategic Plan. The Plan commits to the key principles of the 2030 Agenda, including principle c) strengthening co-operation and complementarity among development, humanitarian action and sustaining peace is adopting flexible programming to respond to humanitarian and development needs, especially in fragile contexts. It is notable that UNFPA is also beginning to apply its population data expertise to humanitarian settings to better inform programming and supplies.</p> <p>It is noted that in February 2018, UNFPA produced a Humanitarian Operations bottlenecks matrix after extensive consultation with Regional and Country Offices. This internal document identifies financial and systemic global, regional and country level barriers to an effective humanitarian response and outlines corrective action to be taken. The IRRF 2018-21 includes outputs and indicators for UNFPA's role in facilitating policy development and building countries' capacity to enable access to sexual and reproductive health services, including finance for these services, in both development and humanitarian settings. For example, an indicator under Output 5 will measure the proportion of countries affected by a humanitarian crisis where UNFPA has contributed to establishing a functioning inter-agency sexual and reproductive health co-ordination body.</p> <p>Aside from funds raised externally, UNFPA regular resources provide two funding modalities for humanitarian support: the Emergency Fund and the Humanitarian Response Reserve. UNFPA regular resource allocations to the Emergency Fund were increased from USD 16 million to USD 22.5 million in the revised 2018-21 integrated budget covering the strategic period and approved by the executive board earlier in 2018. UNFPA has a guidance note covering the allocation of funds from the Emergency Fund and the Humanitarian Response Reserve.</p> <p>UNFPA has Humanitarian Response Reserve Checklists in place as part of its Humanitarian Response Strategy and Policies and Procedures for Humanitarian Response Funding.</p>	2, 8, 9, 14, 15, 23, 24, 39, 44, 48, 134, 158

<p>The 2017 Meta-analysis of “The Engagement of UNFPA in Highly Vulnerable Contexts” found that while UNFPA has emerged as a humanitarian agency, funding is not commensurate with population needs and corporate commitments. One of the four conclusions of the Meta-analysis of the engagement of UNFPA in highly vulnerable contexts was that UNFPA faced an important decision about whether to invest in becoming a go-to agency for humanitarian data or to accept a more modest role.</p> <p>Interviews indicated a clear understanding of the challenges posed by UNFPA engagement in humanitarian settings and confirmed that UNFPA’s humanitarian profile and revenue has grown across regions. Some of these challenges include the ability to mobilise resources sufficiently quickly to respond to crises while still delivering development interventions, that UNFPA is small compared with other humanitarian relief agencies and hence wields less influence in response fora. However, points raised about growing UNFPA influence included: that UNFPA helped shape the UN omnibus and ECOSOC resolutions (in 2015 achieved mention of sexual and reproductive health, in 2017 gender-based violence was included in the Minimum Initial Services Package); UNFPA got sexual and reproductive health into the Sendai agreement; UNFPA got maternal mortality included in the “information index” for Risk Reduction Planning.</p> <p>Human resources for humanitarian work have increased substantially, although this tends to vary at the country level. UNFPA is moving some of its humanitarian operations to Geneva to be closer to vulnerable countries and to other agencies involved in this work. Interviews indicated that often UNFPA staff co-ordinating the humanitarian response are at lower grades than their counterparts from other agencies, which may undermine their effectiveness. Moreover, although the fast-track procedures to procure human resources enable a quicker response, these are only temporary positions.</p> <p>There is evidence to show capacity development for staff and implementing partners. The Humanitarian Action Overview states that humanitarian action within UNFPA includes capacity building. UNFPA undertakes due diligence of Implementing Partners’ capacity to undertake first responder roles and provides guidance on minimum preparedness. SURGE assessments determine whether staff on the roster are ready for deployment into crisis situations. However, country managers may need more training on providing psychosocial support and debriefing for their staff working in the field of humanitarian settings, though opportunities in these settings provide a chance to grow their teams.</p>	<p>2, 8, 9, 14, 15, 23, 24, 39, 44, 48, 134, 158</p>
<p><b>MI 2.1f Evidence confidence</b></p>	<p><b>High confidence</b></p>

## OPERATIONAL MANAGEMENT

*Assets and capacities organised behind strategic direction and intended results, to ensure relevance agility and accountability*

KPI 3: Operating model and human/financial resources support relevance and agility	KPI score
<p><b>Highly satisfactory</b></p>	<p><b>3.45</b></p>
<p>UNFPA’s operating model and human and financial resources are continuously aligned and adjusted to key functions in a way that enables relevance and agility. UNFPA is committed to ongoing assessment and review of available resources – a good example is the recent Comprehensive Resources Review supported by a planned Change Management process. The Resource Mobilisation Strategy and efforts are aligned with UNFPA’s core mandate and the four development outcomes of the Strategic Plan and contribute to strengthening capacity and systems. The agency acknowledges the need for and is actively exploring new funding sources in the context of scarce domestic and international resources. Aid reallocation and programming decisions can be made at a decentralised level in response to need, and budget holders at different levels of authority have detailed step-by-step guidance on how to allocate resources. However, partners’ perceptions about UNFPA’s flexibility vary widely depending on the country office the partner works with.</p>	

Human resources systems and policies are performance-based and geared to the achievement of results. Effective review and learning tools, including coaching, appear to be building an interactive, people-focused culture that encourages innovation and calculated risk. The Performance Appraisal and Development (PAD) system tracks performance, but also enables planning, monitoring and reporting on individual learning. UNFPA has effective leadership and succession planning processes in place. However, there are instances where skills do not match the strategic need, such as in middle-income countries where a greater degree of high-level influencing and advocacy are required. UNFPA's emerging role in use of population data in humanitarian contexts stretches already limited resources. Also, UNFPA sometimes struggles to compete for skilled staff with larger, better resourced agencies.

<b>MI 3.1: Organisational structures and staffing ensure that human and financial resources are continuously aligned and adjusted to key functions</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3</b>
Element 1: Staffing is aligned with, or being reorganised to, requirements set out in the current Strategic Plan	3
Element 2: Resource allocations across functions are aligned to current organisational priorities and goals, as set out in the current Strategic Plan	3
Element 3: Internal restructuring exercises have a clear purpose and intent, aligned to the priorities of the current Strategic Plan	3
<b>MI 3.1 Analysis</b>	<b>Source document</b>
<p>UNFPA clearly commits to ongoing assessment and review of available resources based on planned and actual expenditure throughout the duration of the Strategic Plan. Modelling showed that it was financially viable to realign staffing to support the 2014-17 business model and that this would improve programming effectiveness. In 2015 Headquarters established some new divisions and branches relevant to the Plan, including an independent Evaluation Office. In 2017 the agency undertook an organisational efficiency and effectiveness review, or Comprehensive Resources Review (CRR). The CRR, the world-wide office realignment process and the accompanying Change Management process are all part of a comprehensive UNFPA reorganisation to align its human and other resources closely to the organisation's strategic goal and the three transformative objectives. Staff and resources placement are driven by the modes of engagement, and generally this appears to be working well. The Country Programme Document approval process requires a critical review of management and staffing arrangements.</p> <p>External stakeholder experiences of the realignment process and UNFPA staff varied considerably. The majority felt there was enough staffing to deliver results. Some reported working with capable and qualified staff who excelled at defending sexual and reproductive health rights, sharing global trends, and bringing together academia, civil society and government around demographic data use. However, there are instances where skills do not match the strategic need. One example is in middle-income countries where high-level influencing and advocacy are required. External stakeholders reported this gap, as well as concerns about sufficient capacity to support results-based management reporting. Some partners experience poor communication around programme priorities and criteria for national staff recruitments. UNFPA's inability to compete with bigger agency salary scales is a challenge for retaining skilled technical staff.</p>	1, 4, 6, 9, 15, 19, 20, 23, 24, 26, 30, 39, 43, 45, 48, 78, 101, 111, 113, 135, 152

<p>UNFPA has made changes to support better alignment. For example, some humanitarian operations are relocating to Geneva – which brings both functions closer to the centre of UN operations. The Regional Offices are increasingly refined and consolidating their important role; as regional influencers, and as a source of political and technical support to Country Offices. An important initiative (currently piloted in the East and Southern Africa Regional Office) is the establishment of shared services centres for administrative, financial and human resources functions for five middle-income countries in the region. By April 2018, procurement was moved with turnaround targets achieved. The Regional Office planned to test the model fully by the end of 2018. Headquarters is the last area to be realigned, and this process will be completed early into the 2018-21 Strategic Plan period.</p> <p>The implementation of the Comprehensive Resources Review and the 2018-21 Strategic Plan was supported by a planned change management process (overseen by a senior executive). The change process aimed to keep staff engaged and on-board – interviews indicate that the process was robust and well consulted, with most staff remaining passionate about UNFPA's mandate. The office realignment and restructuring process was supported by the Human Resources Division, which undertook much of the restructuring administration as well as organising ongoing staff engagement sessions that contributed significantly to staff management and motivation. One example is encouraging Country Office staff to work in clusters, or teams, to reduce siloes and duplication, and increase efficiencies and learning. The office realignment and change management process was undertaken in a context of external factors like core funding decline, US de-funding, and significant increases in humanitarian demands. Despite this, the realignment and resources optimisation processes are reported to be largely on track. Staff report that the Change Management Secretariat plays a key role, including through the “Change Dialogues” with staff.</p> <p>UNFPA's Draft People Strategy (March 2018) was developed through a broad consultation process with management, staff and non-staff personnel in every region and across UNFPA's technical disciplines, Executive Committee members, the Change Management Secretariat and the Division on Human Resources. This strategy was aligned with the Strategic Plan outcomes and includes four goals (Innovation, Capable Leadership, Equality and an Inclusive Work Environment, and Communication for Impact). Each goal has targets to be achieved in the next four years. The Strategy will be accompanied by a Strategy-to-Action Plan translating targets into results-focused activities, informing annual workplans and resource allocation. The Strategy positions human resources firmly as an essential operational support to the organisation.</p>	<p>1, 4, 6, 9, 15, 19, 20, 23, 24, 26, 30, 39, 43, 45, 48, 78, 101, 111, 113, 135, 152</p>
<b>MI 3.1 Evidence confidence</b>	<b>High confidence</b>
<b>MI 3.2: Resource mobilisation efforts consistent with the core mandate and strategic priorities</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>4</b>
Element 1: Resource mobilisation strategy/case for support explicitly aligned to current strategic plan	4
Element 2: Resource mobilisation strategy/case for support reflects recognition of need to diversify the funding base, particularly in relation to the private sector	4
Element 3: Resource mobilisation strategy/case for support seeks multi-year funding within mandate and strategic priorities	4
Element 4: Resource mobilisation strategy/case for support prioritises the raising of domestic resources from partner countries/institutions, aligned to goals and objectives of the Strategic Plan/ relevant country plan	4
Element 5: Resource mobilisation strategy/case for support contains clear targets, monitoring and reporting mechanisms geared to the Strategic Plan or equivalent	4

MI 3.2 Analysis	Source document
<p>The Resource Mobilisation Strategy was developed in alignment with the four development outcomes of the Strategic Plan. The Strategy aims for an organisation-wide approach to resource mobilisation to strengthen capacity and systems. The Strategy was recently updated to include a private sector focus, and all new resources must contribute to the goals and expected results of the UNFPA Strategic Plan. The Resource Mobilisation Strategy is results-driven with targets for the strategic period. The Strategy focuses on linking resources to results through the modes of engagement, a transparency portal, and the Strategic Information System (SIS). Resource mobilisation targets are required to be set for county and regional offices and HQ. These targets are monitored by regional directors, advisors and the Resource Mobilisation Branch. The MyDashboard system contains metadata indicators linked to earmarked and non-earmarked funding mobilised. Monitoring data is used to show how funds are spent against the Strategic Plan. This information is also presented on web pages for each of UNFPA's 16 major donors. Donor feedback is that the information is most useful, as it provides evidence of how UNFPA uses the funds provided.</p> <p>UNFPA has faced challenges around resource mobilisation, where central parts of its mandate at times do not have the full support from some member states: one example is family planning. It can also be difficult to convince donors to invest in the entire cycle of maternal health. Resource mobilisation planning within UNFPA has therefore drawn on lessons learned in the past to strengthen the function. UNFPA also recognises that resources (including co-financing) from a diversity of sources are an important complement to its regular funding sources. Notable elements of current work include looking at financing modalities that increase the value of what UNFPA delivers: for example, bridging mechanisms against a pipeline for supplies; looking at support to help countries move towards financial sustainability; and country-level resource mobilisation plans with targets and potential funding sources.</p> <p>In 2017, UNFPA initiated Structured Funding Dialogues with donors aiming for a funding compact covering the three cycles of the Strategic Plan towards 2030. This would provide a more predictable flow of core funds to fund UNFPA's normative role and primary champion of sexual and reproductive health and reproductive rights for all.</p> <p>UNFPA has identified several "Accelerators" or categories around which to focus resource mobilisation. The "Case for Core" outlines the benefits for donors of committing to longer-term core funding contributions. Flexible and predictable thematic and pooled funding brings together donor funds around specific interest and goals – these funds are earmarked but can contribute to support functions through cost recovery agreements. Country programme-based flexible and predictable funding has the potential to supplement and/or scale up smaller programmes. Strategic bi- and multilateral partnerships (public, private, public-private-partnerships, UN reform) also enable joint funding for larger regional or global interventions. Resource mobilisation also looks for innovative methods to expand the contribution base.</p> <p>Strategic Partnerships are also a specific focus for resource mobilisation. Each of the four prongs (Resource Mobilisation, REACH, Brainpower, Conducive Environment) focuses on different kinds of partners: private sector foundations to build visibility and support innovation; corporations, academia and scientific institutions to generate innovative solutions; parliamentarians and civil society to build a conducive environment. Partnerships with private sector media also increase UNFPA public visibility and opportunities for public fundraising. Non-cash partnerships are valuable as are partnerships with International Finance Institutions. Indirect methods of diversifying the funding base include communicating results through multiple channels, strengthening capacity for resource tracking and reporting and improving UNFPA's ability to operate in fragile environments and emergency situations.</p>	<p>9, 10, 14, 15, 19, 24, 25, 37, 38, 39, 40, 45, 48, 50, 52, 53, 54, 55, 57, 60, 61, 78</p>

<p>UNFPA's Resource Mobilisation Strategy acknowledges the need to explore new funding sources in the context of scarce domestic and international resources. To increase contributions from programme countries, UNFPA has committed to match local funds (of up to USD 100 000). In some countries, UNFPA resources have triggered additional funds from donors, national and sub-national levels of government, and from communities and partners. Development bank grants or loans are now a large share of restricted funds received by country programme governments. Country and Regional Offices confirmed that increased national government contributions to country programmes reflect confidence in UNFPA. Country Offices also focus on engagement with private sector organisations, which can be financial or in-kind: for example, technical collaboration on gender-based violence awareness. This kind of collaboration and knowledge and skills sharing also takes place between countries with similar cultures and contexts. One example was where staff from Afghanistan travelled to Bangladesh to learn about fistula repairs. Other examples included countries like China and India providing financial support to smaller countries.</p>	<p>9, 10, 14, 15, 19, 24, 25, 37, 38, 39, 40, 45, 48, 50, 52, 53, 54, 55, 57, 60, 61, 78</p>
<b>MI 3.2 Evidence confidence</b>	<b>High confidence</b>
<b>MI 3.3: Aid reallocation/programming decisions responsive to need can be made at a decentralised level</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3</b>
Element 1: An organisation-wide policy or guidelines exist which describe the delegation of decision-making authorities at different levels within the organisation	4
Element 2: (If the first criterion is met) The policy/guidelines or other documents provide evidence of a sufficient level of decision-making autonomy available at the country level (or other decentralised level as appropriate) regarding aid reallocation/programming	4
Element 3: Evaluations or other reports contain evidence that reallocation/programming decisions have been made to positive effect at country or other local level, as appropriate	2
Element 4: The organisation has made efforts to improve or sustain the delegation of decision-making on aid allocation/programming to the country or other relevant levels	2
<b>MI 3.3 Analysis</b>	<b>Source document</b>
<p>Aid reallocation and programming decisions and can be made at a decentralised level in response to need. The most relevant policies supporting this are the Resource Management Policy, the Policy for Country Programme Regular Resource Allocation and Regular Resource Distribution, and Guidelines for the Implementation of the Institutional Budget.</p> <p>Budget holders are responsible for implementing Institutional or Programme resources in accordance with relevant guidelines and policies as per the Resource Management Policy and it is apparent that budget holders, who are often Regional Directors, have authority and flexibility to make decisions to adjust or redistribute country ceilings within Executive Board-approved ranges for different categories should a situation arise. They are also able to revise corresponding workplans and budgets. A formal policy for the "Preparation and Management of Workplans" exists in the Policies and Procedures Manual, applicable to both UNFPA and implementing partners.</p>	<p>9, 11, 31, 39, 48, 52, 61, 88, 142, 143</p>

<p>A Guidance note on the Resource Allocation System (RAS) and Resource Distribution System (RDS) for the 2014-17 Strategic Plan provides detailed step-by-step guidance for budget holders at different levels of authority to allocate resources. The Programme Division leads preparation of Global and Regional Interventions (which allocates regular resources to headquarters divisions and to Regional Offices) as well as the RAS and RDS (which allocates regular resources to different country groupings and countries). Both elements are approved by the Executive Committee and then the Executive Board.</p> <p>At country level, workplans are the basis for requisitioning, committing and disbursing funds for planned activities and for their monitoring and reporting. The framework for budget holder decision-making is very clear: Country Offices receive a ceiling amount from regular (core) funding and they have full authority about how they will spend this in line with their CP, ensuring that all allocations honour UNFPA's commitment to be a nationally delivered programme. Country Offices also receive an amount to cover the basic management of the office – these amounts are not very flexible. The Regional office has oversight and can realign institutional budget amounts across countries with HQ agreement. Budget holders also oversee non-core funding, although these budgets are determined by the funding agreement. None of the evaluations reviewed addressed the impact of moving resources around at country level. However, interviews with Myanmar Country Office staff indicated that the response to the Rohingya crisis involved moving resources at country level to address humanitarian activities. This was also done previously in West African countries affected by the Ebola crisis.</p> <p>External partners surveyed had opposing responses about UNFPA's ability to be flexible at country level. Some felt UNFPA systems were too bureaucratic and rigid and lacked flexibility, particularly in adjusting programming in emergencies. Others, however, experienced UNFPA as a flexible organisation that adapted to circumstances, and felt the standardised procedures facilitated workflows and quick responses. This is to some extent a reflection of the composition and/or competence of different Country Offices. However, it also reflects the tension that can arise between the components of a programme agreed with government – which tend to be static over several years – and emerging needs particularly in humanitarian crises as well as changes in UNFPA's annual priorities.</p> <p>One area where some key decisions are still centralised is human resources, and interviews indicated that increased delegations to the Regional HR Strategic Partners or Regional Directors could speed up decision-making and implementation.</p>	<p>9, 11, 31, 39, 48, 52, 61, 88, 142, 143</p>
<b>MI 3.3 Evidence confidence</b>	<b>High confidence</b>
<b>MI 3.4: HR systems and policies performance based and geared to the achievement of results</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.8</b>
Element 1: A system is in place which requires the performance assessment of all staff, including senior staff	4
Element 2: There is evidence that the performance assessment system is systematically and implemented by the organisation across all staff and to the required frequency	4
Element 3: The performance assessment system is clearly linked to organisational improvement, particularly the achievement of corporate objectives, and to demonstrate ability to work with other agencies	3
Element 4: The performance assessment of staff is applied in decision making relating to promotion, incentives, rewards, sanctions, etc.	4
Element 5: A clear process is in place to manage disagreement and complaints relating to staff performance assessments	4



MI 3.4 Analysis	Source document
<p>The Executive Director of UNFPA is accountable to the Secretary-General for human resource matters. UNFPA increasingly issues its own HR policies covering various issues, either based on inter-agency collaboration in policy development or through its own HR policies. Documentation suggests that when a policy is not in place, UNDP HR policy should be referred to, followed by that of the UN Secretariat.</p> <p>UNFPA has a Performance Appraisal and Development (PAD) system to plan, monitor, and report on individual learning. Each member of staff has a plan to determine what she or he will be doing and should be achieving. UNFPA staff believe the system is getting better. The last annual round saw 90% staff compliance reporting into PAD. The system is based on a 360° assessment with inputs from colleagues, managers and external partners. The 360° feedback is particularly important for applicants to the leadership pool. The online PAD system is geared more towards individual rather than organisation improvement. In this system, individual skills gaps in relation to job requirements or workplans are identified and addressed. In addition to the PAD, all staff within the organisation must demonstrate six core professional competencies regardless of their level of responsibility. Each competency is linked to relevant learning content. UNFPA is clear that an online system is only one part of performance assessment and focuses on the culture of feedback and the conversation rather than the system. HR Strategic Partners based in the regional offices are available for support to country staff. There is a Rebuttal Process to dispute performance ratings for overall workplan and development plan outputs, as well as overall proficiency levels of core and functional competencies.</p> <p>Online mandatory courses for all staff, including on results-based management, aim to provide a foundation and common approach across the agency. There is a significant budget for training on the prevention of sexual harassment and sexual exploitation. In addition, HR and the Ethics Office have launched webinar sessions on Ethics. It is recommended that staff take 12 days of “Learning Time” per year, which can be used for learning, taking leadership for what was learned, as well as innovations that lead to performance improvement at the individual, team, or organisational level. The HR division has co-created a “Leading for the UN” course in collaboration with UN Women and the UNSSC for emerging leaders. Participants are selected through application and by a cross-agency panel based on their leadership potential and the importance of the projects they are leading. The course gives them the tools to operationalise the UN Leadership Framework (including Design Thinking). In addition to a focus on UNFPA’s strategic goals, the People Strategy encourages development of an enabling workplace culture. It encourages growth and development through interventions such as mentoring, on-the-job learning and team effectiveness.</p> <p>There is a leadership pool comprising promising leaders and managers who receive focused training and coaching based on the required skills sets and gaps in the workforce. This is the main source for succession planning, reducing to weeks the time needed to place country office representatives and managers. UNFPA consciously addresses incentivising good performance, and this can include specific posting or undertaking a humanitarian mission. The organisation is also proud of its track record in dealing with under-performance which includes a rebuttal process. This has recently been strengthened. UNFPA uses merit as a factor in recruitment or promotion, but also considers diversity (north/south/gender). Current Country Office leadership across 119 Country Offices (Representatives, Deputy Representatives and International Operations Managers) is comprised of 93 male and 77 female staff of whom 53 are from the North and 117 are from Southern Countries.</p>	<p>28, 29, 30, 32, 58, 65, 67, 98, 135</p>



<p>UNFPA also focuses on career development and is trying to build a culture where people own their own careers and managers understand their role in supporting this. UNFPA has a career development portal that includes a number of resources on career management, including a career guide, recorded webinars and tools/resources. UNFPA holds a staff perception survey every two years. The 2016 survey showed that staff feel UNFPA is a good place to work. It also revealed that the biggest determinant of staff satisfaction is the head of their team or office. Where this is identified as an issue, the particular team is asked to suggest solutions.</p> <p>UNFPA's Performance Appraisal and Development system includes a formal performance appraisal rebuttal system for the resolution of disagreements regarding performance ratings. The PAD provides for a year-end appraisal discussion between staff and supervisors regarding performance. Disagreements and complaints can be elevated to higher-level managers or assistance can be sought from the Learning and Career Management Branch.</p>	<p>28, 29, 30, 32, 58, 65, 67, 98, 135</p>
<p><b>MI 3.4 Evidence confidence</b></p>	<p><b>High confidence</b></p>
<p><b>KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency/accountability</b></p>	<p><b>KPI score</b></p>
<p><b>Highly satisfactory</b></p>	<p><b>3.60</b></p>
<p>UNFPA's organisational systems are both cost and value conscious with decision-making systems that support financial transparency and accountability. The main resource allocation framework is the "modes of engagement" – colour-coded categories which rank countries according to need and ability to self-finance. The funding arrangements and modes of engagement framework form part of any mid-term review of the Strategic Plan, and several recommendations from the mid-term review of the 2014-17 Strategic Plan have been actioned in the new strategic period.</p> <p>UNFPA applies principles of results-based budgeting with the Integrated Budget, which is explicitly described as a vehicle to operationalise the Strategic Plan. This budget includes all cost categories and results within a single framework. It details the funds required for each development and organisational outcome combining three sources: regular resources, other resources, and cost-recovery. The main system for tracking costs from activity to outcome is UNFPA's Global Programming System (GPS). This system has been in development for several years, and it has taken time for effective use to be rolled out. There are concerns that some necessary details and linkages may be lost if the agency moves to a generic UN system under "One UN".</p> <p>Evidence is mixed regarding the timeliness of disbursements and the extent to which UNFPA allocated resources are disbursed as planned. Evaluations of the large multi-donor funds showed swift disbursement when documentation was in order, but some country programmes experienced delays, and some partners expressed frustration about year-on-year unpredictable fund levels, and restrictions or lack of flexibility in use of funds for things like project staffing. However, UNFPA has been identifying and working on addressing operational bottlenecks, and monthly tracking dashboards of both core and non-core disbursements show significant improvement during 2017.</p> <p>UNFPA complies with good practice guidance for both internal and external audit and reviews. External audits are conducted by the United Nations Board of Auditors and follow the International Standards of Auditing (ISA). The Office of Audit and Investigation Services (OAIS) is UNFPA's internal audit function and it has been assessed as conforming to the International Standards for the Professional Practice of Internal Auditing. An Internal Control Framework is in place, which covers the control environment, risk assessment, control activities, information and communication, and monitoring activities. An annual report on internal audit and investigation activities is presented to the Executive Board and is publicly available, in addition to audit reports published after December 2012. Management responses to evaluations generally include proposed timescales for planned actions. The Audit Monitoring Committee tracks all internal audit recommendations. Policies and procedures are in place to effectively prevent, detect, investigate and sanction cases of fraud, corruption and other financial irregularities.</p>	

<b>MI 4.1: Transparent decision-making for resource allocation, consistent with strategic priorities</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.5</b>
Element 1: An explicit organisational statement or policy exists which clearly defines criteria for allocating resources to partners	3
Element 2: The criteria reflect targeting to the highest priority themes/countries/areas of intervention as set out in the current Strategic Plan	3
Element 3: The organisational policy or statement is regularly reviewed and updated	4
Element 4: The organisational statement or policy is publicly available	4
<b>MI 4.1 Analysis</b>	<b>Source document</b>
<p>The Funding Arrangements Annex to Strategic Plan 2014-17 outlines where UNFPA funds are to be targeted but does not provide explicit criteria for allocating resources to partners. This is supported by the Business Model annex which acknowledges this gap but outlines various solutions to focusing programme strategies more precisely. Allocations criteria are further refined in the Business Model annex to the 2018-21 Strategic Plan. The primary allocation framework is driven by the “modes of engagement” which ranks countries according to need and ability to pay. This framework determines size and composition of Country Offices. While this does ensure countries in greatest need receive the bulk of UNFPA funds, political and humanitarian crises factors mean that several middle-income Country Offices struggle to address local issues in the mandate: for example, supporting refugee populations with direct services; enabling access to family planning in countries with declining birth-rates. However, interviews confirmed that there is some flexibility now built in accommodate these required shifts in programming.</p> <p>Implementing partners sign an agreement detailing general terms and conditions covering funds, a workplan of activities they are expected to implement with corresponding budget estimates. Signed workplans are the basis for requisitioning, committing and disbursing funds. The Policy for Selection, Registration and Assessment of Implementing Partners specifies the depth of the HACT micro-assessment a partner is subject to depending on the amount the partner is expected to receive. Interviews confirmed increased focus on risk management in fund allocations and disbursement.</p> <p>The Issuance Policy (covering issue of all UNFPA policies, tools and guidelines) was recently updated and improved. It requires all policies to be reviewed every three years for relevance and usefulness and requires all policies to include a risk matrix. Each policy has an allocated “owner” who is responsible for ensuring implementation and review. Interviews across management indicate that all policies are now undergoing review if they are more than three years old.</p> <p>The funding arrangements and modes of engagement framework form part of any mid-term review of the Strategic Plan. Several recommendations from the mid-term review of the 2014-17 Strategic Plan were implemented. The Strategic Plan, all related annexures, and the Policies and Procedures Manual, containing all UNFPA policies and procedures, are all publicly available on UNFPA’s website.</p>	9, 20, 29, 30, 31, 33, 61, 63
<b>MI 4.1 Evidence confidence</b>	<b>High confidence</b>

MI 4.2: Allocated resources disbursed as planned	Score
Overall MI Rating	Satisfactory
Overall MI score	3
Element 1: The institution sets clear targets for disbursement	3
Element 2: Financial information indicates that planned disbursements were met within institutionally agreed margins	3
Element 3 Clear explanations are available in relation to any variances	4
Element 4: Variances relate to external factors rather than internal procedural blockages	2
MI 4.2 Analysis	Source document
<p>UNFPA's modes of engagement framework defines how resources will be distributed in any financial period. The 2014 Policy on workplan development requires activity-based budgets with sufficient detail for the GPS and ATLAS systems to capture and monitor financial data. Workplans are developed with Implementing Partners and can be regarded as proxy targets for annual disbursements. In 2016 there was a large decline in funds because of currency exchange rates. The migrant crisis in Europe also had an impact on available funds. The agency has been building a hedging capability which has minimised further impact on revenue flows.</p> <p>Evidence is mixed regarding the timeliness of disbursements. The UNFPA acts as an Administrative Agent for 19 joint programmes and one multi-donor trust fund. Evaluations of the large funds found that all planned disbursements and notifications were completed within 3-5 days when required documentation and funds were available. Distribution of the emergency fund was timely. Documents and interviews indicated that some country programmes experienced disbursement delays. Monthly tracking dashboards of both core and non-core disbursements show significant improvement over the past year (2017); the target is to disburse the first money for any programme within 25 days of project approval. Finance has been identifying and working on addressing bottlenecks. There is now the UNFPA Supplies Bridge Funding Mechanism to cover urgent supplies until donor tranches are received. Quality management within finance increasingly uses the Spot-check system to monitor expenditure. Delays have various causes. Internally, these include staff shortages, or staff's lack of knowledge or urgency. Externally, delays can be a result of reduced donor funding or delays in payment of committed contributions, delays in partners signing Workplans, or the need to pass funds through government systems. Internal Audit reports reviewed show that extensive disbursement delays are generally the result of partner government delays.</p> <p>Survey respondents presented contrasting views about how UNFPA manages and disburses funds. Some experienced poor partner management and lack of transparency about funds availability and accountability. Delays in budget approval coupled with slow disbursement can delay expenditure which in turn attracts penalties for not completing all planned activities. There was definite frustration about year-on-year unpredictable fund levels, and restrictions or lack of flexibility in use of funds for things like project staffing. Other responses reflected the overall positive survey results. These responses confirmed that Structured Funding Dialogues take place, and that UNFPA was sharing information about project priorities and available financial resources. There was evidence that local offices actively sought synergies with other agencies, resulting in good utilisation of resources. Where resources had been reduced, the country missed the TA support.</p>	5, 9, 25, 38, 47, 48, 51, 57, 67, 88, 142, 143
MI 4.2 Evidence confidence	High confidence

MI 4.3: Principles of results based budgeting applied	Score
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.25</b>
Element 1: The most recent organisational budget clearly aligns financial resources with strategic objectives/intended results of the current Strategic Plan	4
Element 2: A budget document is available which provides clear costings for the achievement of each management result	2
Element 3: Systems are available and used to track costs from activity through to result (outcome)	3
Element 4: There is evidence of improved costing of management and development results in budget documents reviewed over time (evidence of building a better system)	4
MI 4.3 Analysis	Source document
<p>UNFPA's Integrated Budget is explicitly described as a vehicle to operationalise the Strategic Plan. The Budget encompasses all cost categories and results within a single integrated framework. This was first comprehensively done for the 2014-17 Strategic Plan and refined for the 2018-21 Strategic Plan. The Integrated Budgets for both Strategic periods detail funds required for each development and organisational outcome as per the Integrated Resource and Results Framework, taking account of projected income.</p> <p>UNFPA's Integrated Budget 2018-21 sets out indicative costings by strategic outcomes. The current budget allocates more than 51% to Outcome 1: Use integrated sexual and reproductive health services. The budget provides costings for strategic outcomes and an indicative allocation for the achievement of each management result, as well as detailed functional clusters under each result, in line with the Executive Board-approved RBB methodology (decision 2011/10). Budgets for country programmes must link requested amounts to IRRF outputs, show clear prioritisation, and show contributions to and linkages between outputs and outcomes. Programmes must base estimates for each output on detailed costing, and these costs must link to specific workplans. These costings are used to track activity-level expenditure – and all activities ultimately have a link upwards to one of UNFPA's organisational objectives. The Copenhagen Procurement Office assists countries with costings for supplies.</p> <p>The main system for tracking costs from activity to outcome is UNFPA's Global Programming System (GPS). The GPS contains approved costed workplans against which each expenditure is tracked. This system has been in development for several years, and it has taken time for effective use to be rolled out. Country Offices now recognise GPS as a useful tracking tool. External implementing partners have recently been given an interface to the GPS system, enabling them to report directly. The GPS measures every dollar to an output. These measurements are then linked into the SIS system and linked to higher level results. The IT optimisation process that started as part of the CRR is merging the GPS and SIS systems under a new Enterprise Resources Planning. This system will eventually give the unit cost for everything UNFPA does. Also, the integration and better capability will provide, for example, standardised costs for interventions and better budgeting. However, as this is an internally developed system, it is uncertain what will happen with the implementation of "One UN".</p> <p>An independent external body, the Advisory Committee for Administrative and Budgetary Questions reviews budgets and recommends improvements before budgets are approved by UNFPA's Executive Board.</p>	1, 4, 6, 9, 20, 24, 27, 29, 31, 52, 53, 54, 55, 70, 94

<p>UNFPA has linked its budgets with results using existing frameworks from other UN agencies as a guide, including the UNAIDS Unified Budget and the Results and Accountability Framework. The (Results-based budgeting) RBB methodology for management results is harmonised with UNDP, UNICEF and UN Women, and approved by the Executive Board.</p> <p>UNFPA is increasingly focusing on cost recovery: there is a variable procurement fee that is charged to both core and non-core projects for their services. Procurement and the UNFPA Supplies Programme are focusing on improving implementing partner inventory control after a successful pilot in Uganda.</p>	1, 4, 6, 9, 20, 24, 27, 29, 31, 52, 53, 54, 55, 70, 94
<b>MI 4.3 Evidence confidence</b>	<b>High confidence</b>
<b>MI 4.4: External audit or other external reviews certifies the meeting of international standards at all levels, including with respect to internal audit</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>4</b>
Element 1: External audit conducted which complies with international standards	4
Element 2: Most recent external audit confirms compliance with international standards across functions	4
Element 3: Management response is available to external audit	4
Element 4: Management response provides clear action plan for addressing any gaps or weaknesses identified by external audit	4
Element 5: Internal audit functions meet international standards, including for independence	4
Element 6: Internal audit reports are publicly available	4
<b>MI 4.4 Analysis</b>	<b>Source document</b>
<p>UNFPA complies with good practice internal and external audit requirements. External audits are conducted by the United Nations Board of Auditors and follow the International Standards of Auditing (ISA). They are submitted to the legislative or governing bodies of UNFPA and report on all financial management and accounting matters. The United Nations Board of Auditors are solely responsible for conducting external audits of UNFPA.</p> <p>The Audit Monitoring Committee, comprising HQ divisional directors and the six regional directors, meets monthly to track the progress of implementation of recommendations from all internal and external audits. The Office of Audit and Investigation Services (OAIS) includes UNFPA's internal audit function and the Oversight Policy states the organisation's commitment to performing audit services in "accordance with relevant professional standards", following required UNFPA procedures and internal guidelines. External quality assessment has been conducted by the Institute of Internal Auditors (the standard setting body in internal audit) and confirmed that OAIS was in conformance with the Standards. Sometimes independent contractors conduct the audit under OAIS' supervision. Management responses to internal and external audits are publicly available and have been reviewed. An annual report on internal audit and investigation activities is presented to the Executive Board and is publicly available, in addition to audit reports published after December 2012.</p>	20, 27, 30, 35, 38, 43, 57, 67, 70, 142, 143
<b>MI 4.4 Evidence confidence</b>	<b>High confidence</b>

<b>MI 4.5: Issues or concerns raised by internal control mechanisms (operational and financial risk management, internal audit, safeguards etc.) adequately addressed</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.83</b>
Element 1: A clear policy or organisational statement exists on how any issues identified through internal control mechanisms will be addressed	4
Element 2: Management guidelines or rules provide clear guidance on the procedures for addressing any identified issues, including timelines	4
Element 3: Clear guidelines are available for staff on reporting any issues identified	4
Element 4: A tracking system is available which records responses and actions taken to address any identified issues	4
Element 5: Governing Body or management documents indicate that relevant procedures have been followed/action taken in response to identified issues, including recommendations from audits (internal and external)	4
Element 6: Timelines for taking action follow guidelines/ensure the addressing of the issue within twelve months following its reporting	3
<b>MI 4.5 Analysis</b>	<b>Source document</b>
<p>The Oversight Policy tasks management with establishing risk management mechanisms, and within this the Executive Director is ultimately responsible for the Internal Control Framework (ICF). The Enterprise Risk Management System and the ICF together provide the guidelines and mechanism to implement controls and manage risk. The ICF is based on 17 principles and comprises: control environment, risk assessment, control activities, information and communication, and monitoring activities.</p> <p>Risk management includes the mechanisms to prevent and detect fraud, corruption, and any misuse of resources. It also ensures that external and internal audit concerns are addressed. Internal audits assess governance arrangements, risk management practices, and internal controls and rate them as “Not Effective”, “Major Improvement Needed”, “Some Improvement Needed”, or “Effective” and provide prioritised recommendations to address issues identified. There is a standard operating procedure for management of internal audit recommendations. The Executive Director must ensure that action is taken to address significant internal control weaknesses and risks when they become apparent and determine the costs of addressing them.</p> <p>The “Spot Checks” system is part of the HACT assurance process where Implementing Partners undergo periodic on-site reviews to assess internal controls and financial records accuracy. The outcome report details actions required to address findings and sets a timeframe for completion. Spot Checks can be useful in identifying and fixing problems before a formal audit of the Implementing Partner.</p> <p>Management responses to evaluations generally include proposed timescales for planned actions. The Audit Monitoring Committee tracks all internal audit recommendations via the TeamCentral application. Implemented recommendations must be shown to be sustained before the OAIIS accepts a recommendation as implemented and closes it. Since 2016, UNFPA has made concerted efforts to complete a higher percentage of outstanding recommendations each year, and this appears to be achieved.</p>	20, 24, 25, 27, 30, 34, 35, 36, 40, 45, 49, 66, 143, 144

<p>The Report of the Executive Board Annual Session 2016 refers to oversight actions of the Office of Audit and Investigation Services in 2016: these included addressing unsatisfactory Country Office audits and long outstanding audit recommendations. The 2017 Annual Session report indicated that Internal Audit reports had helped the agency become more sustainable, effective and efficient. This Report noted that the Executive Board welcomed the opinion that UNFPA's framework for governance, risk management and control were adequate and effective, but noted supply chain management issues and encouraged UNFPA to pay greater attention to last-mile delivery to ensure commodities reached beneficiaries.</p>	<p>20, 24, 25, 27, 30, 34, 35, 36, 40, 45, 49, 66, 143, 144</p>
<p><b>MI 4.5 Evidence confidence</b></p>	<p><b>High confidence</b></p>
<p><b>MI 4.6: Policies and procedures effectively prevent, detect, investigate and sanction cases of fraud, corruption and other financial irregularities</b></p>	<p><b>Score</b></p>
<p><b>Overall MI Rating</b></p>	<p><b>Highly satisfactory</b></p>
<p><b>Overall MI score</b></p>	<p><b>4</b></p>
<p>Element 1: A clear policy/guidelines on fraud, corruption and any other financial irregularities is available and made public</p>	<p>4</p>
<p>Element 2: The policy/guidelines clearly define the roles of management and staff in implementing/complying with the guidelines</p>	<p>4</p>
<p>Element 3: Staff training/awareness-raising has been conducted in relation to the policy/guidelines</p>	<p>4</p>
<p>Element 4: There is evidence of policy/guidelines implementation, e.g. through regular monitoring and reporting to the Governing Body</p>	<p>4</p>
<p>Element 5: There are channels/mechanisms in place for reporting suspicion of misuse of funds (e.g. anonymous reporting channels and "whistle-blower" protection policy)</p>	<p>4</p>
<p>Element 6: Annual reporting on cases of fraud, corruption and other irregularities, including actions taken, ensures that they are made public</p>	<p>4</p>
<p><b>MI 4.6 Analysis</b></p>	<p><b>Source document</b></p>
<p>The "Policy for Fraudulent and other Proscribed Practices" is publicly available on the UNFPA website. It is informed by the Fraud Management Framework, and reflects UN system standards and procedures. This policy declares that UNFPA has zero tolerance for wrongdoing, and outlines the responsibilities of staff, non-staff personnel, suppliers, implementing partners, and other third parties in ensuring that fraudulent and other proscribed practices are prevented, detected and managed promptly. Special emphasis is placed on the role of managers and their responsibility to foster the zero-tolerance culture. The policy has clear procedures for reporting allegations of wrongdoing through a variety of channels including post, phone, fax, email, or the Investigations Hotline. OAS is responsible for assessing and investigating all allegations of wrongdoing, including fraudulent and other proscribed practices. The UNFPA Disciplinary Framework provides guidance on disciplinary measures for staff found guilty of fraud-related misconduct. The Vendor Review Committee is the oversight structure for vendors with corresponding sanction mechanisms.</p> <p>A "Protection against Retaliation for Reporting Misconduct or for Cooperating with an Authorized Fact-Finding Activity", is also in place to protect whistle-blowers and the Internal Control Framework provides guidance on control and accountability which management is responsible for setting up. An online ethics training course is mandatory for all staff. It provides guidelines on how to detect, address and report issues of wrongdoing. UNFPA is collaborating with other UN agencies on a</p>	<p>24, 25, 30, 32, 62, 67, 79, 93</p>



<p>broader anti-fraud online course. The requirement for staff to use MyRisks on the SIS system helps ensure that at programme level there is an evaluation of risk factors. At the end of 2017, UNFPA launched a communications campaign promoting the zero-tolerance for fraud message. Periodic communications are planned to maintain awareness.</p> <p>The annual OAIS report to the Board documents all fraud cases dealt with over the previous period and the consequence for UNFPA: for example, any financial loss. The Oversight Policy requires a summary of cases of wrongdoing alongside management actions to be made public on the UNFPA’s website.</p>	<p>24, 25, 30, 32, 62, 67, 79, 93</p>
<p><b>MI 4.6 Evidence confidence</b></p>	<p><b>High confidence</b></p>

**RELATIONSHIP MANAGEMENT**

*Engaging in inclusive partnerships to support relevance, to leverage effective solutions and to maximise results (in line with Busan Partnerships commitments)*

<p><b>KPI 5: Operational planning and intervention design tools support relevance and agility (within partnerships)</b></p>	<p><b>KPI score</b></p>
<p><b>Satisfactory</b></p>	<p><b>2.73</b></p>

UNFPA’s operational planning and intervention design tools support relevance and agility within partnerships. Interventions are aligned with national and regional priorities and intended results. Contextual and capacity analyses are also applied to shape intervention designs and implementation. Policy requires that Country Programme Documents must be endorsed by all key stakeholders and government counterparts.

UNFPA has built and improved its risk management and risk awareness over the last strategic period and now has detailed risk management strategies to help ensure the identification, mitigation, monitoring and reporting of risks. The risk factors analysis in both Strategic Plans implicitly and explicitly address operational, political and reputational risk, though systematic analysis of all types of risks across programmes is an area that requires continuous improvement. Recent key additions to UNFPA’s risk framework are Protection from Sexual Exploitation and Abuse (PSEA) and specialised assessments to assess risk in humanitarian situations. In 2017, a risk response module and a Global Risk Mitigation Table were added to the SIS. UNFPA includes cross-cutting issues in intervention designs. UNFPA’s strategy and results framework is also aligned with the QCPR, which identifies national ownership and capacity building, South-South and Triangular co-operation and gender equality and women’s empowerment as cross-cutting issues. UNFPA does require programmes and interventions to include sustainability measures.

A growing focus for UNFPA is reaching agreements with country governments on co-financing of programmes. This is seen as a critical part of longer-term sustainability, as there is evaluative evidence that where this is achieved there is a greater chance of programmes being sustained beyond UNFPA’s involvement. The Theory of Change for the 2018-21 Strategy identifies all conditions (or critical assumptions) necessary to achieve outcomes and the critical barriers or root causes that can impede the achievement of results and the sustainability of its programmes. It is recognised that some, like poverty and inequality, are beyond UNFPA’s ability to change. Performance-tracking tools provide senior management with up-to-date quarterly results, enabling them to address under-performance. In February 2018, Regional and Country Offices identified major bottlenecks slowing humanitarian responses, and made recommendations to reduce delays, indicating that current systems and processes were not all fit for purpose.



<b>MI 5.1: Interventions aligned with national/regional priorities and intended national/regional results</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3</b>
Element 1: Reviewed country or regional strategies make reference to national/regional strategies or objectives	3
Element 2: Reviewed country strategies or regional strategies link the results statements to national or regional goals	3
Element 3: Structures and incentives in place for technical staff that allow investment of time and effort in alignment process	3
<b>MI 5.1 Analysis</b>	<b>Source document</b>
<p>UNFPA's strategies and policies require all programming to be based on country or regional needs and priorities as expressed in national and/or regional strategies. Lessons learned from country programme evaluations found that most programmes rate highly on "Relevance", and were well aligned to national priorities, global strategies and the needs of target groups. The lessons learned document indicates that support is more likely to be sustained when interventions are aligned to national agendas and priorities. For example, the Ethiopia country programme document 2016-20 is aligned with the national Growth and Transformation Plan (2016-20), the Health Sector Transformation Plan (2015-20), the UNDAF (2016-20) and the UNFPA Strategic Plan (2014-17) and will be guided by the SDGs. External partners surveyed believe UNFPA's programmes are aligned well with national priorities, but there were differing opinions on UNFPA's ability to be sufficiently context-sensitive. The majority felt UNFPA interventions were carefully tailored to local needs and context and that staff actively try to build sustainable programmes. A minority felt interventions are imported without sufficiently considering local customs, the strengths and weaknesses of the Implementing Partner, or, local security concerns. Country governments must be involved in planning and must formally endorse the programme before it is signed off for implementation. Guidelines for programme development ensure that technical staff can spend time and effort on engaging with governments/Implementing Partners to ensure alignment. Regional Offices and the Programme Review Committee (PRC) play an oversight and quality assurance role.</p>	1, 9, 12, 29, 39, 42, 45, 47, 48, 51, 52, 53, 54, 55, 80, 136
<b>MI 5.1 Evidence confidence</b>	<b>High confidence</b>

<b>MI 5.2: Contextual analysis (shared where possible) applied to shape the intervention designs and implementation</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.17</b>
Element 1: Intervention designs contain a clear statement that positions the intervention within the operating context	3
Element 2: Context statement has been developed jointly with partners	3
Element 3: Context analysis contains reference to gender issues, where relevant	4
Element 4: Context analysis contains reference to environmental sustainability and climate change issues, where relevant	3
Element 5: Context analysis contains reference to governance issues, including conflict and fragility, where relevant	3
Element 6: Evidence of reflection points with partner(s) that take note of any significant changes in context	3
<b>MI 5.2 Analysis</b>	<b>Source document</b>
<p>Country Programme Documents (CPD) must explain the country's context, critical issues it faces, past work there, and how the current programme interventions address the context. The programme rationale must also consider any available Population Situation Analyses. Context analyses mention issues around conflict and fragility in relation to their humanitarian work where this is relevant. One example is UNFPA's response to the Syrian crisis where the humanitarian response was implemented in a fragile and complex environment with significant challenges for an effective delivery of programme and operational activities.</p> <p>Country Office heads are responsible for ensuring that the CPD is a consensus document, endorsed by all key stakeholders and government counterparts, and relevant government ministries, departments and agencies, including the Ministry of Foreign Affairs. In the case of joint programming, context statements and programme rationale are developed with partners: examples are the UNFPA/UNICEF Joint Programme on Female Genital Mutilation/Cutting (FGM/C); Accelerating Change, and the H6 programme undertaken with a group of UN agencies (UNICEF, WHO UNAIDS, UN Women and the World Bank). Thematic overview publications provide information on the context and rationale behind UNFPA interventions: examples are the Humanitarian Action Overviews, the Family Planning Strategy, the paper on engaging Adolescents and Boys, and the UNFPA/UNAIDS HIV Prevention 2020 Roadmap. The Strategy for the 2020 Round of Population &amp; Housing Censuses explains that the SDGs ensure prioritising that no one is left behind, and that national indicators should monitor redress of inequality.</p> <p>UNFPA's mandate is to improve the lives of adolescents, youth, and women, enabled by population dynamics, human rights, and gender equality. This means that much of any CPD's context analysis will refer to gender issues. This may include analysis of sexual and reproductive health policy, the situation of women and adolescent girls, maternal mortality, and the prevalence and mitigation of gender-based violence.</p> <p>UNFPA addresses environmental sustainability and climate change through its programme and advocacy work around the use of population data as part of disaster risk reduction planning. At the global level, the UNFPA Supplies Programme, as part of the Green Procurement Strategy, works with condom producers to reduce the impact of manufacturing on the environment. UNFPA Supplies tracks the number of countries where action has been taken to incorporate recommendations from the UNFPA Guidance Note on Safe Disposal and Management of Unused, Unwanted Contraceptives into national guidelines and protocols.</p>	8, 12, 16, 29, 33, 44, 48, 50, 51, 53, 54, 55, 60, 67, 89

<p>Country programmes refer to the legislative and political enabling environment and identify gaps. Advocacy and technical assistance around policy development and implementation aim to ensure that these gaps are addressed. UNFPA's work in humanitarian response has increased significantly over the past decade, particularly in the context of large migrating populations. The UNFPA Supplies Programme focuses on ensuring that supplies reach intended beneficiaries in humanitarian contexts. This programme's 2017 Annual Report explains the need to combine commodity procurement with systems strengthening to improve the supply chain.</p> <p>Country Programme Annual Reports provide information on programme review activities in relation to their workplans. The Spot-Checks process ensures that bottlenecks and problems can be identified and addressed prior to formal reviews and audits. However, changes in state officials always make continuity a problem, and government processes can be rigid and time-heavy, delaying implementation or preventing flexibility. Disbursement delays can affect sustainability and consistent engagement for capacity building. Implementing partner experience of these reviews depends on the approach and relationship management of the Country Office.</p>	8, 12, 16, 29, 33, 44, 48, 50, 51, 53, 54, 55, 60, 67, 89
<b>MI 5.2 Evidence confidence</b>	<b>High confidence</b>
<b>MI 5.3: Capacity analysis informs intervention design and implementation, and strategies to address any weakness found are employed</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Unsatisfactory</b>
<b>Overall MI score</b>	<b>2</b>
Element 1: Intervention designs contain a clear statement of capacities of key national Implementing Partners	1
Element 2: Capacity analysis considers resources, strategy, culture, staff, systems and processes, structure and performance	2
Element 3: Capacity analysis statement has been developed jointly where feasible	2
Element 4: Capacity analysis statement includes clear strategies for addressing any weaknesses, with a view to sustainability	1
Element 5: Evidence of regular and resourced reflection points with partner(s) that take note of any significant changes in the wider institutional setting that affect capacity	4
<b>MI 5.3 Analysis</b>	<b>Source document</b>
<p>Policy requires that country programmes should be informed by an analysis of implementing capacity available to UNFPA for effective implementation – this must include consideration of internal and external resources or capacity. However, no CPDs reviewed provide specific analysis implementing partners' capacity. Rather, CPDs address where Implementing Partner capacity needs to be built and this is stated in the programme outcomes. Importantly, the country programmes reviewed were all continuations of UNFPA presence in the country. This means that the strategies identified for capacity building reflects built understanding of existing weaknesses. Some examples are: Ethiopia – reinforce the capacity of service providers to deliver rights-based family planning services; Bolivia programme outputs include strengthening national systems and national health logistics.</p> <p>Country programmes must identify potential partners based on programme requirements. Some country documents are very specific about how this will influence choice of Implementing Partner. For example: Implementing Partners would be chosen based on their ability to deliver high quality programmes (Bolivia, Lebanon, and Ethiopia), comparative advantage (Lebanon), and strategic</p>	12, 29, 33, 36, 37, 39, 48, 50, 52, 53, 54, 55, 60, 63, 65, 74

<p>relevance (Ethiopia). Others are vaguer, suggesting they had yet to identify partners. Potential partners who respond to “expressions of interest” are examined in light of their legal status (structure), mandate (strategy), experience, and proven track record (performance).</p> <p>There were also no direct statements about whether the identification of capacity gaps had been developed together with partners. Three elements of country programme development were considered here: 1) country programme documents must be consulted with country governments; 2) programme outcomes include capacity development outcomes; and 3) that most external stakeholders surveyed regarded UNFPA’s assessment of national and regional capacities as good and confirmed that capacity building to address identified weakness is included in workplans. Evidence of capacity building to address identified weaknesses is available from many sources. For example, UNFPA focuses on building the capacity of local staff working in Country Offices, as many go on to work in government. Other examples describe UNFPA support into various government ministries, into education frameworks for midwifery curricula, helping national statistics agencies improve their ability to undertake census and population data-related activities. UNFPA’s annual reviews with Implementing Partners offer an opportunity to look at partner capacity, and capacity gaps have been identified and addressed with some Implementing Partners. UNFPA’s Harmonized Approach to Cash Transfer (HACT) framework requires that identifying and addressing partner capacity gaps must be done during implementation – the HACT framework considers capacity development as a crucial component for managing risk and a key to achieving the HACT objective of promoting national ownership. In the first two years of HACT roll out, UNFPA focussed efforts on the risk management element of HACT and is preparing guidance for 2018 on the follow up to assessments, including possible action for medium to longer-term capacity development with other development partners.</p> <p>UNFPA’s Strategy for the 2020 Round of Population &amp; Housing Censuses aims to conduct capacity assessments on countries’ census expertise, and based on this, develop a dedicated capacity development strategy to address gaps and weaknesses to build sustainable local expertise. Thematic Fund Strategies also consider the capacity of partners. The Family Planning: Choices not Chance strategy recognises that countries have different contexts, diverse needs and a range of capacities. It also includes capacity assessments and provision for Implementing Partner’s capacity development support.</p>	<p>12, 29, 33, 36, 37, 39, 48, 50, 52, 53, 54, 55, 60, 63, 65, 74</p>
<b>MI 5.3 Evidence confidence</b>	<b>High confidence</b>
<b>MI 5.4: Detailed risk (strategic, political, reputational, operational) management strategies ensure the identification, mitigation, monitoring and reporting of risks</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.33</b>
Element 1: Intervention designs include detailed analysis of and mitigation strategies for operational risk	3
Element 2: Intervention designs include detailed analysis of and mitigation strategies for strategic risk	3
Element 3: Intervention designs include detailed analysis of and mitigation strategies for political risk	3
Element 4: Intervention designs include detailed analysis of and mitigation strategies for reputational risk	3
Element 5: Risks are routinely monitored and reflected upon by the partnership	4
Element 6: Risk mitigation actions taken by the partnership are documented and communicated	4

MI 5.4 Analysis	Source document
<p>UNFPA has built and improved its risk management and risk awareness over the last strategic period. Risk has been well-incorporated into the new strategy, policies and processes as well as into ongoing communications to all levels of staff. UNFPA has robust corporate financial tracking systems to manage financial risk, particularly related to operational risk. This includes the HACT capacity assessments which assess Implementing Partner's risk at macro and micro level related to cash transfers. The Spot Checks of Implementing Partners are used for early identification and mitigation of financial risk. The evolution of UNFPA risk management can be tracked. For example, the 2016 UN Board of Auditors Audit noted several good risk management practices but did note that there were no plans to follow up micro-assessments. On this point staff indicated that standard HACT procedures require that micro assessments are followed up during spot checks and audits of IPs.</p> <p>The Audit of UNFPA's Syria Regional Response Hub found that a strategic risk assessment was completed using the myRisks application, but that major improvement was still needed for overall risk management, including increasing country staff awareness. The 2016 Audit of the UNFPA Supplies Programme governance and programme management found that despite a high-level programme-specific risk analysis, the Steering Committee did not help to identify, assess and prioritise programme operational, financial and reputational risks, or develop and track mitigation strategies.</p> <p>UNFPA identifies two primary risk areas: Strategic and Fraud. The risk factors analysis in both Strategic Plans implicitly and explicitly address operational, political and reputational risk. Both identify primary risk factors that may prevent achievement of desired results. The 2018-21 Strategic Plan recognises that achievement depends on certain conditions being in place. The Theory of Change shows how these conditions link to results and identifies risks that may prevent the results chain from being realised. The plan describes its risk identification and mitigation tools: the "three lines of defence" for operational risk; tracking and risk assessments for financial risk; and expanding and monitoring partnerships to spread and mitigate programmatic risk.</p> <p>UNFPA's Enterprise Risk Management (ERM) system, introduced in 2015, provides a framework to help identify areas needing stricter controls, strengthen accountability and ensure risk is used as a decision criterion in operations. Various Policies support the ERM. UNFPA's approach to risk and risk management has evolved significantly over the 2014-17 period and the agency has successfully embedded risk awareness from HQ to CO level, although it is recognised as an area requiring continuous improvement. CPDs must contain a risk assessment against the results framework. The Issuance Policy requires that all UNFPA policies include a risk matrix showing risk factors for policy implementation and proposed mitigation.</p> <ul style="list-style-type: none"> <li>• UNFPA Country Programme Documents are required to include analysis of operational risks, referred to as "programmatic" risks in the CPD template.</li> <li>• Strategic risks are explicitly defined in programme documents.</li> <li>• Although the UNFPA risk register includes a dedicated risk factor for coverage of political risk, intervention designs do not systematically include analysis of and mitigation strategies for political risk. Neither audits nor Country Programme Documents provide evidence of systematic analysis of and mitigation strategies for political risk.</li> <li>• The 2018 Framework for Strategic Partnerships addresses reputational risk directly. Due diligence is highlighted as essential in assessing and mitigating reputational risk when partnering with an external stakeholder.</li> </ul>	<p>1, 2, 3, 4, 19, 25, 29, 30, 32, 33, 35, 36, 52, 53, 54, 55, 57, 60, 62, 64, 67, 74, 76, 80, 81</p>

<p>The SiS/MyRisk application tracks risk assessments, validation and mitigation plans and deadlines. Each risk identified has a risk owner (must be a Director) who together form the Risk Committee. For each risk, a ten-person Risk Treatment Working Group is established comprising the owner, subject experts, regional and other relevant individuals. UNFPA process owners develop risk-based policies and procedures which include controls to mitigate fraud.</p> <p>Risk focal points at country level are responsible for mitigation activities. All staff report into the myRisks portion of the SIS system. In May 2017, a risk response module was introduced into myRisks linked to a Global Risk Mitigation Table. This required users to explain why they rated a risk as high or low. By December 2017, the system reported 70% compliance for mitigated risks identified. In 2018, the myRisks system incorporated two automated functions: an automatic calculation of risk rating, based on the probability and impact and an automatic notification function to prompt for a report detailing completion of assessment and mitigation activities. Recent key additions to UNFPA's risk framework are Protection from Sexual Exploitation and Abuse (PSEA) and specialised assessments to assess risk in humanitarian situations.</p>	<p>1, 2, 3, 4, 19, 25, 29, 30, 32, 33, 35, 36, 52, 53, 54, 55, 57, 60, 62, 64, 67, 74, 76, 80, 81</p>
<b>MI 5.4 Evidence confidence</b>	<b>High confidence</b>
<b>MI 5.5: Intervention designs include the analysis of cross-cutting issues (as defined in KPI 2)</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.14</b>
Element 1: Intervention design documentation includes the requirement to analyse cross-cutting issues	2
Element 2: Guidelines are available for staff on the implementation of the relevant guidelines	0
Element 3: Approval procedures require the assessment of the extent to which cross-cutting issues have been integrated in the design	2
Element 4: Intervention designs include the analysis of gender issues	4
Element 5: Intervention designs include the analysis of environmental sustainability and climate change issues	2
Element 6: Intervention designs include the analysis of good governance issues	1
Element 7: Plans for intervention monitoring and evaluation include attention to cross cutting issues	4
<b>MI 5.5 Analysis</b>	<b>Source document</b>
<p>The Policy and Procedures for Development and Approval of Country Programmes requires a programme rationale and a situation analysis that considers the following cross-cutting themes: national ownership and capacity building, South-South and Triangular co-operation and gender equality and women's empowerment. Country programmes must ensure that human rights and is undertaken from a rights-based perspective, humanitarian issues must be mainstreamed and the situation analysis requires identification of major national policies of relevance and associated policy needs and gaps covering vulnerable populations. UNFPA's mandate means these will include women and girls (gender), and adolescent and youth programming. UNFPA interventions do not mention good governance, except to the extent that they discuss or address government and health systems capacity weaknesses.</p>	<p>4, 6, 29, 30, 32, 39, 48, 52, 53, 54, 55, 59, 65, 83, 84, 87, 91, 156, 157</p>

The Strategic Plan and annexes (Business model, QCPR, the Common Chapter), the Policy and Procedures for Development and Approval of the Country Programme Document, and the Results Based Management Policy are the frameworks against which staff monitor delivery of programme content. While there are no specific guidelines covering all cross-cutting issues listed in the MOPAN framework, UNFPA produces numerous guidelines for programme implementation. These include, to mention a few: procurement of condoms; field management of reproductive health kits; South-South Triangular Cooperation; HIV interventions in emergency situations; GBV in humanitarian settings; data issues in humanitarian crisis situations; gender analysis in national population and census data; the framework to Assess Population Risk & Resilience to Climate Change; a toolkit for supervisors on dealing with under-performance; and an Emergency Fund internal guidance note.

The Programme Review Committee User guide, updated in March 2017, includes a detailed framework to review CPDs and thematic programme plans. It requires that programmes address humanitarian mainstreaming and human rights-based approaches. All programme documents must be aligned to the Strategic Plan, the IRRF and the business model and must include a risk assessment as well as evidence of use of lessons learned. The programme is required to demonstrate “Technical Robustness” and should have an integrated programming approach. The review scores each element of the programme plan, the guidance states that “If the Programme Rationale includes all the key dimensions of UNFPA’s mandate, and includes data and evidence on the gaps, the rating is 4”.

As a central part of UNFPA’s mandate, CPDs contain reference to gender issues, specifically SRH and gender equality and women’s empowerment. The Situation Analysis sections analyse gender issues to situate specific interventions. Some analyses refer to the Gender and Development Index and show prevalence rates for FGM, GBV and child marriage. Thematic Programmes are based on an analysis and consideration of gender issues based on needs assessments and inquiry. Programme documents did not include specific analysis of environmental sustainability and climate change. Where relevant, they do refer to actions aimed at improving national disaster risk reduction management strategies and provision of SRH services and relevant quality medicines in situations involving natural disasters.

At country level, UNFPA’s disaster risk reduction (DRR) work covers planning for both climate-related and other natural disasters as well as humanitarian situations arising from conflict. Country programmes must include humanitarian preparedness based on a risk assessment and how the country proposes to support disaster risk reduction planning. At global level environment issues are addressed in the Green Procurement Strategy which is largely implemented through the UNFPA Supplies Programme and the Procurement division as well as the joint procurement and delivery systems of the Co-ordinated Supply Group.

UNFPA’s core focus areas and additional cross-cutting categories were all evident in programme monitoring and evaluation plans. The UNFPA Corporate Strategy for South-South and Triangular Cooperation, which is also a QCPR cross cutting issue, describes how baselines should be determined. In Bangladesh, UNFPA addressed cross cutting issues in data collection, supported the inclusion of qualitative data on gender-based violence into the country’s Management Information System and led co-ordination of the Gender Equality and Women’s empowerment pillar for UNDAF monitoring.

4, 6, 29, 30, 32, 39, 48,  
52, 53, 54, 55, 59, 65,  
83, 84, 87, 91, 156,  
157

#### MI 5.5 Evidence confidence

High confidence



<b>MI 5.6: Intervention designs include detailed and realistic measures to ensure sustainability (as defined in KPI 12)</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3</b>
Element 1: Intervention designs include statement of critical aspects of sustainability, including; institutional framework, resources and human capacity, social behaviour, technical developments and trade, as appropriate	3
Element 2: Key elements of the enabling policy and legal environment that are required to sustain expected benefits from a successful intervention are defined in the design	3
Element 3: The critical assumptions that underpin sustainability form part of the approved monitoring and evaluation plan	3
Element 4: Where shifts in policy and legislation will be required these reform processes are addressed (within the intervention plan) directly and in a time sensitive manner	3
<b>MI 5.6 Analysis</b>	<b>Source document</b>
<p>Although UNFPA does not explicitly define “sustainability” in its guidance, the Theory of Change for the 2018-21 Strategy implicitly refers to aspects of sustainability in its identification of conditions (or critical assumptions) necessary to achieve outcomes. These include systemic or structural issues, such as poverty or cultural norms. While some of these are beyond UNFPA’s ability to influence, a growing focus for UNFPA is reaching agreements with country governments on co-financing of programmes. This is seen as a critical part of longer-term sustainability, as there is evaluative evidence that where this is achieved there is a greater chance of programmes being sustained beyond UNFPA involvement.</p> <p>Programme design must show how local context has been factored into proposed interventions, and that these contribute towards sustainability. Country programmes are all linked to national policies and goals as well as to global development agreements. Programme outputs all include references to national dialogues around relevant policies or legislation, or planned interventions to enhance existing legislation: for example, the UNFPA Supplies Programme and the procurement function focus on building or strengthening national procurement and supply chain. UNFPA’s disaster risk reduction support focuses on preparedness planning and ensuring that services in these plans are part of the country’s national service delivery of SRH, maternal health, and GBV reduction. UNFPA is committed to strengthening national capacity and national ownership of its programmes.</p> <p>UNFPA’s Theory of Change identifies capacity development as an area of strategic intervention, and the HACT framework includes capacity development of Implementing Partners as a key method of risk management. The UNFPA Supplies Programme aims to improve national level procurement and supply chain management capabilities. Family planning interventions also drive national ownership, starting with policy and legislation, continuing through to delivery of services. The 2020 Round of Population &amp; Housing Censuses Strategy identifies issues that are critical to building and ensuring sustainability of national statistical agencies.</p> <p>Country and Regional Offices all indicated that they engage in policy dialogue in the areas of UNFPA focus. These engagements are particularly part of the advocacy brief in middle income countries (MICs), where the focus is on supporting country delivery of quality services in all areas. Thematic funds also engage governments in relevant areas. These processes are dependent on the level of government engagements. There are excellent examples in programme and thematic reporting about processes used to determine and address policy reform. For example, the UNICEF/UNFPA FGM/C</p>	1, 3, 11, 12, 13, 29, 39, 47, 48, 52, 53, 54, 55, 60, 74, 80, 87, 94, 100, 129



<p>programme undertakes community dialogues and qualitative and quantitative surveys to measure study measuring shifts in attitudes and expectations around the social norm of FGM/C in response to messaging in the Saleema initiative in Sudan. The survey methodology and baseline data showed it provides a reliable indicator of social norms changes before collective declarations or significant changes in rates of cutting take place. This information then refines messaging, and bolsters policy dialogue. There are community dialogues and ongoing surveys in this programme.</p> <p>UNFPA monitors the levels of country co-financing. Overall monitoring of outcomes and results is through the UNFPA GPS and SIS systems. Country programmes must indicate in their results frameworks the high-level strategic results their programmes address, as well as the relevant transformational result. The new Compact of Commitment identifies specifically the change that the country programme seeks to achieve – this is particularly relevant where policy and legislation advocacy work forms part of the programme.</p>	<p>1, 3, 11, 12, 13, 29, 39, 47, 48, 52, 53, 54, 55, 60, 74, 80, 87, 94, 100, 129</p>
<b>MI 5.6 Evidence confidence</b>	<b>High confidence</b>
<b>MI 5.7: Institutional procedures (including systems for engaging staff, procuring project inputs, disbursing payment, logistical arrangements etc.) positively support speed of implementation</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.5</b>
Element 1: Internal standards are set to track the speed of implementation	3
Element 2: Organisation benchmarks (internally and externally) its performance on speed of implementation across different operating contexts	2
Element 3: Evidence that procedural delays have not hindered speed of implementation across interventions reviewed	2
Element 4: Evidence that any common institutional bottlenecks in speed of implementation identified and actions taken leading to an improvement	3
<b>MI 5.7 Analysis</b>	<b>Source document</b>
<p>Monitoring of programme implementation is based on the country programme and agreements reached with Implementing Partners. Programmes must include SMART and time-bound indicators with baselines and targets – at this level the timeframe is programme duration. Annual workplans provide detail on delivery timeframes. Implementation performance across countries and regions is tracked through aggregated data gathered into the Portfolio Review, and Internal Audit reports track the speed of implementation in their assessments of internal systems efficiency – this includes tables showing the number of days taken for programme approval and sign off. There are also guidance notes provided such as the “Guidance Note to COs on the Timely Disbursement of CERF Funds”. External benchmarks were not found.</p> <p>Continuous monitoring is mandatory. The primary collection tool for monitoring data is the Global Programming System (GPS) which supports implementation by tracking workplan activities. Phase II of the GPS includes an Implementing Partner interface to capture quarterly Workplan Progress Reports and monitoring the amount of disbursed funds not yet reported. The GPS feeds into the Strategic Information System (SIS). This is a “platform for key (operational) performance indicators and includes indicators related to implementation rate and compliance”. If mandatory implementation monitoring is limited due to conflict, natural disasters, insufficient data, COs must attempt remote or third-party monitoring.</p>	<p>6, 12, 13, 29, 37, 42, 47, 52, 53, 54, 55, 94, 109, 119, 139, 142, 143</p>

<p>Implementation and procedural delays can occur at different points of programme processes. Programme planning and approval within UNFPA is generally done well within set timeframes, but there are times when budget and disbursement delays take place within UNFPA due to a lack of internal capacity. Delays also occur at the point of signing workplan agreements with Implementing Partners. This is often due to delays in country government approval processes. This gap is, of course, one of the first things to be noticed by partners and several external stakeholders surveyed expressed frustration about the impact of disbursement delays on programme implementation.</p> <p>UNFPA has taken some actions to address bottlenecks. One initiative is harnessing the “Brainpower” of Fordham University to explore innovative solutions to organisational bottlenecks. Another is the Portfolio Review process introduced in 2014. The Portfolio Review tracks each country’s programme implementation and results achievements quarterly against its workplan and budget. It tracks performance against 21 indicators reporting compliance, budget utilisation rate, vacancy rates, and audit ratings. The Review provides the senior management with a cumulative evidence-based assessment of Country Office operational and programme performance, identifying recurrent issues causing under-performance. The information facilitates regular consultations with member states, internal auditors and the Audit Advisory Committee. For example, in Bangladesh, periodic monitoring data was used to show the government that in April 2017 only 5.2% of facilities used partographs during deliveries. Government reprinted the partograph form and sent it to target health facilities, resulting in a rise to 19% of facilities by the end of 2017. In early 2018, there was a process to identify and address bottlenecks in provision of human and other resources in humanitarian situations.</p> <p>The UNFPA Procurement Branch has worked on ways to ensure more efficient and reliable delivery of family planning commodities. It has joined up with other organisations to form the Coordinated Supply Planning (CSP) Group. Other members are USAID, the Clinton Health Access Initiative (CHAI), John Snow, Inc. (JSI), the Global Health Supply Chain - Procurement and Supply Management project (GHSC-PSM), and the Reproductive Health Supplies Coalition (RHSC). CSP works together on two main activities: monthly country supply outlook monitoring for 41 countries and country funding gap analysis. In 2018, additional supply depots were set up to address increasing worldwide demand for dignity kits and emergency health kits for rape victims. Procurement is also working with the Global Fund on joint procurement of condoms.</p>	<p>6, 12, 13, 29, 37, 42, 47, 52, 53, 54, 55, 94, 109, 119, 139, 142, 143</p>
<p><b>MI 5.7 Evidence confidence</b></p>	<p><b>High confidence</b></p>
<p><b>KPI 6: Works in coherent partnerships directed at leveraging and/or ensuring relevance and catalytic use of resources</b></p>	<p><b>KPI score</b></p>
<p><b>Highly satisfactory</b></p>	<p><b>3.25</b></p>
<p>UNFPA works in coherent partnerships directed at leveraging and ensuring catalytic, relevant use of resources. Planning, programming and approval procedures allow for some programmatic changes and adjustments when conditions change. Country Office heads have the authority to reallocate funds between different activities and outputs within a country programme. Partnerships are based on an explicit statement of comparative advantage. For example, the Common Chapter established with UNICEF, UNDP and UN Women is based on bringing together the different but complementary mandates of these organisations in delivering the 2030 Agenda. UNFPA’s strategy documents and programme design show practical commitment to the use of country systems in line with the Busan Partnership for Effective Development Cooperation. UNFPA programmes and thematic funds look for synergies to avoid fragmentation and encourage leverage and catalytic use of resources. UNFPA also looks for partnerships to increase the breadth and depth of impact and is supporting the “Delivering as One” approach, which aims to reduce the risk of duplication and fragmentation. Key business practices, including planning, design, implementation, monitoring and reporting are co-ordinated with other relevant partners, and the Integrated Resource</p>	

and Results Framework was developed in collaboration with UNDP, UNICEF, UN Women and WFP based on guidance from the QCPR. These agencies have committed to joint outcome and impact indicators drawn from the SDGs and they conduct joint planning, management and delivery of evaluations.

Key information is shared with UNFPA's strategic/implementation partners on an ongoing basis as UNFPA prides itself on its data and information quality. UNFPA actively encourages countries to use population data analysis to inform policy and service implementation. The agency has been a signatory to the International Aid Transparency Initiative since 2012. UNFPA does not have an explicit statement available on standards and procedures for Accountability to Affected People (AAP). However, it does have a manual for applying a Human Rights Based Approach to Programming which covers accountability to rights holders. Research studies and evaluations assess whether UNFPA programmes do address the needs of women, adolescents, and girls. One indication that UNFPA is meeting beneficiaries' needs is the increased demand for UNFPA services, particularly in humanitarian situations. Deployment of the knowledge base to support programming adjustments, policy dialogue and advocacy have all contributed to building UNFPA's internationally recognised normative role.

<b>MI 6.1: Planning, programming and approval procedures enable agility in partnerships when conditions change</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.8</b>
Element 1: Mechanisms in place to allow programmatic changes and adjustments when conditions change	3
Element 2: Mechanisms in place to allow the flexible use of programming funds as conditions change (budget revision or similar)	4
Element 3: Institutional procedures for revisions permit changes to be made at country/regional/HQ level within a limited timeframe (less than three months)	2
Element 4: Evidence that regular review points between partners support joint identification and interpretation of changes in conditions	3
Element 5: Evidence that any common institutional bottlenecks in procedures identified and action taken leading to an improvement	2
<b>MI 6.1 Analysis</b>	
<p>UNFPA has mechanisms to allow programmatic changes and adjustments when conditions change. Country Office heads have the authority to reallocate funds between different activities and between outputs within a country programme. Regional directors may adjust budgets and redistribute country ceilings to ensure increased responsiveness to local changes. The ED also has authority to redistribute ceilings. Other mechanisms in place enabling budget revisions are the Global and Regional Interventions (which allocates regular resources to HQ divisions and to Regional Offices), the Resource Allocation System (RAS), and the Resource Distribution System (RDS) (which allocates regular resources to different country groupings and countries).</p> <p>The most frequent reason for change and adjustment is humanitarian crisis. Shifts in national priorities due to major political, economic or social changes also require UNFPA to be highly responsive and adaptive at country or Regional Office level. In the "Programme and Risk Management" section, Country Programme Documents must include an early warning mechanism to anticipate significant changes in programme implementation.</p> <p>During the last strategic period, centralised decision-making did limit middle-income countries' flexibility. The Resource Management Policy was revised in 2016, enabling more flexible programme and budget revisions in response to changing priorities, and in crisis situations a CO now does not</p>	3, 9, 20, 27, 29, 31, 33, 37, 39, 47, 50, 51, 52, 61, 88, 139

<p>have to abide by the Modes of Engagement model and can act as necessary. Progress has been made, but existing policy and procedures are still too slow for procurement and staff deployment in humanitarian action. Country Offices have responded quickly to changes in context; for example, the Kyrgyzstan and Nicaragua offices responded to changing contexts through developing new partnerships. The Bangladesh Country Office reviewed the last country programme approval processes and decided to engage early with the government. This resulted in quick joint approval of the programme document. This office also reported that continuous capacity building of government counterparts and regular follow-up and frequent monitoring is essential to increase investments in adolescent girls and ensure overall country development.</p> <p>There are internal institutional bottlenecks, particularly around Implementing Partner agreements, workplan approvals and delays in disbursements. There are initiatives to address institutional bottlenecks. At the highest level the Comprehensive Resource Review (CRR) seeks to optimise resource use. For example, the February 2018 Internal Operational Bottlenecks action plan covering work in humanitarian situations is a good example of corporate level coherence and support to Regional Offices initiatives to address these barriers. The PIMS system monitors compliance by region and now includes all information – the signed agreement, bank details and authorised signatories – on Implementing Partners and Grantees. The Executive Director advised the Executive Board in early 2018 that UNFPA was developing new solutions to address programmatic bottlenecks and scaling up proven solutions. Country Offices monitor Implementing Partner agreements through a range of methods: ensuring Implementing Partner submission of quarterly reports, visits to Implementing Partner offices or implementation sites, meetings and general stakeholder engagements. These meetings are informed by information drawn from the monitoring systems (GPS and SIS) and quarterly performance against Portfolio Review indicators.</p> <p>Workplan and budget revisions as well as specific activities are tracked through the GPS system. Revisions are within the timeframe of the workplan, unless extensions are requested. External stakeholders surveyed had varying experiences. Some felt UNFPA did not share results information, was concerned mainly with budgets, had unfriendly financial controls, and provided TAs who were too junior. Others were positive: that UNFPA was the partner of choice for various government institutions; that UNFPA was an “effective player” in the humanitarian response with innovative interventions around safe spaces and child marriage: and that UNFPA showed a great capacity to bring different actors to meet, discuss and define precise actions.</p>	<p>3, 9, 20, 27, 29, 31, 33, 37, 39, 47, 50, 51, 52, 61, 88, 139</p>
<b>MI 6.1 Evidence confidence</b>	<b>High confidence</b>
<b>MI 6.2: Partnerships based on an explicit statement of comparative advantage e.g. technical knowledge, convening power/partnerships, policy dialogue/advocacy</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.75</b>
Element 1: Corporate documentation contains clear and explicit statement on the comparative advantage that the organisation is intending to bring to a given partnership	4
Element 2: Statement of comparative advantage is linked to clear evidence of organisational capacities and competencies as it relates to the partnership	3
Element 3: The organisation aligns its resources/competencies to its perceived comparative advantage	4
Element 4: Evidence that comparative advantage is deployed in partnerships to positive effect	4

MI 6.2 Analysis	Source document
<p>UNFPA has comparative advantage in its key areas of focus: SRH and related rights at the centre of the “Bull’s Eye” and data analysis and populations statistics. This is reflected in a wide range of corporate documents, including the 2014-17 Strategic Plan’s Theory of Change, the QCPR alignment Annex to the 2018-21 Strategic Plan, as well as the documents which describe Delivering as One as UN agencies, and the Common Chapter with UNICEF, UN Women and UNDP. Signature Indicators in the IRRF highlight the value added to people’s lives and to the development sector.</p> <p>There is evidence that UNFPA aligns its resources and competencies to its perceived comparative advantage. At the strategic level this can be seen in the Integrated Resource and Results Framework and the Integrated Budget. UNFPA’s Comprehensive Resources Review and the international office realignment process started during the last strategic period aim to focus all resources more precisely. There is also evidence of how UNFPA’s comparative advantage is leveraged within partnerships. The Common Chapter established with UNICEF, UNDP and UN Women is based on bringing together the different but complementary mandates of these organisations in delivering the 2030 Agenda.</p> <p>At a practical level, the Technical Division’s corporate value proposition outlines the Fund’s comparative advantage on adolescent and youth issues in the context of the Sustainable Development Goals. This division continuously explores how to get partnerships right through focused placement of technical advisors. UNFPA contributes unique skills and capacities to private sector and education institution partners: examples include building midwifery curriculum and qualifications and supporting placement of graduates into public health systems. UNFPA’s large thematic funds also leverage its comparative advantage: UNFPA provides technical and practical input on midwifery, FGM, SRH, GBV and adolescent and youth issues.</p> <p>The flagship UNFPA Supplies Programme is also an example of how UNFPA’s comparative advantage is leveraged: the programme is implemented in 46 of the 69 Family Planning 2020 focus countries. UNFPA is the best placed of all multilateral organisations to work with national governments and other development partners on family planning policy engagement. UNFPA brings its expertise into the Co-ordinated Supply Group where economies of scale have reduced contraceptives prices– 89% of contraceptives purchased in 2017 were at a lower cost. Procurement further uses this advantage to encourage countries to buy WHO standard products via UNFPA’s procurement pathways.</p> <p>UNFPA is the only multilateral agency that can provide population data analysis into the development and the humanitarian sectors. Population data analysis capacity, together with geospatial mapping, means UNFPA can provide precise localised analyses of how and where populations are distributed. This is critical for national health systems planning, but also for humanitarian response management and the UNFPA Supplies Programme commodities’ delivery. This capability can also provide disaggregated, current data for humanitarian action planning through identification and targeting of vulnerable groups and areas. UNFPA’s comparative advantage is evident where the agency has ensured the introduction of SRH and maternal health services, and focused attention on preventing GBV in humanitarian crisis situations. Several humanitarian-focused agencies have incorporated these issues into their basic approach.</p> <p>The Country Office realignment process places most resources in countries with the greatest need. As UNFPA can never meet the full need across the globe it harnesses partners, additional resources, linked savings and South-South co-operation to expand reach and impact. In family planning programming, partners of the FP2020 have relied on UNFPA’s global reach, a field staff network with deep experience, the GPRHCS platform, and the agency’s proven role in garnering government engagement and commitment. UNFPA’s close relationships with national governments has yielded</p>	<p>1, 3, 20, 29, 39, 42, 44, 47, 48, 50, 54, 59, 60, 65, 83, 87, 90, 153, 154</p>

results in policy and legislation and increased attention on family planning. UNFPA also works extensively with parliamentarians and ministries and has facilitated targeted North-South and South-South and triangular co-operation while helping countries identify their own comparative advantage and priorities.	1, 3, 20, 29, 39, 42, 44, 47, 48, 50, 54, 59, 60, 65, 83, 87, 90, 153, 154
<b>MI 6.2 Evidence confidence</b>	<b>High confidence</b>
<b>MI 6.3: Clear adherence to the commitment in the Busan Partnership for Effective Development Cooperation on use of country systems</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.83</b>
Element 1: Clear statement on set of expectations for how the organisation will seek to deliver on the Busan commitment/QCPR statement (as appropriate) on use of country systems within a given time period	4
Element 2: Internal processes (in collaboration with partners) to diagnose the condition of country systems	3
Element 3: Clear procedures for how organisation to respond to address (with partners) concerns identified in country systems	3
Element 4: Reasons for non-use of country systems clearly and transparently communicated	3
Element 5: Internal structures and incentives supportive of greater use of country systems	2
Element 6: Monitoring of the organisation trend on use of country systems and the associated scale of investments being made in strengthening country systems	2
<b>MI 6.3 Analysis</b>	<b>Source document</b>
<p>Successive Strategic Plans commit UNFPA to responding to target countries' needs in line with the Busan Partnership for Effective Development Cooperation. The current Strategic Plan 2018-21 commits to improving country population data systems in humanitarian and fragile contexts and to leave no one behind. This aligns with the UNFPA Grand Bargain Commitment to improve joint and impartial needs assessments in humanitarian settings. The HACT framework aims to strengthen national management and accountability, and ultimately move all processes into national systems. Programme results frameworks must indicate how UNFPA will work with other UN agencies, multilateral and bilateral partners to strengthen national capacities and systems for monitoring, measurement and reporting. UNFPA programmes appear to consistently implement Busan and Grand Bargain commitments.</p> <p>As per the Policy and Procedures for Development and Approval of the Country Programme Document, UNFPA supported country programmes required to be developed based upon the national plans and priorities of a government. Country Programme Documents provide a situation analysis, and in the results framework describe the programme outcomes – where relevant these outcomes address country capacity weaknesses. The agency's strategy and country programme documents identify the use of country systems as the first step in achieving sustainability and particularly country ability to deliver quality services. All programme plans and workplans include activities aimed at improving service delivery through country systems and must also show how the programme contributes to UNDAF reporting. For example, by 2015, only two countries assisted by the Maternal Health Thematic Fund did not yet have a maternal death surveillance and response system. HACT assessments examine local operating conditions, including national procurement capacity, exchange rate volatility, and the presence of informal/black markets. Where this is necessary, the HACT assessments give reasons for not using a country or partner's systems – one of these is whether UNFPA-funded activities can be audited by the country's Supreme Audit Institution. These provisions are included in the Implementing Partner agreement. Implementing partner agreements are reviewed at an annual meeting. Interviews indicated that these engagements include discussions on country system efficiency.</p>	1, 6, 7, 20, 29, 36, 38, 43, 44, 50, 52, 53, 54, 55, 74, 80, 91

<p>The guidance for development of the Country Programme Documents does not explicitly establish how UNFPA addresses concerns identified in country systems. Nonetheless, UNFPA's work as administrative agent for several large joint programmes addressed national systems capacity in countries such as Belarus and Bangladesh, and included TA, support to national guidelines development, and support to national statistics agencies. Joint thematic programmes generally roll out across several countries and draw on partners' local knowledge. Some evaluations found uneven capacity in addressing needs within local contexts, or poor engagement with national influencers around health sector effectiveness or weak or undeveloped exit plans. However, UNFPA partnerships contribute to national ownership and sustainability when they are grounded in a collaborative spirit and a long-term approach.</p> <p>UNFPA's internal structures and systems aim to support but also monitor staff delivery of workplan activities and programme outcomes. There are no specific incentives were found that linked to use of country systems. The GPS and the financial accounting system track the value of programme activities implemented through national systems. This accounts for around USD 250 million per year, which is approximately one third of programme expenses. Management systems and reports track the value of commodities supplies (around USD 200mil), all of which are distributed through national systems. To support this UNFPA provides funding to national governments to strengthen their supply-chain management capacity, to increase product availability and prevent stock-outs. Impact here would be lowered stock-out levels, for example. The UNFPA Supplies Programme has many examples of where national governments, working with up to three agencies, have improved national procurement and supply chain management, increased demand for SRH services, and improved access to supplies and services. The UNFPA Supplies Programme and the procurement function are currently focusing on Implementing Partner inventory management and logistics over the last mile.</p> <p>Although UNFPA invests significantly in the area of health systems strengthening, UNFPA's results reporting does not reflect overall change in country systems, focusing instead at the output level (e.g. number of midwives trained, amount of investment in contraceptives). The 2018-21 Strategic Plan positions UNFPA to better report on system strengthening through a clearer articulation of how UNFPA's activities contribute to improved conditions, and strengthened systems for addressing gaps in sexual and reproductive health services.</p>	<p>1, 6, 7, 20, 29, 36, 38, 43, 44, 50, 52, 53, 54, 55, 74, 80, 91</p>
<b>MI 6.3 Evidence confidence</b>	<b>High confidence</b>
<b>MI 6.4: Strategies or designs identify synergies, to encourage leverage/catalytic use of resources and avoid fragmentation</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.4</b>
Element 1: Strategies or designs clearly recognise the importance of synergies and leverage	4
Element 2: Strategies or designs contain clear statements of how duplication/fragmentation will be avoided based on realistic assessment of comparative advantages	3
Element 3: Strategies or designs contain clear statement of where an intervention will add the most value to a wider change	3
Element 4: Strategies or designs contain a clear statement of how leverage will be ensured	4
Element 5: Strategies or designs contain a clear statement of how resources will be used catalytically to stimulate wider change	3



MI 6.4 Analysis	Source document
<p>Successive strategies have been introduced from 2015 onward to increase the breadth and depth of impact of UNFPA's impact through partnerships, and to explicitly emphasise the importance of UNFPA's work with partners. Specific strategies introduced to enhance partnerships include the Framework for Strategic Partnerships 2018-21, the 2015 Resource Mobilisation Strategy, the Strategy for the 2020 Census Round, the 2017 South-South &amp; Triangular Cooperation Strategy, and the Common Chapter with UNDP, UNICEF and UN Women (in the 2018-21 Strategic Plan...). UNFPA's strategies and programming are aligned within Agenda 2030, the UN family and the development sector. The Partnerships Strategy emphasises the importance of synergies and leverage, identifying how particular kinds of partnerships can address different resource, visibility, innovation, and knowledge generation needs to add value to UNFPA programming. The guidance for developing country programmes indicates that programmes must explain how capabilities both within and outside UNFPA (i.e. partnerships) will be leveraged during implementation.</p> <p>UNFPA supports the "Delivering as One" approach which aims to reduce the risk of duplication and fragmentation and commits to scaling this up in the 2018-21 period. For example, shared production of guidance notes and technical briefs improved co-ordination of technical support with the UN Statistical Division and the UN Census Bureau, and simpler contracting systems helped avoid duplication. The "Choices not Chance" Family Planning strategy identifies the "UNFPA Organisational Reform Agenda" as a mechanism to sharpen the focus on family planning. The Prevention 2020 Road Map for HIV provides the basis for a country-led movement to scale up HIV prevention programmes: this strategy was prepared in a consultative process with over 40 countries and organisations. Various thematic funds are clear in their design that co-ordination and collaboration in implementation will optimise resource use: The H6 partnership (formerly H4+) Joint Programme partners (UNAIDS, UNFPA, UNICEF, UN Women, WHO and the World Bank) leveraged their respective strengths through effective division of labour and avoided overlap and duplication.</p> <p>Although strategies and programme designs do not consistently state where UNFPA interventions will add the most value to a wider change, there are a number of positive examples where UNFPA leverages its comparative advantage. For example, the Coordinated Supply Planning Group, where UNFPA, other agencies and donors share information on shipping and supplies to commonly supported countries. This avoids overstock in some and stockouts in others and avoids product expiry. The information, shared on a common platform, is based on key population and product usage data. The volume of UNFPA procurement is also able to shape markets by bringing prices down, and enabled manufacture of generic products to WHO specifications. An important development is the UNFPA Supplies Bridge Funding Mechanism negotiated with DFID and the Gates Foundation. This is a revolving fund to support cost effective quicker purchasing for supplies before committed donor money arrives. By early 2018, the UNFPA Supplies Programme had already used this fund to avert identified risks of commodity shortages or stock-outs in 27 countries.</p> <p>There are several examples where UNFPA's strategy, or the design of its approach ensures leverage of its position. UNFPA is the lead agency convening the multi-stakeholder International Conference on Population and Development. UNFPA's corporate strategy on South-South Triangular Cooperation seeks to leverage this leadership, describing it as an effective mechanism for fostering dialogue around the ICPD. The Strategy for the 2020 Census Round focuses on enabling countries to ultimately collect, manage and use their own population data. In both documents and interviews there were many examples of UNFPA enabling national statistics agencies, which in turn enables much greater use of population data for health supplies planning and humanitarian assistance. UNFPA's engagement with national disaster management authorities, for example, improved the ability of Indonesia, India and Pakistan to prepare for natural disasters.</p>	<p>1, 26, 29, 37, 38, 39, 47, 50, 51, 52, 53, 54, 55, 59, 60, 80, 90, 156</p>



UNFPA's increased focus on advocacy and policy dialogue aims to influence more widely and leverage additional funds for country programmes and thematic programmes. Advocacy and policy dialogues encourage governments to develop policy and legislation around SRH, GBV, and improved access to health care based on an understanding of the economic and other benefits this will yield for the country – realising their demographic dividend. UNFPA advocacy and partnerships with governments on policy resulted in close to 9 000 communities agreeing to abandon FGM and at least two countries have criminalised the practice. Interviews provided many examples of how Country Offices have leveraged additional funds – often to address SRH and GBV in humanitarian crisis situations.	1, 26, 29, 37, 38, 39, 47, 50, 51, 52, 53, 54, 55, 59, 60, 80, 90, 156
<b>MI 6.4 Evidence confidence</b>	<b>High confidence</b>
<b>MI 6.5: Key business practices (planning, design, implementation, monitoring and reporting) co-ordinated with other relevant partners (donors, UN agencies.)</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.83</b>
Element 1: Evidence that the organisation has participated in joint planning exercises, such as the UNDAF	4
Element 2: Evidence that the organisation has aligned its programme activities with joint planning instruments, such as UNDAF	4
Element 3: Evidence that the organisation has participated in opportunities for joint programming where these exist	4
Element 4: Evidence that the organisation has participated in joint monitoring and reporting processes with key partners (donor, UN, etc.)	4
Element 5: Evidence of the identification of shared information gaps with partners and strategies developed to address these	3
Element 6: Evidence of participation in the joint planning, management and delivery of evaluation activities	4
<b>MI 6.5 Analysis</b>	<b>Source document</b>
<p>There is extensive evidence that UNFPA participates in joint programming exercises. The Strategic Plan's IRRF was developed in collaboration with UNDP, UNICEF, UN Women and WFP based on guidance from the QCPR. UNFPA, UNDP, UNICEF and UN Women's Strategic Plans all include a set of joint outcome and impact indicators drawn from the SDGs. The agencies plan jointly on how they will, together, address these. Other examples of joint programming include the UNFPA/UNICEF Joint Programme on FGM/C, the H6 partnership (formerly H4+) in maternal, newborn, child, and adolescent health programme with six UN agencies and two key donors (UNFPA, UNICEF, WHO, UNAIDS, UN Women, the World Bank, Canada, Sweden). UNFPA also acts as administrative agent for several joint funds. These are a mixture of global, regional and country joint programmes. UNFPA also works with agencies such as UNHCR and IOM in humanitarian situations.</p> <p>UNFPA uses global, regional and national frameworks to help keep its programmes relevant. All country programmes align with the UNDAF framework, apart from Lebanon which uses UNSF. The Coordinated Supplies Planning Group is an excellent example of joint planning to optimise resource use, ensuring delivery of SRH supplies to areas of targeted need. UNDP, UNFPA and UN Women co-ordinate the EU €500 million SPOTLIGHT initiative on gender-based violence which is regarded as a model fund for the SDGs.</p>	1, 2, 10, 22, 23, 24, 25, 29, 33, 38, 43, 45, 47, 48, 50, 51, 52, 53, 54, 55, 63, 65, 123

<p>There is also evidence that where UNFPA works with other agencies, monitoring and reporting is undertaken jointly, and at country level annual reviews with Implementing Partners include a focus on monitoring data. Reports also show active support to partners to improve UNDAF-linked monitoring: e.g. Micronesia and the Marshall Islands in the Pacific Region. UNFPA's joint working approach indicates that there are frequent discussions around information gaps and research needs. Examples of joint planning and reporting include UNFPA's joint work on ending FGM with UNICEF and the H6 partnership (formerly H4+) Joint Programme.</p> <p>There is substantial evidence that UNFPA participates in joint planning, management and delivery of evaluations, contributing to the UN's Delivering as One initiative to jointly evaluate combined efforts. The Evaluation Office works on the IAHE Steering Group, participates in UNEG, the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (SWAP), and other system-wide evaluation initiatives. It co-leads or participates in UNEG taskforces on the professionalisation of evaluation, the decentralised evaluation function, gender and human rights, and on humanitarian issues.</p> <p>The evaluation plan for 2016-19 included participating in studies with other UN agencies, contributing to two inter-agency humanitarian evaluations and facilitating UNEG's peer review of the UNFPA evaluation function. The 2017 Annual Report on Evaluation reported, in addition to supporting UNDAF evaluations, UNFPA managed joint evaluations: with UNICEF and WFP, evaluated the joint programme on girls' education in Malawi, in close collaboration with the Ministry of Education of Malawi. The 2018-21 Evaluation Plan includes a joint formative evaluation of the UNFPA/UNICEF Joint Programme on the Abandonment of FGM: Accelerating Change (Phase III); a joint formative evaluation of UNFPA/UNICEF Global Programme to Accelerate Action to End Child Marriage; a system-wide inter-agency humanitarian evaluation (II); and an evaluation of the UNFPA contribution to United Nations coherence.</p>	<p>1, 2, 10, 22, 23, 24, 25, 29, 33, 38, 43, 45, 47, 48, 50, 51, 52, 53, 54, 55, 63, 65, 123</p>
<p><b>MI 6.5 Evidence confidence</b></p>	<p><b>High confidence</b></p>
<p><b>MI 6.6: Key information (analysis, budgeting, management, results etc.) shared with strategic/ implementation partners on an ongoing basis</b></p>	<p><b>Score</b></p>
<p><b>Overall MI Rating</b></p>	<p><b>Highly satisfactory</b></p>
<p><b>Overall MI score</b></p>	<p><b>3.2</b></p>
<p>Element 1: Information on the organisation's website is easily accessible and current</p>	<p>4</p>
<p>Element 2: The organisation has signed up to the International Aid Transparency Initiative or reports through the OECD-DAC systems</p>	<p>4</p>
<p>Element 3: Accurate information is available on analysis, budgeting, management and is in line with IATI or OECD-DAC (CRS) guidelines</p>	<p>3</p>
<p>Element 4: Evidence that partner queries on analysis, budgeting, management and results are responded to in a timely fashion</p>	<p>2</p>
<p>Element 5: Evidence that information shared is accurate and of good quality</p>	<p>3</p>

MI 6.6 Analysis	Source document
<p>Key information is shared on the website which was relaunched in 2014 with updated technology and a focus on results and storytelling. Data visualisation is used to show progress against the Strategic Plan and the transformative results, and the last two Annual Reports provide headline results and country and regional stories. Population data is presented for the world and countries, and shows data on UNFPA's mandate areas, e.g. maternal mortality ratio, FGM. There are links to other relevant data such as the UNFPA Supplies Programme. UNFPA's flagship publication 'state of World Population Report' is presented simply with headline messages and links to the denser research information. The authors plan to include video footage in the 2018 report.</p> <p>UNFPA has been a signatory to the International Aid Transparency Initiative since 2012 and fully complies with its standards. Mid-term review of the 2014-17 strategic plan indicated that UNFPA programme data is being published on the IATI website. The 2018-21 Strategic Plan reiterates UNFPA's commitment to IATI.</p> <p>The IATI Annual Report for 2015 confirms that UNFPA "discloses regular, detailed and timely information on the volume, allocation and results of development expenditure incurred. In addition, three-year, rolling forecasts are shared alongside indicative resource allocations". A review of UNFPA's publicly accessible transparency portal supports this. UNFPA is working with other donors on a multi-stakeholder-traceability-pilot to work out how to use IATI data to increase the traceability of activities through multilateral organisations. This indicates that multilateral organisations trust UNFPA's ability to manage and report data.</p> <p>A majority of external stakeholders surveyed regarded UNFPA information and knowledge products as very good, indicating that financial and programme information was regularly shared, and that UNFPA had influenced the debate on the importance of understanding population demographics. A minority had poor experience including a lack of transparency about policy reviews, prioritisation, and funds availability. UNFPA's key donors each have a dedicated web page showing where that country's money has been spent and how it has contributed to UNFPA results. As the leading agency supporting countries with census processes UNFPA prides itself on its data and information quality, this capability is critical.</p> <p>UNFPA's communications strategy is forward looking and seeks to use as many platforms and vehicles as possible to spread the message of its mandate as widely as possible. Over the past few years, the focus for communications has been results, and importantly, people-centred results. This means that communications has moved away from documenting inputs to describing the impact of UNFPA work on ordinary people – as many staff commented, "what changes for the ten-year old girl?" An example of this was how UNFPA addressed the 2017 US withdrawal of funding: rather than focus on the money, communications focused on how women would be affected. Over four days, 3 000 supportive articles were tracked. Another example in this vein was the story of how UNFPA changed the lives of three Syrian refugees by preventing child marriage. Facebook is actively managed with campaigns and a story calendar to ensure that all key issues receive attention. Media focus is to get UNFPA stories into big global publications for greatest impact. Communications focal points in Country Offices are supported to send stories from the field. In 2017, The Financial Times produced a publication "Fifty ways to change the world". Two out of the 50 were UNFPA interventions.</p>	<p>1, 20, 21, 24, 29, 31, 58, 78, 105, 107, 127</p>
<b>MI 6.6 Evidence confidence</b>	<b>High confidence</b>

<b>MI 6.7: Clear standards and procedures for accountability to beneficiaries implemented</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Unsatisfactory</b>
<b>Overall MI score</b>	<b>2</b>
Element 1: Explicit statement available on standards and procedures for accountability to beneficiary populations e.g. Accountability to Affected Populations	0
Element 2: Guidance for staff is available on the implementation of the procedures for accountability to beneficiaries	2
Element 3: Training has been conducted on the implementation of procedures for accountability to beneficiaries	2
Element 4: Programming tools explicitly contain the requirement to implement procedures for accountability to beneficiaries	3
Element 5: Approval mechanisms explicitly include the requirement to assess the extent to which procedures for accountability to beneficiaries will be addressed within the intervention	3
Element 6: Monitoring and evaluation procedures explicitly include the requirement to assess the extent to which procedures for accountability to beneficiaries have been addressed within the intervention	2
<b>MI 6.7 Analysis</b>	<b>Source document</b>
<p>UNFPA does not have an explicit statement available on standards and procedures for AAP as per the IASC's 2017 call for guidance for Humanitarian Coordinators (HCs) and Humanitarian Country Teams (HCTs) about what constitutes Accountability to Affected People (AAP).</p> <p>Although UNFPA has not established clear procedures on AAP, it has a manual, intended for UNFPA staff, in place for applying a Human Rights Based Approach to Programming. This provides step-by-step guidance for working with beneficiaries in both development and humanitarian contexts. Some thematic funds work directly with target population groups such as adolescents and youth and communities and girls in relation to FGM/C. Country programmes work largely through implementing partners. Practically this means beneficiary populations are a combination of individuals using UNFPA goods and services, communities or groups dealing with specific themes, and Implementing Partners and/or government counterparts who access policy TA or other systems-linked capacity building, or direct services.</p> <p>UNFPA's Human Rights Manual provides training staff on practical tools for use in designing and implementing a human rights-based approach in programming. While the manual does not explicitly address accountability to affected populations as defined by the IASC, it provides training for staff on accountability to rights holders. Specific training on procedures for accountability to beneficiaries is not provided.</p> <p>UNFPA requires that the Human Rights Based Approach be taken at the planning, design, and programming, and implementation stage. This includes key principles surrounding accountability to beneficiaries.</p> <p>UNFPA has robust procedures that seek to ensure that UNFPA is delivering evidence-based programmes that are based on lessons learned and an analysis of context. The programme quality assurance mechanism ensures that programmes address country context with programmes relevant to UNFPA's mandate. Implementing Partner and government programme reviews and policy engagement are designed to address agreed need in a country. There is public accountability via</p>	<p>9, 10, 12, 20, 29, 30, 43, 81, 84, 85, 91, 102, 126</p>

<p>UNFPA's website where a wide range of information is available, including CPDs, evaluations, budgets, board decisions, analyses and data visualisations. Annual and other reports do include stories of individual beneficiaries as a way of demonstrating impact. The Revised Evaluation Policy does not include an explicit requirement to assess whether accountability to beneficiaries is addressed within the intervention. However, interventions' contribution to the three transformational results could be regarded as a proxy for beneficiary accountability. UNFPA holds staff and Implementing Partners accountable for programme delivery. Staff must meet UNFPA required competencies, and performance reviews identify programme-related knowledge and competency gaps.</p> <p>Research studies and evaluations assess whether UNFPA programmes do address the needs of women, adolescents, and girls. Applying the Human Rights Based Approach seeks to draw attention to the most marginalised populations. For example, those living in extreme poverty, especially disadvantaged adolescents and youth, women survivors of violence and abuse, out-of-school youth, women living with HIV, women engaged in sex work, minorities and indigenous peoples, women living with disabilities, refugees and internally displaced persons, women living under occupation, and ageing populations. The Prevention 2020 Road Map for HIV developed together with UNAIDS is based on the UNAIDS provides the basis for a country-led movement to scale up HIV prevention programmes and was prepared through a consultative process that brought together more than 40 countries and organisations. Impact modelling, developed during the 2014-17 period, looks at whether UNFPA programmes are contributing to a wider change. UNFPA supplies products and services to direct beneficiaries in a wide range of contexts, including humanitarian crises and various mechanisms are used to focus delivery to those most in need.</p>	<p>9, 10, 12, 20, 29, 30, 43, 81, 84, 85, 91, 102, 126</p>
<b>MI 6.7 Evidence confidence</b>	<b>Medium confidence</b>
<b>MI 6.8: Participation with national and other partners in mutual assessments of progress in implementing agreed commitments</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.60</b>
Element 1: Evidence of participation in joint performance reviews of interventions e.g. joint assessments	4
Element 2: Evidence of participation in multi-stakeholder dialogue around joint sectoral or normative commitments	4
Element 3: Evidence of engagement in the production of joint progress statements in the implementation of commitments e.g. joint assessment reports	4
Element 4: Documentation arising from mutual progress assessments contains clear statement of the organisation's contribution, agreed by all partners	3
Element 5: Surveys or other methods applied to assess partner perception of progress	3

MI 6.8 Analysis	Source document
<p>UNFPA engages in many joint programmes with other organisations. At country level this takes the form of participation in UN country teams, as well as programmes delivered jointly as part of the common chapter agreement between UNFPA, UNICEF, UNDP and UN Women. UNFPA also participates in large joint thematic programmes. Two particular examples are the UNFPA/UNICEF Joint Programme on the Abandonment of Female Genital Mutilation: Accelerating Change Phase I and II (2008–17) or the H6 partnership (formerly H4+) Joint Programme Canada and Sweden. The rationale for joint programmes is that the different organisations bring particular focus and expertise that contribute to programme goals. Joint programmes include reviews and evaluations and UNFPA actively participates in or leads these.</p> <p>UNFPA leads on gender-based violence and sexual and reproductive health in country teams co-ordinating humanitarian action. UNFPA works with national and local counterparts and through inter-agency mechanisms to build capacity to integrate sexual and reproductive health in risk-reduction strategies. UNFPA is the lead agency convening the International Conference on Population and Development, is a multi-stakeholder forum. UNFPA has partnered with UN Women, WHO, governments and CSOs to develop and disseminate essential multi-sectoral service standards on GBV, with an emphasis on the health sector response and SRH/FP services, and on changing public perceptions around the acceptability of abuse.</p> <p>The UNFPA Evaluation Office works with other UN agencies and multi-stakeholder partnerships to strengthen national capacities to evaluate country level progress towards the Sustainable Development Goals (SDGs), with a special focus on “no one left behind”. UNFPA is a member of the Inter-Agency Standing Committee (IASC), which is the primary mechanism for inter-agency co-ordination relating to humanitarian assistance in response to complex and major emergencies under the leadership of the Emergency Relief Coordinator. A requirement in the Terms of Reference for the Evaluation of Phase II of the Joint Programme on the Abandonment of FGM is to assess the extent to which UNFPA and UNICEF have effectively positioned themselves as key players in contributing to the broader 2030 Development Agenda, particularly Goal 5, Target 5.3 relating to FGM.</p> <p>UNFPA is a member of EvalPartners, a global multi-stakeholder partnership for national evaluation capacities, co-led by UNEG and the International Organization for Cooperation in Evaluation (IOCE), as well as Evalgender+, co-led by UN-Women. In 2017 UNFPA initiated a partnership with EvalYouth, an EvalPartners’ global movement to strengthen capacities of young evaluators.</p> <p>Joint thematic programmes are often managed out of pooled funds so reporting generally does not allocate activities against different partners’ contribution. Evidence of progress is found in annual reports and evaluations. Implementation of evaluation recommendations is tracked through the management response tracking system.</p> <p>Evaluations of joint programmes will always include an exploration of partner perceptions. However, aside from the MOPAN survey, UNFPA does not undertake separate surveys to gauge partner perceptions of progress. For example, the Bangladesh country programme evaluation covering the 2012-16 period suggests that for crisis situations UNFPA should “take a more active role in the United Nations joint assessments and response and ensure that preparedness and response are reproductive health and gender sensitive”.</p>	<p>3, 15, 18, 22, 23, 24, 48, 50, 51, 59, 60, 68</p>
<b>MI 6.8 Evidence confidence</b>	<b>High confidence</b>

<b>MI 6.9: Deployment of knowledge base to support programming adjustments, policy dialogue and/or advocacy</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.83</b>
Element 1: Statement in corporate documentation explicitly recognises the organisation's role in knowledge production	4
Element 2: Evidence of knowledge products produced and utilised by partners to inform action	4
Element 3: Knowledge products generated and applied to inform advocacy at country, regional or global level	4
Element 4: Evidence that knowledge products generated are timely/perceived as timely by partners	3
Element 5: Evidence that knowledge products are perceived as high quality by partners	4
Element 6: Evidence that knowledge products are produced in a format that supports their utility to partners	4
<b>MI 6.9 Analysis</b>	<b>Source document</b>
<p>UNFPA has an internationally recognised normative role, and one of its five key strategies is knowledge management, or the effective use of knowledge for development results. UNFPA documents its normative work and now has over 300 examples in a “good-practice database”. Some of these were published in a brochure “Evidence in Action”. The agency regards knowledge management as a key enabler to achieving greater impact and it is implicit in a range of strategies like South-South Triangular Cooperation.</p> <p>In recent years, UNFPA has focused extensively on building accessible, technical, knowledge sharing platforms and publications that are useful and informative to target audiences. Over the last strategic period UNFPA has expanded its capacity to turn its knowledge base into accessible and useful products. UNFPA won the UN public service award for the Mongolian case study which showed that technology can be implemented in a developing country. Other countries, for example Sudan, have since approached UNFPA about implementing this technology. “Fusion” is a knowledge-sharing platform providing webinars, summaries, thematic and policy briefs. It also makes available UNFPA’s periodic evaluation newsletter “IMPACT”, which documents lessons learned and best practices in programme design, implementation and monitoring. Knowledge products produced include training materials, manuals and monitoring guides for youth friendly health services, a round table on maternal and neonatal safety in Bolivia, and a short documentary film titled ‘suffering in Silence: Obstetric Fistula in Asia’ as part of the Maternal Health Thematic Fund. Collectively, these have been utilised by partners and used to inform advocacy work and policy dialogue. Regional Offices facilitate knowledge sharing across Country Offices as well as South-South engagements based on UNFPA knowledge products. Over 80% of external stakeholders surveyed indicated that UNFPA knowledge products are useful for their work.</p> <p>UNFPA’s approach to knowledge utilisation is evident in its communication strategy “One Voice”, which emphasises the need to use knowledge base to support policy dialogue and advocacy. 60% of external stakeholders surveyed felt that UNFPA’s views are well respected in country dialogue fora, and that inputs were of high quality. The deep technical knowledge base within UNFPA is reflected in the wide range of communications methods currently being employed. This knowledge repository also forms the basis of the good practice guidelines covering the areas of its mandate that UNFPA produces for staff and partners.</p>	1, 3, 11, 39, 40, 43,47, 48, 50, 65, 68



<p>UNFPA is sometimes asked to undertake research for partners. For example, UNFPA in Bangladesh conducted research to inform the National Reproductive Health Commodity Security (RHCS) Strategy, and then assisted with strategy roll out. In that same country, UNFPA supported the production of a demographic impact study as input for the government's five-year plan. The UNFPA/UNICEF Joint Programme on FGM developed a detailed manual on social norms and change which is used by partners. A documentary on the campaign to end fistula sparked interest internationally, with The Guardian newspaper publishing an article on fistula in Nepal based on the film. UNFPA hosts, through the MHTF, the International Day to End Obstetric Fistula. This event is used for advocacy and awareness and to encourage government leadership, ownership and buy-in while sensitising the public.</p> <p>Some programmes have been assessed as having missed learning and knowledge management opportunities. However, interviews confirmed that learning and knowledge production has become an integral part of UNFPA culture from HQ through to country level. Importantly there is a focus on using population data and analysis to help countries build an evidence base to inform policy and implementation of sexual and reproductive health and other services. This data is also used to inform disaster risk reduction planning.</p>	<p>1, 3, 11, 39, 40, 43, 47, 48, 50, 65, 68</p>
<p><b>MI 6.9 Evidence confidence</b></p>	<p><b>High confidence</b></p>

## PERFORMANCE MANAGEMENT

*Systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning*

KPI 7: Strong and transparent results focus, explicitly geared to function	KPI score
<p><b>Highly satisfactory</b></p>	<p><b>3.41</b></p>
<p>UNFPA demonstrates a strong and transparent results focus explicitly geared to function. Interviews reflected the results culture with frequent references to “the ten-year-old girl” – a figurative representation of UNFPA’s purpose – or UNFPA’s transformative results, otherwise known as the “three zeros”. The agency has invested considerable human and financial resources and made measurable progress in establishing a coherent and effective approach to results-based management (RBM). The Integrated Resource and Results Framework (IRRF) includes a complete results chain showing the outcomes and outputs necessary to achieve the goal of the “Bull’s Eye”. Country Programme documents are required to include a results framework with baseline data and SMART indicators for each output, and all results must link back to the Strategic Plan results framework. Results targets, outputs, outcomes and impact are all required to contribute to strategic results. Each output in the Strategic Plan is tied to a specific outcome.</p> <p>Reporting structures and pathways for monitoring data are clearly defined and are well understood throughout the agency. There was substantial evidence that during the 2014-17 period UNFPA worked hard to improve, refine and systematise its monitoring systems to enable improved and more accurate monitoring data - meta-data sheets highlight the linkages with strategic outcomes and results, and the data collection systems – GPS, SIS and ATLAS – translate information into usable tools such as the My Dashboard platform. Data from these systems is also pulled into the Portfolio Review which tracks programme performance quarterly against a set of key performance indicators. Performance data is transparently applied in planning and decision-making and management is responsible for providing reliable information on the achievement of goals, outcomes, outputs and results. There is extensive evidence of performance data informing programme adjustments as well as new initiatives.</p>	



<b>MI 7.1: Leadership ensures application of an organisation-wide RBM approach</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.33</b>
Element 1: Corporate commitment to a result culture is made clear in strategic planning documents	4
Element 2: Clear requirements/incentives in place for the use of an RBM approach in planning and programming	4
Element 3: Guidance for setting results targets and develop indicators is clear and accessible to all staff	4
Element 4: Tools and methods for measuring and managing results are available	3
Element 5: Adequate resources are allocated to the RBM system	3
Element 6: All relevant staff are trained in RBM approaches and methods	3
<b>MI 7.1 Analysis</b>	<b>Source document</b>
<p>The 2014-17 Strategic Plan included an Outcome Theory of Change and an Integrated Resource and Results Framework (IRRF) for the first time. The IRRF sits at the centre of results monitoring and reporting, combining management and development results. In the 2018-21 Strategic Plan the IRRF and the Theory of Change are strengthened and refined as a result of learning gained during the 2014-17 strategic period. An important contextual change during this time was the development of the SDGs. The plan identifies four outcomes leading to realisation of the results. The Theory of Change presents the causal conditions that must be in place to achieve the results, and the links between conditions and results, spelling out the risks that could stop the results chain from occurring. The results chain ends at the “Bull’s Eye”, or the impact UNFPA seeks to achieve. The “Bull’s Eye” goal is closely aligned to SDG 5 Gender Equality. The 2018-21 period is also guided three transformative results: a) end preventable maternal deaths; (b) end the unmet need for family planning; and (c) end gender-based violence and harmful practices, including child marriage. The 2018-21 plan identifies five intervention strategies: advocacy and policy dialogue; capacity development; knowledge management; partnership and co-ordination; and service delivery, including South-South and Triangular co-operation.</p> <p>Although further efforts are required, UNFPA has made measurable progress in establishing a coherent and effective RBM system. The RBM policy aims to foster a culture of measurement and results with management leading the corporate responsibility of achieving results. Policy and guidance on developing Country Programme Documents require drafters to produce a results framework with SMART indicators for each output, and baseline data where possible. All country and thematic and institutional results must ultimately link back to the Strategic Plan results framework. There is policy to support workplan preparation and management and this is supported by detailed guidelines on how to tag activities in the GPS system.</p> <p>The RBM Policy states that user-friendly RBM information systems are a necessity for robust and functioning results-based management. Practically, Country Programmes and Thematic Funds and programmes have their own results framework with linked workplans. These results, with their linked workplans and indicators are incorporated into the Strategic Information System (SIS) and the GPS. Activity information is entered in GPS and “tagged” to show links to the higher-level results. The system pulls together data, showing this as a measure of the results achieved on the MyDashboard platform. This information is available for management to use in decision making. There are other platforms for data analysis. The Portfolio Review is a useful comparative tool to understand country-</p>	<p>1, 2, 3, 9, 12, 29, 30, 31, 32, 33, 39, 42, 43, 47, 53, 56, 58, 68, 80, 81, 82, 151</p>

<p>level performance and operational efficiency. Evaluations feed into an understanding of whether and how results are achieved. Meta analyses (such as the one on UNFPA Engagement in Highly Vulnerable Contexts) provide current information on performance efficiency and effectiveness.</p> <p>RBM supports accountability and transparency, and UNFPA's approach seeks to demonstrate how expected results are achieved and contribute towards organisational learning for performance improvement. RBM has been incorporated into the policy and procedures for programme and financial reporting and is a central part of UNFPA's evaluation approach.</p> <p>The organisation has made considerable investment, both financial and human into the RBM system including setting up systems such as GPS and rolling out training to staff. Despite all these efforts, resources are stretched and UNFPA admits that at times there is a disconnection between funds available and the right skills.</p>	1, 2, 3, 9, 12, 29, 30, 31, 32, 33, 39, 42, 43, 47, 53, 56, 58, 68, 80, 81, 82, 151
<b>MI 7.1 Evidence confidence</b>	<b>High confidence</b>
<b>MI 7.2: Corporate strategies, including country strategies, based on a sound RBM focus and logic</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.4</b>
Element 1: Organisation-wide plans and strategies include results frameworks	4
Element 2: Clear linkages exist between the different layers of the results framework, from project through to country and corporate level	3
Element 3: An annual report on performance is discussed with the governing bodies	4
Element 4: Corporate strategies are updated regularly	3
Element 5: The annual corporate reports show progress over time and note areas of strong performance as well as deviations between planned and actual results	3
<b>MI 7.2 Analysis</b>	<b>Source document</b>
<p>Both Strategic Plans reviewed include an Integrated Resource and Results Framework (IRRF) annex which include both development and organisational effectiveness and efficiency measures "to help strengthen accountability, transparency and ongoing dialogue for the achievement of results". The IRRFs and Theories of Change also include a complete results chain showing the outcomes and outputs necessary to achieve the goal of the "Bull's Eye" at country, regional and global levels.</p> <p>UNFPA's Strategic Plans are reviewed at the mid-term. Other strategies are reviewed as required to ensure ongoing alignment to the UNFPA Strategic Plan. The 2017 Annual Report shows the 2017 headline results achieved as well as the total achievement for the 2014-17 period. Comparison of figures for 2016 and 2017 shows an increase of all key services: for example, 2016 showed 8 100 fistula repair surgeries and in 2017 there were 18 200. This report identifies where UNFPA has successfully improved national policies in the areas of its mandate.</p> <p>All country and thematic programmes contain results frameworks. Some of the longer-running programmes have revised their results frameworks to ensure ongoing alignment to UNFPA's global strategy. The Programme Review Committee process is acknowledged as an important tool in improving the quality of Country Programme Documents. Problems remain, with some IRRF indicators regarded as inappropriate for some country contexts. Nonetheless, most external stakeholders believe UNFPA bases its policy and strategy decisions on robust performance data. The Output</p>	1, 2, 7, 9, 12, 18, 24, 33, 42, 47, 48, 51, 52, 53, 54, 55, 68, 80, 81, 91, 131, 141, 151

<p>Operationalisation Tool (OOT) is a multi-year programming and budgeting instrument designed to help Country Offices to operationalise their programme outputs for country programme period. This also helps to plan in SIS and develop their workplans for implementing partners; “OOT fills the gap left behind by the abolition of the CPAP and is expected to facilitate a focus on results”.</p> <p>The Executive Director reports results annually to the Executive Board as part of a general report on Strategic Plan implementation. The Executive Director’s report on results in humanitarian action and resilience building during the 2014-17 period provides quantitative and qualitative evidence of UNFPA’s performance over the period of the Strategic Plan, and specifically the shift in thinking from simply providing humanitarian aid, to also building community and country level resilience. The ED’s report content is drawn from a wide range of corporate reports across UNFPA.</p>	<p>1, 2, 7, 9, 12, 18, 24, 33, 42, 47, 48, 51, 52, 53, 54, 55, 68, 80, 81, 91, 131, 141, 151</p>
<b>MI 7.2 Evidence confidence</b>	<b>High confidence</b>
<b>MI 7.3: Results targets set based on a sound evidence base and logic</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.5</b>
Element 1: Targets and indicators are adequate to capture causal pathways between interventions and the outcomes that contribute to higher order objectives	3
Element 2: Indicators are relevant to the expected result to enable measurement of the degree of goal achievement	4
Element 3: Development of baselines are mandatory for new interventions	4
Element 4: Results targets are regularly reviewed and adjusted when needed	3
<b>MI 7.3 Analysis</b>	<b>Source document</b>
<p>UNFPA tracks outputs, outcomes and impact and these are required to contribute to strategic results. Each output in the Strategic Plan is tied directly to a specific outcome. The Theory of Change (ToC) annexes to the two Strategic Plans describe the results chain and the causal pathways. The 2014-17 Integrated Resource and Results Framework recognised that “the gap between outputs and outcomes is often significant, making it hard to see the causal connections”. Evaluations of the earlier phase of the 2014-17 strategic period found for some programmes “that results formulation, indicators, baselines and targets were weak”, and that more relevant milestones with more measurable targets were needed.</p> <p>Over the period, UNFPA has improved its Results-Based Management ability. The 2018-21 Strategic Plan and the Integrated Resource and Results Framework, ToC, Business Model, Programme Accountability and Common Chapter annexes provide a tighter, more rigorous link between outputs, outcomes and strategic results. The integrated reporting system provides a clear results chain: it includes ATLAS, the SIS and the GPS – which tags each activity against a target which is in turn linked to one or more Strategic Plan objectives. This system is not yet fool-proof, but interviews stressed that it is continuously improved. There is a GPS Phase II guideline document. The QA process also examines the causal links to targets and results.</p> <p>The relevance of indicators to expected results improved over the 2014-17 period. Indicators for the 2018-21 plan were extensively consulted with staff at the end of 2017. Staff indicated that the new plan’s results-based approach produced specific targets that help Country Offices to pinpoint their potential contribution and align country targets to the Strategic Plan, building confidence within</p>	<p>2, 3, 10, 12, 29, 32, 39, 40, 43, 47, 48, 51, 52, 53, 54, 55, 67, 68</p>

<p>country teams. Country programme documents' indicators were also relevant to the expected result. For example, output indicators for Bangladesh include "National midwifery policy developed and endorsed by the Government"; "Number of Upazila health complexes providing midwife-led continuum of care" and "Number of union health facilities in targeted districts providing 24/7 basic emergency obstetric new-born care services". These were linked to the outcome "strengthened national policy and health sector capacity to deliver a midwife-led continuum of care and emergency obstetric and new-born care". Baseline figures and target figures were provided. UNFPA's thematic funds all have indicators relevant to expected results. For example, the Maternal Health Thematic Fund programme has "a core set of methodologically robust maternal health indicators with direct relevance for reducing preventable mortality (proximal to causes of death) for global monitoring and reporting by all countries". Baselines are required for all country and other programmes. If these do not exist, the programme must include a study to determine baseline figures. Most programmes have baseline information, but there are gaps and challenges. Policy guides the frequency for reviewing results targets and there was evidence that this is followed: the Strategic Plan targets are reviewed at the mid-term; at country level, targets are examined at annual reviews with Implementing Partners; and thematic funds review targets at various points.</p> <p>The 2014-17 IRRF was improved after the Mid-Term Review when indicators on humanitarian action were added. The IRRF 2018-21 has indicators at all levels, including at the goal or impact level. These are known as "signature indicators". Some are calculated using modelling techniques, others are drawn from key global frameworks such as the ICPD and the Sendai Framework. A number are shared with other UN agencies such as UNICEF, UNDP and UN Women. All are reflected in the SDGs. These indicators also inform results identification and capturing at regional and country levels, as shown in the 2017 Bangladesh Annual Report. They are also used in advocacy and communications to partners and donors.</p>	<p>2, 3, 10, 12, 29, 32, 39, 40, 43, 47, 48, 51, 52, 53, 54, 55, 67, 68</p>
<b>MI 7.3 Evidence confidence</b>	<b>High confidence</b>
<b>MI 7.4: Monitoring systems generate high quality and useful performance data</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.57</b>
Element 1: The corporate monitoring system is adequately resourced	4
Element 2: Monitoring systems generate data at output and outcome level of the results chain	4
Element 3: Reporting structures are clear	4
Element 4: Reporting processes ensure timely data for key corporate reporting, and planning	3
Element 5: A system for ensuring data quality exists	3
Element 6: Data adequately captures key corporate results	4
Element 7: Adequate resources are allocated to the monitoring system	3

MI 7.4 Analysis	Source document
<p>Management is responsible for providing reliable information on the achievement of goals, outcomes, outputs and results. To enable this, since 2008, UNFPA has invested extensively in its Results-Based Management system and the underpinning monitoring systems and processes. These include the GPS and the SIS systems, and a range of internal structures and tools such as the Portfolio Review and the OOT tool. UNFPA recognises that technology is only an enabler of change, but that better interfaces and changed work habits will deliver savings from optimisation processes.</p> <p>Reporting structures and pathways for monitoring data are clearly defined and are well understood throughout the agency. The primary monitoring system is the GPS. The GPS captures data from country and programme levels. As a result of ongoing enhancements and sustained staff engagement, Country Offices now recognise GPS as a useful tracking tool. External Implementing Partners have recently been given an interface to the GPS system (Phase II), enabling them to report directly. GPS captures activity data from workplans and each output must be linked to a Strategic Plan outcome. This is supported by detailed guidelines on how to tag activities in the GPS system. GPS data are then linked into the SIS system and linked to higher level results. The SIS includes information for each office as well as demographic, development and governance indicators at the national level, to enable it to reflect the environment in which each CO works. The system pulls together data, showing this as a measure of the results achieved on the MyDashboard platform. The GPS and the myResults systems offer quarterly progress information. Data from these systems is also pulled into the Portfolio Review which tracks programme performance quarterly against a set of key performance indicators. Since the 2016 evaluation of architecture which questioned the accuracy of GPS data, assessments of GPS tagging have done much to improve linkage and understanding of activity-based costs.</p> <p>There is substantial evidence that during the 2014-17 period UNFPA worked hard to improve, refine and systematise its monitoring systems to enable improved and more accurate monitoring data. Some examples are the enhancements to the GPS, improvements to the SIS system, and linking the ATLAS financial data. There are efforts to draw data from existing systems into various reporting systems, which limits potential errors and reduces the need for human input. In addition, the Comprehensive Resource Review (CRR) involves a large IT optimisation process. It aims, by 2021, to have all UNFPA's multiple systems and platforms digitised onto one system. The full cost of this process is included in the 2018-21 Integrated Budget. The process is still in the analysis phase, and once a full business case is drafted it may be possible to estimate potential savings more precisely.</p> <p>In 2013, the Evaluation Office provided Country Offices with a good practice guideline to assess whether the country M&amp;E system was structured to measure and capture results-linked data. This guide outlined key responsibilities for country-level staff and included practical tools for developing measurable indicators. There is a nine-module course on evaluation to support country level and corporate monitoring and evaluation – this course was due to be updated in 2018. The 2016 evaluation of the architecture of the strategic plan recommended that UNFPA should strengthen country-level capacity for M&amp;E to improve learning and accountability for results. This was necessary to provide evidence of UNFPA's contribution to development, particularly from upstream interventions, and strengthen corporate knowledge management. This recommendation was accepted, and interventions and resources were identified to improve monitoring and evaluation. These included developing the Programme Accountability Framework as an Annex to the 2018-21 Strategic Plan and putting regional level M&amp;E expertise in place to support all Country Offices, especially those without adequate in-house expertise. By the end of 2017, 98% of all Country Offices had an M&amp;E officer in place.</p>	<p>1, 2, 9, 10, 13, 23, 24, 30, 32, 33, 35, 36, 39, 42, 47, 48, 52, 56, 80, 85, 91, 94, 100, 111, 150</p>
<b>MI 7.4 Evidence confidence</b>	<b>High confidence</b>

<b>MI 7.5: Performance data transparently applied in planning and decision-making</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.25</b>
Element 1: Planning documents are clearly based on performance data	3
Element 2: Proposed adjustments to interventions are clearly informed by performance data	3
Element 3: At corporate level, management regularly reviews corporate performance data and makes adjustments as appropriate	4
Element 4: Performance data support dialogue in partnerships at global, regional and country level	3
<b>MI 7.5 Analysis</b>	<b>Source document</b>
<p>UNFPA consistently uses performance data to plan and report. At the highest level, the Executive Director presents a consolidated Annual Report to the Board based on information, data and analysis from all levels. The Board recommends or requires improvements aimed at achieving better outcomes. UNFPA demonstrates leadership in census capability, in SRH and GBV and obstetrics. The agency does this at policy and delivery levels in both development and humanitarian contexts, as part of building capacity of partners and within the UN family. Interviews revealed that performance data and the Portfolio Review is used in Implementing Partner reviews to discuss progress and address bottlenecks. Performance data that is translated into results and impact on people's lives is used in advocacy and policy dialogues.</p> <p>Country programme documents must be robust, and evidence based, drawing on evaluative material and lessons learnt from previous cycles. Also, monitoring information should be used to inform decision making during planning. All programme documents do include a section on lessons learned from experience. The Strategic Plan 2018-21 explicitly draws on lessons learned over the previous strategic period. The consolidating results monitoring systems provide real-time evidence as well as trends in performance success. Evaluations and syntheses contribute focused examples of issues needing to be improved. However, it was clear that staff are becoming more adept at using data for planning, rather than seeing it as a necessary evil for compliance.</p> <p>An excellent example of using past lessons for learning and advancing UNFPA's impact is the Terms of Reference for the evaluation of Phase II of the UNFPA-UNICEF Joint Programme on the Abandonment of Female Genital Mutilation. This document outlines how Phase II planning drew from the evaluation of Phase I. It states that the evaluation of Phase II will inform efforts to scale up in Phase III, so that work in this next phase can address "gender norm transformation (versus just social norm change to keep girls intact) to address gender roles and power relations that often are underlying factors for FGM".</p> <p>The results monitoring information in GPS and SIS is used to support programme decisions regarding resource allocation, re-programming, as well as prevention of non or low achievement of results. Data captured by the GPS and into the SIS is available to anyone in the organisation. There is a management response tracking system with its own dashboard showing percentage completion of management responses to audits and evaluations. MyResults and GPS offer quarterly progress information. Quarterly performance assessments of COs in the Portfolio Review provides information about implementation progress towards milestones.</p> <p>There is extensive evidence of performance data informing programme adjustments as well as new initiatives. The Maternal Health Thematic Fund has used monitoring and evaluation data to adjust and inform interventions and in plans for scaling up. Another example is the repurposing of the tracking software used during the Ebola epidemic; now used by midwives in remote areas to get updates on</p>	10, 24, 25, 29, 30, 33, 39, 42, 47, 51, 52, 53, 54, 55, 68, 94

metrics that relate to their programmes. The programme review criteria have been adjusted based on lessons learned: new criteria cover “leave no-one behind” and humanitarian action. These criteria were being piloted in 14 country programmes in early 2018. The QA process is also looking at more precise ways to measure implementation of the business model, as well as ways to assess progress against the three transformative results.	10, 24, 25, 29, 30, 33, 39, 42, 47, 51, 52, 53, 54, 55, 68, 94
<b>MI 7.5 Evidence confidence</b>	<b>High confidence</b>
<b>KPI 8: Evidence-based planning and programming applied</b>	<b>KPI score</b>
<b>Highly satisfactory</b>	<b>3.29</b>
<p>UNFPA’s application of evidence-based planning and programming appears highly satisfactory. The evaluation function is operationally independent of other management functions, enabling it to work in an impartial and objective way. Evaluation serves three main purposes for UNFPA: 1) demonstrating accountability on performance in achieving development results; 2) supporting evidence-based decision making; and 3) contributing lessons learned to the United Nations Evaluation Group (UNEG) norms and standards database. Evaluation quality is supported by UNFPA’s tools and guidance for conducting country programme evaluations, templates, and checklists. The Evaluation Policy outlines principles for ensuring broad evaluation coverage, quality and use of findings, and evaluation quality assurance mechanisms comply with UNEG’s norms and standards.</p> <p>In 2017, an independent review of the evaluation function confirmed a solid foundation of evaluation good practice, including transparency and inclusivity. Poorly performing interventions are proactively identified, tracked and addressed. Monitoring data captured in GPS and myResults and in the quarterly Portfolio Review enables identification of poorly performing programme elements whilst myDashboard flags poorly performing indicators. A clear accountability system ensures responses and follow-up to, and use of, evaluation recommendations. Management responses are obligatory following corporate and programme level evaluations and the Programme Division uses the Management Response Tracking System to monitor implementation. Quality assurance of programme documents by the Programme Review Committee (PRC) ensures that recommendations from country programme or other relevant evaluations inform new designs: A Strategic Plan indicator tracks the proportion of new country programme documents that factored in evaluative evidence. Various mechanisms for distilling and disseminating lessons learned for both internal and external use are utilised. The Information Disclosure Policy commits UNFPA to upload evaluation reports and management responses onto the public website within eight weeks of finalisation.</p>	
<b>MI 8.1: A corporate independent evaluation function exists</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.71</b>
Element 1: The evaluation function is independent from other management functions such as planning and managing development assistance (operational independence)	4
Element 2: The Head of evaluation reports directly to the Governing Body of the organisation (Structural independence)	4
Element 3: The evaluation office has full discretion in deciding the evaluation programme	4
Element 4: A separate budget line (approved by the Governing Body) ensures budgetary independence	3
Element 5: The central evaluation programme is fully funded by core funds	3
Element 6: Evaluations are submitted directly for consideration at the appropriate level of decision-making pertaining to the subject of evaluation	4
Element 7: Evaluators are able to conduct their work throughout the evaluation without undue interference by those involved in implementing the unit of analysis being evaluated (Behavioural independence)	4



MI 8.1 Analysis	Source document
<p>An Independent Evaluation Office was set up in 2013, just prior to the start of the 2014-17 strategic period. The Evaluation Office implements UNFPA's evaluation policy. The evaluation function is operationally independent of other management functions, to enable it to work in a way that is impartial, objective and free from undue influence. The Evaluation Office carries out corporate evaluations, provides guidance and assistance to Country Office-led evaluations, sets organisational standards and criteria and approves all evaluation products. The evaluation function serves three main purposes: 1) demonstrating accountability on performance in achieving development results; 2) supporting evidence-based decision making; and 3) contributing lessons learned to the United Nations Evaluation Group (UNEG) norms and standards database.</p> <p>Evaluation findings and recommendations are presented to the Executive Board as part of the Annual Report on evaluation, which covers compliance, coverage, quality, findings and recommendations. If required by the Executive Board, results of selected evaluations (thematic, programmatic, etc.) are also presented. Country Offices also report annually on evaluation to the Executive Board. The Evaluation Office provides quarterly updates to the UNFPA Executive Committee. The independent Evaluation Office is the custodian of the evaluation function at UNFPA. It reports functionally to the Executive Board and administratively to the Executive Director, who is ultimately responsible for, and the champion of evaluation.</p> <p>The Revised Evaluation Policy gives the Evaluation Office the authority to scope, design, conduct and commission evaluations, and to submit reports directly to the appropriate decision makers, including the Executive Board. This is supported by the Oversight Policy which determines principles the Evaluation Director must apply in the execution of the Evaluation Policy: independence, transparency, risk awareness, fiduciary responsibility and effective resource use, in line with relevant professional standards and Executive Board decisions. However, the Evaluation Office's ability to ensure that all planned evaluations take place is limited by the funds available, particularly for decentralised evaluations.</p> <p>Ultimately, the evaluation function ensures institutional accountability and learning through high quality evaluations that can support evidence-based decision making. It was notable that many staff mentioned how useful evaluations were for learning and improving operations in the field, and that country level evaluations were an opportunity to learn and develop. Country Offices commission and oversee local evaluations. HQ supports the process by ensuring quality and independence. The Regional Office also contributes in an oversight role. The process therefore combines independence with local capacity.</p> <p>Evaluation is reflected as a separate line item in the integrated budget as required by the revised evaluation policy. Evaluation activities are funded through the institutional budget, regular resources from programme allocations, extra-budgetary resource allocations to specific programmes and extra-budgetary support (non-core funds) from member states and partners. The budget line covers evaluations as well as oversight and networking which fall within the purview of the Evaluation Office. Budget and planned evaluations are presented against the Strategic Plan outcomes, humanitarian, OEE, system wide inter agency, and synthesis studies. Despite the decline of core funding, most corporate evaluations are covered by the institutional budget, with these amounts increasing recently. The total cost of the evaluation function (including staffing and overheads) for the 2018-21 period is estimated at USD 22.5 million. Corporate evaluations total USD 6.05 million, with USD 3.72 million from the Institutional Budget and USD 2.33 million from other resources. The cost for country and regional programme evaluations is USD 7.43 million, and this cost comes from those budgets if funds are available. Most global trust funds, joint programmes and partnerships have specific evaluation budgets. The Evaluation Office can "pool" funding from regular resources for evaluations if there is a shortfall in the institutional budget.</p>	<p>1, 9, 10, 22, 23, 24, 25, 30, 39, 42, 43, 45, 46, 50, 80, 100, 104, 108, 122</p>
<b>MI 8.1 Evidence confidence</b>	<b>High confidence</b>



MI 8.2: Consistent, independent evaluation of results (coverage)	Score
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.6</b>
Element 1: An evaluation policy describes the principles to ensure coverage, quality and use of findings, including in decentralised evaluations	3
Element 2: The policy/an evaluation manual guides the implementation of the different categories of evaluations, such as strategic, thematic, corporate level evaluations, as well as decentralised evaluations	3
Element 3: A prioritised and funded evaluation plan covering the organisation's planning and budgeting cycle is available	2
Element 4: The annual evaluation plan presents a systematic and periodic coverage of the organisation's Interventions, reflecting key priorities	3
Element 5: Evidence from sample countries demonstrate that the policy is being implemented	2
MI 8.2 Analysis	Source document
<p>The Evaluation Policy outlines principles for to guide the selection of evaluations, quality, and use of evaluation findings to help ensure consistent and independent evaluation of results. The policy ensures geographical and thematic coverage: Geographic coverage is ensured through (decentralised) country programme evaluations: "country programme evaluations will be conducted at least once in every two programme cycles"; Thematic coverage is (mainly) ensured through corporate evaluations: "The Evaluation Office will ensure that all key areas of the strategic plan are evaluated during its cycle". Planned evaluations for each year include a mixture of programme, thematic, institutional, country and evaluability studies. This reflects a diversified evaluation base which improves opportunities for lesson learning and accountability. The Policy outlines how dissemination, follow-up, and reporting should take place. This includes making final reports and management responses publicly available on the UNFPA website. The Policy describes how evaluation findings should be used for learning by utilising the various knowledge management platforms the organisation has in place, including the "Fusion" platform, the evaluation newsletter webinars/seminars and thematic/policy briefs. There is also a commitment in the quadrennial plan to conduct evaluations in a way that strengthens national evaluation capacity and increases the participation of national counterparts.</p> <p>UNFPA's Evaluation policy defines programme-level evaluations (decentralised evaluations) and corporate evaluations. The evaluation policy does not provide a detailed taxonomy of the different categories of evaluations that may be undertaken by UNFPA.</p> <p>UNFPA produces a Quadrennial Budgeted Evaluation Plan. The Plan is designed to cover four years, divided into two-year periods be flexible and responsive to UNFPA's changing context and emerging priorities The Quadrennial Budgeted Evaluation Plan for 2018-21 indicates that evaluations are identified based on strategic relevance, risk of the subject, potential for joint or UN system-wide evaluation, significant investment, feasibility, potential for replication or scaling up, knowledge gaps, and stakeholder commitments. The 2016-19 Plan identified 19 necessary evaluations/studies in line with Strategic Plan outcomes. For the 2018-21 period 17 corporate evaluations are planned, with three joint evaluations and two UN system-wide evaluations. The 2018-21 Plan is specifically aligned with programmatic outcomes and organisational effectiveness and efficiency results set out in the Strategic Plan. Notably, it will cover UNFPA performance in humanitarian settings and analyse the development-humanitarian nexus.</p>	1, 9, 22, 23, 29, 30, 43, 45, 47, 48, 52, 53, 54, 55, 80, 81, 82, 100, 104, 108, 122

<p>The annual evaluation plan provides partial coverage of UNFPA's interventions. The planned evaluations that actually take place are not proportionally representative of UNFPA's work. The 2017 Annual Report on Evaluation indicates that financial resources invested in the evaluation function were increasing but at 0.83% by 2017, were below the target of 3%; all COs have M&amp;E focal point/officer; improvement is needed in the percentage of planned evaluations implemented (60% in 2016 and 55% in 2017); 95% of evaluations were rated good or above by 2017; all evaluations had management responses and 84% of proposed actions were completed. Of the evaluations not completed as planned, one was replaced by UNDAF, one was postponed and three were replaced by an assessment or review.</p> <p>Annual reports on Evaluation present progress made by the evaluation function. Overall, all of the country offices were covered by at least one evaluation in 2016-18 although the overall coverage is low. The evidence that there has been a consistent and independent evaluation of results (coverage) from sample countries shows 26 out of 58 country offices were involved in lessons learned from CPE 2014-15 and that 27 Country Programme Evaluations out of a total of 58 country offices were undertaken in 2016-17. Country offices in the Asia Pacific Region had the highest level of coverage (six out of nine countries had CPEs during the period 2016-17). Programme evaluations were reported for four country offices. Thematic Evaluations covered a total of four country offices and two regional offices. Thematic evaluations aim at a global geographic coverage of UNFPA interventions, and involve all regional offices and a number of country field visits. Cross-cutting evaluations of engagement in 'highly vulnerable contexts' were undertaken in six country offices.</p>	<p>1, 9, 22, 23, 29, 30, 43, 45, 47, 48, 52, 53, 54, 55, 80, 81, 82, 100, 104, 108, 122</p>
<b>MI 8.2 Evidence confidence</b>	<b>High confidence</b>
<b>MI 8.3: Systems are applied to ensure the quality of evaluations</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.4</b>
Element 1: Evaluations are based on design, planning and implementation processes that are inherently quality oriented	3
Element 2: Evaluations use appropriate methodologies for data-collection, analysis and interpretation	3
Element 3: Evaluation reports present in a complete and balanced way the evidence, findings, conclusions, and where relevant, recommendations	4
Element 4: The methodology presented includes the methodological limitations and concerns	4
Element 5: A process exists to ensure the quality of all evaluations, including decentralised evaluations	3
<b>MI 8.3 Analysis</b>	<b>Source document</b>
<p>UNFPA's Evaluation Policy prescribes quality principles for UNFPA's evaluations. Evaluation quality is supported by UNFPA's tools and guidance for conducting country programme evaluations, templates, and checklists. The Evaluation Office's quality assurance mechanism complies with UNEG's norms and standards and requires evaluations to meet minimum quality standards. Evaluation criteria are aligned with the DAC criteria of relevance, effectiveness, efficiency and sustainability. Evaluations must ensure co-ordination and added value, and must review reaching disadvantaged and vulnerable groups, national ownership, south-south co-operation, and monitoring systems. However, a recent independent review of the evaluation function indicated that UNFPA's conception of evaluation quality should be based on a more comprehensive and value-based understanding of quality, and should also continuously improve.</p>	<p>9, 22, 23, 39, 40, 41, 43, 45, 46, 48, 50, 65, 80, 81, 82, 100, 104, 108, 122, 124</p>

UNFPA adheres to UN Norms and Standards for Evaluation (revised in 2016). UNFPA recognises that evaluative quality depends on the design, planning, methodological rigour, reliable data and a logical, coherently structured analysis. To support this, UNFPA draws upon UNEG's quality guidance for data collection, analysis, and interpretation. UNFPA has basic templates for assessing the quality of the data collection and methodology applied to UNFPA evaluations.

Quality assessment templates consider the methodological data collection and analysis methods, and evaluations reviewed provide evidence that appropriate methods are applied, and that reports outline any limitations. A good example was found in the Evaluation Quality Assessment review: Evaluation of UNFPA Support to Adolescents and Youth which highlights limitations arising for each method and the mitigation strategies used to address them. Limitations included the quality of documents provided for the document review (completeness and/or language), level of completeness of online surveys (technical difficulties administering surveys), and cancellation of country case-studies. Mitigation strategies included thoroughly reviewing available documentation, following up with individual survey respondents and collecting paper-based responses when necessary, and changing field case-studies to desk studies. The country programme evaluation of Bangladesh 2012-16 identified risks such as data collection time being reduced due, language constraints, and annual workplans providing insufficient information.

Evaluation Quality Assessments assess whether the methodology applied has includes limitations and concerns. The evaluations sampled indicate that including methodological limitations is a requirement for UNFPA evaluations and that methodological limitations are largely acknowledged in the evaluation reports.

The 2017 Annual Report on Evaluation reported that 95% of evaluations were rated good and above. This was based upon an assessment of compliance with quality standards suggesting that evaluation reports are complete, presenting evidence, finding, conclusions and recommendations that can be used for decision-making purpose.

As of 2016, the independent Evaluation Office at UNFPA started rolling out an Evaluation Quality Assurance and Assessment system to ensure the quality of the evaluation lifecycle (from the development of the terms of reference to ex post quality assessment). Final evaluation reports are quality assessed by an external assessor. Evaluation Quality Assessments are posted on UNFPA's website, alongside the evaluation reports, to provide evidence of their fitness for use in decision-making. The Executive Director's 2017 Annual Report to the Executive Board lists changes aimed at improving results-based management during 2014-17. One of these is that all new country programmes undergo quality assurance to ensure that they meet RBM standards, including the use of evaluative evidence to inform programme strategies. The Evaluation Office provides support to Programme-level evaluations but there is not a separate process for providing support to decentralised evaluations.

9, 22, 23, 39, 40, 41,  
43, 45, 46, 48, 50, 65,  
80, 81, 82, 100, 104,  
108, 122, 124

### MI 8.3 Evidence confidence

High confidence

<b>MI 8.4: Mandatory demonstration of the evidence base to design new interventions</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.8</b>
Element 1: A formal requirement exists to demonstrate how lessons from past interventions have been taken into account in the design of new interventions	4
Element 2: Clear feedback loops exist to feed lessons into new interventions design	2
Element 3: There is evidence that lessons from past interventions have informed new interventions	3
Element 4: Incentives exist to apply lessons learnt to new interventions	3
Element 5: The number/share of new operations designs that draw on lessons from evaluative approaches is made public	2
<b>MI 8.4 Analysis</b>	<b>Source document</b>
<p>Successive strategic plans include a formal requirement that findings from evaluations during the period must inform the next Plan. UNFPA requires a periodic synthesis of country programme documents to ensure that lessons are considered in strategic planning.</p> <p>UNFPA has mechanisms to feedback learning into new intervention designs although these are not systematically utilised. Country programme documents must describe their data collection and use to improve programme design. Programme implementation involves at least one annual review meeting with Implementing Partners to discuss progress, successes and challenges. Country and Regional workplans include measures for learning, and these activities are recorded into the GPS and SIS systems. The Bangladesh Country Annual Report listed lessons learned over the past year, for example: UNFPA's investment in the Country Office's human resources resulted result in greater advocacy with bilateral agencies and increased bilateral funding. Executive Director's Annual report 2017 to the executive board included examples of lessons learned across UNFPA's mandate areas: in population data emerging technology solutions improved the quality, cost effectiveness and timeliness of census operations; in SRH the provision of integrated services increased efficiency, effectiveness and offered clients more satisfactory services; programmes had found the combination of affordability, quality and choices to access reproductive health services could reduce maternal mortality.</p> <p>The Oversight Policy requires that the Annual Report on evaluation activities and results is publicly available. All completed evaluations and the management responses to these are publicly available on the UNFPA website. The number of new designs drawing on past lessons is not tracked. Quality assurance of programme documents by the Programme Review Committee (PRC) includes ensuring "...that critical recommendations of a previous country programme evaluation or other evaluative evidence has informed the design". UNFPA measures the use of evaluative evidence, including within its Strategic Plan by indicator OEE 1.10: Proportion of new country programme documents that factored in evaluative evidence. For example, following an mid-term review of the previous Strategic Plan, the 2014-17 Plan included three new focus areas (human rights, population dynamics and gender equality), a new approach to results (an Integrated Resource and Results Framework and reduced number of outcomes), and the introduction of a business model which included modes of engagement. The Evaluation of the Architecture Supporting the Operationalisation of the UNFPA Strategic Plan, 2014-17 fed into preparation of the Strategic Plan 2018-21 with independent evaluative evidence and lessons learned. For example, because a lot of UNFPA work is partner-led, the new Strategic Plan has been turned into a communications tool to better inform implementing partners and other stakeholders.</p>	1, 9, 10, 13, 23, 29, 30, 39, 45, 47, 48, 51, 52, 53, 54, 55, 65, 68, 91, 98, 100, 104, 129

<p>Findings from the Evaluation of UNFPA Support to Adolescents and Youth 2008-15 informed the Strategic Plan 2018-21 and ongoing implementation of the Strategy on Adolescents and Youth 2012-20. Findings from the Evaluation of Support to Population and Housing Census Data informed the design of support to the 2020 census round. The transitional budget and workplan for 2014-15 did not reflect Evaluation Office roles and responsibilities necessary to strengthen the function. This was addressed in the Quadrennial Budgeted Evaluation Plan, 2016-19 with increased number of mid-grade staff alongside a reorganisation of responsibilities. The Programme Division runs a “best practice” competition, and the Innovation Hub captures and shares best practices, however this is not currently incorporated into the PAD.</p> <p>Evidence shows that lessons learnt have been incorporated into new interventions. Country programmes reviewed included detail of lessons learnt from the previous programme and indicated which elements would be improved or expanded in the new programme. The Country Programme Evaluation Bangladesh 2012-16 indicates that some lessons learnt were incorporated into the eighth Bangladesh country programme document. In Bolivia lessons learnt had not been integrated into planning.</p> <p>Ensuring use of evaluation findings is key to UNFPA's current evaluation policy, and reiterated in the Quadrennial budgeted evaluation plan 2018-21. The Management Response Tracking System used by UNFPA Programme Division to monitor evaluation use and follow-up for both corporate and programme reports that in 2016 the percentage of accepted programme evaluation recommendations continued to improve, reaching 78.54%, compared to 77.96% in 2015 and 76.49% in 2014. The number of operations that have been designed based upon lessons is not published, but the evaluation plan suggests that there is a move toward greater accountability in this area.</p>	<p>1, 9, 10, 13, 23, 29, 30, 39, 45, 47, 48, 51, 52, 53, 54, 55, 65, 68, 91, 98, 100, 104, 129</p>
<b>MI 8.4 Evidence confidence</b>	<b>High confidence</b>
<b>MI 8.5: Poorly performing interventions proactively identified, tracked and addressed</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.4</b>
Element 1: A system exists to identify poorly performing interventions	3
Element 2: Regular reporting tracks the status and evolution of poorly performing interventions	4
Element 3: A process for addressing the poor performance exists, with evidence of its use	3
Element 4: The process clearly delineates the responsibility to take action	4
<b>MI 8.5 Analysis</b>	<b>Source document</b>
<p>Project performance is tracked through the Annual Portfolio Review. This provides regional and country performance data against 17 performance criteria, including achievement of annual targets, financial resource use, vacancy rates, and audit recommendations implemented. While the Portfolio Review to March 2017 used myResults as a key source of evidence, it did report instances where results were not uploaded. This report identified both high-priority and medium-high priority Country Offices requiring close monitoring. Interviews confirmed that monitoring data on performance is used in Implementing Partner review meetings.</p> <p>UNFPA uses Monitoring data captured in the Global Programming Systems (GPS) and then the myResults part of the Strategic Information System to identify of poorly performing programme elements by monitoring and reporting on strategic output targets.</p>	<p>13, 27, 43, 45, 46, 74, 94, 104</p>

<p>Regular reporting through myDashboard flags poorly performing indicators, including two programme indicators: the percentage of programme cycle output indicator targets achieved; and the index of quarterly milestones due for reporting. If either is performing between 60.01% and 70%, a pink alert appears on the department's landing page; if 60% or below, a red alert appears. This triggers a list of alerts on the division or Regional Office page and on the Corporate Alert List. Poor financial and operational performance is also reported through financial management performance reports. Drawing on end of cycle performance reports, annual country programme performance, and quality of country programme evaluations, overall performance increased slightly year on year. External stakeholders believe UNFPA is good at identifying under-performing interventions and addressing these appropriately. Nevertheless, there are reported cases where results are not systematically uploaded into myResults. Consequently, the performance (or under-performance) of interventions may be lost.</p> <p>Management responses are obligatory following corporate and programme level evaluations and the Programme Division uses the Management Response Tracking System to monitor follow up – some of these will be interventions that required improved performance. .</p>	13, 27, 43, 45, 46, 74, 94, 104
<b>MI 8.5 Evidence confidence</b>	<b>High confidence</b>
<b>MI 8.6: Clear accountability system ensures responses and follow-up to and use of evaluation recommendations</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>4</b>
Element 1: Evaluation reports include a management response (or has one attached or associated with it)	4
Element 2: Management responses include an action plan and/or agreement clearly stating responsibilities and accountabilities	4
Element 3: A timeline for implementation of key recommendations is proposed	4
Element 4: A system exists to regularly track status of implementation	4
Element 5: An annual report on the status of use and implementation of evaluation recommendations is made public	4
<b>MI 8.6 Analysis</b>	<b>Source document</b>
<p>UNFPA requires management responses to corporate and programme-level evaluations. All published evaluation reports are publicly available.</p> <p>Management response templates include action points targeted to an implementing unit and/or staff members, indicating whether other units will need to be involved in carrying through a recommendation. Management responses must be provided within six weeks of the submission of evaluation reports. Management responses follow a consistent format which details key actions with deadlines, the unit responsible and a column space to record date of completion. The Programme Division tracks completion of management responses.</p> <p>The Programme Division uses the Management Response Tracking System to track whether management actions have been implemented and there are plans in place to probe whether these actions have resulted in change and improvements. This was recently tested with two evaluations, where the Evaluation Office asked managers for evidence of change based on evaluation recommendations. Annual Reports on Evaluation are made public. Management responses and</p>	4, 11, 24, 30, 40, 43, 45, 46, 49, 66, 98, 104, 131

the evaluations themselves are also publicly available online but these do not note the status of implementation. Most external stakeholders surveyed have a positive view about the way UNFPA follows up evaluation recommendations and learns from mistakes made.	4, 11, 24, 30, 40, 43, 45, 46, 49, 66, 98, 104, 131
Management Responses to recommendations are publicly available. The Annual Evaluation Reports monitor the status of the use and implementation of evaluation recommendations which has gradually increased since 2014.	
<b>MI 8.6 Evidence confidence</b>	<b>High confidence</b>
<b>MI 8.7: Uptake of lessons learned and best practices from evaluations and other reports</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3</b>
Element 1: A complete and current repository of evaluations and their recommendations is available for use	4
Element 2: A mechanism for distilling and disseminating lessons learned internally exists	4
Element 3: A dissemination mechanism to partners, peers and other stakeholders is available and employed	3
Element 4: A system is available and used to track the uptake of lessons learned	0
Element 5: Evidence is available that lessons learned and good practices are being applied	3
Element 6: A corporate policy for Disclosure of information exists and is also applied to evaluations	4
<b>MI 8.7 Analysis</b>	<b>Source document</b>
<p>UNFPA maintains a public repository of evaluation reports and management responses on its website. There is an online Evaluation Database which lists evaluations dating back to 2008. Evaluation recommendations are included in the body of the evaluation reports and responses and are not separately compiled.</p> <p>There are evaluation syntheses in thematic areas, which draw together the lessons learned across time and across programmes and projects. There are other examples of evidence-based knowledge resources available for staff use. For example, the database of good practices and the risk mitigation database. The above are documents and the simplest mechanism or feedback loop is that they are available on the UNFPA website. The question must be, “are they used and deemed useful?” Without exception, staff interviewed mentioned the importance of learning from experience, and many practical examples were offered.</p> <p>UNFPA has various mechanisms for distilling and disseminating lessons learned for both internal and external use. The Evaluation Office is responsible for distilling and disseminating lessons learned through knowledge management platforms such as Fusion, webinars, summaries, thematic and policy briefs. The office also publishes an evaluation newsletter which highlights lessons learned and best practice. The Annual Report on Evaluation contains a section describing lessons learnt from a selection of evaluations for that year. Two synthesis evaluations which bring together lessons learned from a wide range of country programme evaluations provide consolidated good practice, lessons learned and recommendations for future programme implementation in all UNFPA focus areas. UNFPA does not have a system that tracks quantitatively the uptake of lessons learned.</p>	9, 10, 29, 30, 39, 43, 45, 46, 47, 48, 50, 51, 52, 53, 54, 55, 60, 65, 66, 74, 103, 104, 108, 122, 129, 138, 139



The Evaluation Office describes an established practice of disseminating evaluation results through stakeholder workshops, webinars, conferences and informal briefings. Several evaluation reports indicate that stakeholder/partner workshops formed part of the validation process. Staff gave many examples of knowledge sharing in external engagements through workshops, stakeholder engagements and other fora.

Country programme documents reviewed contain a section on lessons learned from past programmes and indicate which areas of focus need to be scaled up or addressed specifically. The Bangladesh Country Programme Evaluation confirmed that lessons learned in the previous country programme, and an evaluation from 2011 had been incorporated into the current programme: one example cited was district selection for maternal health interventions. The evaluation also highlighted examples of good practices and success stories such as the youth forums. The country programme synthesis evaluation identified good practice in reaching disadvantaged and vulnerable groups in Mongolia, Madagascar, Togo, and Cameroon. The evaluation of the architecture supporting the operationalisation of the Strategic Plan identified areas which have been addressed in the 2018-21 Strategic Plan. Thematic evaluations provided many examples of good practice: for example, the FGM thematic programme publication entitled “17 ways to end FGM – lessons from the field”. However, in a few cases opportunities for knowledge sharing and dissemination were missed. However, staff interviews showed that lessons are learned, and staff are aware of the need to base new programmes /improvements on evidence. Many staff called UNFPA a “learning organisation”. The Operational Bottlenecks Matrix on Humanitarian Action from March 2018 is a good example of how UNFPA uses lessons learned from experience and evaluations to improve. In this document, bottleneck issues were gathered from Regional and Country Offices, together with their proposed solutions. The issue and the solution were cross referenced to the meta-analysis of UNFPA in highly vulnerable contexts as well as the recommendations from the 2016 Global Humanitarian Consultation. The approaches to resolution were then recorded.

The Information Disclosure Policy commits UNFPA to upload evaluation reports and management responses onto the public website within eight weeks of finalisation. The policy indicates that UNFPA will post other dissemination products when they are complete and will disseminate lessons learned from evaluations through various knowledge-management platforms. There is an online Evaluation Database which lists evaluations dating back to 2008.

9, 10, 29, 30, 39, 43,  
45, 46, 47, 48, 50, 51,  
52, 53, 54, 55, 60, 65,  
66, 74, 103, 104, 108,  
122, 129, 138, 139

#### MI 8.7 Evidence confidence

High confidence



## RESULTS

*Achievement of relevant, inclusive and sustainable contributions to humanitarian and development results in an efficient way*

<b>KPI 9: Achievement of development and humanitarian objectives and results e.g. at the institutional/corporate wide level, at the regional/corporate wide level and, at the regional/country level, with results contributing to normative and cross-cutting goals</b>	<b>KPI score</b>
<b>Satisfactory</b>	<b>2.79</b>
<p>UNFPA demonstrates a sound approach to achievement of development results and focuses on achieving national ownership of programmes. UNFPA addresses sexual and reproductive health needs in a range of humanitarian contexts and countries and works with other agencies to encourage integration of these services into general risk reduction strategies. UNFPA contributes to good practice guidelines for use in development programming and humanitarian interventions. Where programmes did not achieve objectives, the causes were poor project design, fragmentation of UNFPA support, high staff turnover and weak technical capacity. UNFPA adds value when connecting civil society organisations with government decision-makers, increasing their involvement in policy-making and reform. UNFPA's culturally gender-sensitive and human rights-based programming has made important gains for adolescent girls, and gender equality programmes are assessed as effective – but they are also generally under-resourced compared to other outcome areas.</p> <p>UNFPA is good at advocacy and policy dialogue, driving inclusion of sexual and reproductive health and youth-focused services into national planning and budgets. Support to regional intergovernmental organisations in Africa, Latin America and the Pacific resulted in regional and country commitments to support youth-friendly health. UNFPA works to reduce the environmental impact of the products it provides and supports disaster preparedness planning and climate change resilience. UNFPA's census and population data work underlines the value of this capacity for health services and humanitarian and disaster risk management and preparedness planning. UNFPA brought youth voices into the International Conference on Population and Development review process at global and regional levels. However, once these processes are concluded, in some cases the momentum dissipated due to funding gaps and a lack of strategy. UNFPA's 2018 Knowledge Management Strategy is accompanied by a guidance on how to document and share good practices.</p>	
<b>MI 9.1: Interventions assessed as having achieved their stated development and/or humanitarian objectives and attain expected results</b>	<b>Score</b>
<b>MI Rating</b>	<b>Highly satisfactory</b>
<b>MI score</b>	<b>3.5</b>
<b>MI 9.1 Analysis</b>	<b>Source document</b>
<p>The 2014-17 Strategic Plan set out to achieve “universal access to sexual and reproductive health, the realisation of reproductive rights, and the reduction of maternal mortality to accelerate progress on the agenda of the International Conference on Population and Development”. Various evaluations covering the period leading up to the 2014-17 strategic period identified a range of barriers to achieving programme results. The first synthesis of lessons learned from evaluations found problems including weak project design, fragmentation of UNFPA support, and weak technical capacity of UNFPA staff, sometimes associated with high rates of attrition and staff turnover. Negative results for cost efficiency was often because cost data was not gathered in time to facilitate monitoring or efficiency calculations. Evaluations from 2014 and 2015 found that programme challenges included lack of confidence among health workers, and lack of co-ordination and unclear division of roles and responsibilities among stakeholders. Obtaining enough accurate demographic information also hindered predictive planning based on population data. In humanitarian situations, procurement delays and a lack of pre-positioning supplies were some of the issues found. Importantly, monitoring consisted of recording outputs, rather than results in the form of improved lives and conditions of target groups.</p>	<p>1, 3, 7, 8, 10, 13, 39, 47, 48, 50, 51, 57, 68, 73, 74, 80, 81, 82, 104, 137, 138, 151, 156</p>

The 2014-17 period saw improvements: the Executive Director's report covering this period indicates that staff trained in results-based management are in all Country Offices, the lead time for human resource recruitment dropped from 135 days in 2014 to 90.5 days in 2017, and field inquiries resolution improved from 88% in 2015 to 93% in 2017. Programme results for the period were calculated using figures from family planning commodity distribution in the Marie Stopes International impact 2 model. UNFPA reported 125 000 maternal deaths averted, 48.5 million unintended pregnancies averted, 15.2 unsafe abortions averted, and 200 000 new HIV infections prevented.

In response to increasing demand, UNFPA scaled up the amount of work done in humanitarian emergencies. In these situations, UNFPA targets women and girls, providing SRH, GBV, and maternal health-related services, as well as safe spaces for women and girls, alongside child safe spaces and maternity units. UNFPA's work was assessed as extremely relevant to these situations. For example, appropriately adapting the MISP and relief supplies (such as dignity kits) to the needs of specific populations improved the effectiveness of the humanitarian response. UNFPA has done this in Lebanon, Armenia, Bangladesh and Turkmenistan, and Honduras, to name a few. UNFPA also addressed barriers to access by understanding the specific legal and bureaucratic environments: examples here are Turkey and Chad. UNFPA's approach to work in humanitarian situations showed that the agency supports links to longer term development outcomes which contributes to "building back better". Examples are Haiti, Armenia, Turkey, Bangladesh, and Peru. Additional support included increased numbers of surge personnel deployed to humanitarian crises (one third through Standby Partnerships); reproductive health kits dispatched to 47 Country Offices and 12 international partners; and the UNFPA Emergency Fund supported rapid responses in 30 Country Offices. In Sudan, peer educators reported that UNFPA supported trainings were instrumental in helping help transfer information to internally displaced people. In Afghanistan, UNFPA launched the 18 Minimum Standards to provide practical guidance on how to prevent and respond to GBV, co-ordinate with humanitarian partners, and facilitate access to multi-sector services for survivors.

UNFPA has been effective in achieving the development objectives of its programmes and in contributing to changes in national development policies. This is most clearly demonstrated in SRH and gender equality. Evaluations found that UNFPA interventions resulted in improved access to and availability of quality services for maternal health and family planning as well as adolescents and youth. Joint programmes such as the H4+ Joint Programme Canada and Sweden (H4+JPCS) have addressed the capability, opportunity and motivation of health service staff to provide quality services, as well as focusing efforts on demand creation and targeting service provision into underserved geographic areas and populations most in need (including adolescents and youth, the poorest women, and people living with HIV and AIDS). However, poor cross-referral and linkages between programmes reduced quality and affected the use of services by adolescents and youth. Increasing capacities of government and NGO partners also did not necessarily translate into quality and sustainable services – when implementing partners took over services, inadequate resource allocation affected quality of service and education programmes. The Executive Director reported to the UNFPA Board that not all outputs of the 2014-17 Strategic Plan were achieved due to limited financial resources, Implementing Partners' poor capacity, delays and changing national priorities, and escalating humanitarian situations. The Portfolio Review in 2016 identified limited financial resources as the most significant factor affecting organisational performance, with Implementing Partners' capacity as the second top risk factor. Barriers to achievement reported in the second half of the 2014-17 period reflect fewer internal systems problems: One example is a 25% reduction in turnaround time for deploying human resources to humanitarian settings between 2016 and 2017.

1, 3, 7, 8, 10, 13, 39,  
47, 48, 50, 51, 57, 68,  
73, 74, 80, 81, 82, 104,  
137, 138, 151, 156

<b>MI 9.2: Interventions assessed as having realised the expected positive benefits for target group members</b>	<b>Score</b>
<b>MI Rating</b>	<b>Satisfactory</b>
<b>MI score</b>	<b>2.5</b>
<b>MI 9.2 Analysis</b>	<b>Source document</b>
<p>UNFPA programmes produced positive benefits for target group members, and this was supported by UNFPA's role in building coalitions and advocating for the targeting of vulnerable populations. UNFPA reported positive results for target populations through joint partnership programmes. The 2016 Annual Report records that the organisation "helped millions of young people, especially adolescent girls, remain healthy and avoid pregnancy" through delivery of a wide range of SRH services, peer education training, emergency obstetric personnel, mobile maternal health clinics in 27 countries, and the delivery of large supplies of contraceptives. The 2016 AR also reported that 2 906 communities declared the abandonment of female genital mutilation, and that the percentage of Ugandan girls participating in the programme who are likely to engage in income generating activities increased by 72%. UNFPA activities reduced teen pregnancy by 26% and early entry into marriage or co-habitation by 58%. The two evaluation syntheses of lessons learned identified both strong and poorer practices in UNFPA's programme and thematic fund evaluations. An example of good practice was UNFPA's work in targeting people and groups who exert significant influence on women's sexual and reproductive health decisions. Its work was also important to address stigma, misconceptions and discrimination. Examples were also identified where UNFPA had actively engaged in mobilising and educating youth and their communities on reproductive health, maternal mortality, socio-economic determinants, and gender equality. However, where need was great, there was always the danger of spreading resources too thinly.</p> <p>The meta-analysis of UNFPA's work in vulnerable contexts found that UNFPA worked actively in these situations to help partner governments and other stakeholders to address gender-based violence – examples given were the Democratic Republic of Congo, Somalia, Yemen, and Bangladesh where UNFPA-supported groups raised awareness of gender-based violence and available services in Rohingya refugee camps. External stakeholders believed UNFPA prioritised GBV. Stakeholders also felt UNFPA added value by systematically clustering and pursuing synergies between sexual and reproductive health and reproductive rights in emergencies. In addition, "active anticipation of, and preparations for, recurring/seasonal crisis situations—linked to hurricanes or elections, for example—have provided good results". Stakeholders felt UNFPA's presence on the ground and its co-ordination role in gender-based violence was invaluable for effective leadership and co-ordination and relevant support. In just two examples: in Chad, UNFPA led the sub-national gender-based violence sub-cluster, and Somalia the agency led the national cluster.</p> <p>The UNFPA &amp; UNICEF 2015 joint report on female genital mutilation reports achievements through a range of engagements, including with religious leaders: 1 911 communities in 14 countries declared abandonment, covering 5 million people, 23 132 families in Egypt and Sudan publicly declared. The Maternal Health Thematic Fund Annual Report reported strengthening ongoing training for midwives which increases skills available for assisting births, ensuring that all curricula are based on International Confederation of Midwives competencies.</p>	13, 14, 17, 37, 38, 39, 44, 47, 48, 50, 65, 66, 71, 74, 125, 137
<b>MI 9.2 Evidence confidence</b>	<b>High confidence</b>

<b>MI 9.3: Interventions assessed as having contributed to significant changes in national development policies and programmes (policy and capacity impacts), or needed system reforms</b>	<b>Score</b>
<b>MI Rating</b>	<b>Highly satisfactory</b>
<b>MI score</b>	<b>3.5</b>
<b>MI 9.3 Analysis</b>	<b>Source document</b>
<p>UNFPA was assessed as “effective in achieving the development objectives of its programmes and in contributing to changes in national development policies and embedding sexual and reproductive health issues into national planning and budgets”, by providing specialist technical expertise, active policy dialogue on sensitive themes and strong focus on SRH, which is not well covered by other agencies. UNFPA has a long-standing commitment to meeting the needs of marginalised and vulnerable adolescents, with a specific focus on adolescent girls and young populations at risk of HIV and demonstrated strong results. UNFPA Supplies Programme has ensured that 43 of 46 programme countries have national guidelines and protocols that include a rights-based approach to reproductive health commodity security and family planning as well as increased capacity for demand forecasting.</p> <p>UNFPA has contributed in numerous countries to ensuring youth voices being included in the development of national policies and/or laws aimed and addressing discrimination and youth access to information and services for SRHR, maternal and new-born health, and youth-focused strategies: countries include Benin, Cambodia, Egypt, Ethiopia, Kyrgyzstan, Nicaragua, Palestine, the Dominican Republic, Nepal, Maldives, and Angola. UNFPA has worked to end child marriage in Burkina Faso, Mozambique, Uganda, and Zambia. In several contexts, the review and monitoring of legal, policy, and regulatory barriers to SRH services and supplies raised attention, political commitment, and ultimately willingness to change laws and policies. In Afghanistan, the 2009 Bill criminalising GBV has been supported by training for the police, helping them to recognise and prevent GBV.</p> <p>UNFPA support to regional inter-governmental organisations in Africa, Latin America and the Pacific resulted in regional and country commitments to youth-friendly SRH health service, education and information, and to remove socio-cultural and legal barriers to access. UNFPA has contributed significantly contributed to increasing the priority given to adolescent girls in national development policies and programmes, and many stakeholders recognise UNFPA as a leader in this area globally, regionally, and at country level. UNFPA contributed to developing sexuality education curricula aligned with international standards in 73 countries, and disseminating key strategic documents on FP, HIV, GBV, adolescent/youth health, Emergency Obstetric and Newborn Care, and ICM norms. “The MHTF is a key contributor of the Campaign to End Fistula... more than any other organisation in the world”, supporting over 70 000 repair surgeries over 12 years to end 2015. The initiative includes 90 global partners in 50 countries across Africa, Asia, the Arab States, and Latin America”. By the end of 2015, 15 MHTF-supported countries had national strategies in place and nine had costed operational plans.</p> <p>The Executive Director’s 2017 Annual Report highlighted that 16 countries developed laws and policies that allow adolescents access to SRH services; 23 countries in Africa had roadmaps and/or country profiles for the demographic dividend; 38 countries aligned all national sexuality education curricula with international standards; 30 countries implemented skills-building programmes for adolescent girls at risk of child marriage; 47 countries established participatory platforms that advocate increased investments in marginalised young people.</p>	7, 14, 24, 38, 39, 44, 47, 48, 50, 51, 65, 68, 71, 73, 74, 103

<p>A significant programme contribution to changes in national capacity is the almost decade-long support to the government and Ministry of Health and Family Welfare in Bangladesh around establishing international standards for midwifery education and training. By mid-2015, 1 289 midwives were certified, and many indicated that their skills were significantly improved. This programme has also trained midwifery trainers, as well as inputs into improving the capacity of maternal and neonatal health facilities. In 2017, UNFPA had taken this work further to the policy and legislation level, supporting the development of the Nursing and Midwifery Act, guidelines for midwifery regulations and codes of ethics, and contributions to curriculum development of a Bachelor of Science in Midwifery, which will start in 2019.</p>	<p>7, 14, 24, 38, 39, 44, 47, 48, 50, 51, 65, 68, 71, 73, 74, 103</p>
<p><b>MI 9.3 Evidence confidence</b></p>	<p><b>High confidence</b></p>
<p><b>MI 9.4: Interventions assessed as having helped improve gender equality and the empowerment of women</b></p>	<p><b>Score</b></p>
<p><b>MI Rating</b></p>	<p><b>Highly satisfactory</b></p>
<p><b>MI score</b></p>	<p><b>3.5</b></p>
<p><b>MI 9.4 Analysis</b></p>	<p><b>Source document</b></p>
<p>Gender equality and empowerment of women is central to UNFPA's mandate and there is extensive evidence that the agency has contributed significantly in this area. UNFPA adds value when connecting civil society organisations with government decision-makers, increasing their involvement in policy-making and reform.</p> <p>UNFPA gender equality programmes are assessed as effective but they are also generally under-resourced compared to other outcome areas. Evaluations identified many successful and effective examples, particularly in the areas of policy development, human rights, gender-based violence, working through community and religious leaders and increasing male involvement in SRH and gender equality. The evaluations were not universally positive and did highlight areas where effectiveness in gender equality was hindered. These included restrictions in funding, staffing issues, limited institutional and government capacity, and inappropriate targeting.</p> <p>While H4+JPCS supported efforts to directly address gender inequalities, these interventions, instead of being mainstreamed, were limited to programme output area seven: demand creation. As a result, gender equality initiatives had limited geographic reach, were under-resourced (as with all demand creation and community engagement activities) and were often implemented late in the programme.</p> <p>Lessons learned from country evaluations showed some successes working alongside other organisations in addressing women's empowerment and addressing GBV (in Cameroon, Lebanon and Moldova), and leveraging co-financing (e.g. between Togo and the EU). In Cameroon, UNFPA enabled use of population data in national policy decisions, but this did not cascade successfully to decentralised levels of government. Population data and census statistics support was provided to Bangladesh, particularly in relation to gender equality, but follow-up appeared to be insufficient, and it was unclear as to how this work added value to the national gender equality agenda.</p> <p>UNFPA's has made a significant contribution to advancing the respect, protection and fulfilment of the human rights of adolescents and youth, especially for adolescent girls. The agency has also achieved some successes through targeted programmes on FGM and child marriage at global, regional and country levels, and joint programmes addressing gender-related barriers that specifically targeted adolescent girls through holistic, multi-sectoral approaches. The UNFPA Supplies Programme demonstrated success, with at least five modern methods of contraception available at more than</p>	<p>7, 8, 14, 38, 39, 44, 47, 48, 50, 51, 68, 71, 73, 74</p>

<p>85% of tertiary service delivery points (SDPs) in 23 countries, and “availability and choice are increasing where support is substantial and sustained.”</p> <p>The Lessons Learned review concluded that UNFPA’s performance with respect to gender equality has been highly effective as UNFPA programmes mainstream gender equality into priority programme areas, including in reproductive health and population dynamics. Results achieved in gender equality often took the form of integration of gender equality and women’s rights into national policies, frameworks and laws. Lessons from evaluations indicate that addressing deep-rooted gender norms and attitudes may need a range of diverse partners so that the full range of appropriate solutions can be found. This would, however, require careful co-ordination. The review also found that it was essential to engage community and traditional leaders and men through effectively implemented behavioural change communications.</p>	7, 8, 14, 38, 39, 44, 47, 48, 50, 51, 68, 71, 73, 74
<b>MI 9.4 Evidence confidence</b>	<b>High confidence</b>
<b>MI 9.5: Interventions assessed as having helped improve environmental sustainability/helped tackle the effects of climate change</b>	<b>Score</b>
<b>MI Rating</b>	<b>Satisfactory</b>
<b>MI score</b>	<b>2.5</b>
<b>MI 9.5 Analysis</b>	<b>Source document</b>
<p>Given the nature of UNFPA’s mandate, it is addressing environmental sustainability and the effects of climate change appropriately. UNFPA participates in the UN’s Inter-agency Fleet Sharing Project, various Country Offices use some solar power, and travel budgets take account of carbon emissions – the Executive Director reported that by 2017, UNFPA would be a carbon neutral organisation. However, the biggest impact UNFPA has on the environment is through the production and use of its supplies. UNFPA’s 2013 Green Procurement Strategy led to extensive work with all nine contraceptive producers. All are now ISO 14000 compliant, and they have achieved cost-savings through use of green production methods. In 2013, UNFPA published a detailed guideline on the Safe Disposal and Management of Unused and Unwanted Contraceptives, based on WHO guidelines, and provided additional guidance in terms of storage and usability of contraceptives, and particularly safe methods to dispose contraceptives that contain hormones.</p> <p>The other main area of focus is UNFPA’s work in disaster risk reduction. The agency has developed a Population Risk and Resilience Assessment Framework, which uses demographic data and modelling to inform disaster risk reduction and climate change adaptation strategies, in countries prone to natural disasters. Over the 2014-17 period targeted 40 countries to support the development of risk reduction, resilience and climate adaptation strategies. For example, in Bangladesh, UNFPA and partner agencies reviewed national cyclone contingency plans, and within this identified GBV response preparedness actions.</p>	8, 14, 44, 73, 104, 114, 157
<b>MI 9.5 Evidence confidence</b>	<b>Medium confidence</b>
<b>MI 9.6: Interventions assessed as having helped improve good governance (as defined in 2.1.c)</b>	<b>Score</b>
<b>MI Rating</b>	<b>Unsatisfactory</b>
<b>MI score</b>	<b>1.5</b>
<b>MI 9.6 Analysis</b>	<b>Source document</b>



UNFPA does not have an internally agreed definition of good governance. Governance issues are addressed implicitly through work around policy advocacy, support to legislation drafting and implementation, and a focus on building stronger health sector institutions. While evaluations do explore and comment on policy advocacy and where countries have changed legislative frameworks, they do not discuss institutional governance. Through the ICPD review process, UNFPA has created opportunities for adolescents and youth to work with their governments and regional member states to deliver on national commitments and sexual and reproductive health services and education. At the end of 2015, UNFPA was assessed as encouraging and supporting partnership efforts between governments and NGOs and other partners around activities to increase demand for family planning, was supporting more cost-effective procurement, and helping governments to develop accurate forecasting and quantification methods for procurement. By the end of the 2014-17 strategic period, sixteen focus countries had introduced legislation allowing adolescent access to sexual and reproductive health services. Gambia, Liberia and Nigeria have adopted laws banning female genital mutilation, but UNFPA acknowledges that political changes across the globe mean discriminatory enforcement and/or lack of enforcement of laws; and laws that did not comply with international standards.

Some evaluations concluded that UNFPA should focus more on legal reforms as a potential enabling factor for family planning, and several point to the need to build up government systems and willingness. UNFPA makes concerted efforts to support strong national and government policies, and in many cases, these had resulted in changed national policies on FGM/C, GBV and access to SRH for young people. However, follow-ups showed little evidence of these policies cascading to lower levels of provincial and local governments. Other weaknesses identified were poor handover strategies and insufficient capacity building in population and demographic trends analysis. However, as national ownership is strengthened, evaluations note that it becomes increasingly difficult to monitor UNFPA's individual achievements. For example, over the period, Egypt, Cameroon, Chad, Gambia, Malawi and Zimbabwe all amended legislation to set the minimum age for marriage at 18.

While UNFPA made progress in developing and supporting data generation and studies, the lack of a knowledge management strategy with systematic generation of evidence, good practices and lessons learned, limited the analysis and strategic use of data to inform evidence-based programming, advocacy and policy making, both within and beyond UNFPA, e.g. to prioritise the most marginalised and vulnerable young people at country level. Except in cases where additional support was provided by Regional Offices or UNFPA headquarters, such as through joint programming for adolescent girls, locally generated data has rarely been used to identify the most vulnerable young people and their specific needs, or to otherwise strategically target programming or address policy gaps. UNFPA's more focused 2018 Knowledge Management Strategy is accompanied by a guidance on how to document and share good practices.

The H4+JPCS programme lacked evidence-based documentation to support policy makers. This reflected a broader problem of underdeveloped systems and approaches to knowledge management which hampered UNFPA in serving as a knowledge broker, both nationally and across participating countries. In Bangladesh, the evaluation found that UNFPA missed opportunities to support testing and surveillance, and doing research surveys such as the one exploring the connection between GBV and STDs. In Papua New Guinea, barriers to policy implementation were not researched or understood, nor have the factors supporting or hindering the nexus between national policies and decentralised health system management been assessed.

39, 44, 47, 48, 50, 51,  
65, 68, 71, 74, 104

MI 9.7: Interventions assessed as having helped improve human rights	Score
MI Rating	Satisfactory
MI score	2.5
MI 9.7 Analysis	Source document
<p>Human rights is one of three focus areas mainstreamed into all UNFPA's programming, and the agency regards access to sexual and reproductive health as a basic human right. The evidence is mixed across the evaluations. In many cases human rights were improved through UNFPA interventions, but some interventions were less successful. For example, in Papua New Guinea, the country evaluation covering the 2012-17 period found that while the current program and team are sensitive to human rights issues, there is limited explicit programming, despite opportunities and need. Examples include common denial of family planning to (young) women; access to safe abortion; reproductive rights of women with HIV; and sexual orientation and gender identity (LGBT) issues.</p> <p>The evaluation of support to Family Planning described UNFPA as an active agent in the campaign for a human rights-based approach to family planning, in particular as a champion for the rights and needs of vulnerable and marginalised groups. However, in this most challenging area beset by politics, custom and localised social norms, it was often difficult to determine how human rights principles were operationalised in family planning programmes, which meant “missed opportunities for cross-learning among different technical areas on effective human rights-based approaches”. This evaluation also found mixed success in integrating family planning into sexual and reproductive health programmes. However, progress has been made since the period covered by this evaluation. The Executive Director reported to the Executive Board that “the Family Planning 2020 partnership, whose reference group UNFPA co-chaired, enabled more than 309 million women and adolescent girls to use modern contraception by 2017, an increase of 38.8 million since the launch of the partnership in 2012”.</p> <p>Human rights was explicitly incorporated as a cross-cutting issue into adolescents and youth programming, with approaches varying in depth and quality by context and capacity of the Country Office. Support was provided by headquarters and Regional Offices to Country Offices to adapt and implement adolescents and youth interventions, and address cross-cutting issues, including incorporating human rights-based, gender-responsive and culturally sensitive approaches, in adolescents and youth programming. At the global level, UNFPA played a leadership role in advancing international recognition of, and commitment to, the human rights of adolescents. Some Country and Regional Offices clearly addressed the SRH of adolescents and youth from a human rights-based approach, while others faced greater challenges in doing so. UNFPA was found to be a highly recognised and respected leader in the area of adolescents and youth sexual and reproductive health and is considered to be exceptionally well-placed to provide leadership to the broader adolescents and youth development agenda, within the framework of the 2030 Agenda for Sustainable Development. Once these processes concluded, however, the momentum generated by youth leaders and their organisations did not readily translate into on-going policy and advocacy in countries and regions. This was, in part, due to funding challenges. UNFPA does have a long-term youth strategy but it pre-dates the SDGs, having not been updated since 2013.</p> <p>The Joint Programme on FGM/C – a key programme advancing the human rights of adolescent girls – made important progress and registered noticeable achievements despite the various challenges encountered at field level. These included political instability and insecurity, the limited capacity of governments to own and effectively deliver programmes, the lack of clear and unified messages on FGM/C among religious leaders, and the movement of individuals across borders to practice FGM/C.</p>	17, 39, 44, 48, 50, 51, 65, 71, 73, 74, 104, 125



<p>Phase II of this programme (2014-17) built on the knowledge gained from the first phase, making revisions to its results framework, while maintaining a social norm perspective and including human rights and cultural sensitivity principles to guide programming. The most critical and pervasive challenge was insecurity and instability in Africa and the Middle East. For example, in 2015, 15 of the 17 Joint Programme countries experienced some form of civil conflict, change of government, major epidemic, or terrorist incursion and attack. Despite the significant challenges caused by the epidemic, the Joint Programme was able to find new opportunities to work with religious leaders in Guinea in response to the health crisis and to engage actively with the Ministry of Religious Affairs. Government capacity and ownership of efforts remains an issue for many countries, as reflected in a lack of a designated budget line for FGM/C in about half of the programme countries.</p> <p>UNFPA actively promotes innovation to leverage change and improve lives. Innovation examples were found in many places. For example, in Bangladesh the Gender Equity Movement in Schools (GEMS), was rolled out in the curriculum of 350 schools and madrassas. In Somalia UNFPA and UNDP supported training for female police volunteers in Puntland, which led to increased community involvement and public confidence in the justice systems to address violence cases, resulting in increased cases reported. In Sudan, the Al Mawada Wa Rahma (Affection and Mercy), a unified socio-cultural discourse for the abandonment of female genital mutilation and child marriage, has been a critical to addressing the challenges posed by diverse and contradicting religious views and social norms. In Zimbabwe, the Government of Zimbabwe, together with UNFPA, other UN agencies and CSO partners as well as donors have supported Sister with a Voice to target female sex workers and young women at high risk of HIV. In Turkey, the Local Equality Action Plans (LEAPs) designed under Women Friendly Cities” interventions in Antalya, Izmir and Sanliurfa provinces Turkey incorporated ICPD indicators. The LEAP provides small grants to local NGOs to improve gender equality; Burkina Faso: In Burkina Faso, mentoring systems were set up to support new midwives in the Hauts Bassins of the Centre-Ouest region of the country. Experienced midwives tutored recent graduates, providing technical support and psychological/emotional support (critical to feeling valued).</p>	<p>17, 39, 44, 48, 50, 51, 65, 71, 73, 74, 104, 125</p>
<p><b>MI 9.7 Evidence confidence</b></p>	<p><b>High confidence</b></p>
<p><b>KPI 10: Relevance of interventions to the needs and priorities of partner countries and beneficiaries, and extent to which the organisation works towards results in areas within its mandate</b></p>	<p><b>KPI score</b></p>
<p><b>Highly satisfactory</b></p>	<p><b>3.17</b></p>
<p>UNFPA performed well in working towards results in areas within its mandate. UNFPA has a strong track record of responding to the needs and priorities of populations targeted in interventions, and in most evaluations was found to be highly relevant to these groups. Partnerships with civil society including organisations and networks have improved programme reach, particularly with key population groups. UNFPA has supported large programmes on the prevention of adolescent pregnancy, child marriage and female genital mutilation. These efforts constituted a particularly effective and holistic way of working multi-sectorally, using multi-stakeholder partnerships (including via joint programmes), and the systematic use of data to target those in greatest need. However, in some cases, UNFPA has not worked as coherently with partners and other programmes as it could have. In general, interventions have contributed to the realisation of national development goals and objectives. There is evaluative and self-reported evidence that UNFPA helps governments to adopt new and more developmental national policy and helps governments to implement existing policy goals and objectives. UNFPA support was found to be generally well-aligned with relevant government plans, strategies and policies on adolescents and youth particularly. Results are often delivered in effective collaboration with a range of partners, with UNFPA playing a key role in the co-ordination at country and global levels, demonstrating coherent responses to identified problems.</p>	

MI 10.1: Interventions assessed as having responded to the needs/priorities of target groups	Score
MI Rating	Satisfactory
MI score	2.5
MI 10.1 Analysis	Source document
<p>At the 2016 humanitarian summit, the Secretary General asked UNFPA to lead on youth in humanitarian situations in light of its work with the provision of youth-friendly SRH services, GBV prevention, and establishment of safe spaces for women and young girls.</p> <p>UNFPA has a strong track record of responding to the needs and priorities of populations targeted in interventions, and in most evaluations was found to be highly relevant to these groups. The agency informs programming with research and often uses innovative approaches in reaching target groups and scaling up interventions. In Turkey, for example, women-friendly centres are being scaled up in various parts of the country. UNFPA is generally successful in building effective partnerships with partner government and NGOs, and programmes are aligned with national development goals, plans and priorities. There is also positive evidence in recent thematic annual reports and evaluations.</p> <p>Self-reporting of the Maternal Health Thematic Fund indicates that more than half fistula repairs globally were supported by UNFPA in 2015 and self-reporting of the FGM/C programme states that more than half a million girls and women received prevention, protection or care services in 2015. The evaluation of the H4+JPCS programme concluded that in all ten programme countries it contributed to “strengthening systems for delivering reproductive, maternal, newborn, child and adolescent health services”, improved the availability of quality RMNCAH services by targeting hard-to-reach and underserved areas and, within those areas, “populations most in need of services”. Both the evaluation of support adolescents and youth and the thematic evaluation of family planning interventions recommended that UNFPA should improve efforts to target the most vulnerable and marginalised by strengthening analysis and use of data.</p> <p>UNFPA’s programme of support to adolescents and youth did address their needs – which were articulated by civil society and adolescents and youth organisations themselves. However, many efforts were limited to specific initiatives and there were few examples of systematic engagement with adolescents and youth stakeholders to focus understanding into priorities to inform further programme plans. Needs-assessments were not consistently carried out. However, UNFPA has increased efforts to incorporate the most marginalised and vulnerable adolescents and youth, particularly adolescent girls. UNFPA programming has focused on young populations affected by HIV and adolescent girls in danger of child marriage. Other marginalised and vulnerable adolescents and youth have received more limited attention based on identified needs at country level. This resulted from “insufficient institutional clarity on how to identify and target priority groups”.</p> <p>H4+JPCS supported a range of specific interventions aimed at meeting the needs of youth and adolescents, including young girls and women in and out of school, married and unmarried (as well as those of boys and young men). However, these interventions were often fragmented with limited effectiveness in reaching the targeted groups. Other interventions were found to be better focused. In Madagascar the intervention was based on a detailed needs assessment; the Namibian intervention addressed community demands for better health facilities for young people; in the Pacific Islands the programme responded to the observed lack of universal access to SRH services and the prevalence of GBV, and in Moldova trends in ageing population and migration were taken into account. In Lebanon,</p>	<p>8, 14, 15, 17, 38, 39, 44, 47, 48, 50, 51, 65, 68, 71, 74, 75</p>

the underserved populations of Syrian refugees and female victims of violence were targeted; in Myanmar gaps in the services to particularly vulnerable groups were filled; and in Thailand, sex workers were identified and targeted, and gaps in SRH services were filled.	8, 14, 15, 17, 38, 39, 44, 47, 48, 50, 51, 65, 68, 71, 74, 75
<b>MI 10.1 Evidence confidence</b>	<b>High confidence</b>
<b>MI 10.2: Interventions assessed as having helped contribute to the realisation of national development goals and objectives</b>	<b>Score</b>
<b>MI Rating</b>	<b>Highly satisfactory</b>
<b>MI score</b>	<b>3.5</b>
<b>MI 10.2 Analysis</b>	<b>Source document</b>
<p>There is evaluative and self-reported evidence that UNFPA both helps governments to adopt new, more developmental national policy and helps governments implement their existing policy goals and objectives. UNFPA support was found to be generally well-aligned with relevant government plans, strategies and policies on adolescents and youth and UNFPA supported governments to develop national policies and strategies that reflected adolescents and youth needs. At the regional level, evidence demonstrates that regional programmes were aligned with regional commitments on adolescents and youth sexual and reproductive health, HIV and youth issues. In Bangladesh, for example, all programmatic areas are strongly aligned with national and sectorial policies and Millennium Development Goals, and the objectives and strategies of the country programme were planned with national partners. Thematic programmes also seen to effectively supported implementation of developmental policies. The H4+JPCS programme consistently supported health systems and were positively aligned with national plans and priorities. Self-reporting shows that UNFPA advocacy and support helped 15 fistula-affected countries develop costed, time-bound national strategies and action plans for eliminating the condition.</p> <p>UNFPA is well known as advocating for SRH and related policies and programmes consistent with the Conventions and the SDGs. The synthesis report on 26 country evaluations (2014-15) cites several country programmes that influenced partner government's implementation of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). The FGM/C annual report states that UNFPA supported 109 policies and national strategies that support the elimination of FGM/C. Achievements by the Joint Programme on FGM/C are impressive. This is despite the fact that in one year, 15 of the 17 Joint Programme countries experienced some form of civil conflict, change of government, major epidemic, or terrorist incursion and attack. Other challenges faced are limited capacity of governments to own and effectively deliver programmes, a lack of clear and unified messages on FGM/C among religious leaders, and individuals moving across borders to practice FGM/C. The Bangladesh country evaluation cites UNFPA's contribution to securing a time-bound government commitment to eradicate child marriage and supporting development of an implementation plan. More generally, the Bangladesh evaluation concluded that UNFPA interventions were well aligned with national policies and strategies.</p> <p>H4+JPCS was able to adjust and respond to changing needs and priorities at country level, and to respond to specific national challenges through participatory systems of planning and review, which sometimes extended from national to district and facility level. Mechanisms for ensuring an adequate response to needs and priorities at the country level were most effective when they included H4+ partners, national and local health authorities and all implementing partners. However, when co-ordination did not include local stakeholders or all implementing partners there were</p>	8, 18, 39, 44, 48, 50, 51, 65, 68

<p>operational problems in delivering H4+JPCS-funded inputs for RMNCAH. As the H4+ partners and national authorities gained experience with the programme, especially with joint planning and review processes, they strengthened and deepened their co-ordination and collaboration. This resulted in more coherent policy engagement and a programmatic response that better suited national and local needs and priorities and was highly appreciated by government partners.</p> <p>Despite these positive findings, the H4+JPCS evaluation noted that partners missed opportunities to “systematically engage collectively with national governments to address broader health sector weaknesses” that undermine overall sustainability. The same point was made in relation to UNFPA’s family planning interventions.</p>	8, 18, 39, 44, 48, 50, 51, 65, 68
<b>MI 10.2 Evidence confidence</b>	<b>High confidence</b>
<b>MI 10.3: Results assessed as having been delivered as part of a coherent response to an identified problem</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.5</b>
<b>MI 10.3 Analysis</b>	<b>Source document</b>
<p>Evaluative evidence and self-reporting indicate that UNFPA has a strong track record of delivering results in effective collaboration with a range of partners, with UNFPA playing a key role in co-ordination systems at both country and global levels. The agency participates in joint strategy and assessment processes with national and international partners.</p> <p>The H4+JPCS programme contributed to strengthening health systems along the continuum of care in RMNCAH at both national and sub-national levels. Programme partners engaged at both national and sub-national levels to encourage a strong geographic focus on under-served districts. Interventions were planned and implemented in co-ordination with existing support to the health sector and were sometimes catalytic in improving the effectiveness of RMNCAH and related programmes.</p> <p>UNFPA has supported large programmes on the prevention of adolescent pregnancy, child marriage and female genital mutilation. These efforts constituted a particularly effective and holistic way of working multi-sectorally, using multi-stakeholder partnerships (including via joint programmes), and the systematic use of data to target those in greatest need. From the available evidence, these appear to take place across a set of very different and complex realities. This means it may be challenging to apply a systemic approach and the composite evidence does not offer a discernible pattern from which lessons can be drawn.</p> <p>Several evaluations identify interventions where UNFPA has not worked as coherently with partners and other programmes as it could have. For example, UNFPA did not fully exploit opportunities to support implementing partners to work multi-sectorally, holistically and synergistically in designing and implementing sexual and reproductive health services and education programmes. For example, vertical SRH programming, service delivery and education interventions for adolescents and youth and a lack of cross-referral and linkages hindered delivery of holistic, comprehensive programmes and limited focus on the most marginalised and vulnerable young people.</p> <p>Additional country-level and thematic examples of interagency coherence and co-ordination include:</p> <ul style="list-style-type: none"> <li>• UNFPA and the Campaign to End Fistula continues to collaborate closely with the WHO, UN Member States and other key stakeholders to make obstetric fistula a nationally notifiable condition.</li> <li>• Advocacy, co-ordination and technical assistance in creating 3 000 posts for registered midwives in Bangladesh.</li> </ul>	7, 8, 14, 15, 39, 47, 48, 50, 51, 65, 67, 68

<ul style="list-style-type: none"> <li>• In Kenya, UNFPA, other UN agencies and the private sector established the Private Sector Health Partnership improve health care for women and children in 2016.</li> <li>• At global level, UNFPA, jointly with UNICEF, is leading advocacy to end FGM/C. It engages with governments, civil society organisations, and advocates for girls and women's rights.</li> </ul> <p>Examples of coherence and co-ordination with national ministries, alongside other agencies, include:</p> <ul style="list-style-type: none"> <li>• The Madagascar Ministry of Health, UN agencies and USAID worked together to review the emergency obstetric and newborn care development policy and prioritise improvements in selected facilities.</li> <li>• In 2015, Ethiopia finalised an ambitious Strategic Plan for eliminating obstetric fistula by 2020, the first of its kind worldwide. UNFPA and other partners worked with the Federal Ministry of Health to draft the plan.</li> <li>• The Prime Minister of Bangladesh pledged to eradicate child marriage below 15 by 2021 following advocacy by UNFPA, UNICEF and DFID.</li> <li>• Collaboration with governments to develop in-country skills in supply chain management, procurement and forecasting to prevent dangerous shortfalls in critical family planning, maternal health and humanitarian supplies.</li> </ul>	<p>7, 8, 14, 15, 39, 47, 48, 50, 51, 65, 67, 68</p>
<b>MI 10.3 Evidence confidence</b>	<b>High confidence</b>
<b>KPI 11: Results delivered efficiently</b>	<b>KPI score</b>
<b>Unsatisfactory</b>	<b>1.5</b>
<p>Within the sample of evaluations reviewed, there is mixed evidence regarding the extent to which UNFPA interventions are cost efficient and there is room for improvement in this area. At present, UNFPA does not have a quantitative, uniform means of measuring its efficiency across different programmes. While UNFPA delivers good results, internal and external delays can compromise cost-efficiency. For example, UNFPA's FGM/C programme self-reported as highly cost-efficient, and yet the Papua New Guinea country evaluation questioned the cost-efficiency of some activities. Implementation and results are sometimes, but not always, achieved on time due to delays, cancellations and poor project progress. Delays are often due to external factors such as lack of government financing and commitment, slow administrative processes, and weak national co-ordination structures. In response to requests from other agencies, UNFPA has worked to improve the efficiency of emergency funding and human resources into humanitarian situations.</p>	
<b>MI 11.1: Interventions assessed as resource/cost efficient</b>	<b>Score</b>
<b>MI Rating</b>	<b>Unsatisfactory</b>
<b>MI score</b>	<b>1.5</b>
<b>MI 11.1 Analysis</b>	<b>Source document</b>
<p>Evaluations provide mixed evidence regarding the extent to which UNFPA interventions are cost efficient and discuss the difficulty of assessing the cost-efficiency of UNFPA's operations given that UNFPA does not have a quantitative, uniform means of measuring efficiency across different programmes at present. Within the sample reviewed (nine evaluations discuss cost-efficiency), there is mixed evidence regarding the extent to which UNFPA interventions are cost efficient. While UNFPA delivers good results, internal and external delays compromise cost-efficiency. Collaboration with partners, an ability to facilitate co-financing, and some strong programme management practices are noted as factors supporting cost-efficiency of operations while delayed dispersals inhibits UNFPA's cost efficiency. For example, successive evaluation synthesis reports (2016 and 2017) suggest mixed performance in UNFPA's cost efficiency.</p>	<p>9, 24, 44, 47, 48, 70, 74, 71, 72</p>

<ul style="list-style-type: none"> <li>• The 2016 synthesis of 30 country evaluations notes that UNFPA does not collate comparative evaluative data that considers efficiency in a uniform way. UNFPA's 2017 synthesis study of 26 country evaluations and the 2016 synthesis study do note examples of efficient practices as well as areas for improvement. Both evaluation synthesis reports point to cost effectiveness efforts by referring to UNFPA's collaboration with partners, an ability to facilitate co-financing, and some strong programme management practices. However, disbursement delays consistently contribute to cost inefficiency. Other efficiency gaps include questionable choices of civil society partners, unfinished projects, complex financial procedures, inappropriate financial allocations, commodities stockouts, inadequate technical support, the lack of local specialists and manuals for capacity building activities, duplication of activities and staffing issues, including few qualified staff, high staff turnover, and unclear definition of 70 staff roles.</li> <li>• The 2016 Evaluation of the Architecture supporting the operationalisation of UNFPA's 2014-17 Strategic Plan notes that UNFPA's GPS provided clear quantitative data on the alignment of expenditures with the modes of engagement, but that Country Offices adjusted tagging "to achieve what they believe headquarters expects". The evaluation found that, on average 31% of resources were misaligned in 2016. The evaluation cites a lack of clarity in the tagging guidance for inaccuracies.</li> </ul>	9, 24, 44, 47, 48, 70, 74, 71, 72
<b>MI 11.1 Evidence confidence</b>	<b>High confidence</b>
<b>MI 11.2: Implementation and results assessed as having been achieved on time (given the context, in the case of humanitarian programming)</b>	<b>Score</b>
<b>MI Rating</b>	<b>Unsatisfactory</b>
<b>MI score</b>	<b>1.5</b>
<b>MI 11.2 Analysis</b>	<b>Source document</b>
<p>The four evaluations sampled as part of this review all comment on challenges with respect to the timeliness of UNFPA interventions. The evaluations point to internal and external challenges leading to delayed implementation of programming delayed delivery of supplies. In some cases, delays were due to external factors, such as lack of government financing and commitment and slow administrative processes or approvals with implementing partners. Internal issues were also raised, including delays in disbursing funds, weak co-ordination structures and lack of strategy and workplans. Specific examples of constrained timeliness in UNFPA's interventions include:</p> <ul style="list-style-type: none"> <li>• Prevalence of disbursement delays is noted in the Annual Report of the UNFPA-UNICEF Joint Programme on Female Genital Mutilation/Cutting: Accelerating Change which found that insecurity and instability hindered the efficiency and effectiveness of programming for FGM/C.</li> <li>• The Country Programme Evaluation of Bangladesh (2016) reports slow progress in starting the health programming due to delays in obtaining approval of the technical project proposal and externally many changes of management and focal persons in the Ministry of Health and Family Welfare, as well as persistent shortages of human resources at the facility level. Once approved by the government, however, the evaluation reports that the midwifery training started expeditiously with three batches of midwife students in three years.</li> </ul>	47, 48, 51, 74
<b>MI 11.2 Evidence confidence</b>	<b>High confidence</b>

KPI 12: Sustainability of results	KPI score
Satisfactory	2.17
<p>UNFPA's sustainability of results is 'satisfactory'. There is evaluative evidence that country-level benefits generated by UNFPA's interventions have been, or are likely to be, sustained beyond programme completion. However, there is also evidence that some benefits are not likely to be sustained. Evaluations found UNFPA implemented effective measures to link humanitarian relief operations to longer-term developmental results. UNFPA has used its knowledge base to contribute to better international practice and to improve national capacity. Thematic funds and country programmes have delivered results in various ways over sustained periods, with many examples where interventions have changed the lives of individuals and communities.</p> <p>Evaluations also found that where programmes achieve a shared long-term vision, intervention sustainability is more likely to be achieved. There is mixed evidence showing that interventions have built sufficient institutional or community capacity for sustainability, or that interventions have been absorbed by government. In numerous cases practices or policies introduced by UNFPA were integrated into country national health agenda or adopted and made sustainable by communities. However, other interventions have not included clear hand-over or exit strategies. Interventions assessed as having strengthened the enabling environment for development were also scored as 'satisfactory'. There is evaluative evidence of this for UNFPA's interventions at country, regional and global level. Evaluations have indicated that UNFPA has contributed to changing laws, policies and social norms in its thematic areas in several countries. Evaluations point to results being sustained where results are linked to national, rather than local or remote levels. Examples include improved and updated national policies or guidelines, or sizeable systems such as maternal death surveillance and response.</p>	
<b>MI 12.1: Benefits assessed as continuing or likely to continue after project or program completion or there are effective measures to link the humanitarian relief operations, to recovery, resilience eventually, to longer-term developmental results</b>	<b>Score</b>
<b>MI Rating</b>	<b>Unsatisfactory</b>
<b>MI score</b>	<b>1.5</b>
<b>MI 12.1 Analysis</b>	<b>Source document</b>
<p>According to its Lessons Learned synthesis from 2010-13 and 2014-15, UNFPA considers sustainability in terms of its resilience to risk and its benefits to intended recipients once UNFPA involvement is complete. By this measure, evaluations reflect mixed results in terms of longer-term sustainability with some successes through programming focused on strengthening health systems and interventions targeted at supporting youth and adolescents.</p> <p>Likelihood of a sustained impact is found in the 2014-15 Lessons Learned analysis of 30 Country Programme Evaluations where national level, "certain aspects" of the H4+JPCS programme's positive results were evaluated as likely to be sustained after programme completion (e.g. improved and updated national policies, guidelines, or curriculum; system-wide improvements such as those in maternal death surveillance and response).</p> <p>The evaluation also raises concern about the sustainability of interventions where intervention designs have not always included clear hand-over or exit strategies which are also important aspects of sustainability. The meta-analysis of UNFPA's work in vulnerable contexts highlights sustainability gaps in humanitarian situations. The evaluation reports that while surge personnel filled critical gaps in crisis situations, this was not sustainable in protracted humanitarian situations.</p>	39, 45, 47, 48, 50, 65, 71, 74, 137
<b>MI 12.1 Evidence confidence</b>	<b>High confidence</b>



<b>MI 12.2: Interventions assessed as having built sufficient institutional and/or community capacity for sustainability, or have been absorbed by government</b>	<b>Score</b>
<b>MI Rating</b>	<b>Unsatisfactory</b>
<b>MI score</b>	<b>1.5</b>
<b>MI 12.2 Analysis</b>	<b>Source document</b>
<p>There is mixed evidence about whether UNFPA interventions were absorbed by government or they built enough institutional or community capacity to ensure sustainability.</p> <p>There are positive examples of government uptake of practices or policies introduced by UNFPA by thematic area and in Bangladesh:</p> <ul style="list-style-type: none"> <li>• The thematic evaluation of UNFPA support to family planning concluded that UNFPA contributed effectively to a “strengthened and improved policy environment and strong national government commitment to family planning”. In countries supported by UNFPA, 109 policies and national strategies that support the elimination of FGM/C are in place.</li> <li>• In Bangladesh, UNFPA’s midwifery programme has produced 2 500 midwives over two cycles and all have been hired by the government. UNFPA contributed to developing midwifery curriculum which is now used in universities and colleges. UNFPA trained ten surgeons who are now employed by government.</li> </ul> <p>Assessment of the H4+JPCS programme’s support to community engagement (combined with improvements in service availability and quality) has contributed to increased levels of trust between community members and health care providers but raises some concerns. H4+JPCS faced the important challenge of raising the level of community engagement and demand for services, as its efforts to increase the quality and availability of service supply materialised. Demand generation and community participation activities were often too narrow in geographic reach and in duration and suffered from a relatively low level of investment.</p> <p>In Bangladesh, the bulk of interventions have been implemented with the Government and community partners and through national systems. This is likely to be an enabling factor for sustainability. The Joint Programme on FGM is supporting more than 3 000 communities and engaging more than 20 000 community leaders through 2 352 Village Councils for Child Protection and 742 Local Councils for Children and Families at the village and district level. In Uganda, throughout 2015, the Joint Programme supported more than 40 existing community-based child protection structures and facilitated the creation of new ones, which acted as mechanisms for early detection of girls at risk of FGM/C.</p> <p>Also in Bangladesh, the government has now included GBV and SRHR issues into the Factory Inspection Checklist and expanded sexual and reproductive health services are integrated into the Ministry of Health’s planned universal health coverage (UHC) package. The creation of the demographic dividend in terms of data collected nationally has also been advocated for in the current UNDAF.</p>	<p>44, 47, 48, 50, 51, 65, 68, 71, 74, 75, 78, 137, 138, 141</p>
<b>MI 12.2 Evidence confidence</b>	<b>High confidence</b>



<b>MI 12.3: Interventions assessed as having strengthened the enabling environment for development</b>	<b>Score</b>
<b>Overall MI Rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.5</b>
<b>MI 12.3 Analysis</b>	<b>Source document</b>
<p>UNFPA has strengthened the enabling environment for both development and humanitarian assistance. There is evaluative evidence of this for UNFPA's interventions at country, regional and global level. Evaluations have indicated that UNFPA has contributed to changing laws, policies and social norms in its thematic areas in several countries. UNFPA's strong and effective advocacy and its work through partnerships appear to help influence policies and strategies, build implementation capacity and leverage funding across a range of issues. Examples include in 2015 when, because of UNFPA's engagement, two countries criminalised FGM/C; 1 911 communities made collective declarations of commitment to abandon FGM/C. UNFPA was evaluated as having had an impact on midwifery standards, and its leadership of the global Campaign to End Fistula has led to global action. The H4+JPCS evaluation concluded that the programme contributed at country level but also "contributed to more coherent policy engagement and advocacy for RMNCAH by the H4 partners at both global and country levels"; the Papua New Guinea evaluation concluded it had contributed to a supportive SRHR policy environment that would endure for several years. The results UNFPA cites in its 2016 and 2017 annual reports, while not evaluative evidence, do combine to deliver a strengthened enabling environment for development in UNFPA's areas of competence.</p> <p>UNFPA contributed to creating a more favourable environment for the prioritisation of adolescents and youth at global, regional and country levels. UNFPA has been effective in securing political commitments, at all levels, to advance the SRH of adolescents and youth through bold and skilled leadership, strategic advocacy and use of partnerships and supported the strengthening of adolescents and youth organisations and networks to advance their own priorities in national, regional and international political platforms. On some occasions, UNFPA has played a convening role: in Bolivia, UNFPA organised a round table on maternal and neonatal safety which was praised for its responsiveness, added value, high technical capacity and understanding of the national context. National dialogue was held with stakeholders including government officials, civil society experts, the private sector and development partners. UNFPA's Implementing Partners have attested to strong collaboration on planning in all programmatic areas with both new and traditional partners. H4+JPCS did not take advantage of the World Bank's role in supporting national governments in health sector programming and in other sectors critical to the enabling environment for RMNCAH.</p> <p>South-South co-operation is becoming more important within UNFPA. Issues and challenges faced by southern countries do not always occur in northern ones – malaria is one example. Solutions found in southern countries are often more relevant to other southern countries who are similar in socio-economic status, culture, religion. Bilateral relationships to discuss sensitive issues can be difficult, but it can be done: for example, fistula focus staff were sent from Afghanistan to Bangladesh where they learned from local colleagues and surrounding countries. Some southern countries have good practice examples that other countries are not aware of.</p>	7, 32, 39, 43, 44, 47, 48, 50, 51, 68, 71, 74, 75, 78, 137, 138, 141

<p>UNFPA has contributed to international development community's ability to target humanitarian aid by combining geo-referenced population surveys with remote sensing from satellite imagery and other geospatial data. However, the evaluation into the 2010 census round found that while UNFPA was widely perceived "as a vital component of the 2010 round of census and was recognised as a key convener and guarantor of census operations", the agency had not taken advantage of this reputation and knowledge and experience. This appears to be because UNFPA had not sufficiently advocated for or demonstrated the full potential of using census data with other surveys or sources of data, and that this compromised the value placed on census taking. The evaluation recommended that corporate guidance was necessary for a range of census-related use mechanisms, including minimum standards, and the socio-political implications for human rights in countries affected by conflict. An important observation was the significant loss of skilled and experienced census expertise. Much work has been done since then, and UNFPA is recognised as a key field presence for managing census processes, where the agency often plays a fiduciary managing role, for instance, in Haiti Other innovations include: developing a thematic fund for census support; a geospatial project focused on Africa funded by the Gates Foundation and DFID; and an inter-agency rapid appraisal of transit cities using a quantitative interview tool (questions include the reason for migration, experience/access to services in the transit city, and aspirations for future) – this project will be replicated in a number of cities and the data analysed to identify intervention trials.</p> <p>UNFPA has worked with the EU Joint Research Council and OCHA to incorporate maternal mortality into the INFORM index – the United Nations' shared approach for assessing conflict and disaster risk levels. UNFPA's contribution to international norms and standards, and its programme guidance and knowledge products also serve to build a broader and deeper understanding of how best to achieve universal access to sexual and reproductive health services.</p>	<p>7, 32, 39, 43, 44, 47, 48, 50, 51, 68, 71, 74, 75, 78, 137, 138, 141</p>
<p><b>MI 12.3 Evidence confidence</b></p>	<p><b>High confidence</b></p>

## Annex 2. List of documents

All document listed below are UNFPA publications or official open access documents, unless indicated otherwise.

1. UNFPA (2013), *The UNFPA Strategic Plan 2014-17*, United Nations Population Fund
2. UNFPA (2013), *The UNFPA Strategic Plan 2014-17, Annex 1: Integrated Results Framework*, United Nations Population Fund
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146. UNFPA (2018), *Policy and Procedures for Development, Approval and Issuance of Policies, Procedures, Tools and Guidance Notes*, United Nations Population Fund
147. UNFPA (n.d.), *Programme Division Workportfolio information document*, unpublished
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149. UNFPA (2013), *Personnel Policies and Procedures: Harassment, sexual harassment and abuse of Authority Internal Audit and Investigations*, United Nations Population Fund
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155. UNFPA (2018), *UNFPA Framework for Strategic Partnerships 2018-2021 PowerPoint Presentation*, United Nations Population Fund
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157. UNFPA (2013), *Green Procurement Strategy*, United Nations Population Fund
158. UNFPA (2018), Decisions of the Executive Board 2018 - UN doc dp2019-2
159. UNFPA (2011), *Gender at the Heart of ICPD: The UNFPA Strategic Framework on Gender Mainstreaming and Women's Empowerment*, United Nations Populations Fund

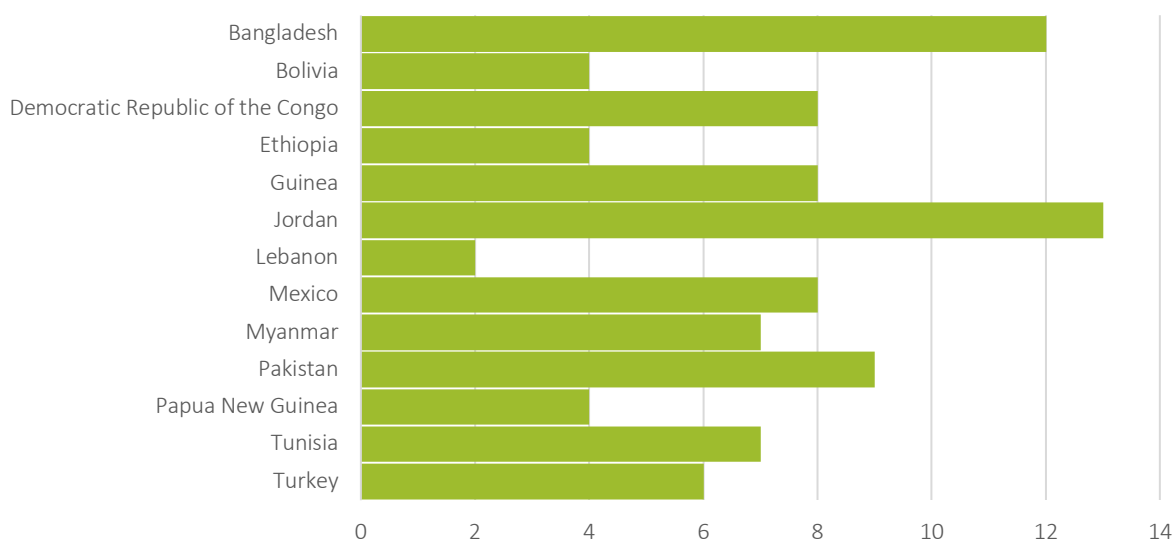


## Annex 3. Results of Mopan's Partner Survey

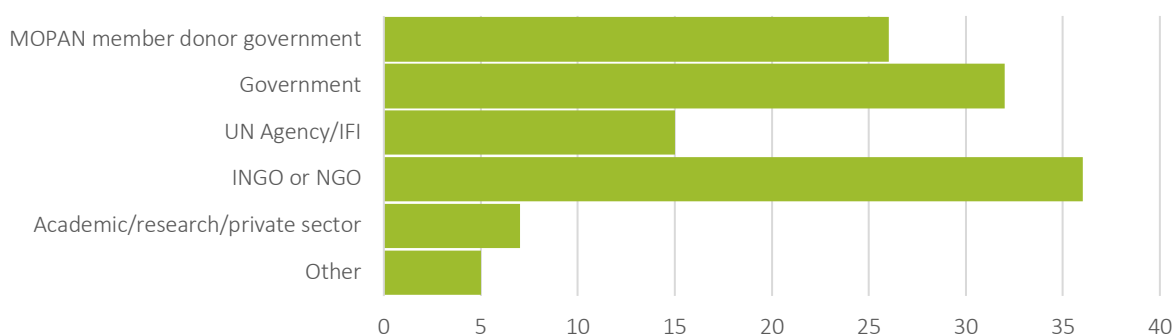
### Response profile

**Number of survey responses:** 121

**Number of survey responses by country:**

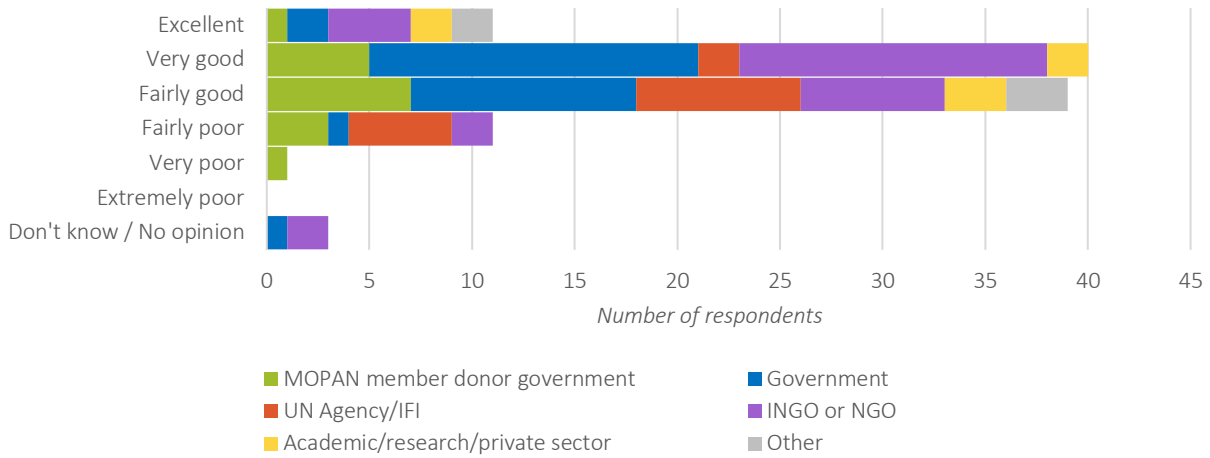


**Respondent type:**

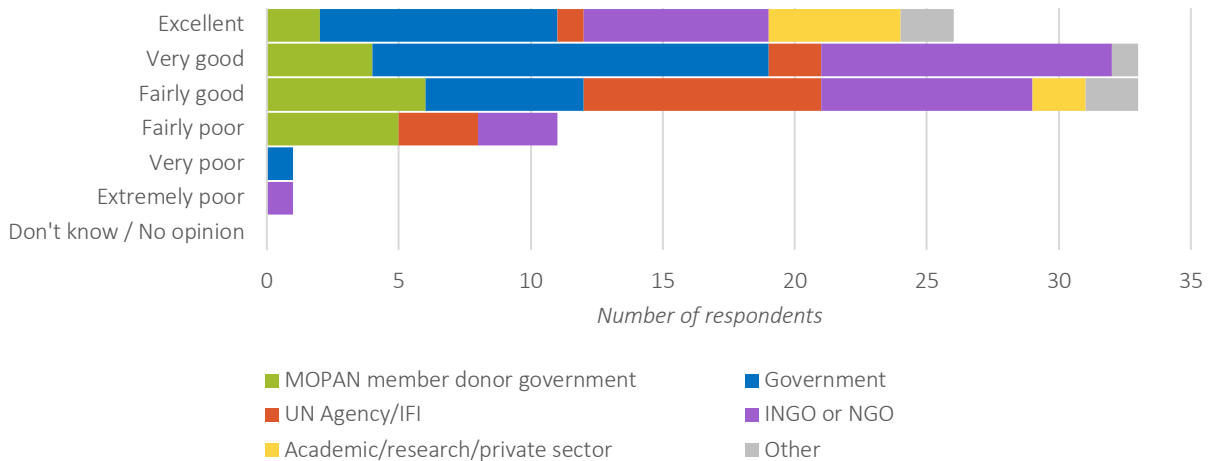


## Staffing

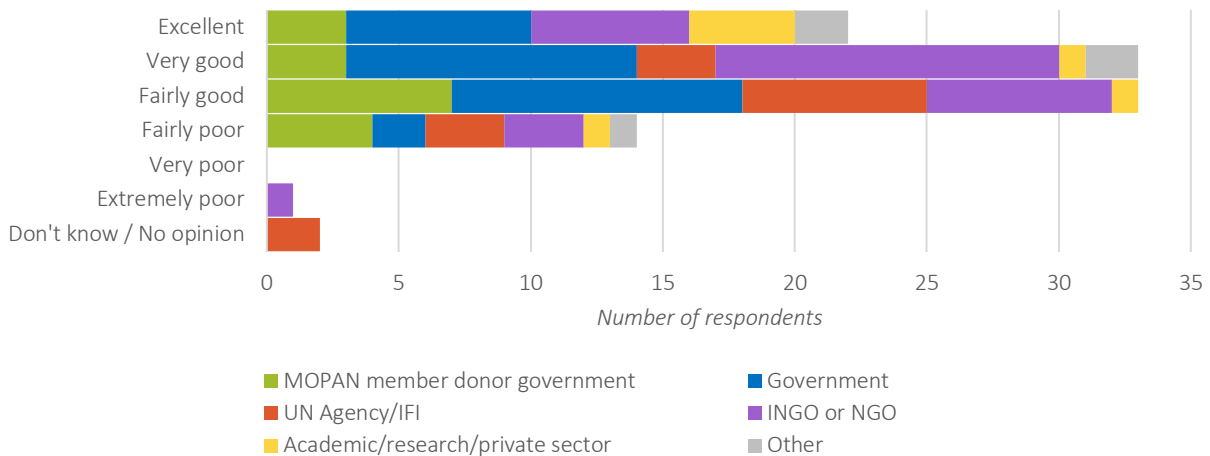
### UNFPA has sufficient staffing to deliver results



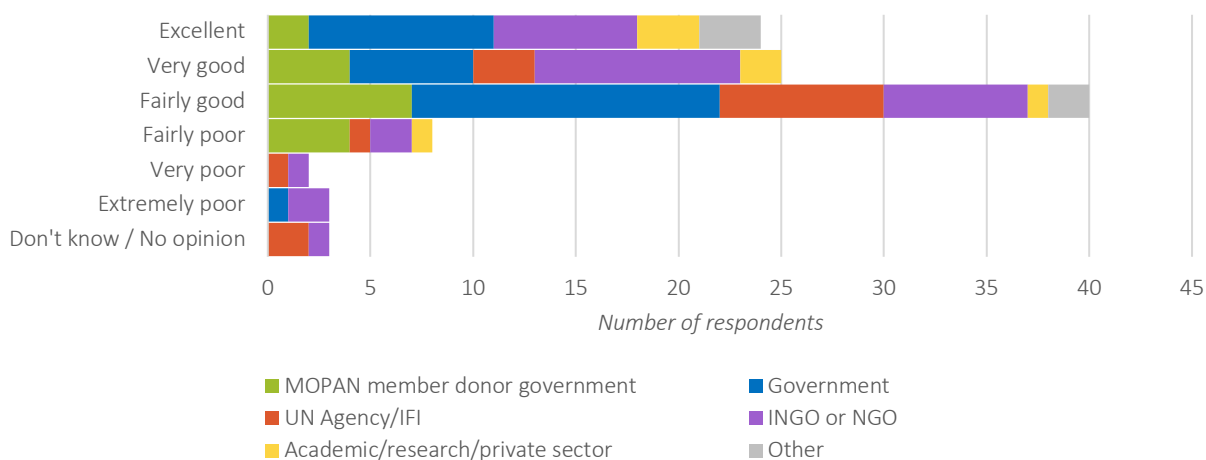
### UNFPA has sufficiently skilled and experienced staff



### UNFPA has sufficient continuity of staff to build relationships

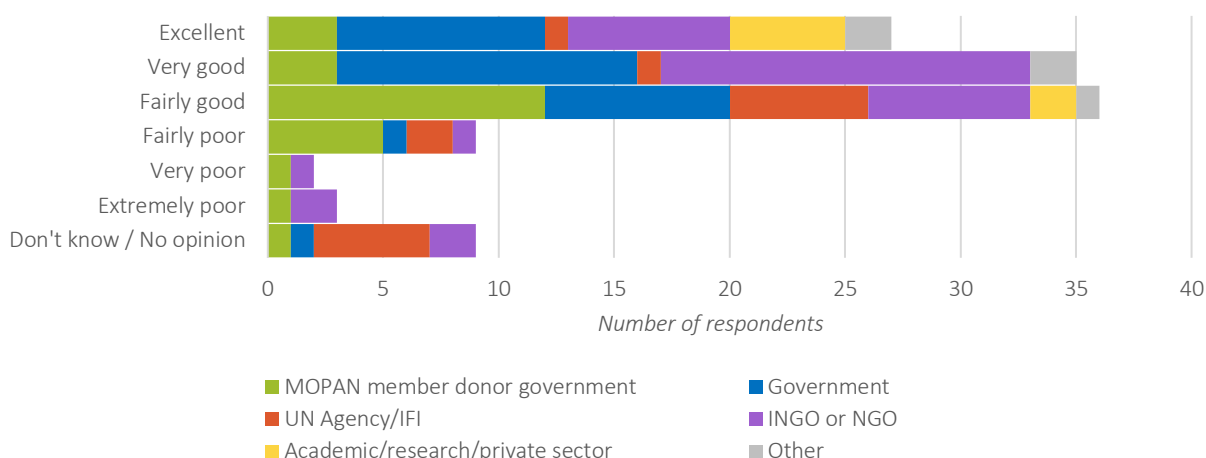


### UNFPA staff can make critical strategic and programming decisions locally

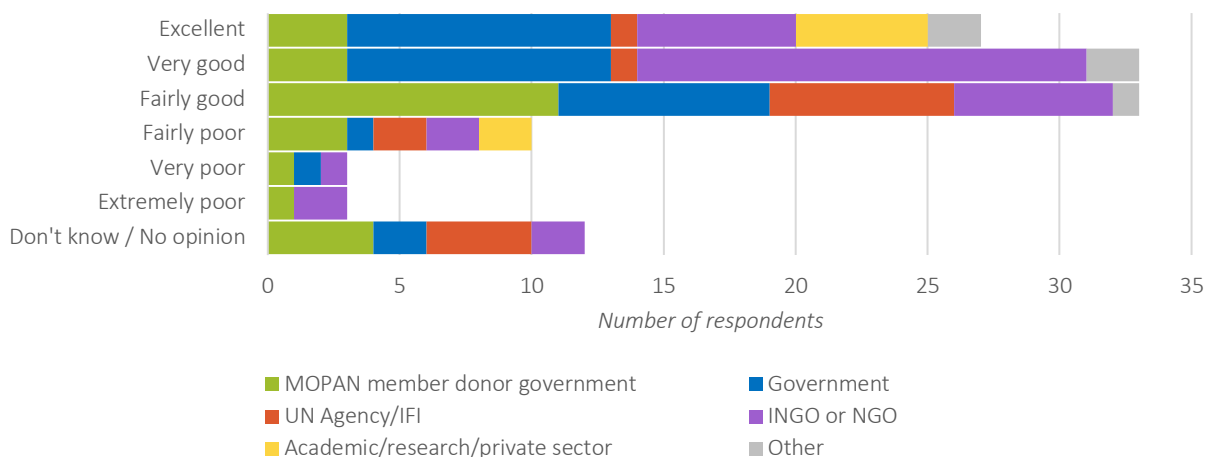


### Managing financial resources

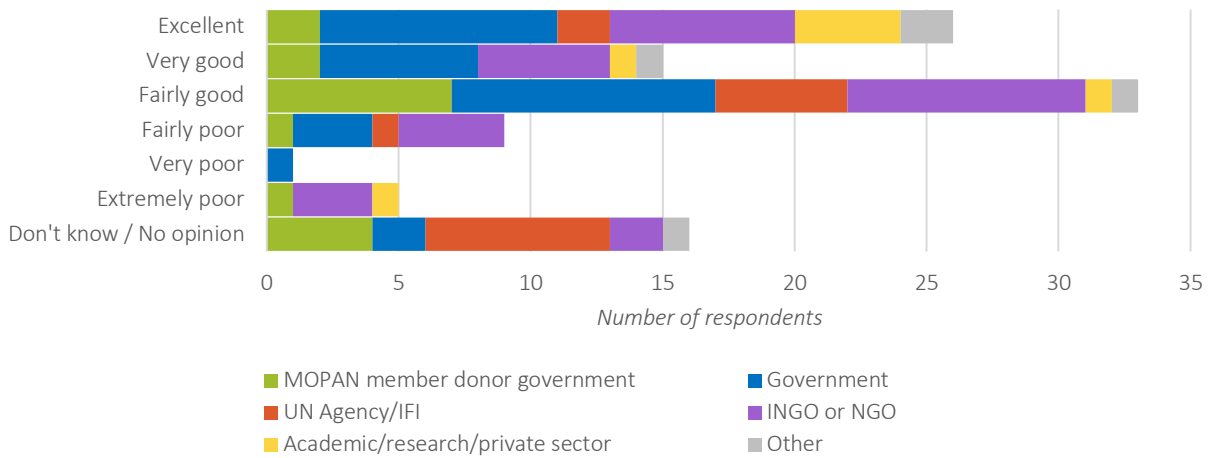
#### UNFPA provides transparent criteria for financial resource allocation



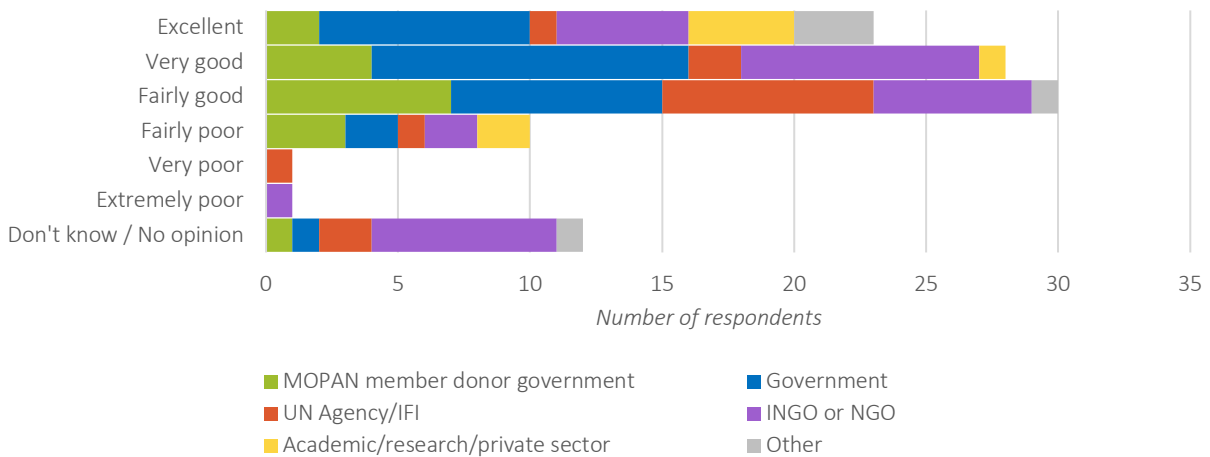
#### UNFPA provides predictable financial allocations and disbursements



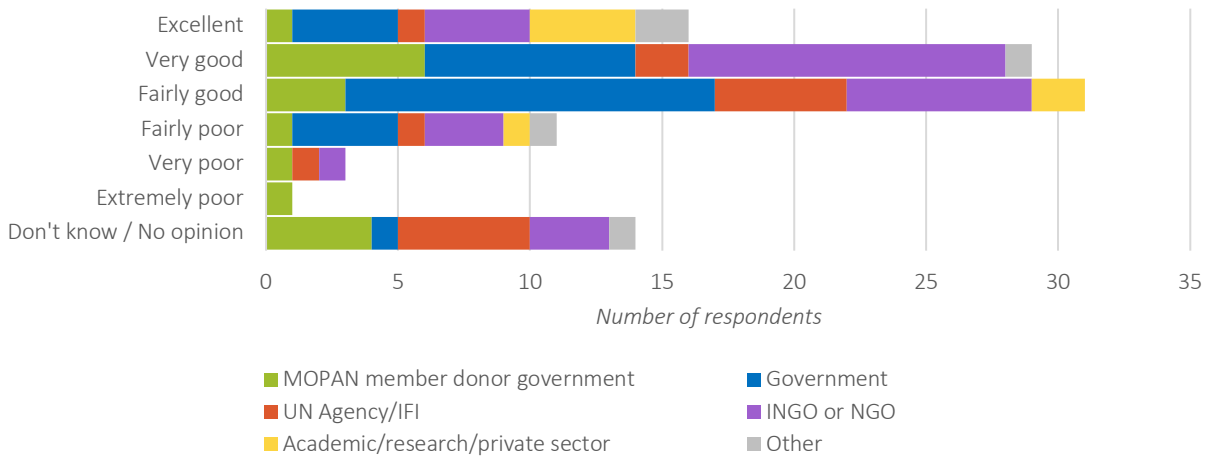
### UNFPA provides timely disbursements



### UNFPA financial cooperation is coherent/not fragmented

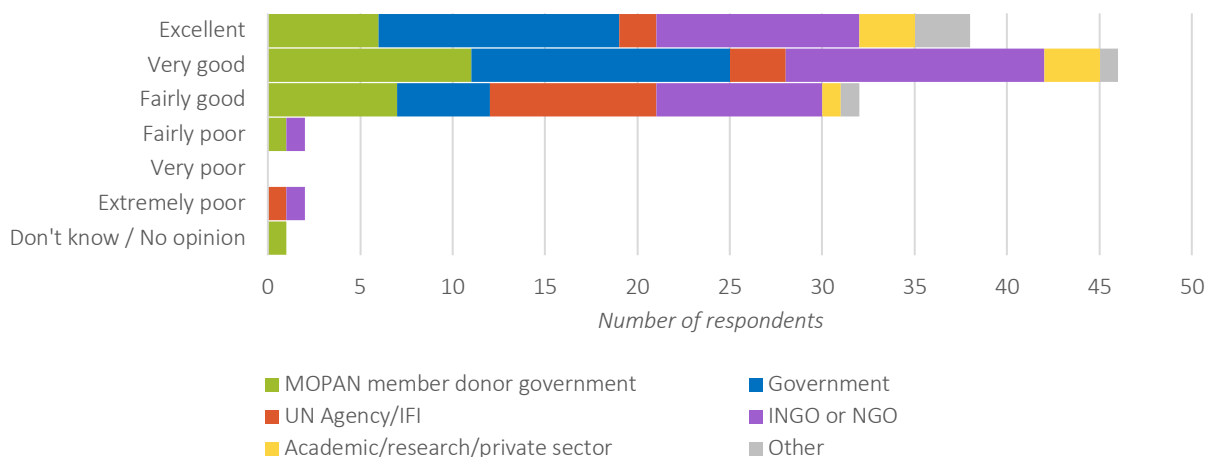


### UNFPA has flexible resources

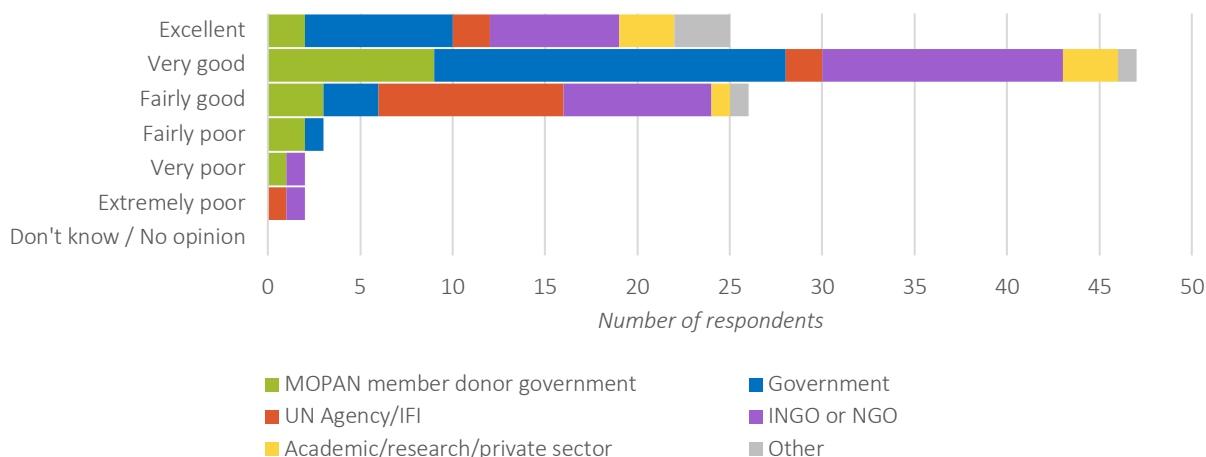


### Interventions (programmes, projects, normative work)

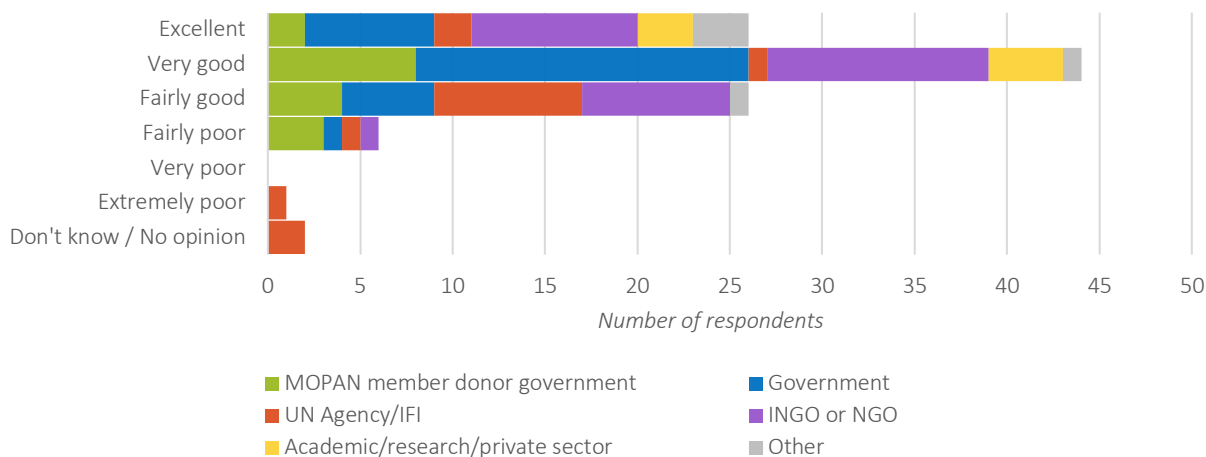
#### UNFPA interventions are fit national programmes and results of partner countries



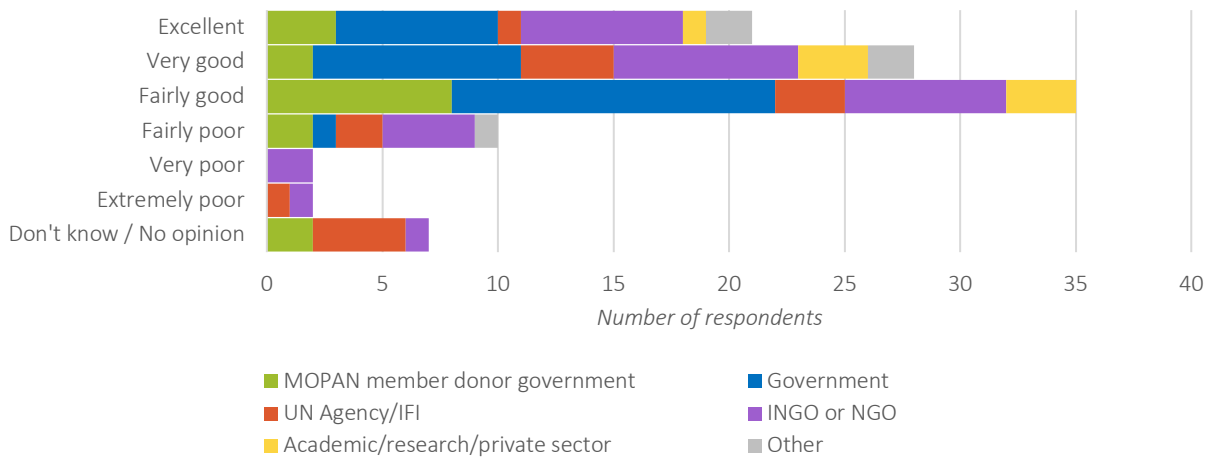
#### UNFPA interventions are tailored to the needs of the local context



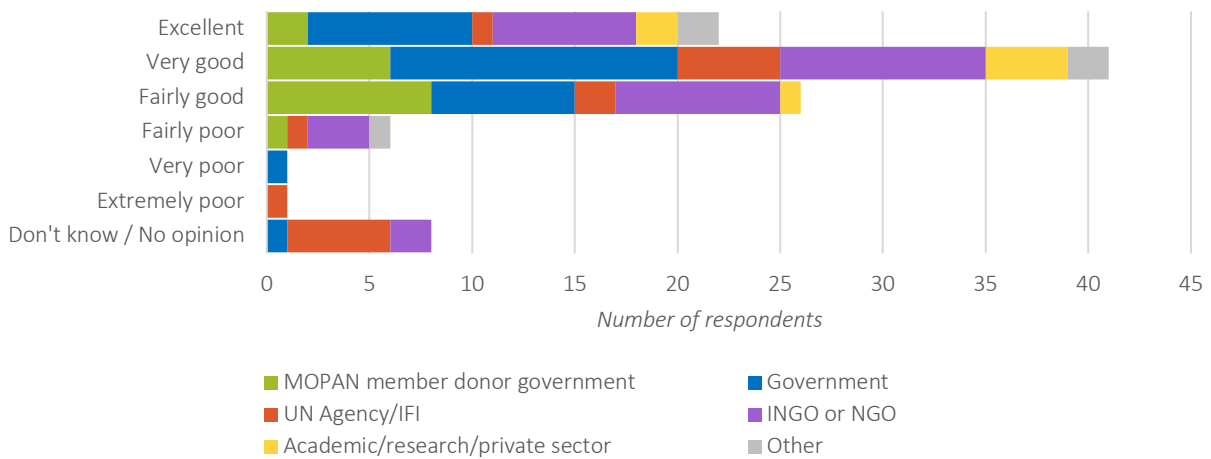
#### UNFPA interventions are based on a clear understanding of comparative advantage



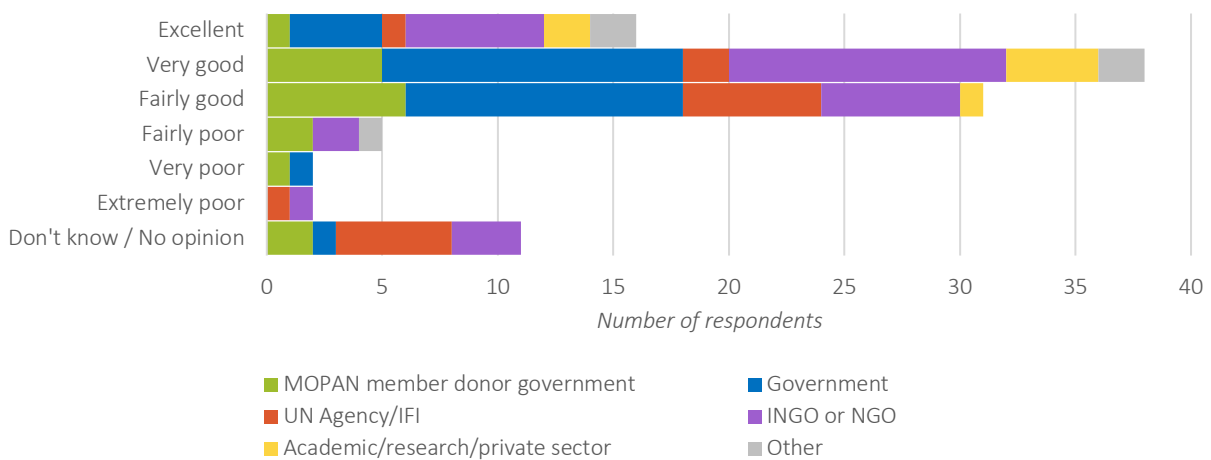
**UNFPA can adapt or amend interventions to changes in context**



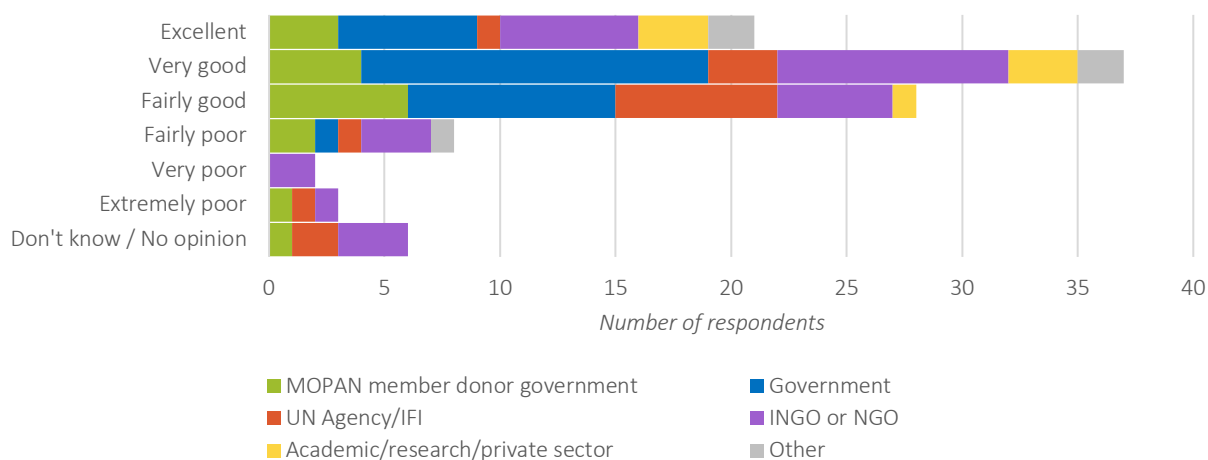
**UNFPA interventions take in to account realistic assessments of national/regional capacities**



**UNFPA interventions appropriately manage risk in a given context**

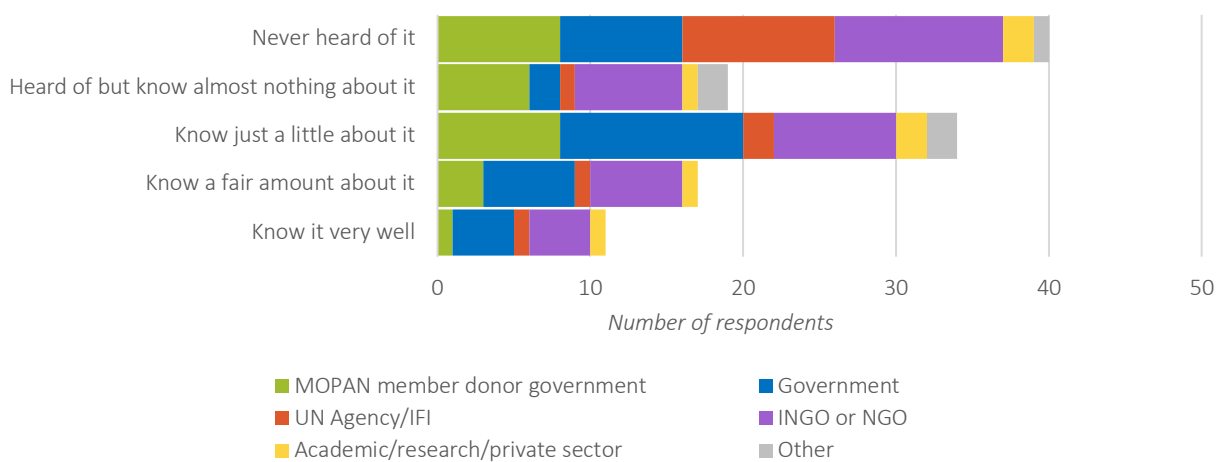


### UNFPA designs and implements its interventions to sustain effect and impact over time

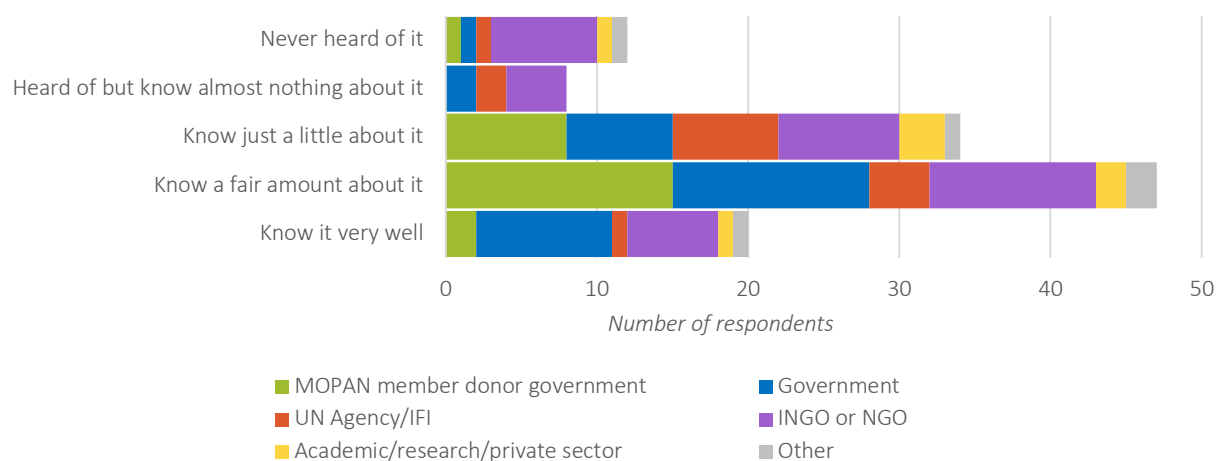


### Interventions (cross-cutting issues)

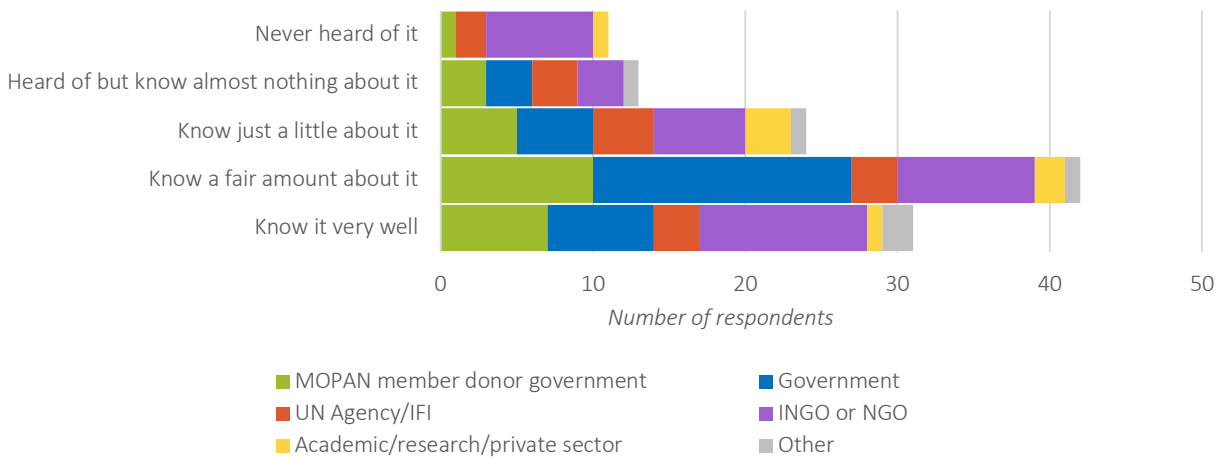
#### Familiarity with environmental sustainability strategy of UNFPA, including addressing climate change



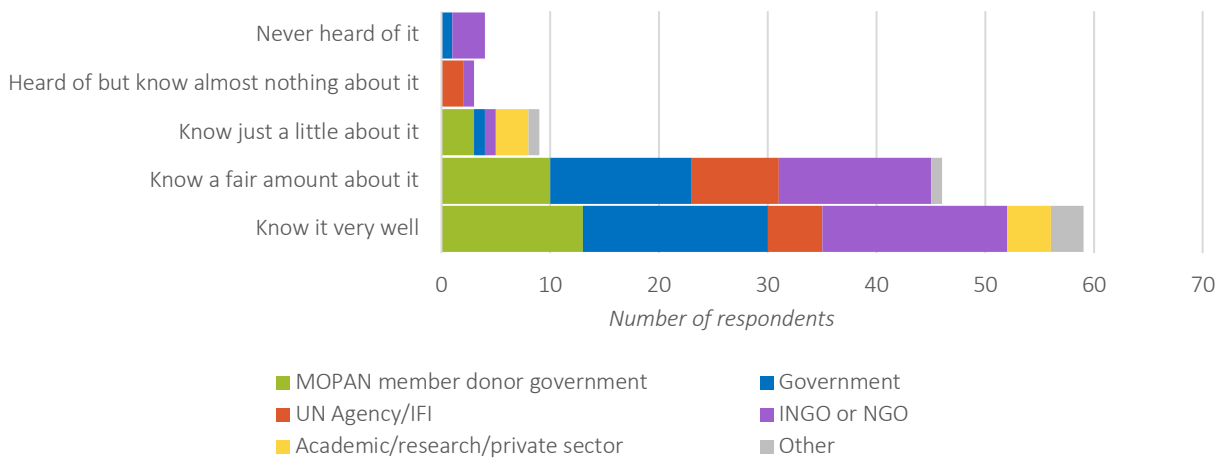
#### Familiarity with strategy for setting out how UNFPA intends to engage with good governance



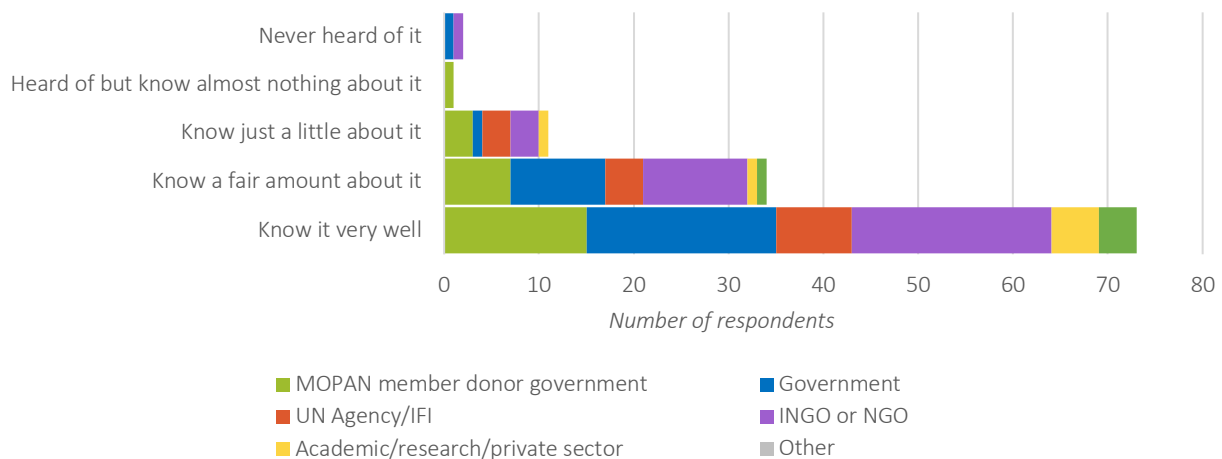
### Familiarity with strategy for how UNFPA intends to take forward its policy commitment on human rights



### Familiarity with strategy for how UNFPA intends to take forward adolescents and youth



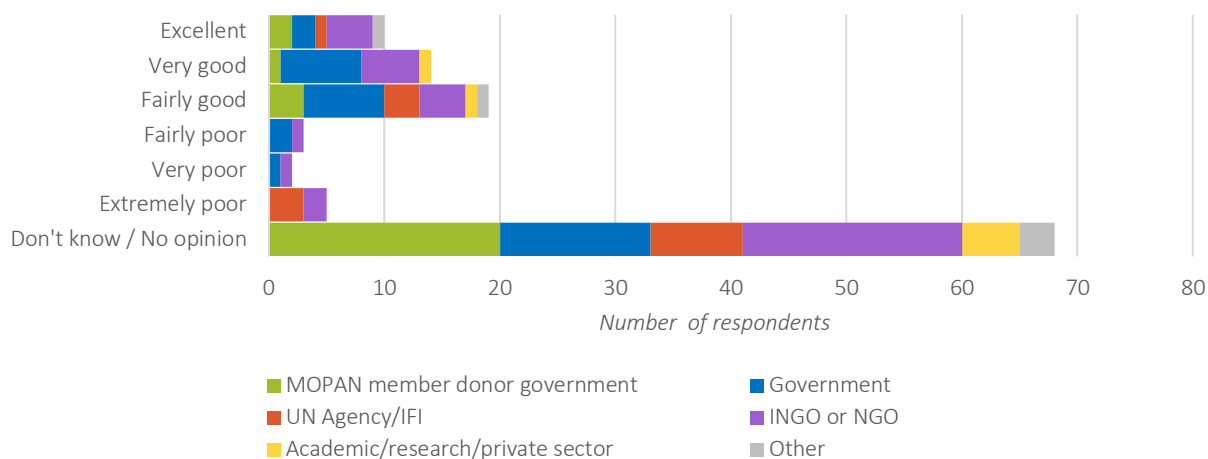
### Familiarity with strategy for how UNFPA intends to take forward humanitarian support



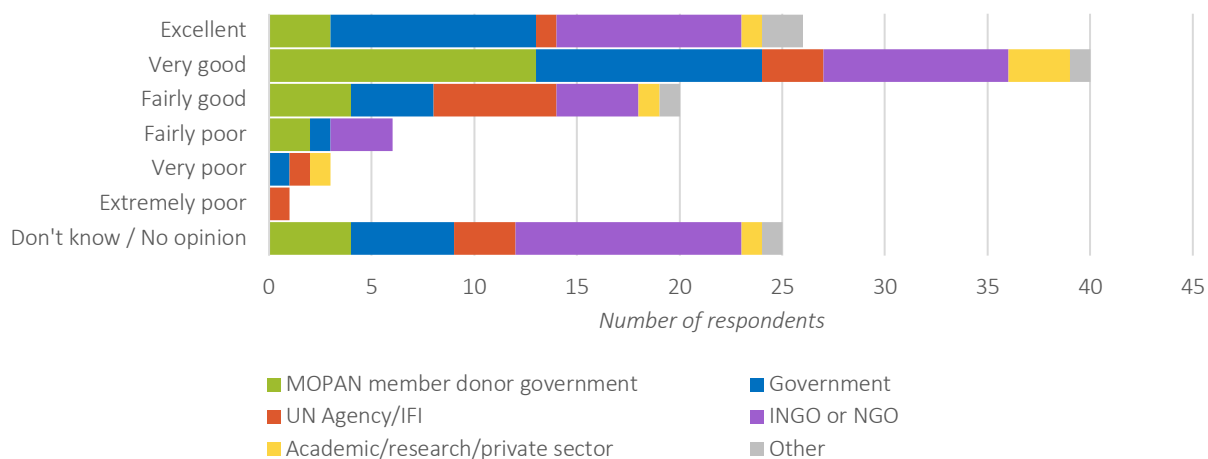


## Interventions (cross-cutting issues, organisational performance)

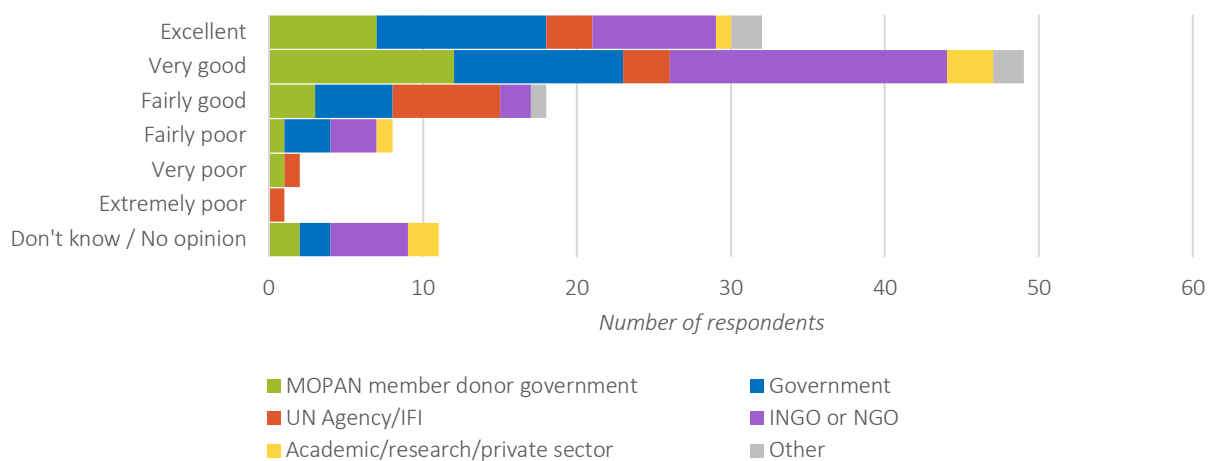
### UNFPA promotes environmental sustainability/addresses climate change



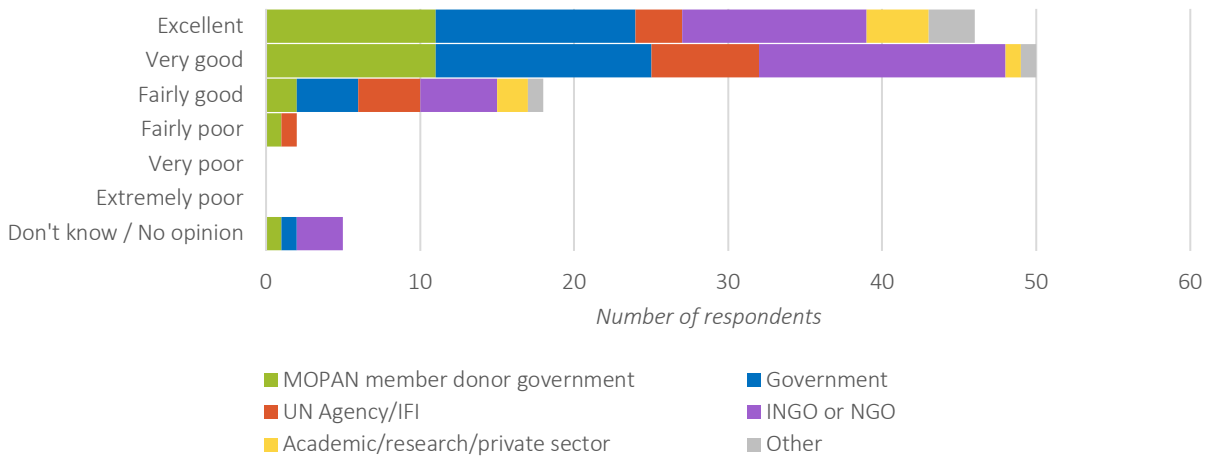
### UNFPA promotes principles of good governance



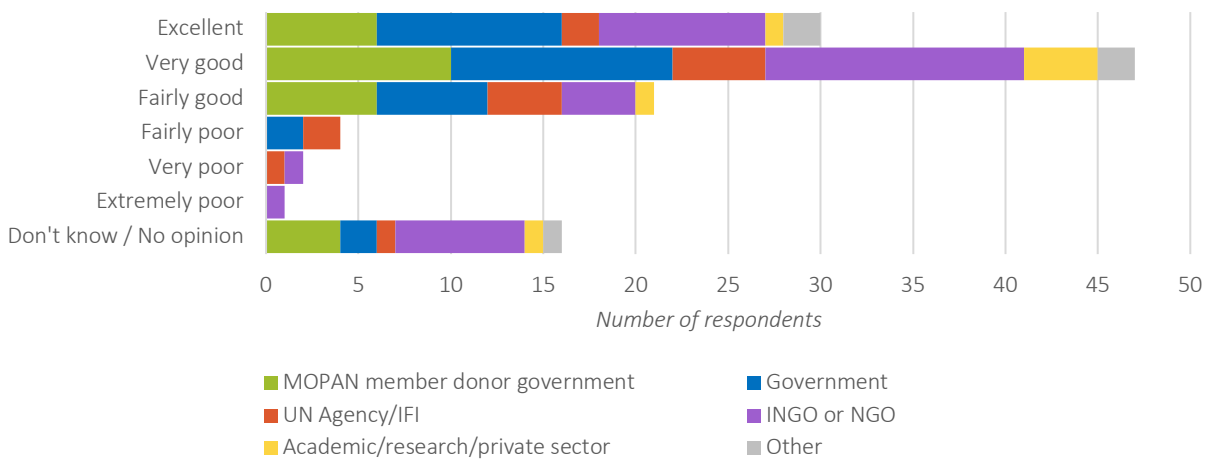
### UNFPA promotes human rights



### UNFPA engagement with adolescents and youth

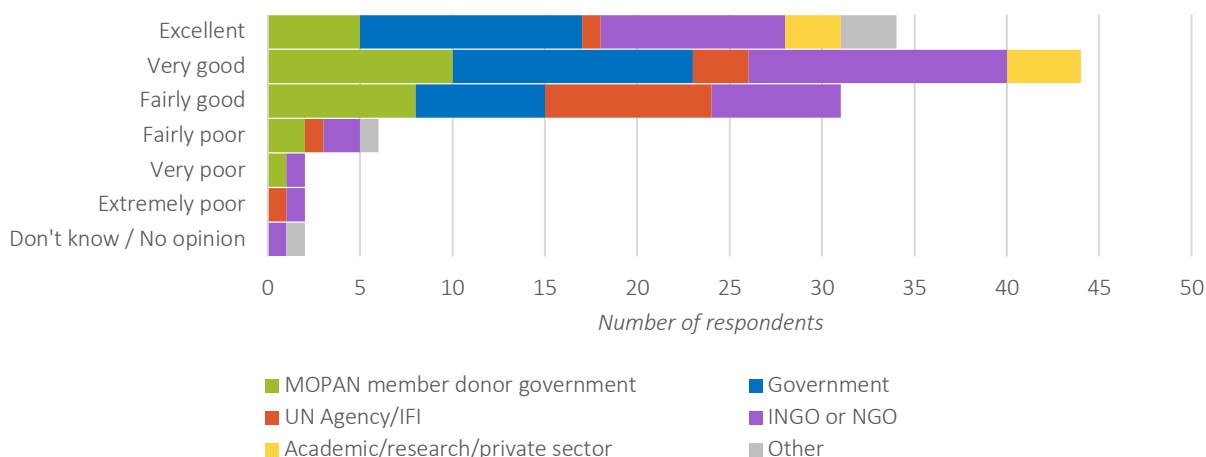


### UNFPA engagement in humanitarian support

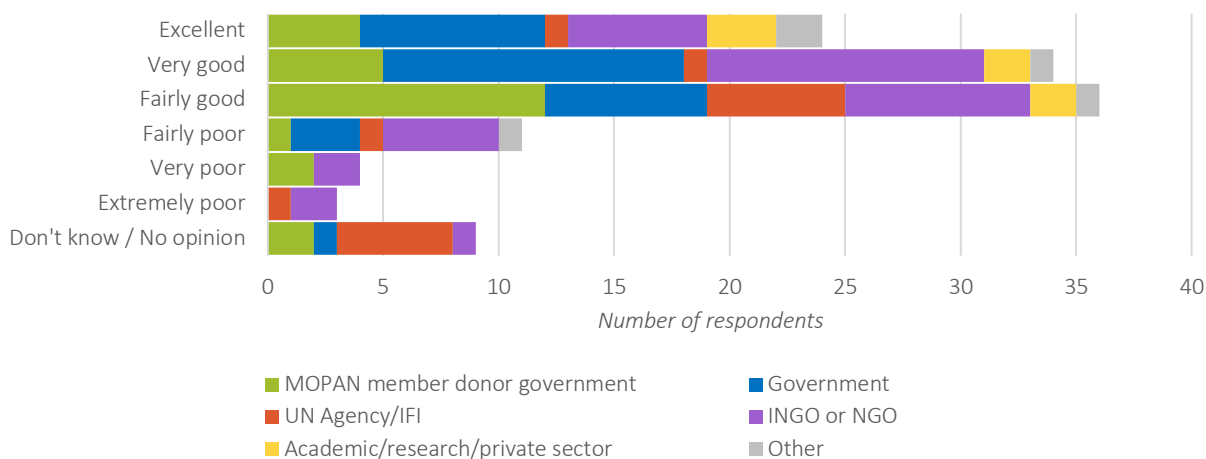


## Managing relationships

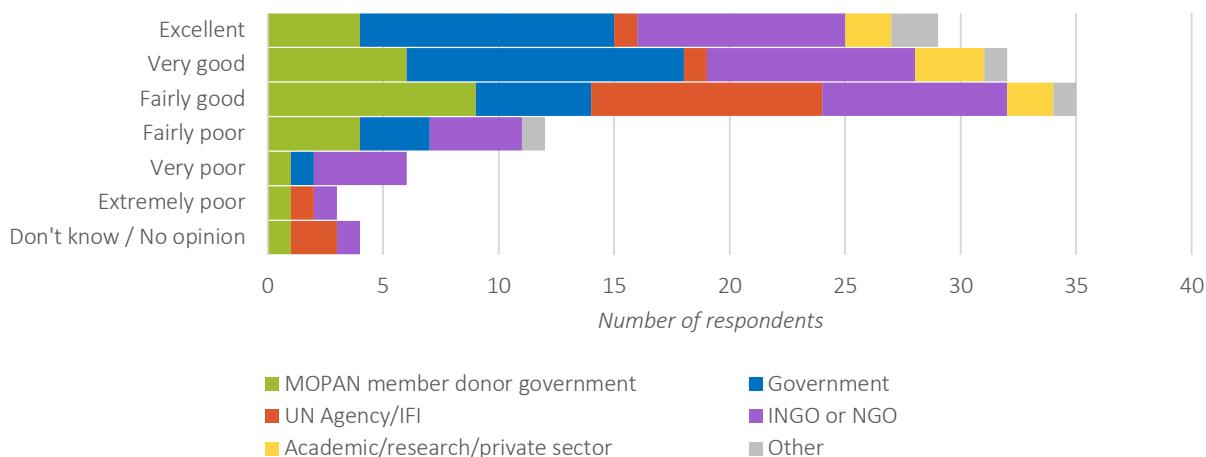
### UNFPA prioritises working in synergy/partnerships



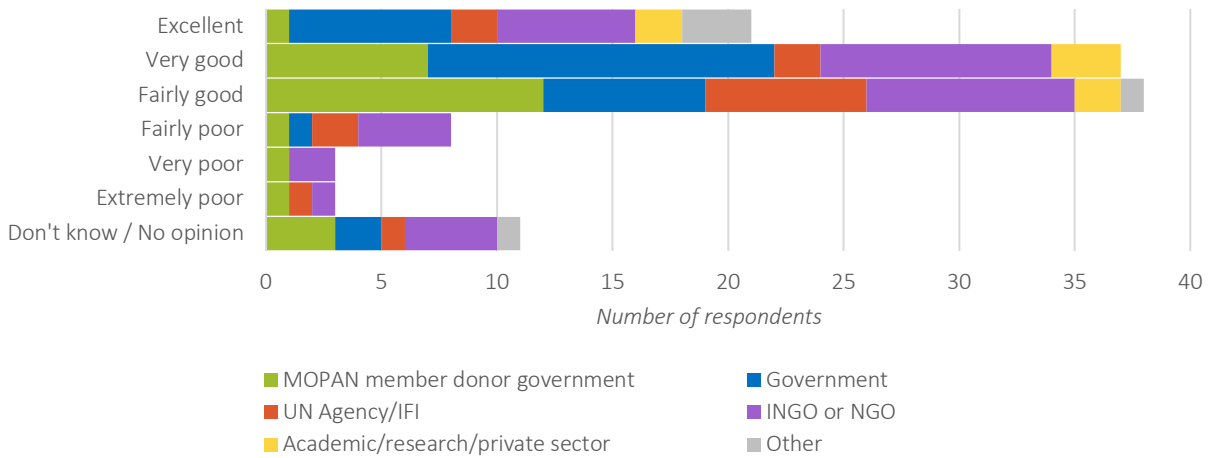
### UNFPA shares key information with partners on an ongoing basis



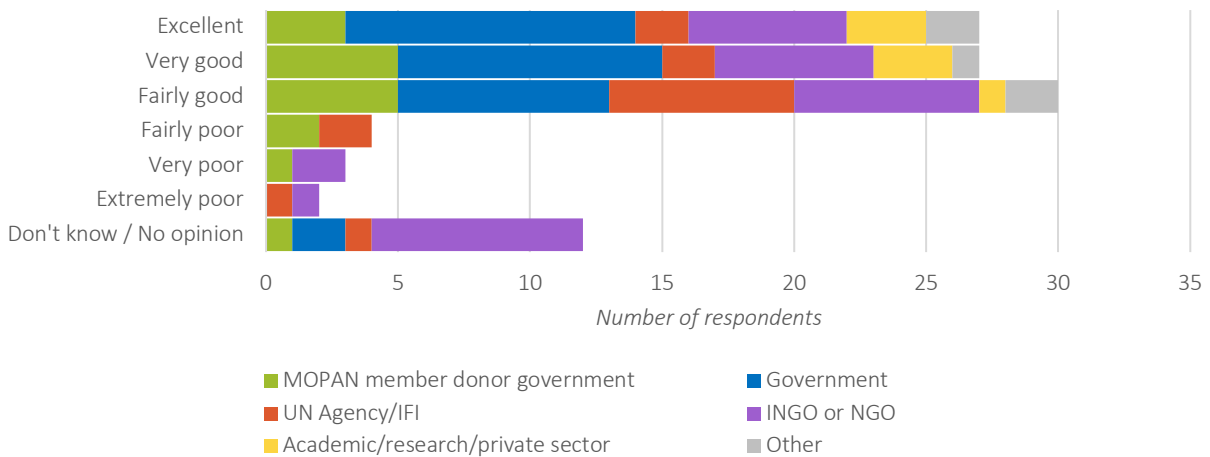
### UNFPA uses regular review points with partners to identify challenges



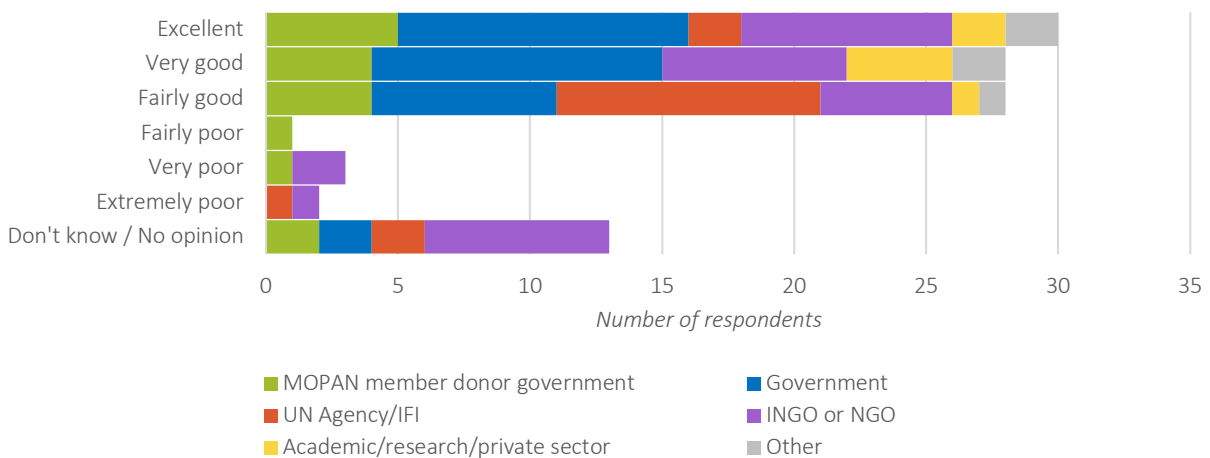
**UNFPA organisational procedures are synergised with partners**



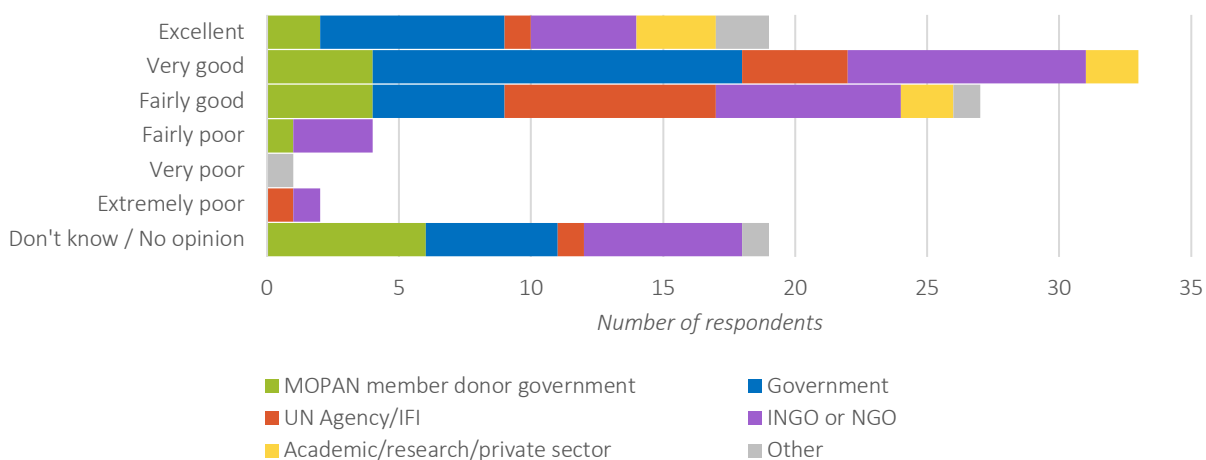
**UNFPA provides high quality inputs to country dialogue**



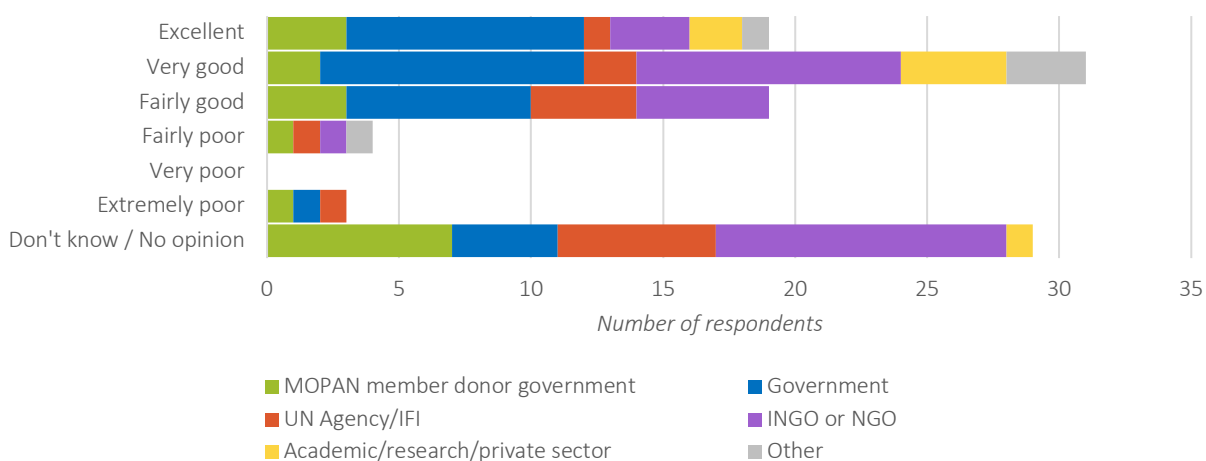
**UNFPA views are well respected in country policy dialogue**



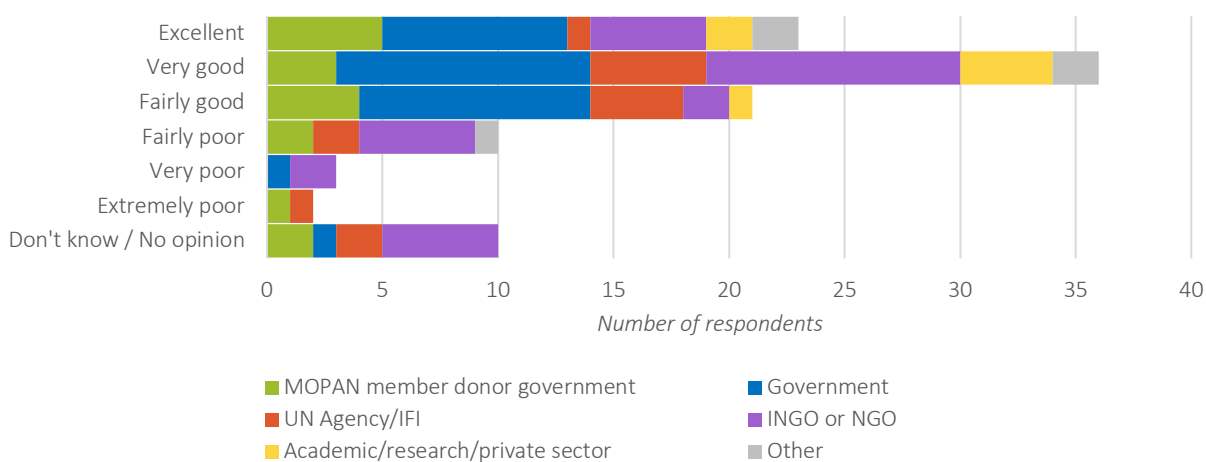
### UNFPA conducts mutual assessments of progress with national/regional partners



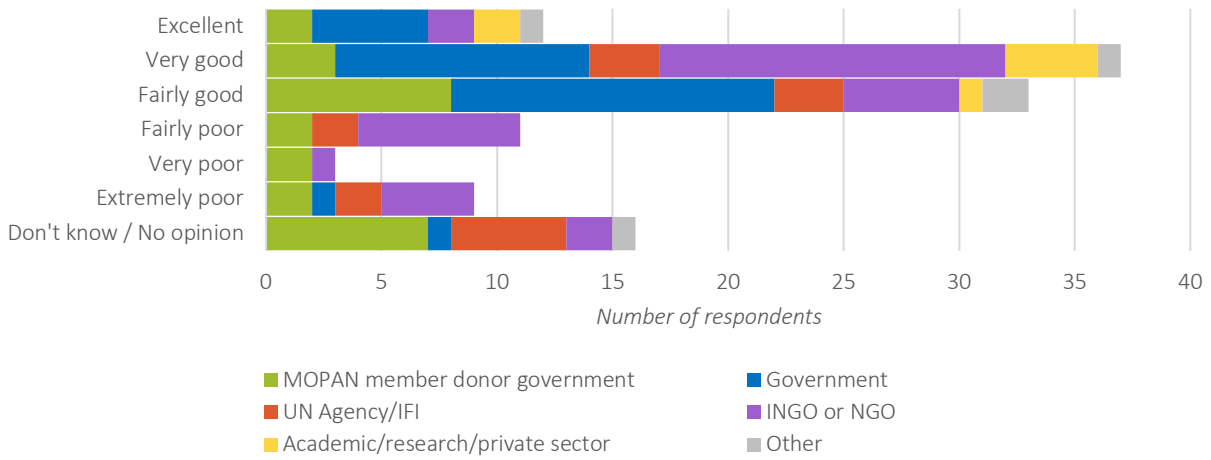
### UNFPA channels resources through country systems as the default option



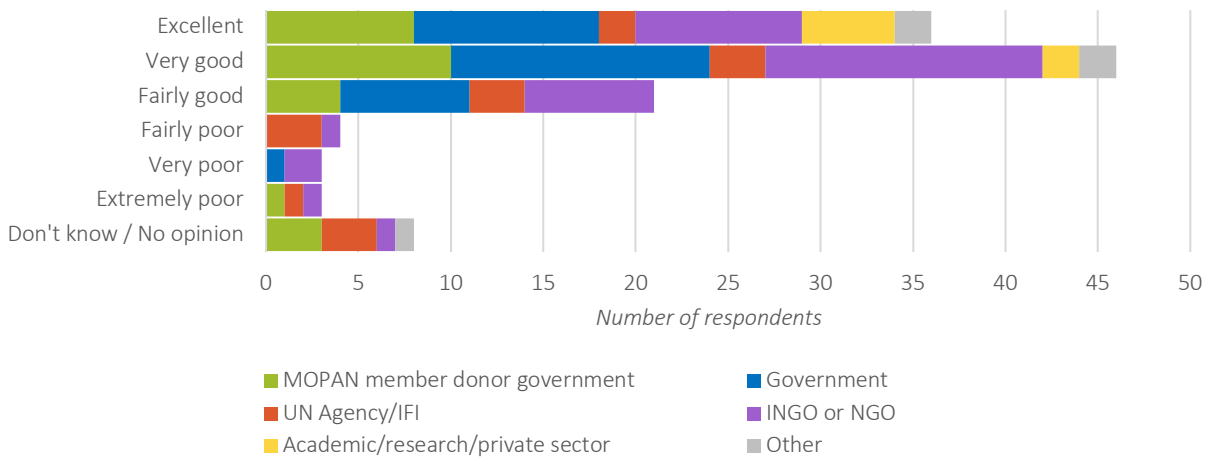
### UNFPA builds capacity in countries where systems are not up to the required standard



**UNFPA organisational procedures do not cause delays for implementing partners**

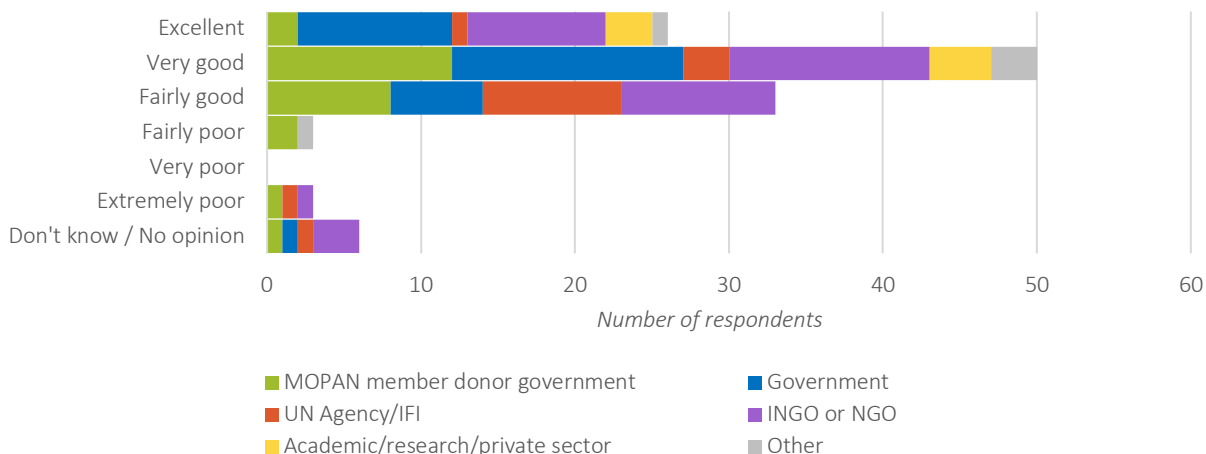


**UNFPA knowledge products are useful for my work**

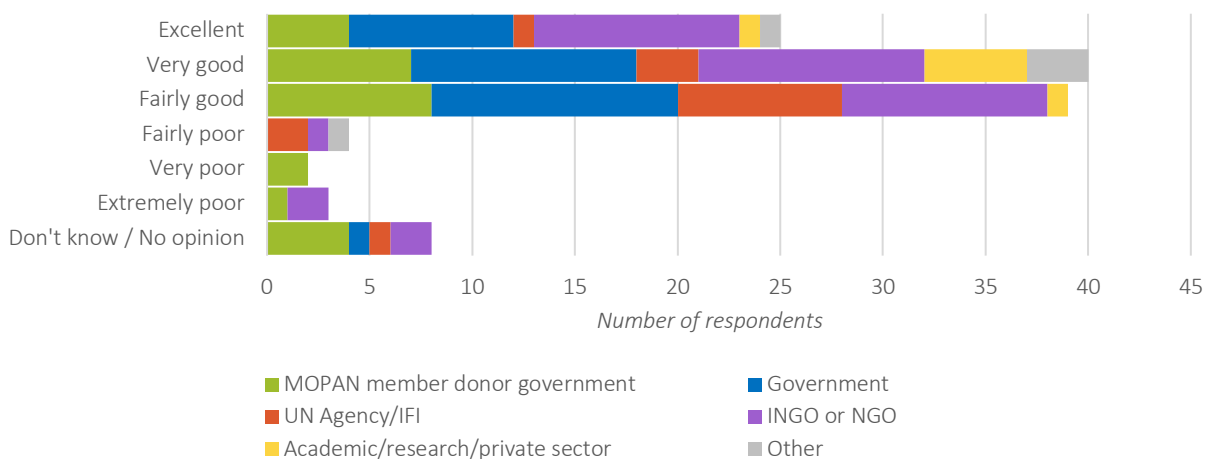


## Performance management

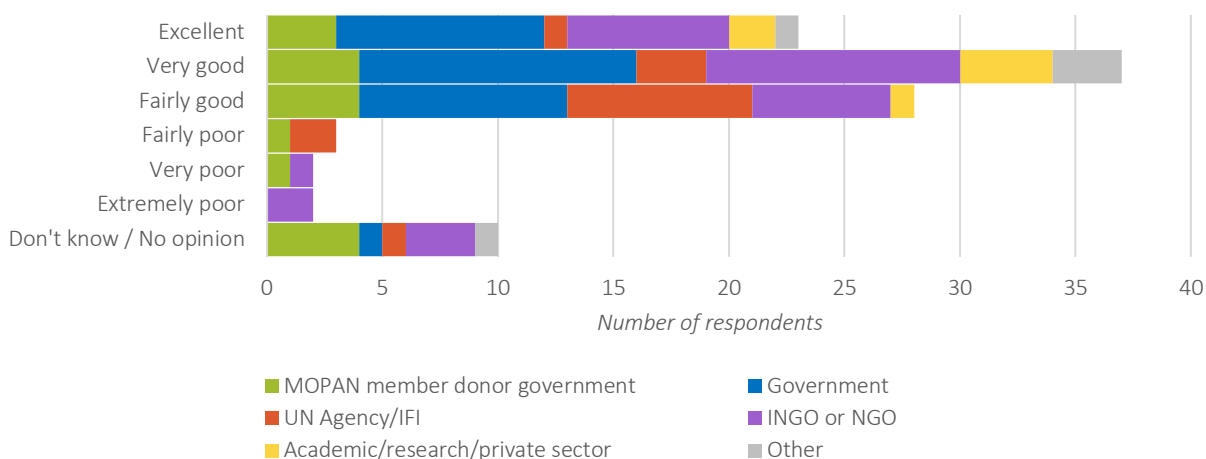
### UNFPA prioritises as results-based approach



### UNFPA uses robust performance data when designing and implementing interventions

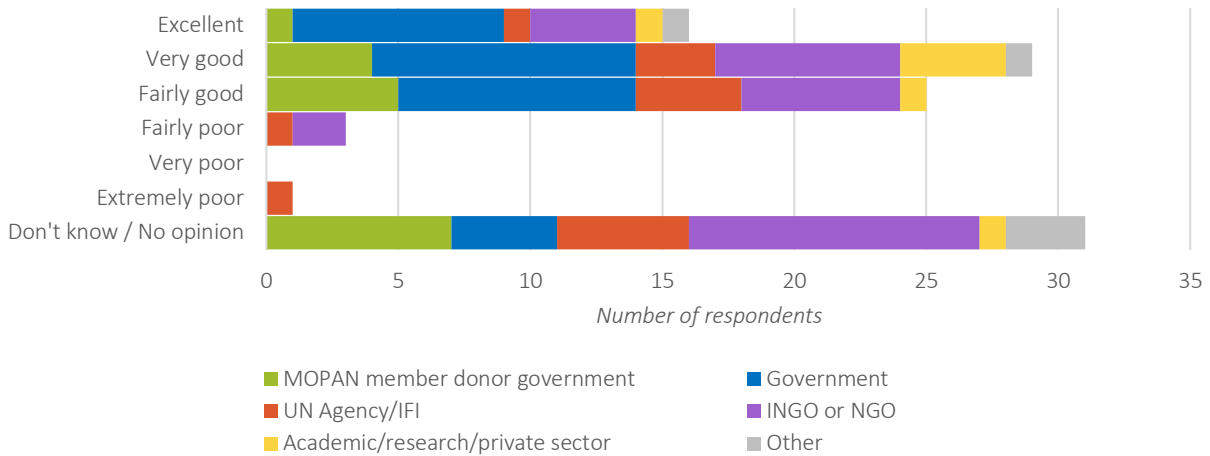


### UNFPA bases its policy and strategy decisions on robust performance data

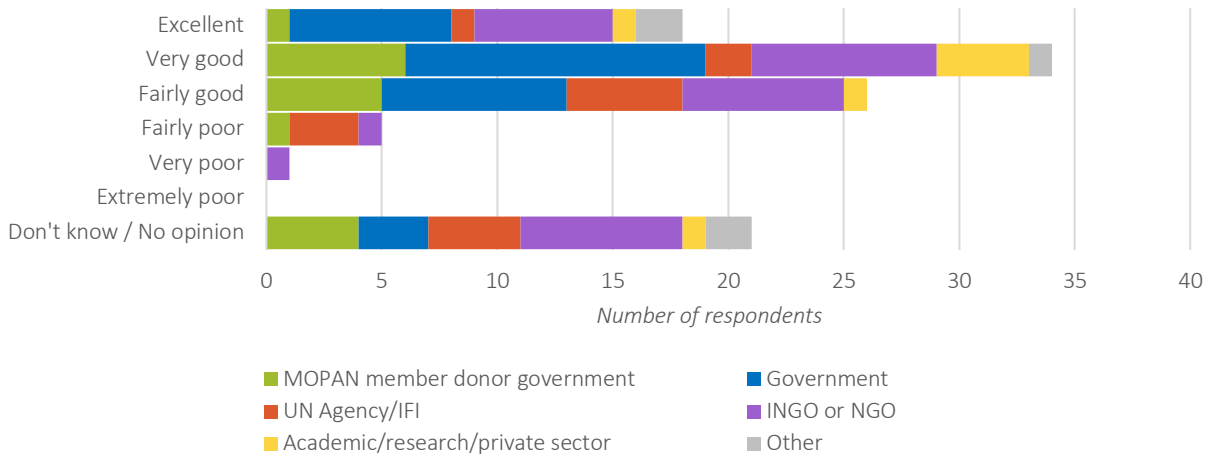


### Evidence base for planning and programming

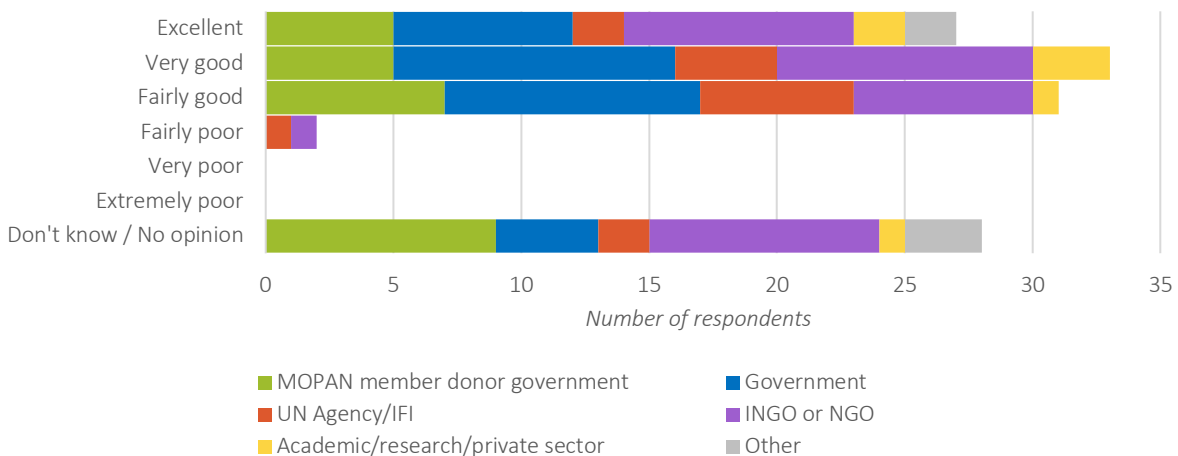
#### UNFPA has a clear statement on which of its interventions must be evaluated



#### Where required, UNFPA ensures that evaluations are carried out

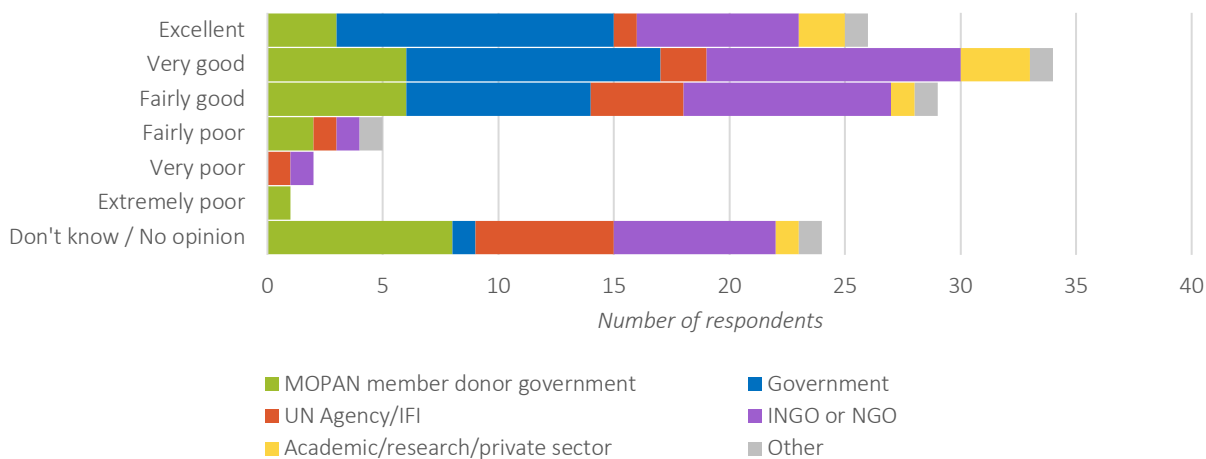


#### UNFPA participates in joint evaluations at the country/regional level

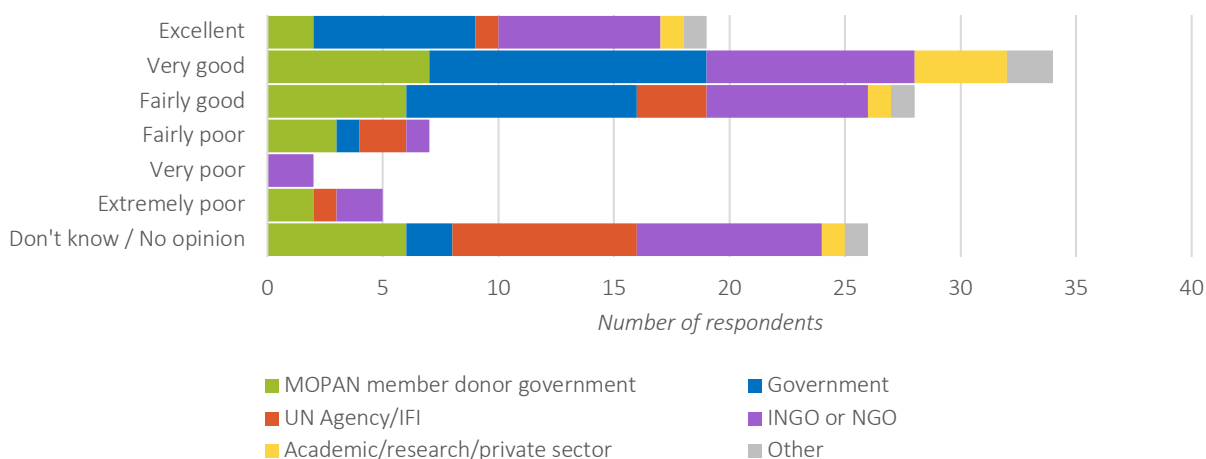




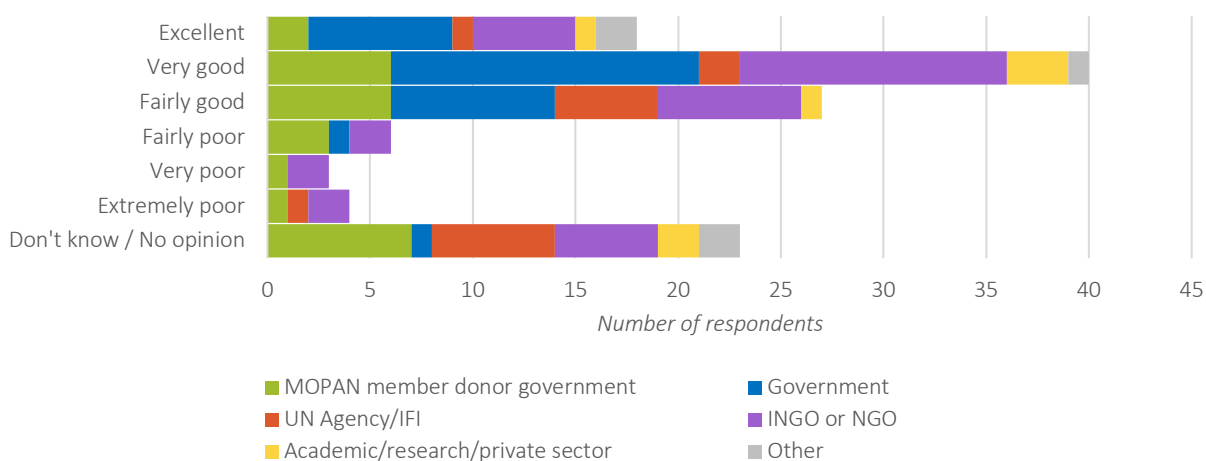
### UNFPA intervention designs contain a statement of the evidence base



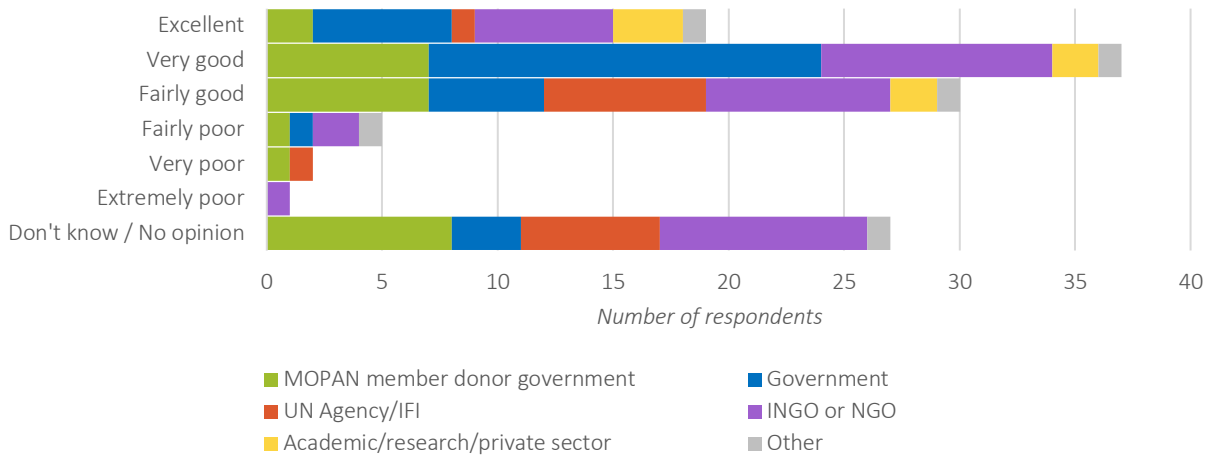
### UNFPA identifies under-performing interventions



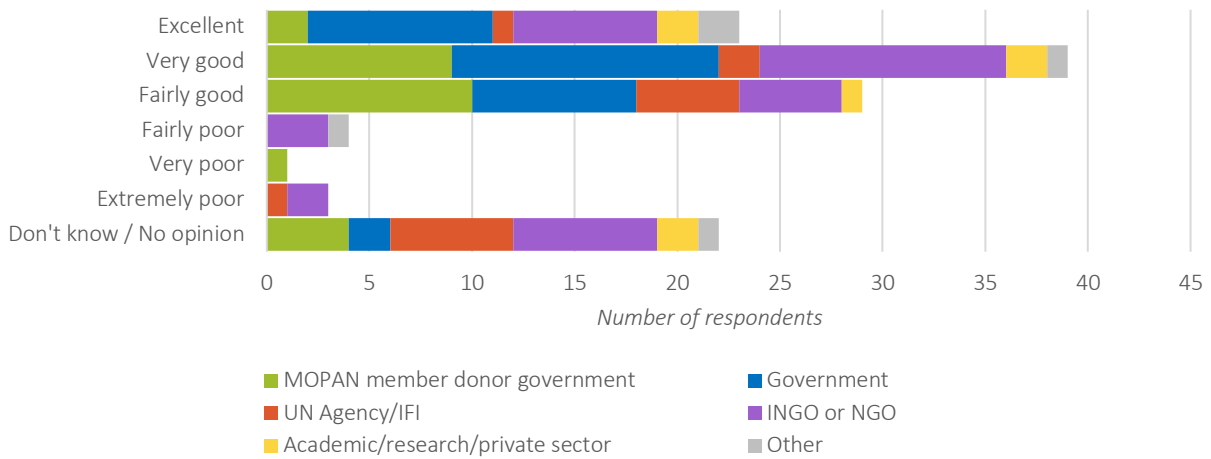
### UNFPA addresses any areas of intervention under-performance



### UNFPA follows up evaluation recommendations systematically



### UNFPA learns lessons from experience rather than repeating the same mistakes





For any questions or comments, please contact:

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**[www.mopanonline.org](http://www.mopanonline.org)**