

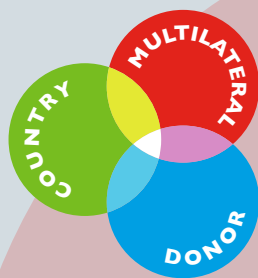
# MOPAN

Multilateral Organisation  
Performance Assessment Network

## **Synthesis report**

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

2014



MOPAN

## Preface

The Multilateral Organisation Performance Assessment Network (MOPAN) is a network of donor countries with a common interest in assessing the organisational effectiveness of multilateral organisations and their measurement and reporting on development and/or humanitarian results. MOPAN was established in 2002 in response to international forums on aid effectiveness and calls for greater donor harmonisation and co-ordination.

In 2014, MOPAN is made up of 19 donor countries: Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Japan, Luxembourg, the Netherlands, Norway, the Republic of Korea, Spain, Sweden, Switzerland, the United Kingdom, and the United States. For more information on MOPAN and to access previous assessment reports, please visit the MOPAN website ([www.mopanonline.org](http://www.mopanonline.org)).

Each year MOPAN carries out assessments of several multilateral organisations based on criteria agreed by MOPAN members. Its approach has evolved over the years, and since 2010 has been based on a survey of key stakeholders and a review of documents of multilateral organisations. MOPAN assessments provide a snapshot of four dimensions of organisational effectiveness (strategic management, operational management, relationship management, and knowledge management). In 2013, MOPAN integrated a component to examine the evidence of achievement of development and/or humanitarian results to complement the assessment of organisational effectiveness.

### MOPAN 2014

In 2014, MOPAN assessed the Food and Agriculture Organization (FAO), the United Nations Population Fund (UNFPA), the United Nations High Commissioner for Refugees (UNHCR), and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). MOPAN Institutional Leads, i.e. the members responsible for representing the network, liaised with the organisations throughout the assessment process. MOPAN Country Leads monitored the process in each country where the survey was undertaken and ensured the success of the survey.

MOPAN Institutional Leads	Multilateral organisation
Norway and Korea	Food and Agricultural Organization (FAO)
Denmark	United Nations Population Fund (UNFPA)
Canada and United States	United Nations High Commissioner for Refugees (UNHCR)
Spain and The Netherlands	United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)
MOPAN Country Leads	Countries
United States	Bangladesh
Switzerland	Cambodia
France and Belgium	Democratic Republic of Congo
Germany	Ecuador
Finland and United States	Kenya
Ireland	Tanzania

## Acknowledgements

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We thank all participants in the MOPAN 2014 assessment of UNFPA. UNFPA's senior management and staff made valuable contributions throughout the assessment process. They reviewed and provided input to the indicators, organised and participated in interviews, provided key documents, identified the partners to be included in the survey, and provided feedback on draft reports. Representatives of the Resource Mobilization Branch of the Information and External Relations Division played an invaluable role as Focal Points for the assessment process. Survey respondents took time to contribute their insights through the survey. Denmark, the MOPAN Institutional Lead, liaised with UNFPA throughout the assessment and reporting process. The MOPAN Country Leads oversaw the survey planning process in the field. Consultants in each country provided vital in-country support by following up with country-level survey respondents to enhance survey response rates.

### **Roles of authors and the MOPAN Secretariat**

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The MOPAN Chair was held by France in 2014 and worked in close co-operation with the MOPAN Technical Working Group to launch and manage the survey. The MOPAN Secretariat, established at the OECD in April 2013, oversaw all related tasks.

MOPAN developed the key performance and micro-indicators, designed the survey methodology, coordinated the preparation of the lists of survey respondents, and approved the final survey questionnaire for each agency. MOPAN also directed the approach to the document review and oversaw the design, structure, tone, and content of the institutional reports.

Universalialia and Epinion developed the survey instrument and carried out the survey and statistical data analysis. Universalialia carried out the document review, conducted the interviews with multilateral organisation staff at headquarters and country levels, analysed the data and wrote the institutional reports.

Epinion is a Danish market research company that conducts specially designed studies for public and private organisations based on data collected among an organisation's employees, members, customers, partners, and other sources. (Website: [www.epinion.dk](http://www.epinion.dk))

Universalialia Management Group is a Canadian consulting firm established in 1980 that specialises in evaluation and monitoring for international development. Universalialia has made significant contributions to identifying best practices and developing tools in the fields of organisational assessment; planning, monitoring, and evaluation; results-based management; and capacity building. (Website: [www.universalialia.com](http://www.universalialia.com))

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## Acronyms

CPAP	Country Programme Action Plan
CPD	Country Programme Document
CPE	Country Programme Evaluation
CSO	Civil Society Organisation
DRC	Democratic Republic of Congo
DRF	Development Results Framework
EB	Executive Board
ECOSOC	UN Economic and the Social Council
FGM/C	Female Genital Mutilation/Cutting
FTP	Fast Track Policies and Procedures
GBV	Gender Base Violence
GPS	Global Programming System
HACT	Harmonised Approach to Cash Transfers
HRBAP	Human Rights-based Approaches
IATI	International Aid Transparency Initiative
ICPD PoA	International Conference on Population and Development, Programme of Action
IRF	Integrated Results Framework
KPI	Key Performance Indicator
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MfDR	Management for Development Results
MI	Micro-indicator
MO	Multilateral Organisation
MOPAN	Multilateral Organisation Performance Assessment Network
MRF	Management Results Framework
MTR	Mid-term Review
NGO	Non-governmental Organisation
OECD-DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development
OECD-DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
OHCHR	Office of the High Commissioner for Human Rights
OIOS	Office of Internal Oversight Services
PRC	Programme Review Committee
QCPR	Quadrennial Comprehensive Policy Review
RBM	Results Based Management
RF	Results Framework
SIS	Strategic Information System
SMART	Specific, Measurable, Attainable, Realistic and Timely
SOP	Standard Operation Procedures
SP	Strategic Plan
SRH	Sexual and Reproductive Health
UBRAF	Unified Budget Results and Accountability Framework

## Acronyms

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UN	United Nations
UNAIDS	United Nations Programme on HIV and AIDS
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNGA	United Nations General Assembly
UNSWAP	UN System Wide Action Plan on Gender Equality and the Empowerment of Women
WFP	United Nations World Food Programme



## Executive summary

This report presents the findings of an assessment of the United Nations Population Fund (UNFPA) conducted by the Multilateral Organisation Performance Assessment Network (MOPAN). MOPAN reports provide an assessment of four dimensions of organisational effectiveness (strategic management, operational management, relationship management, and knowledge management), an assessment of the evidence of the organisation's relevance and development results, and snapshots of UNFPA performance in each of the six countries included in the survey.

UNFPA is a subsidiary body of the United Nations General Assembly (UNGA) whose mission is to “deliver a world where every pregnancy is wanted, every birth is safe, and every young person's potential is fulfilled.”

The organisation's mandate is guided by the International Conference on Population and Development Programme of Action (ICPD PoA) adopted in 1994 and the Millennium Development Goals (MDGs) established in 2000 at the Millennium Summit. UNFPA works with governments, non-governmental organisations (NGOs), foundations, the private sector, civil society organisations and in partnership with other UN agencies to bring about changes in women's, youth and adolescents' lives, ensure that their rights are fulfilled and their needs met.

In 2011, UNFPA conducted a mid-term review of its strategic plan. Based on review findings, UNFPA began to implement a series of initiatives to strengthen the organisation's mandate and its focus on results and improve accountability. Key changes deriving from this process include the review of the organisation's strategic direction, resulting in what is known as the bull's eye, which was reconfirmed in the 2014-2017 UNFPA Strategic Plan. An integrated results framework, outcome theories of change, and a revised business model accompany the Strategic Plan. During the period under review, UNFPA also completed a regionalisation process initiated in 2007 to strengthen support to country offices with the establishment of regional and sub-regional offices.

### MOPAN assessment

In 2014, MOPAN assessed UNFPA based on information collected through a survey of key stakeholders, document review, and interviews with UNFPA staff. The survey respondents included UNFPA's direct partners, MOPAN donors based in-country and at headquarters, and peer organisations in countries where UNFPA engages in emergency/humanitarian programming. UN country team partners were also included as respondents in Tanzania. Six countries were included in the MOPAN survey of UNFPA: Bangladesh, Cambodia, the Democratic Republic of Congo, Ecuador, Kenya and Tanzania. A total of 225 respondents participated in the survey (34 MOPAN donors based at headquarters, 22 MOPAN donors based in-country, 155 direct partners, and 14 representatives of peer organisations). The document review examined approximately 375 documents including publicly available corporate documents and internal country programming and reporting documents from all six countries. The assessment team interviewed 42 UNFPA staff members (27 at UNFPA headquarters, 8 UNFPA representatives in country offices, and 7 UNFPA representatives in regional offices).

The main findings of the institutional assessment of UNFPA are summarised below.

## Key findings

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### Strategic management

MOPAN established five key performance indicators to assess an organisation's leadership for results and its capacities for developing and following institutional and country strategies that reflect good practices in managing for results.

Since the 2010 MOPAN assessment, UNFPA has improved its management for results at both organisational and country levels. It has implemented efforts to instil a results-oriented culture at the organisational level through refocusing the strategic direction (bull's eye) and adopting a robust integrated results framework and outcome theories of change. At country and regional levels, UNFPA continues to make efforts to further strengthen monitoring and evaluation (M&E) capacities, improve the quality of country planning documents (and their related results frameworks), and ensure their alignment with the 2014-2017 Strategic Plan.

UNFPA was rated as strong for the clarity of its mandate and ensuring alignment of its strategic plan to the priorities of the quadrennial comprehensive policy reviews (QCPR). Strong ratings were also awarded for maintaining a focus on the cross-cutting priorities identified in its strategic framework, namely gender equality, HIV/AIDs, and human rights-based approaches. While good governance and environmental sustainability are not priorities or cross-cutting themes for the organisation, the Fund has made efforts to address them.

### Operational management

MOPAN established eight key performance indicators to determine if an organisation manages operations in a way that is performance-oriented, thus ensuring organisational accountability for resources and results.

UNFPA was found to have transparent systems in place for the allocation of its regular resources to countries. The organisation's first integrated budget (for 2014-2017) represents the most recent enhancement in UNFPA budgeting practices, and relates planned resources to results in the UNFPA Strategic Plan. In reporting on expenditures, there remains some room for improvement in linking actual expenditures not only to outcome areas, but also to outputs.

Financial management was found to be UNFPA's strongest area of performance in operational management. The Fund has adequate policies and processes in place for financial accountability and has steadily improved its internal audit function. UNFPA continues to work on further strengthening its strategies for the identification, mitigation, monitoring and reporting of risks.

At the time of this assessment, the organisation had adopted a new human resource strategy and was in the process of re-profiling its offices/realigning its staffing structure to the revised business model. UNFPA has adequate systems in place to manage staff performance. These are, however, not yet being used consistently to their full advantage. For surveyed MOPAN donor respondents, UNFPA's management of human resources was an area of concern.

UNFPA has developed tools, including a guidance note on evidence-based programming (2011), to ensure that new programming initiatives are informed by appropriate types of analysis. The organisation is working to further enhance country office capacity for results-oriented monitoring using indicators and targets and by trying to ensure the consistent application of existing tools across country offices.

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The recently completed regionalisation process has contributed to further clarifying the roles and responsibilities of country, regional and HQ offices. The assessment found that country offices have adequate delegated authority for managing implementation of country programmes.

UNFPA has the appropriate policy documents to guide its humanitarian response and is perceived to respect humanitarian principles while delivering humanitarian/emergency assistance. The Fund is working towards ensuring that the organisation has the appropriate human and financial resources as well as adequate operational and programmatic systems required to effectively engage in humanitarian programming.

### **Relationship management**

MOPAN established five key performance indicators to assess how an organisation is working with others at the country level, and in ways that are aligned with the principles of the Busan Partnership for Effective Development Co-operation and previous aid effectiveness commitments.

Since the 2010 MOPAN assessment, UNFPA has maintained its efforts to implement aid effectiveness commitments, and has committed to reform as expected in the Quadrennial Comprehensive Policy Review (QCPR).

UNFPA performs strongly in demonstrating the alignment of its country programmes to government priorities in programme countries. It appears to be making appropriate use of country systems and is seen to contribute to mutual assessments of progress. As in 2010, UNFPA is recognised for its valuable contributions to policy dialogue at both country and global levels, which also illustrate the importance of its normative and upstream work in general. The organisation will need to remain vigilant with regard to its capacity to adjust procedures (rated adequate) by ensuring that it can respond to partners in a timely way and demonstrate sufficient flexibility to respond to changing circumstances. The recent revision of UNFPA's business model indicates that the Fund is aware of and committed to addressing this concern.

### **Knowledge management**

MOPAN established three key performance indicators to assess an organisation's evaluation function and internal reporting mechanisms, as well as its practices and systems that facilitate the sharing of knowledge, both internally and to external stakeholders.

Since the 2010 MOPAN assessment, UNFPA has strengthened its evaluation function and has taken steps to strengthen related quality assurance processes. Following an independent review of the previous policy, UNFPA revised its Evaluation Policy in 2013. Furthermore, it has established a structurally independent Evaluation Office, which has begun to translate the new policy into workable guidance and evaluation plans. One of the Office's priorities is to further strengthen the quality of country programme evaluations.

The organisation has made progress in strengthening its systems and processes for presenting performance information (e.g. by introducing metadata sheets to capture how information on each indicator in the results framework is calculated and collected). This has contributed to enhancing the transparency of performance reporting. Since 2010, UNFPA has also expanded its efforts to systematically reports on lessons learned based on performance information.

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Gaps remain in consistently capturing reliable information on UNFPA's specific contributions to achievements at output and especially at outcome level. At the time of this assessment, the Fund was in the process of finalising two tools aimed at improving its data collection, monitoring and measurement systems to inform organisational performance: the Strategic Information System (SIS) and the Global Programming System (GPS). These are expected to be rolled out in 2015.

### **UNFPA relevance and development results**

MOPAN established four key performance indicators to assess evidence of an organisation's relevance, of its progress toward organisational results and country-level results, and of its contributions to national goals and priorities in the countries that participated in the MOPAN assessment. Given that the UNFPA strategic plan for 2014-2017 is in early stages of implementation, this assessment drew largely on performance information related to the 2008-2013 planning cycle.

The MOPAN assessment rated UNFPA strong overall on relevance. MOPAN perception data and documents consulted present evidence that UNFPA is pursuing results relevant to its mandate that are aligned with global development trends and priorities and that respond to the needs and priorities of beneficiaries, and that UNFPA adapts to changing country circumstances.

UNFPA was rated adequate overall in providing evidence of progress towards organisation-wide results. MOPAN donors at headquarters considered the organisation's greatest contributions to be in the areas of family planning, gender, and work related to improving data availability and analysis around population dynamics, sexual and reproductive health, and gender equality (all of which had ratings of strong).

UNFPA reports provide a fair assessment of the organisation's progress in key output areas. The organisation's contributions to outcomes are well evidenced only in the areas of maternal health and gender equality, for which external corporate level evaluations have been conducted. To address information gaps in other outcome areas, the UNFPA independent Evaluation Office has commissioned corporate evaluations of the organisation's support to three other programmatic areas under the 2008-2013 strategic plan: adolescents and youth (2008-2014), family planning (2008-2013), and population and housing census data generation to inform decision making and policy formulation (2005-2014).

Findings from these evaluations, which at the time of this assessment were in their inception phase, can provide valuable information on UNFPA's contributions in these areas.

In terms of providing evidence of progress towards stated country-level results, UNFPA was rated inadequate overall. While MOPAN survey respondents rated UNFPA adequate or strong for most of the stated results at country level, this perception was not supported by evidence deriving from document review. UNFPA reports and country programme evaluations provide information on what UNFPA has done during the four-year country programme cycle, but vary considerably in the extent to which they explain UNFPA contributions to cumulative changes in the measured indicators. To date, available reports and evaluations do not provide sufficient documented evidence of where progress has been made and why, and there are concerns around the quantity and quality of data used to inform performance reports and evaluations. UNFPA is in the process of addressing this issue. As mentioned above, at the time of the assessment, the Fund was in the process of developing systems aimed at improving data collection processes and data quality. It has also established a data quality working group consisting of selected M&E experts within UNFPA.

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UNFPA was rated adequate for demonstrating its contributions to national goals and priorities, including relevant millennium development goals (MDGs). UNFPA's re-alignment led to a focus on improving maternal health, the MDG area that is furthest from achieving the target for 2015. This focus permeates the organisation in its programming/planning documents, and in its reports and evaluations. Surveyed stakeholders hold positive views about the contributions of UNFPA's programming to national priorities.

## Conclusions

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UNFPA continues to be recognised for the relevance and clarity of its mandate. The organisation's strategic plan for 2014-2017 is suited to further strengthen the alignment of UNFPA's strategy with its mandate.

UNFPA has taken concrete measures to create an organisation with a strong results orientation, and the implementation of these measures is well advanced at headquarters. At the level of country offices, UNFPA is in the process of addressing remaining internal capacity gaps, including through a series of capacity-development workshops that are expected to commence in 2015.

The organisation has also strengthened its systems and processes to report on results. The implementation of related measures is underway, and UNFPA is taking steps to ensure consistent capacity for results-based reporting across organisational levels. At the time of this assessment it is not yet possible to assess UNFPA's overall progress towards its organisational or country level objectives based on available documented evidence.

UNFPA is effectively integrating the cross cutting priorities that fall within its mandate, such as gender equality, human rights-based approaches, and HIV/AIDS. The mainstreaming of humanitarian programming remains a work in progress. The Fund has the policies to guide its humanitarian work but limited human and financial resources to fully engage in humanitarian and emergency settings. UNFPA aims to address this by improving operational and programmatic systems and processes for humanitarian programming, and may seek increases in funding and standby partner arrangements to ensure access to necessary human resources.

Since 2010, the Fund has made notable improvements in systems for accountability and has continued to review/update its methods for allocating resources. Results-based budgeting has also steadily improved over time. The organisation is still in the early stages of establishing systems and a culture to enable it to appropriately handle all kinds of risks.

UNFPA's policies and systems to manage staff performance are considered adequate. The Fund is working to ensure that the existing systems are used to full advantage.

UNFPA has made significant progress in strengthening its evaluation function. Revisions to its evaluation policy, the establishment of a structurally independent Evaluation Office in 2013, and continuing efforts to improve the quality of Country Programme Evaluations are indications of the Fund's commitment to improving the credibility, independence and use of evaluations.

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## Overall MOPAN ratings of UNFPA

The two charts below show the ratings on the key performance indicators that MOPAN used to assess UNFPA in 2014. The first chart shows the ratings on 21 key performance indicators designed to measure organisational effectiveness (practices and systems), and the second chart shows ratings on the four indicators designed to assess evidence of UNFPA's relevance, progress towards organisational and country-level results, and contributions to national goals and priorities.

### Organisational effectiveness– overall ratings

#### Strategic management

KPI-1 Providing direction for results

#### Survey respondents

4.32

#### Document review

4

KPI-2 Corporate strategy based on clear mandate

5.37

6

KPI-3 Corporate focus on results

N/A

5

KPI-4 Focus on cross-cutting priorities

4.57

5

KPI-5 Country focus on results

5.12

4

#### Operational management

KPI-6 Transparent and predictable funding

4.39

5

KPI-7 Results-based budgeting

3.76

4

KPI-8 Financial accountability

4.39

5

KPI-9 Using performance information

4.15

5

KPI-10 Managing human resources

3.34

4

KPI-11 Performance oriented programming

N/A

4

KPI-12 Delegating authority

4.27

4

KPI-13 Mainstreaming humanitarian programming

4.38

5

#### Relationship management

KPI-14 Supporting national plans

4.86

6

KPI-15 Adjusting procedures

4.42

N/A

KPI-16 Using country systems

4.80

N/A

KPI-17 Contributing to policy dialogue

4.91

N/A

KPI-18 Harmonising procedures

4.81

5

#### Knowledge management

KPI-19 Evaluating results

4.44

4

KPI-20 Presenting performance information

4.05

4

KPI-21 Disseminating lessons learned

3.91

5

#### Legend

Strong or above

4.50–6.00

Adequate

3.50–4.49

Inadequate or below

1.00–3.49

Document review data unavailable



Not assessed

N/A

Relevance and evidence of progress towards results – overall ratings

Relevance and results	Assessment Rating
KPI A: Evidence of UNFPA's relevance	Strong
KPI B: Evidence of progress towards organisation-wide results	Adequate
KPI C: Evidence of progress towards UNFPA stated country-level results	Inadequate
KPI D: Evidence of contribution to national goals and priorities, including Millennium Development Goals	Adequate





# 1. Introduction

## 1.1 PURPOSE OF MOPAN ASSESSMENTS

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MOPAN assessments are intended to:

- Generate relevant, credible and robust information MOPAN members can use to meet their domestic accountability requirements and fulfil their responsibilities and obligations as bilateral donors.
- Provide an evidence base for MOPAN members, multilateral organisations and their partners/clients to discuss organisational effectiveness and reporting on development and/or humanitarian results.
- Support dialogue between individual MOPAN members, multilateral organisations and their partners/clients to build understanding and improve organisational performance and results over time at both country and headquarters level.

MOPAN's assessment methodology is evolving in response to what is being learned from year to year, and to accommodate multilateral organisations with different mandates (e.g. global funds, organisations with significant humanitarian programming, organisations with a predominantly humanitarian mandate).

## 1.2 PROFILE OF UNFPA

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### **Mission and mandate**

Established in 1969, the United Nations Population Fund (UNFPA) is a subsidiary body of the United Nations General Assembly (UNGA) whose mission is to “deliver a world where every pregnancy is wanted, every birth is safe, and every young person’s potential is fulfilled”. To realise its mission, UNFPA works with governments, non-governmental organisations (NGOs), foundations, the private sector, civil society organisations and in partnership with other UN agencies to bring about changes in women’s, youth and adolescents’ lives, ensure that their rights are fulfilled and their needs met (UNFPA, 2014 [08]).

The organisation’s mandate is guided by the International Conference on Population and Development Programme of Action (ICPD PoA) adopted in 1994 and the Millennium Development Goals (MDGs) established in 2000 at the Millennium Summit.

### **Structure and governance**

UNFPA is headquartered in New York, USA and operates in more than 150 countries through 129 country offices. As of 2014, the Fund also had six regional (Arab States, Asia & Pacific, East & South Africa, Eastern Europe & Central Asia, Latin America & the Caribbean and West & Central Africa), four sub-regional and six liaison offices (in Addis Ababa, Brussels, Copenhagen, Geneva, Washington D.C. and Tokyo) to help co-ordinate the work of the organisation and support country office operations.

UNFPA receives policy guidance from the UN Economic and the Social Council (ECOSOC). Its governing and decision making body, the UNDP/UNFPA/UNOPS Executive Board (EB), is made up of representatives from 36 UN member states. The EB’s functions are delineated in its founding resolution, General Assembly resolution 48/162 of 1993. The EB is responsible for providing inter-governmental support and supervising the activities of the Fund in accordance with the overall policy guidance of the General Assembly and ECOSOC. The UNFPA Board meets regularly within a year to discuss the Fund’s activities, approve its policies, country programmes, and budgets. Since 2001, the EB has held two regular sessions and one annual session each year (UN, 2011 [01]).

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UNFPA is administered by an Executive Director supported by two Deputy Executive Directors all of whom are appointed by the United Nations Secretary-General in consultation with the Executive Board. Also formally appointed as Assistant Secretary-General, UNFPA's Deputy Executive Directors are responsible for overseeing the global management of the Fund and its programming activities.

### Funding

UNFPA relies entirely on voluntary donor contributions for core financing of the organisation's programming activities (i.e. regular/core resources) and on earmarked funds (i.e. non-core resources) for particular projects or programmes.

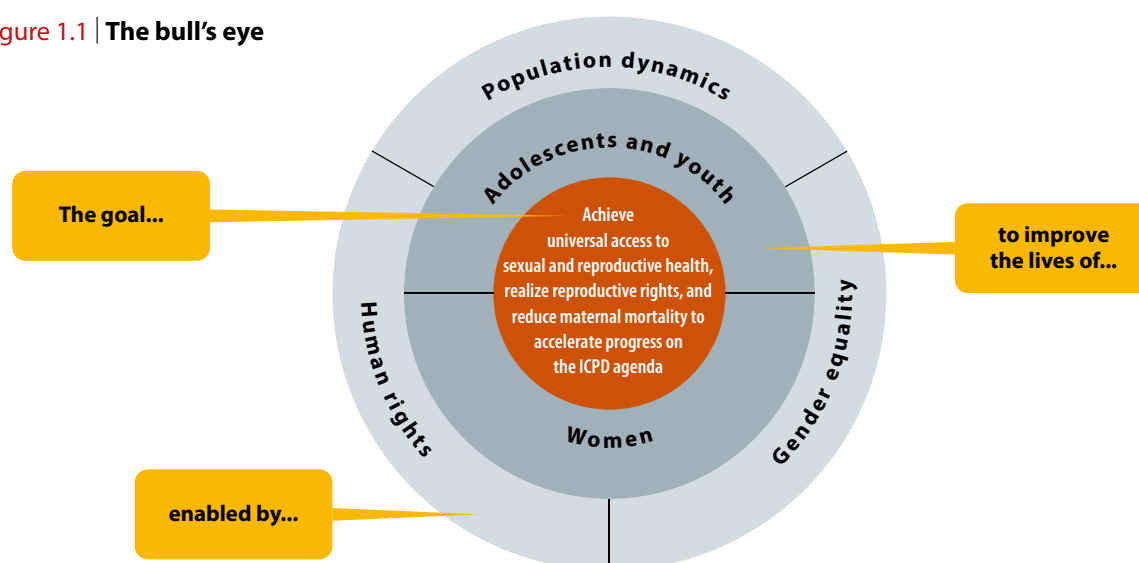
In 2013, UNFPA total revenue was USD 976.7 million. This included USD 495.6 million from core resources and USD 481.1 million from non-core and other resources (UNFPA, 2014 [44], p. 20). Based on past trends and in line with the Strategic Plan targets and the Integrated Resource Plan, UNFPA's revenues for the period 2014-2017 are projected to be a total of USD 4.3 million, consisting of USD 1.9 million in regular resources and USD 2.4 million in other resources.

As UNFPA continues to enjoy support from a significant number of member states, further efforts are being made to increase the political and financial will to support its mandate and expand its funding base. As such, the organisation aims to diversify its sources of funding by increasingly including private and philanthropic sectors and countries from emerging market economies. (UNFPA, 2013 [53], p. 15)

### Strategy

The UNFPA strategic plan 2014-2017, adopted in September 2013, focuses on addressing the unfinished agenda of Cairo by giving special attention to sexual and reproductive health (SRH) and reproductive rights (MDG 5) which, according to the organisation, is one of the MDGs farthest from attainment (UNFPA, 2013 [04], p. 3). The 2014-2017 strategic plan identifies women, adolescents and youth as the key beneficiaries of the Fund's work, and commits to placing particular emphasis on addressing the needs of the most vulnerable and marginalised populations, including adolescent girls, indigenous people, ethnic minorities, migrants, sex workers, persons living with HIV, and persons with disabilities. The organisation views the respect for human rights, promotion of gender equality, and population dynamics as key enabling factors to operationalising its plan (UNFPA, 2013 [04], pp. 3-5). The strategy is illustrated in Figure 1.1 below by the bull's eye.

Figure 1.1 | The bull's eye



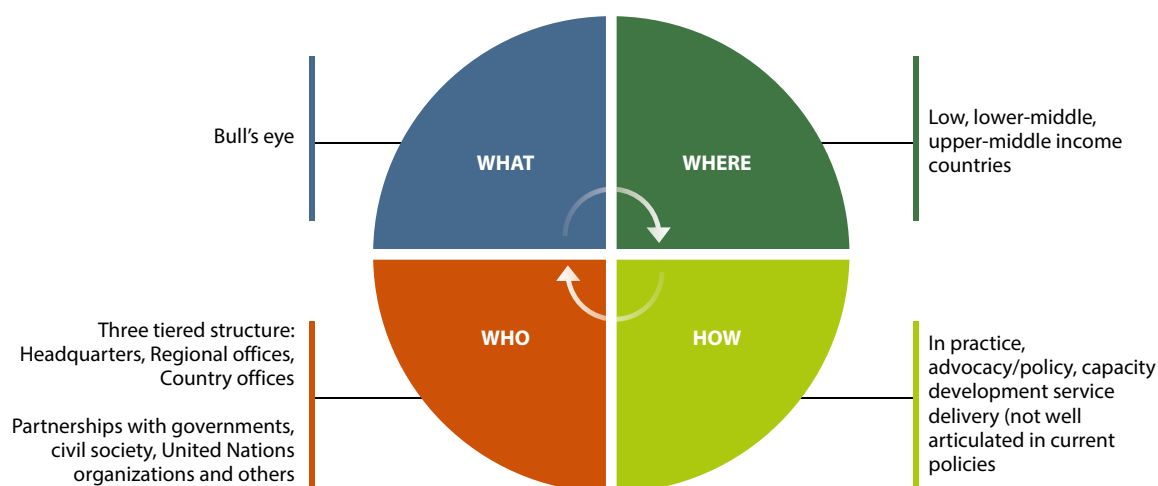
### Change and reforms

Since the 2010 MOPAN assessment, UNFPA has undertaken a series of initiatives aimed to strengthen the organisation's mandate and its focus on results and improve accountability. These have included:

**Mid-term review (MTR) of the 2008-2013 Strategic Plan** - UNFPA commissioned a review of its 2008-2013 Strategic Plan in 2011 to ensure continuing relevance of its work. Findings from this review led to the implementation of several processes to strengthen results-based management practices and to a significant refocusing of the Fund's strategic direction which placed sexual and reproductive health (SRH) and reproductive rights at the centre of its work.

**2014-2017 integrated results framework, outcome theories of change and business model** – The 2011 MTR also led to the adoption of a revised results framework (i.e. the “integrated results framework”) and outcome theories of change to guide the organisation's work. The Fund's business model was revised to adapt to (and better address) the different needs and shifting nature of support requested from countries in which UNFPA operates (UNFPA, 2013 [04], p. 11). It is expected that the revised business model will not only affect the way the organisation operates and disburses funds in different types of countries, but that it will also affect the skill sets required for UNFPA staff to adequately respond to countries' specific and changing needs. At the time of this assessment, the organisation had revised its resource allocation system (RAS) to countries, adopted a new human resource strategy, and was in the process of re-profiling its offices/realigning its staffing structure to the revised business model.

Figure 1.2 | UNFPA's Business Model



**Results based budgeting and integrated budget 2014-2017** – UNFPA has sought to improve its practices and systems for implementing results-based budgeting and has adopted practices aimed to improve linkages between its budget and institutional results framework. This is in line with decision 2009/22 and 2009/26 (\$26) of its Executive Board which called for harmonised budgeting presentation and methodologies between UN agencies, particularly UNFPA, UNDP and UNICEF (and now UNOPS and UN Women). In 2013, UNFPA produced its first integrated budget estimates for 2014-2017 which are aligned with the harmonised approach adopted based on decisions 2010/32, 2011/10, 2012/27 and 2013/9 of the Executive Board.

**Alignment to the Quadrennial Comprehensive Policy Review (QCPR)** - The integration of QCPR directives are reflected in the UNFPA 2014-2017 strategic plan and its related integrated results framework (UNFPA, 2013 [26]).

**Revised evaluation policy** - UNFPA commissioned an independent review of its evaluation policy in 2012. Conducted by the UN Office of Internal Oversight Services' (OIOS), the review resulted in the creation of an independent Evaluation Office and the adoption of a revised evaluation policy in 2013 (UNFPA, 2014 [24]).

**Humanitarian strategy** - UNFPA introduced in 2012 a second generation humanitarian strategy to guide and strengthen the organisation's work in humanitarian settings, along with its related standard operation procedures (SOPs) and fast track policies and procedures (FTPs).

**Regionalisation** - UNFPA has completed a regionalisation process initiated in 2007 to strengthen support to country offices with the establishment of regional offices. The reorganisation process, which required the merger of UNFPA's headquarters' geographical division with the country technical services support team, remains a work in progress. (UNFPA, 2013 [24], pp. 8-13)

**ICPD beyond 2014 and the post-2015 development agenda:** UNFPA has been at the forefront of processes aimed to plan for beyond 2014 (in terms of the ICPD) and post 2015 (in terms of the MDGs). As the lead agency for co-ordinating the ICPD Beyond 2014 review process, in 2012 the Fund joined forces with United Nations' member agencies and other key stakeholder groups to develop the *ICPD Beyond 2014 Global Report* (UNGA, 2014 [01]); a report developed with the aim to influence the post- 2015 UN development agenda (UNFPA, 2014 [35]) that is expected to be adopted at a Summit in September 2015. (Beyond 2015 - Overview, 2014 [46])

For additional information, please consult UNFPA's website: [www.unfpa.org](http://www.unfpa.org).

### 1.3 PREVIOUS MOPAN ASSESSMENTS OF UNFPA

Since MOPAN's establishment in 2003, it has conducted four assessments of UNFPA (in 2005, 2008, 2010 and 2014). Although MOPAN's methodology has changed over time, findings from previous MOPAN assessments can provide some insight into the evolution of the organisation and the perceptions of surveyed stakeholders.

The main findings of the 2010 MOPAN assessment of UNFPA were as follows:

- UNFPA was commended for the clarity of its mandate and senior-level leadership on results management. Initiatives undertaken to strengthening its approach to results-based management (RBM) were noted but some limitations were observed in its organisational and country level results frameworks.
- Stakeholders considered UNFPA strong in mainstreaming cross-cutting priorities related to its core mandate: gender equality, human rights-based approaches, and HIV/AIDS.
- In relation to financial accountability, UNFPA was perceived to have strong internal and financial audit practices and room for improvement in managing risk.

- UNFPA's efforts to restructure and decentralise were noted and stakeholders' perceptions suggested that the organisation has an adequate framework in place for the delegation of decision-making authority to country level.
- Some limitations were noted in UNFPA's use of performance information in adjusting policies and planning new initiatives, both at the country and organisation-wide levels, and in reporting on lessons from its programming experience based on performance information.
- UNFPA was commended for supporting national plans and strategies and valued for its contributions to policy dialogue and respecting partner views. It was perceived as strong in harmonising arrangements and procedures with other programming partners. In-country stakeholders indicated that UNFPA could improve its processes by shortening the length of time needed to complete procedures, improving its ability to respond to changing circumstances on the ground, and increasing flexibility in implementing projects and programmes.
- Overall UNFPA was considered adequate in monitoring and evaluating performance. Some challenges were noted with regard to evaluation coverage and quality.
- While UNFPA reports against its corporate strategy, some shortcomings were noted in its presentation of performance information, particularly with regard to reporting on outcomes.

In Chapters 3 and 4, any notable changes in the assessment of UNFPA since the previous assessment are noted in specific findings, the conclusions, and the Executive Summary – as appropriate.

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## 2. Methodology

## 2.1 OVERVIEW

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The detailed MOPAN methodology – “the Common Approach” – is presented in the Technical Report, Volume II, Appendix I. The following is a brief summary.

MOPAN assessments examine:

- Organisational effectiveness: Organisational systems, practices, and behaviours that MOPAN believes are important for managing for results, and that influence an organisation’s ability to achieve its strategic objectives and contribute to its proposed development or humanitarian results at the country level; and
- Humanitarian and/or development results: Evidence of an organisation’s contributions to development and/or humanitarian results at both the organisation-wide level and the country level, as well as the relevance of the organisation’s work.

Refinements that have been made in the methodology over time should be taken into consideration when comparing MOPAN assessments of an organisation across years.

### **Data collection methods and sources**

Over the years, MOPAN developed a mixed-methods approach to generate relevant and credible information that MOPAN members can use to meet their domestic accountability requirements and support dialogue with multilateral organisations that they are funding.

MOPAN uses multiple data sources and data collection methods to triangulate and validate findings. This helps eliminate bias and detect errors or anomalies.

In 2014, the two primary sources of data were surveys of the multilateral organisation’s stakeholders (see respondent groups in Section 2.2 below) and a review of documents prepared by the organisations assessed and from other sources. Interviews with staff of multilateral organisations contributed to contextualising data and helped clarify findings emerging from other data.

### **Assessment of organisational effectiveness**

MOPAN examines performance in four areas of organisational effectiveness: strategic management, operational management, relationship management, and knowledge management. Within each performance area, effectiveness is described using key performance indicators (KPIs) that are measured through a series of micro-indicators (MIs) using data from the survey and document review.

For organisational effectiveness, survey respondent ratings are shown as mean scores and are presented alongside document review ratings based on criteria defined for each micro-indicator. Not all micro-indicators are assessed by both the survey and the document review. The charts show survey scores and document review scores for the relevant KPIs or MIs.

### **Assessment of development and/or humanitarian results**

MOPAN also examines the concrete evidence of results achieved and the relevance of country-based activities through four key performance indicators:

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- Evidence of the multilateral organisation's relevance
- Evidence of the multilateral organisation's progress towards its organisation-wide results
- Evidence of the multilateral organisation's progress towards its stated country-level results
- Evidence of the multilateral organisation's contribution to national goals and priorities, including the Millennium Development Goals (MDGs).

In this component of the assessment, a “best fit approach” is used in determining the ratings for the KPIs above. This approach is used because it is better suited when criteria are multi-dimensional, there is a mix of both qualitative and quantitative data, and it is not possible to calculate a simple sum of the data points. Based on an analysis of all lines of evidence (document review, survey and interviews), each KPI is given a preliminary rating (strong, adequate, inadequate, weak) based on performance descriptors. A panel of experts reviews and validates the preliminary ratings and draft findings.<sup>1</sup> The criteria used as a basis for judgement and the process followed to arrive at a final rating are described in the Technical Report, Volume II, Appendix I.

## 2.2 DATA SOURCES AND RATINGS

### Survey

MOPAN gathers stakeholder perceptions through a survey of MOPAN members (at headquarters and in-country) and other key stakeholders of the multilateral organisation. Donor respondents are chosen by MOPAN member countries; other respondents are identified by the multilateral organisation being assessed.

The survey questions relate to both organisational effectiveness and to the achievement of development and/or humanitarian results. Survey respondents are presented with statements and are asked to rate the organisation's performance on a six-point scale where a rating of 1 is considered “very weak” up to a rating of 6 which is considered “very strong.” A mean score is calculated for each respondent group (e.g. donors at headquarters).

MOPAN aims to achieve a 70% response rate from donors at headquarters and a 50% response rate among respondents in each of the survey countries (i.e. donors in-country and other respondent groups such as direct partners/clients).

### UNFPA survey respondents

In the 2014 assessment, the overall survey results for UNFPA reflect the views of 225 respondents on UNFPA's performance in the areas of organisational effectiveness and contribution to development results. (UN country team respondents were included only in the data on UNFPA in Tanzania.) The respondent groups for UNFPA included:

- donors at headquarters
- donors in-country

1. The panel is composed of the Senior Methodological Advisor, the senior consultants involved in each of the assessments, and external peer reviewers with knowledge of the particular agency, the UN system, or expertise in managing for results.

- direct partners
- peer organisations in Bangladesh, DRC, and Kenya<sup>2</sup>
- other representatives of UNCT engaged in Delivering as One (only in Tanzania).<sup>3</sup>

**Figure 2.1 | Number of survey respondents and total population for UNFPA by country and respondent group (n=230)**

Actual number of respondents (total population)						
Geographic focus	Donors at HQ	Donors in country	Direct partners	Peer organisations	UNCT DaO partners	Total
Bangladesh	–	6 (9)	19 (21)	6 (10)	–	31 (40)
Cambodia	–	2 (6)	34 (35)	–	–	36 (41)
Democratic Republic of Congo	–	2 (9)	23 (24)	4 (8)	–	29 (41)
Ecuador	–	1 (3)	21 (22)	–	–	22 (25)
Kenya	–	5 (8)	33 (37)	4 (7)	–	42 (52)
Tanzania	–	6 (9)	25 (30)	–	5 (10)	36 (49)
Global	34 (53)	–	–	–	–	34 (53)
<b>Total</b>	<b>34 (53)</b>	<b>22 (44)</b>	<b>155 (169)</b>	<b>14 (25)</b>	<b>5 (10)</b>	<b>230 (301)</b>
Response rate	64%	50%	92%	56%	50%	76%

### Document review

The document review considers: multilateral organisation documents; internal and external reviews of the organisation's performance; and evaluations, either internal or external, of the achievement of results at various levels.<sup>4</sup>

In the assessment of UNFPA, the assessment team reviewed approximately 375 documents, 87% of which were available publicly while the other 13% were internal documents provided by UNFPA.

Document review ratings are based on a set of criteria that MOPAN considers to represent good practice in each area. The criteria are based on existing standards and guidelines (for example, UNEG or OECD-

2. Peer organisations include representatives of UN organisations or international NGOs that have significant investments in humanitarian assistance and emergency preparedness. They have been included in order to provide feedback on UNFPA role in emergency/humanitarian contexts.

3. This group was added at the request of UNFPA in Tanzania. The responses from this group are only incorporated in the data on UNFPA performance in Tanzania in Chapter 5.

4. MOPAN does not use bilateral assessments of multilateral organisations as a source of data because some of these assessments draw on MOPAN as a source of data.

DAC guidelines), on MOPAN identification of key aspects to consider, and on the input of subject-matter specialists. The rating for each micro-indicator depends on the number of criteria met by the organisation.

### **Interviews**

Semi-structured interviews are conducted at headquarters, regional offices (in some cases), and country offices of multilateral organisations with staff members who are knowledgeable in areas that relate to the MOPAN assessment. The interviews provide the assessment team with i) the most accurate information about a multilateral organisation's on-going reform agenda and the key documents that explain the various systems and practices that have been established to support it; and ii) contextual insight to clarify, refute and/or validate observations emerging from other lines of evidence/data sources.

Interviews were held with 42 UNFPA staff members: 27 staff members at headquarters, 8 UNFPA representatives in country offices, and 7 UNFPA representatives in regional offices.

## **2.3 STRENGTHS AND LIMITATIONS OF THE MOPAN COMMON APPROACH**

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MOPAN continues to improve its methodology based on experience each year. The following strengths and limitations should be considered when reading MOPAN reports.

### **Strengths**

- The MOPAN Common Approach is based on existing bilateral assessment tools with the intent to reduce the need for other assessment approaches by bilateral donors.
- In line with donor commitments to aid effectiveness and ownership, it seeks perceptual information from different stakeholder groups.
- It uses multiple sources of data to increase the validity of the assessment, enhance analysis, and provide a basis for discussion of agency effectiveness.
- MOPAN reports are validated and reviewed by the MOPAN members, the multilateral organisation being assessed and the MOPAN Secretariat.

### **Limitations**

- Although MOPAN uses recognised standards and criteria for good practice, such criteria do not exist for all indicators. Many document review criteria were developed by MOPAN; these are a work in progress and not definitive standards.
  - The MOPAN methodology is reviewed and revised periodically to reflect expectations of MOPAN members. This poses some challenges for comparing and explaining differences in ratings from one assessment to another. Using ratings on their own will not provide sufficient explanation of the progress or lack of progress a multilateral organisation is making (e.g. the 2010 and 2014 UNFPA assessments).
  - The countries selected for MOPAN assessments comprise only a small proportion of each institution's operations, thus limiting generalisations.
  - For the survey, the Common Approach uses a purposive sampling method called 'expert sampling' in which potential respondents are identified by MOPAN members and the multilateral organisations
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as having the basis for an expert opinion on the organisation being assessed. While the survey aims to gather diverse perspectives on the multilateral organisations being assessed, the collected survey responses are not representative of the entire “population” of donors, partners, etc.

- The survey also covers a broad range of issues and individual respondents may not have the knowledge to respond to all the questions relating to a given organisation. In addition, survey rating choices may not be used consistently by all respondents. For example, some respondents may tend to avoid extremes on a scale, some may have a tendency to be overly critical, and in some cultures, respondents may be unwilling to criticise or too eager to praise.
- While the use of multiple sources of data strengthens the validity of MOPAN assessments, there are often differences between the findings from different data sources. Some differences may be explained by the fact that document review ratings are based on very specific criteria while survey results are determined by the perceptions of a wide range of stakeholders with different levels of knowledge. Interviews often provide important context for the assessment, but may not be sufficient to explain any differences between the survey and document review ratings.
- In the survey at the country level, there are sometimes only a few respondents in a particular respondent group. To ensure confidentiality in such cases, the Technical Report does not provide a breakdown by respondent group. In addition, if the assessment team identifies outliers whose survey responses are shifting the trend in the mean score, the report presents the mean score with and without the outlier ratings.

### **Challenges in applying the MOPAN Common Approach to UNFPA**

- UNFPA has a physical presence and oversight and programmatic roles at headquarters, the regional and sub-regional level, and in its country offices. While MOPAN indicators assess an organisation’s practices and systems at corporate and country level they do not facilitate an in- depth analysis of UNFPA’s roles at the regional level.
  - UNFPA has gradually increased its engagement in humanitarian settings and this is also observed in the substantial increase of funding allocated to humanitarian programming. For this year’s assessment both UNFPA and MOPAN members expressed an interest for the assessment to provide some insights on UNFPA’s work in mainstreaming humanitarian programming. While the assessment team attempted to accommodate this request, this was done in the context of the MOPAN methodology, which does not facilitate capturing more in depth information on the work of the organisation in emergency or humanitarian settings.
  - MOPAN Common Approach indicators are not well-suited to specifically assess UNFPA’s normative work at the global and regional level, including its role as a global convener and knowledge broker for policy and technical issues and the support provided to governments to integrate internationally recognised norms and standards into national legislation, policies and development plans. The assessment team was aware of this issue and made deliberate efforts to provide an analysis of UNFPA’s global advocacy and normative role whenever possible and under indicators where that seemed most relevant; e.g. KPI 4, 17 and B (under outcome 1 and 7).
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- The MOPAN framework does not adapt easily to a Delivering as One context. However, in order to accommodate a request from UNFPA, the survey included other UN country team members as respondents in Tanzania. Because this group is only included in Tanzania, their views are only reflected in the Tanzania-specific data (section 5.7 of this report and section 4.7 of the Technical Report, Volume I).

MOPAN believes that the large amount of data and the efforts to explore convergence of the different sources help to mitigate the limitations. Face-to-face interviews at UNFPA Headquarters and the addition of telephone/Skype interviews with some decentralised staff have enriched the analysis beyond document reviews and survey responses. The reports thus provide a reasonable picture at a particular point in time of both the systems associated with the organisational effectiveness of multilateral organisations and the evidence of development and/or humanitarian results achieved.

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### 3. UNFPA's organisational effectiveness

### 3.1 INTRODUCTION

This chapter provides a summary of UNFPA's performance in the four performance areas (strategic, operational, relationship, and knowledge management) as well as findings on each of the key performance indicators (KPI) in each area. Any noticeable changes in UNFPA's practices and systems since the previous MOPAN assessment are noted, as well as any changes in the UNFPA ratings. The assessment draws on document review, survey results, and interviews. Data on the specific micro-indicators that were assessed in each KPI are presented in Volume I and II of the Technical Report.

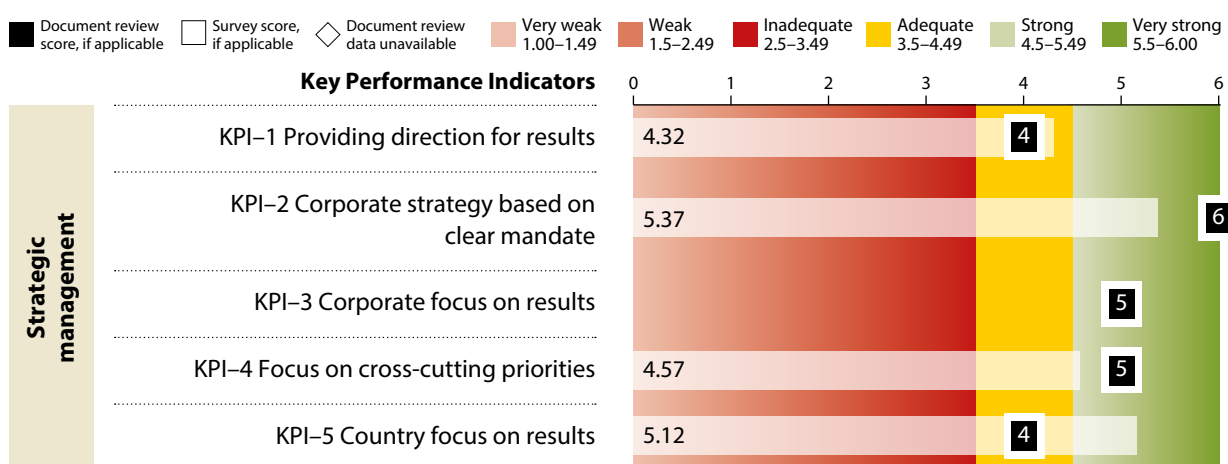
### 3.2 STRATEGIC MANAGEMENT

#### 3.2.1 Summary

Survey respondents generally perceived UNFPA to be adequate in relation to its management for results at the organisational level, but strong on the alignment of its organisation-wide strategy to its mandate, its focus on cross-cutting priorities, and country focus on results. The document review ratings ranged from adequate to very strong.

Figure 3.1 shows the overall survey and document review ratings for the five KPIs in the strategic management performance area.

**Figure 3.1 | Performance area I: Strategic management, survey and document review ratings**



#### 3.2.2 Findings on each key performance indicator

##### KPI 1: Providing direction for results

###### Finding 1:

UNFPA has made considerable efforts to strengthen its systems and practices to manage for development results and better mainstream RBM in all of its operations. It has introduced various initiatives to strengthen RBM capacity in country offices and to improve the organisation's data collection and monitoring and measurement systems. At the time of this review, these initiatives are still works in progress and it is too early to assess their effects.

While UNFPA was rated adequate overall on this KPI by both the survey and the document review, direct partners rated it strong and the document review noted significant improvements since the 2010 MOPAN assessment.

Since the last MOPAN assessment, the organisation has undertaken several initiatives to strengthen and institutionalise management for development results (MfDR) practices at both the organisational and country levels. Efforts to instil a culture that is results oriented at the organisational level have included: the launch of a results based management (RBM) policy in 2011 along with the adoption of a robust organisation-wide results framework to steer and monitor the organisation's programming activities.

Emphasis on the results agenda at the institutional level was further reinforced by the adoption of a business model aimed to lead to the refocusing of the organisation's efforts for the 2014-2017 period, and the development of outcome theories of change that provide guidance on how the Fund plans to implement and achieve the objectives stated in its strategic plan (SP).

At other levels, RBM initiatives have included: the establishment of monitoring and evaluation (M&E) officer positions at the country and regional levels to strengthen and ensure the provision of adequate support in M&E capacities, and the creation of a Programme Review Committee (PRC) in 2012 to provide internal quality assurance for the development of results-oriented country programme documents (CPDs).

While the organisation has made commendable efforts to strengthen practices to manage for development results and better mainstream RBM in all of its operations, findings from the 2014, 2013 and 2012 UNFPA internal audit reports still highlighted room for improvement in strengthening and building RBM and M&E capacities at country level. The 2013 Audit of the Global Regional Programme (GRP) conducted by KPMG in 2013 furthermore highlighted the importance for UNFPA to ensure that its capacity building activities are based on consistent country level capacity assessments to ensure adequate coverage of skills gaps in country offices (KPMG, 2013 [01], p. 28); there are some indications that the new mechanism for Global Regional Interventions (GRI) has built on this audit recommendation.

Several initiatives aimed to strengthen the organisation's data collection, monitoring and measurement systems to inform organisational performance were also noted as works in progress. At the time of the assessment, the organisation was developing and fine tuning systems to better capture results and increase the measurability and tracking of performance. Such initiatives include the development of: 1) metadata sheets created to increase measurability of the 2014-2017 SP indicators; 2) the Strategic Information System (SIS), a tool for management and decision making that will include a module on monitoring results at all levels of the organisation; and 3) the global programming system (GPS) that will support the monitoring of implementing partners' annual work plans (UNFPA, 2014 [23], p. 27).

## **KPI 2: Corporate strategy based on clear mandate**

### ***Finding 2:***

**UNFPA continues to be recognised for the relevance and focus of its mandate. Since 2010, it has engaged in re-focusing processes to strengthen alignment of its strategic plan with the organisational mandate. These have included the adoption of a business model to guide the work of the Fund and position it to better address the changing needs of its clients, and the alignment with the QCPR guidance and priorities.**

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When asked whether UNFPA has a clear mandate and whether the organisation-wide strategy (i.e., 2014-2017 SP), is aligned with its mandate, the majority of MOPAN donors at headquarters (87%) rated the organisation strong or very strong. In addition, more than 20% of all respondents and 35% of MOPAN donors at headquarters commented on the specific nature and relevance of UNFPA's mandate when asked about the organisation's greatest strength.

As in 2010, the Fund received a rating of very strong in the document review for ensuring that the 2014-2017 strategy is aligned with its mandate.

UNFPA's mandate was established by the United Nations Economic and Social Council (ECOSOC) in 1973 and refined in 1994 following the International Conference on Population and Development (ICPD). Since then, subsequent international agreements have influenced and guided the organisation's work and continue to do so. Among others, these have included: the ICPD+5 review in 1999, the eight Millennium Development Goals derived from the Millennium Summit in 2000 (UNFPA, 2014 [20]) and more recently, the review of the ICPD beyond 2014 and the post-2015 development agenda, the United Nations Secretary General's Global Strategy for Women's and Children's Health, and the broader United Nations reform agenda (UNFPA, 2013 [04], p. 4).

Since the 2010 MOPAN assessment, the organisation has been engaged in processes aimed to ensure the continuing relevance of its work (see KPI A) and that its strategies are clearly focused on its mandate. This was highlighted in the mid-term review of the 2008-2013 Strategic Plan, which led the organisation in a thinking/reflection process (both retrospective and forward-looking), that resulted in "sharpening the strategic focus of the organisation" (UNFPA, 2011 [02], p. 5). The organisation now focuses on a smaller number of strategic priorities under the 2014-2017 Strategic Plan in order to "better fulfil its mission" and has adopted a business model that provides clearer guidance on how UNFPA should engage in different country contexts and thus position itself to better address the changing needs of its clients (UNFPA, 2013 [04], p. 13).

UNFPA's *raison d'être*, as highlighted in its mission statement, is to "deliver a world where every pregnancy is wanted, every birth is safe, and every young person's potential is fulfilled" (UNFPA, 2014 [20]). According to UNFPA, its uniqueness lies in its willingness to advocate, discuss, address and deal with the most sensitive and often taboo themes (e.g. gender relations, sexual and reproductive rights, sexuality education, HIV, gender-based violence (GBV), female genital mutilation/cutting (FGM/C), etc.) in various socio-cultural and oftentimes not so "welcoming" settings. This view was also shared by 50% of surveyed donors at HQ who often cited UNFPA's mandate as its greatest strength.

In the 2014 MOPAN assessment, the Fund was also highly rated in the document review and by survey respondents for ensuring strategic alignment with the quadrennial comprehensive policy review

**Illustrative survey respondent views: UNFPA's mandate often cited as its greatest area of strength by donors at HQ**

*"UNFPA is the only UN organisation to focus on the most sensitive issues of the SRHR agenda, including safe abortion, early, child and forced marriage, contraception and FGM."*

(Donor at HQ respondent)

*"Only UN agency with a clear and worldwide mandate on ICPD and SRHR."* (Donor at HQ respondent)

*"The specific mandate around the many challenges of women and young people in the area of SRHR. This is an area with intersections to many other development areas but needs specific targeting to allow for exercise of human rights and free individual development, especially of young women."* (Donor at HQ respondent)

(QCPR) guidance and priorities. UNFPA's Strategic Plan 2014-2017 (Annex 5) indicates how the organisation has tried to align its SP with the QCPR and provides a summary of actions that have been taken or that are underway to address guidance from the QCPR. The influence of the QCPR directives is particularly reflected in the organisation's management results framework (MRF) which contains indicators to track the implementation of the QCPR priority areas as highlighted in the undg QCPR Action plan, some of which are shared with other UN Funds and Programmes (namely UNDP, UNICEF, UN-Women, and WFP) and others that are specific to UNFPA. In the organisation's development results framework (DRF) most indicators make reference to building national capacities which, according to the organisation, is also a reflection of UNFPA's conformity to the QCPR directive that encourage organisations to place higher emphasis on capacity development (UNFPA, 2013 [04], p. 11).

### KPI 3: Corporate focus on results

**Finding 3:** **The Fund has undertaken a series of actions to strengthen a culture of accountability within the organisation. These efforts have included the adoption of a robust integrated results framework (IRF) and of theories of change for each of the development outcomes to clarify the envisaged change to which UNFPA aims to contribute. Efforts to improve the measurability of some indicators in the IRF are still under way.**

Since the 2010 MOPAN assessment, UNFPA has adopted an integrated results framework (IRF) that is in line with QCPR guidance and that will guide the organisation's operations to 2017. The IRF includes both development and management results frameworks in a single integrated framework and seeks to provide clearer linkages between results levels.

UNFPA was rated strong for its efforts to ensure causal linkages between outputs, outcomes and impact results levels in its recently approved integrated results framework. The document review found that the IRF represents a significant improvement over the 2008-2011 results framework (RF) which was used as the basis for judgement in the 2010 MOPAN assessment. UNFPA has deliberately chosen to formulate corporate outputs that are not limited to the organisation's products and services, but that refer to their effects. UNFPA is aiming to reduce the previously noted gap between outputs and outcomes by focusing its outputs on changes in national capacity, which are understood to link specific products and services on the one side, and development outcomes on the other side.

The Fund's strategic plan also includes an annex on outcome theories of change, which articulates how each output area relates to each set of organisational outcomes and therefore contributes to the overall goal of the organisation. The description of the results chain is complemented by an analysis of risks and assumptions at both output and outcome levels, and a presentation of the strategic interventions that, according to the organisation, will be key to the achievement of set results. The organisation's outcome theories of change however remain to be tested and monitored over time, to confirm whether implementation reality supports the key assumptions underlying the Funds' results framework (e.g. the Fund's assumption that national capacities are the key 'connector' between development interventions and outcomes).

UNFPA was rated adequate for including performance indicators in its IRF. In response to the mid-term review conducted in 2011 which highlighted gaps in regular monitoring of the organisation's performance, the Fund has sought to improve the measurability of its results frameworks. The recently adopted IRF

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includes baseline information (gathered at year 2012) and specific targets to monitor UNFPA's progress up to the year 2017. At the output level, targets are set to be monitored on an annual basis, while those at the outcome and impact level will be monitored biennially with intermediate targets set for the year 2015. All indicators are accompanied by data sources for reporting, and some indicators specify the collection of data disaggregated by sex, age, and/or disability status.

To further improve measurability, UNFPA has also developed metadata sheets for each indicator of the IRF that include: 1) full definitions for each indicator to ensure that the indicators are not excessively complicated, and that any ambiguity in the wording of an indicator will not cause measurement challenges; 2) details on the method of calculation; 3) the data source; and 4) details on how the targets were set (UNFPA, 2013 [22], p. 5). At the time of the assessment, such information had not yet been developed/completed for all indicators of the IRF. The Fund's Programme Division was also in the midst of implementing its action plan aimed to strengthen results monitoring at the country levels, including a results indicator toolkit to assist country offices in their monitoring processes (UNFPA, 2014 [35]).

While the organisation has undertaken efforts to increase measurement of its results indicators, some performance indicators in its management results framework (MRF) are not yet monitorable, either because the organisation is still in the process of developing criteria for measurement (e.g. Output 1.2 of the MRF) or because measurement for shared QCPR indicators has yet to be determined with other UN Funds and Programmes.

#### **KPI 4: Focus on cross-cutting priorities**

**Finding 4:** **UNFPA received strong ratings for mainstreaming the cross-cutting themes that it considers priorities based on its mandate (i.e. gender, HRBAP and HIV/AIDS). The organisation has also made efforts, albeit to varying degrees, to address other themes that are of importance to MOPAN members (i.e. environmental sustainability and good governance).**

**Gender equality** was noted to be at the heart of UNFPA's mandate as the organisation's work is guided by the Programme of Action of the International Conference on Population and Development (ICPD) and by principle 4 in particular. Since the establishment of UN-Women in 2010, UNFPA's programmatic work has shifted to focus more on the linkages of gender equality with sexual and reproductive health and reproductive rights (UNFPA, 2012 [04], p. 14), with particular emphasis on addressing and ensuring the prevention of gender-based violence (GBV) and harmful practices such as female genital mutilation/cutting (FGM/C) as well as ensuring the engagement of men and boys in the promotion of gender equality (UNFPA, 2013 [04], p. 8).

UNFPA's commitment to gender equality is reflected in the 2014-2017 Strategic Plan and the 2011 strategic framework on Gender Mainstreaming and Women's empowerment (UNFPA is currently finalising a new framework for 2014-2017). A review of the organisation's reports indicates that UNFPA monitors and reports on results stated in its strategic plan, but the extent to which it systematically reports on commitments made in the 2011 gender mainstreaming framework (i.e. expected results of the strategic framework for 2008-2013) is unclear. Further reporting on gender mainstreaming is provided annually as part of UNFPA's commitment to implement the UN System Wide Action Plan on Gender Equality and the Empowerment of Women (UNSWAP), which was developed as a means of advancing gender equality and women's empowerment within the policies and programmes of the UN system.

**Human rights-based approaches** – As with gender equality, UNFPA considers respect for human rights as one of the key enabling factors to achieving the organisation's main goal, as inscribed in the "bull's eye", which is to achieve universal access to sexual and reproductive health, realise reproductive rights, and reduce maternal mortality for women, adolescents and youth (MDG5). Human rights at the Fund are, according to the organisation, promoted through a culturally sensitive lens which consists of engaging/partnering with potential agents of change (i.e. CSOs, faith-based organisations, community leaders, etc.) who "have a deep understanding of the local communities as well as the legitimacy to advocate for change from within" (UNFPA, 2014 [36]). Such commitment is specifically delineated under Outcome 3 of the 2014-2017 strategic plan, and particularly in outputs 9 and 11 which respectively focus on developing the capacities of national policy makers and strengthening national protection systems for advancing reproductive rights and promoting gender equality; as well as developing the capacities of CSOs, youth organisations' affiliates and faith-based organisations to advocate for and move forward the agenda on reproductive rights and gender equality at country levels. At the same time, the Fund engages on a normative level with member states by providing data and analyses that can support and expand the evidence base of issues related to advancing SRHR as well as by providing expert advice in intergovernmental negotiations on how to effectively address these issues.

Since the 2010 MOPAN assessment, the organisation's commitment to promoting the application of a human rights-based approach to programming has also been demonstrated in numerous initiatives including the signing of the Framework of Co-operation with the UN High Commissioner for Human Rights which, according to the OHCHR (OHCHR, 2014 [01]), details specific steps that the two organisations will take to enhance co-operation and collaboration in the advancement of women's human rights, in particular with regard to the application of a human rights-based approach to the implementation of policies and programmes to reduce preventable maternal morbidity and mortality.

**HIV/AIDS** – UNFPA's support to the global AIDS response is guided by its strategic plan as well as the UNAIDS "Getting to Zero" Strategy. Its commitment to contributing to the attainment of MDG 6 on combating HIV/AIDS and other diseases is captured in its results framework which highlights HIV/AIDS as an issue that cuts across all of UNFPA's areas of work. While UNFPA's focus on sexual and reproductive health is considered the main entry point for providing information and services on HIV/AIDS related matters, HIV/AIDS interventions at UNFPA are also generally introduced within the context of the organisation's work related to youth education, family planning, maternal health, or management of sexually transmitted infections (UNFPA, 2014 [38]). UNFPA's commitment to addressing this issue within the United Nations system is further highlighted under Outcome 1 (output 4) of its results framework which captures its commitment to align with the UNAIDS Unified Budget, Results and Accountability Framework (UBRAF) commitments.

As one of the 11 co-sponsors of UNAIDS, UNFPA is the lead agency on condom programming and procurement and co-lead agency on SRHR/HIV linkages and integration. As per the 2010 UNAIDS Division of Labour, the Fund also acts as a convener on issues related to reducing sexual transmission of HIV, ensuring the HIV needs of women and girls (including stopping sexual and gender-based violence), and empowering young people and other at-risk groups (such as men who have sex with men, sex workers, and transgender persons) to protect themselves from HIV (UNAIDS, 2010 [02], p. 5). Since 2005 UNFPA has also had the lead responsibility within UNAIDS for prevention among those engaged in sex work (UNFPA, 2014 [39]).

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**Good governance and environmental sustainability** – While these cross-cutting themes fall outside of UNFPA's mandate and are not considered strategic priorities of the Fund, documentary evidence indicates that UNFPA has sought to integrate these themes which are of importance to MOPAN members.

The assessment team looked at the extent to which UNFPA had promoted good governance principles through its programmatic work. This involved looking at work done by the organisation to build/strengthen national capacities for good governance mainly through work around population dynamics. The Fund was rated adequate in light of the support/assistance and strengthening capacities it provides to countries to collect and analyse data that support effective policy dialogue and therefore allow for more responsive, equitable and inclusive policy planning/making and law making at country levels. The organisation also views the recent review of its business model (which recommends prioritising advocacy and policy dialogue/advice, especially in middle-income countries that have achieved progress in addressing basic ICPD-related needs) as a way forward to improving good governance.

The review of UNFPA documents provided no clear indication of how environmental sustainability had been integrated into UNFPA programming, and thus the organisation was given a rating of inadequate. According to the organisation, UNFPA's country programmes fall under specific UNDAF priorities in each country and environmental issues may not be equally relevant for all MOPAN countries assessed this year. Only one of the six country programmes reviewed (Kenya) identified ways in which the country office had successfully advocated for the inclusion of environmental sustainability principles and indicators in the country's policies and programmes (Olenja, Gor, & Okoth-Juma, 2013 [01], p. xviii). Although environmental sustainability is not as visible in programming, UNFPA has adopted a number of initiatives to change business practices and reduce its environmental footprint via the UN Greening the Blue initiative, particularly in procurement via strengthened capacities of the Fund's main suppliers and manufacturers.

#### **KPI 5: Country focus on results**

**Finding 5:** Since the 2010 MOPAN assessment, UNFPA has improved the quality of country programme documents and results and resource frameworks. Overall, survey respondents rated the Fund as strong for consulting with direct partners during country strategic planning processes.

The Fund was rated adequate by the document review for ensuring that its country results frameworks have causal links from outputs through to outcomes and impact and for ensuring that performance indicators are included in country plans and strategies. In the survey, 78% of UNFPA direct partners rated the organisation strong for consulting direct partners in the development of country strategies.

Most of the country programme documents (CPD) and country programme action plans (CPAP) sampled for the six countries in the MOPAN assessment included results frameworks that described expected results at the country level. They nevertheless often lacked consistency in the formulation of results at outcome and output levels and did not specify baselines or targets. However, some of the more recent generation of CPDs (e.g. for the Republic of Congo, Mexico, Namibia and Niger – reviewed to supplement the analysis of this KPI), show a positive trend in quality and consistency of results frameworks that systematically included baselines and targets.

These improvements reflect changes introduced by UNFPA since the 2011 mid-term review of the Strategic Plan, to strengthen RBM processes and enhance the measurability of results at country level. These were

operationalised at the same time that UNFPA implemented its process of regionalisation, which aimed to strengthen the capacities of regional offices to offer integrated technical and programmatic support to country offices and further clarify the roles and responsibilities of country offices, regional offices and headquarters. Among specific improvements, regional offices have been assuming a greater role in providing quality assurance and oversight support to country offices during the country programme development stage – notably through peer reviews provided by regional review committees. At headquarters, a Programme Review Committee now provides quality assurance at the approval stage. Since 2011, the Fund has also produced various guidance documents to strengthen RBM and evidence-based programming at country level.

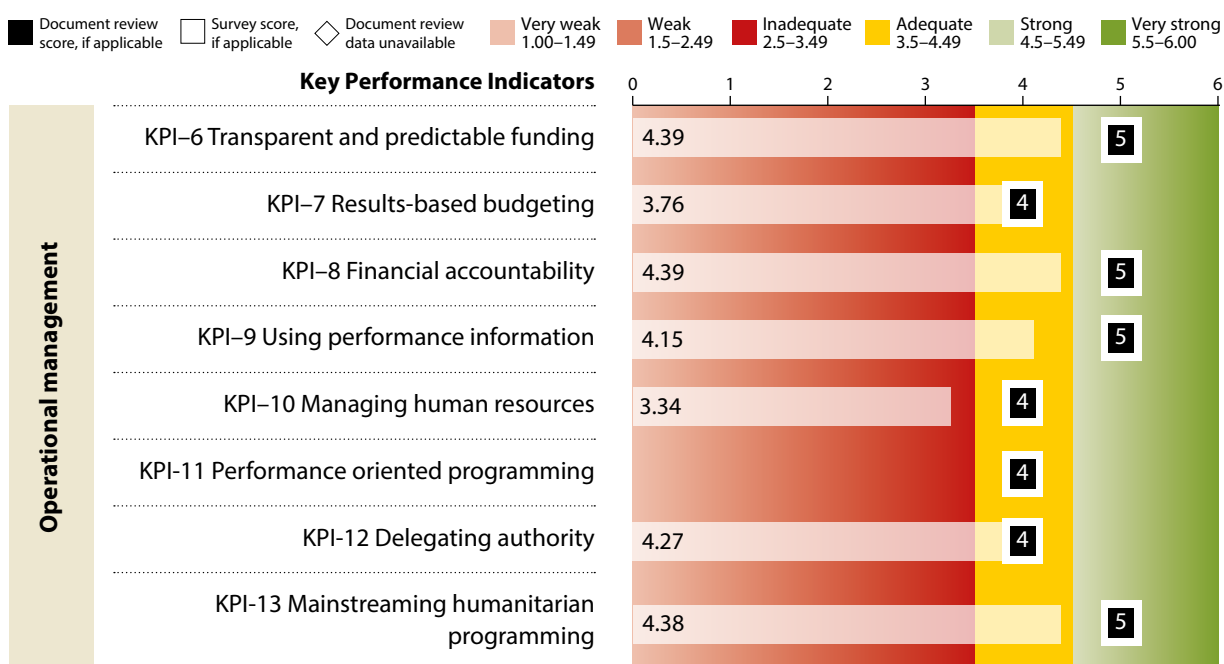
### 3.3 OPERATIONAL MANAGEMENT

#### 3.3.1 Summary

In most areas of operational management, UNFPA's practices and systems are considered either adequate or below by survey respondents and adequate or above based on the review of documents. Both the document review and survey respondents rated UNFPA as adequate in results-based budgeting and delegation of authority. Ratings from survey respondents and the review of documents slightly diverge in five areas: the transparency and predictability of funding, financial accountability, using performance information, managing human resources and mainstreaming of humanitarian action.

Figure 3.2 shows the overall survey and document review ratings for the KPIs in the operational management performance area.

Figure 3.2 | Performance area II: Operational management, survey and document review ratings



### 3.3.2 Findings on each key performance indicator

#### KPI 6: Transparent and predictable funding

**Finding 6:** Survey respondents considered the Fund adequate overall in ensuring transparency of its resource allocation decisions and predictability of funding. The document review found that UNFPA has carried out continuous reviews of its resource allocation system and has made efforts to strengthen the implementation of its strategic plan and priorities in countries.

When asked whether the Fund has transparent criteria for allocating funds and whether funding is predictable, surveyed respondents rated UNFPA adequate overall. In the document review, the organisation was rated strong for making its resource allocation decisions transparent.

UNFPA's criteria for allocating resources to countries are detailed in the 2007 Review of the System for the Allocation of UNFPA Resources to Country Programmes approved by the Executive Board through decision 2007/42 (UNFPA, 2013 [25], p. 11). Additional information and proposed amendments to the system are further detailed in Annex 4 of the 2014-2017 strategic plan (SP).

UNFPA's resource allocation system (RAS) is guided by a set of criteria that place specific emphasis on advancing the principles of the International Conference on Population and Development Programme of Action (ICPD PoA) in countries with the lowest level of achievement of the ICPD goals. Following a request of the Executive Board in 2007, the allocation of resources to countries has been complemented by additional analyses done through a resource distribution system (RDS) which provides guidance on the annual planning figures for countries in a flexible manner (UNFPA, 2013 [25], pp. 11-12). Detailed information on the system and how it functions was not available.

The review of UNFPA's documents indicates that the Fund has periodically reviewed the RAS to ensure adequate implementation of its strategic plans and priorities at country level. The RAS was introduced in 1996 and revised in 2000, 2005, and 2007 (UNFPA, 2013 [25], p. 11). Since the "re-focusing" process initiated in 2011, the Fund has (as of 2013) also engaged in processes aimed to ensure adequate alignment of its RAS with the 2014-2017 strategic plan and priorities of the bulls' eye, as well as the modalities of engagement defined in its revised business model. This has also included addressing some of the challenges identified in the 2013 audit of the Global and Regional Programme 2008-2011 GRP which noted in its findings, a lack of clarity in the mechanisms and processes for allocation of resources for global and regional interventions overall (KPMG, 2013 [01]).

On issues regarding predictability of funding, MOPAN donors at headquarters were asked whether UNFPA is adopting measures to make its funding more predictable, and the majority of respondents rated the organisation adequate overall. Direct partners respondents rated the organisation strong when asked whether UNFPA provides its funding to countries and other partners according to schedule.



**KPI 7: Results-based budgeting**

**Finding 7:** UNFPA has continuously improved its results-based budgeting practices. Its first integrated budget for 2014-2017 links planned resources – both regular and other contributions – to results in the Strategic Plan. UNFPA reports link actual expenditures to outcome result areas but not to outputs.

Survey respondents and the document review both rated UNFPA as adequate in linking budget allocations to expected results. Since 2008-2009, UNFPA has steadily improved its approach to results-based budgeting. Beginning with the 2012-2013 Institutional Budget, UNFPA has linked the management results framework in the revised strategic plan with resources of its institutional budget, in line with Executive Board decisions on harmonised results-based budgeting methodology.

In 2013 UNFPA presented the first integrated budget in conformity with decision 2009/26 (\$26) of the Executive Boards of UNDP/UNFPA. The budget for 2014-2017 covers the four-year period of the strategic plan, integrates what was formerly known as the institutional and support budgets, encompasses all of the cost categories and results of the organisation, and includes both regular and other resources. The integrated budget provides estimates of the amount of programme resources that will be allocated to each outcome in the development results framework and to each output in the organisational effectiveness and efficiency framework. However, the outputs (i.e. lower level results) from the development results framework are not costed. The integrated budget represents a significant improvement and helps to address several of the challenges that UNFPA has faced with regard to fragmentation of budgeting frameworks.

This key performance indicator also considered the extent to which UNFPA financial reports link expenditures to results. Survey respondents rated UNFPA as adequate overall; however, 35% of respondents provided ratings of inadequate or weak. The document review rated UNFPA as inadequate on this dimension. Existing reports do not provide expenditures by outputs related to either management or development results (MRF or DRF), or on variances between planned and actual expenditures and results, although UNFPA does provide expenditures for DRF outcomes in the Executive Director's Annual Report and the Statistical and Financial Review, which accompanies the annual report. The 2013 performance audit of the Global Regional Programme covering the 2008-2011 period raised a number of related issues, including limited reporting on expenditures and programme results and unclear processes for resource allocation (KPMG, 2013 [01]). The revised organisation-wide funding arrangements and 2014-2017 strategic framework for UNFPA global and regional interventions have attempted to address many of the issues identified in the GRP performance audit but this remains a work in progress at UNFPA.

**KPI 8: Financial accountability**

**Finding 8:** Since the last MOPAN assessment, UNFPA has further strengthened its systems and processes to ensure financial accountability, including through the creation of the Office of Audit and Investigation Services which includes internal audit and investigation functions (previously part of the Division for Oversight Services). There is room for improvement in the organisation's strategies for risk management.

External audits of UNFPA's financial statements are conducted by the United Nations Board of Auditors (UNBOA) and, since 2012, have been done on an annual basis and in accordance with International

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Standards on Auditing and International Public Sector Accounting Standards (IPSAS). UNBOA reports covering the Fund's organisational financial statements are publicly available on both UNFPA's and UNBOA's website. While the organisation does not publish external financial audit reports at regional or country levels, there is evidence that these audits do take place as some coverage of regional/sub-regional and country level audits are included in UNBOA reports.

Internally, UNFPA's Office of Audit and Investigation Services (OAIS) - which includes the internal audit and investigation functions previously part of the Division for Oversight Services (DOS) - and in particular, the OAIS Internal Audit Branch is responsible for conducting internal audits for all programmes, operations and activities undertaken by UNFPA. The document review found UNFPA to be strong as regards the extent to which internal audit processes are used to provide UNFPA management with credible information.

The OAIS Charter explicitly requires that the OAIS Director reports directly to the Executive Board and to the Executive Director of UNFPA, thus assuring maximum independence from programming functions. Since December 2012, all internal audit reports are publicly disclosed.

The UNFPA Fraud Policy (2009) describes the roles and responsibilities of managers, staff and contractors in preventing, detecting and reporting suspicions of fraud and other irregular behaviour. According to the organisation, some of its anti-corruption documents are outdated and will eventually be updated to reflect significant changes being made to UNFPA's Oversight Policy. UNFPA has an internal investigation function since 2006 (as part of DOS), the mandate of which was expanded in 2013 and 2014 under OAIS. The Investigation Branch of OAIS is responsible for investigating allegations of fraud, misconduct and other wrongdoing that involve UNFPA staff, consultants, non-staff personnel and institutional contractors (UNFPA, 2014 [03]).

UNFPA has strong procedures in place to enable it to quickly follow up on financial irregularities. It has continued to build good practices in a number of areas, including the use of an internal Audit Monitoring Committee (AMC), chaired by the Executive Director, to ensure implementation of the recommendations of the Board of Auditors and follow-up with country offices on all pending external and internal audit recommendations. The Committee oversees the implementation of the recommendations of the BOA and the Office of Audit and Investigation. Annual reports on internal audit and oversight activities are publicly available and provide evidence that internal and external audit recommendations are followed up by UNFPA management.

Internal and external audits concluded that UNFPA procurement activities between 2008 and 2011 had some deficiencies. Procurement procedures have since been revised, but UNFPA needs to further improve compliance with these procedures, according to the 2012 Board of Auditors report (UNBOA, 2013 [01]). Since 2011, UNFPA has carried out joint procurement activities with other UN agencies through its Copenhagen and New York offices e.g. for purchase of insurance services, IT equipment, translation, and language training. (UNBOA, 2013 [01]).

UNFPA is still in the process of establishing an Enterprise Risk management (ERM) policy to enable it to appropriately handle all types of risk (UNFPA, 2013 [04]) and on this point was rated as weak in the document review. UNFPA has been working towards the development of an integrated and comprehensive Enterprise Risk Management (ERM) policy/framework that, at the time of this assessment, had not yet been corporately approved.

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**KPI 9: Using performance information**

**Finding 9:** UNFPA uses performance information for revising policies and strategies and for planning new country level interventions. It has systems in place to proactively address poorly performing initiatives, and ensures that evaluation recommendations are acted upon by the responsible units.

MOPAN donors at headquarters rated UNFPA as adequate for its use of performance information for revising policies and strategies, and the document review assigned a rating of strong. There is evidence that since the 2010 MOPAN assessment, the Fund has made efforts to improve its performance in this area (e.g. adopting recommendations from organisation-wide audits, performance reports and evaluations, and adjusting corporate policies and strategies in response to problems identified in annual performance reports and evaluations).

Survey respondents and document review rated UNFPA as strong and adequate respectively for using performance information for planning new interventions at the country level. Country Office Annual Reports (COAR), Standard Progress Reports (SPR), and Country Programme Evaluations (CPE) provide recommendations and discuss lessons learned, some of which are integrated into new programmes.

UNFPA has processes in place to address poorly performing programmes, projects and initiatives proactively to improve their performance. At country level, poorly performing initiatives or projects related to a country programme are revised at annual review meetings. UNFPA can suspend its assistance to implementing partners until they agree to comply with the specified conditions, and can terminate its assistance if the respective partner does not take action to remedy a situation within 31 days after receipt of notice.

The 2013 revised evaluation policy requires managers to prepare management responses and follow-up actions to evaluation recommendations. Furthermore, UNFPA introduced a management response tracking system (MRTS) to which management uploads its response, the status of evaluation recommendations, follow up actions, timelines and roles and responsibilities for implementing actions. There is evidence of implementation of accepted/partially accepted evaluation recommendations for both centralised evaluations (86% in 2013) and decentralised evaluations (90% in 2012-2013). It should be noted, however, that the implementation rates are based on self-reported data from country office reports and are not validated; it may not be an accurate reflection of the extent to which evaluation recommendations are systematically utilised for internal decision making or reporting to the Executive Board.

**KPI 10: Managing human resources to improve performance**

**Finding 10:** UNFPA has adequate policies and systems in place to manage staff performance, but these are not yet used to full advantage. Ratings from MOPAN donors at headquarters reflect a lack of information about UNFPA's performance assessment system and how it is used to make decisions.

In the survey, MOPAN donors at headquarters were asked 1) whether UNFPA uses information on staff performance to make human resource decisions and 2) whether UNFPA uses a transparent system to manage staff performance. They rated the organisation inadequate on both questions. Although “don’t know” responses are factored out of the calculation of the rating, 47% of respondents indicated they lack knowledge about UNFPA's system to manage staff performance. In the document review, UNFPA was rated

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as inadequate for its use of performance assessment systems to make decisions on human resources and adequate on the transparency of the system currently in place to manage staff performance.

The document review rated UNFPA as adequate as regards the existence of a transparent system to manage staff performance. UNFPA implemented the Performance Appraisal and Development (PAD) system in 2004 to ensure linkages between “individual work planning, performance results and staff development to the office management plan and organisational priorities” (UNFPA, 2011 [12], p. 13). All UNFPA staff, including senior management, participate in and are subject to the PAD exercise (UNFPA, 2011 [12], p. 13). Interviewed staff at headquarters indicated that this system also applies to higher level management including UNFPA's deputy executive directors (DEDs).

The Fund monitors compliance with completing the performance appraisal documents. According to the organisation, compliance with completing appraisals is high at UNFPA. (UNFPA, 2014 [54], p. 10). The 360 degree feedback feature which incorporates peer assessment is considered one of the most advanced in the UN system (UNFPA, 2014 [54], p. 10) and is reported to be a highly regarded tool that other UN agencies have adopted (e.g. UNICEF, WFP) or expressed interest in adopting (UNFPA, 2011 [12], p. 13).

There are, however, challenges with the use of performance assessment data deriving from the PAD for taking action when there is exceptional performance or underperformance of staff. For example, it has been difficult to ensure “genuine engagement of managers in providing honest and constructive feedback in a timely manner” in the PAD exercise (UNFPA, 2014 [54], p. 10). Data from the last available global staff survey (in 2012) suggests that less than half of the staff surveyed (38%) perceive that appropriate actions are taken when staff members do not meet performance standards (UNFPA, 2014 [35]; UNFPA, 2011 [29], p. 7). Interestingly, however, 94% of the staff surveyed that year considered to be held accountable for their performance (UNFPA, 2012 [44], p. 5). These results indicate that while the organisation may very well have adequate human resource policies and a functioning performance management system in place, both staff and donors surveyed for this assessment may have concerns about how it is actually being implemented.

UNFPA indicates that it has made significant efforts over the years to address issues of under-performance. This has included separation of staff members and not renewing contracts on the grounds of poor performance. In the 2014-2017 HR strategy, UNFPA commits to create a more performance- oriented environment, in which the organisation recognises and rewards work well-done and appropriately deals with poor performance. Therefore, UNFPA is developing a new policy and a new system for rewards and recognition that places a premium on team

#### **Illustrative survey respondent views: Technical expertise of UNFPA staff**

*“The strengths of UNFPA are technical knowledge and its working strategy. UNFPA closely works with its partners and provides supports including technical, as and when necessary”. (Direct partner respondent)*

*“La competencia técnica para aportar en procesos con grandes complejidades políticas de manera adecuada y garantizando los resultados deseados.” [Approximate translation: “UNFPA has the technical competence to be able to adequately contribute to complex political processes and ensure the achievement of the desired results.”] (Direct partner respondent)*

*“Capacity at country level remains an issue – Remains to be seen whether the model of engagement ensures that personnel resources are deployed according to the model.” (Donor at HQ respondent)*

*“There are sometimes great discrepancies in the technical strength of its regional and field staff. Some are very strong/dedicated, others have more limited capacity.” (Donor at HQ respondent)*

performance, and regular and transparent communications on the successes of high performers and the consequences of under-performance (UNFPA, 2014 [54], p. 11).

UNFPA has been engaged in a broader effort to re-profile the Fund's structure and resources and ensure alignment to the 2014-2017 strategic plan and business model. In 2014, UNFPA updated both its human resource strategy and competency framework to reflect the new requirements of the organisation. These changes should help UNFPA to better align the capacity and skill mix of staff and managers with the current strategy.

When asked about UNFPA's greatest strength and area most in need of improvement, respondents had mixed opinions. UNFPA's technical knowledge and expertise was recognised as one of its greatest strengths by 16% of direct partner respondents (second most frequently noted strength in the survey). However, about 20% of donors at headquarters also cited the lack of technical expertise/capacity as one of the areas where UNFPA most needed to improve (amongst the top 5 most frequently noted areas needing improvement).

### **KPI 11: Performance-oriented programming**

***Finding 11:* Existing country programme documents reflect UNFPA's efforts to ensure that new programming initiatives are based on appropriate types of analysis. The organisation is in the process of addressing remaining shortcomings that still limit evidence-based programming and country office capacity for results-oriented monitoring.**

UNFPA engages in several types of analysis to inform the development of its country programmes. UNFPA was the first UN system agency to develop a guidance note on evidence-based programming (EBP) (UNFPA, 2011 [21]), which outlines the type of situational evidence required at the programme planning stage, including the results of the situation analysis (external scan) and the findings of evaluation and programme performance of the previous programme (internal scan).

There is evidence that the analytical inputs to country programming have improved over the years. All CPDs reviewed in 2013 (100%) were rated at least "good" in relation to the results-based management and evidence-based programming indicators in UNFPA's management results framework (UNFPA, 2014 [35]). At the same time, however, CPEs and thematic evaluations carried out in the past few years point to shortcomings in the type and extent of analytical work that helps to inform programming choices. UNFPA has begun to address some of the gaps identified by adding new tools, such as theory of change, in order to improve planning processes at the country level (UNFPA, 2014 [35]).

The review of the sample of CPAPs included in this assessment illustrated that these documents are inconsistent in providing baselines and targets to help monitor implementation. UNFPA has started to address these and other weaknesses that have been identified in existing country-office monitoring practices to assess progress in implementation. Measures include development of computerised system for planning, monitoring and reporting results, development of a results indicator toolkit, development of programme output results toolkit, development of staff capacity on results planning, monitoring, and reporting, and re-examining and strengthening the quality assurance in results monitoring (UNFPA, 2014 [35]).

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**KPI 12: Delegating authority**

**Finding 12:** Overall UNFPA was perceived to adequately delegate staff and decision-making authority to country levels. It has made efforts to decentralise and streamline decision making with the establishment of regional and sub-regional offices to strengthen support to country offices. UNFPA has further clarified the roles and responsibilities of country, regional and HQ offices with the recent completion of the regionalisation process.

When consulted about UNFPA's delegation of decision making authority to country offices, surveyed in-country respondents (i.e. donors in-country and UNFPA direct partners) rated the organisation adequate overall. Their level of familiarity seemed low, however, with "don't know" responses ranging on average from 31% to 39% regarding whether aid can be reallocated locally and whether new funding can be approved locally. In the document review, UNFPA was rated adequate on the basis of country office delegated authority for ensuring implementation of country programmes.

UNFPA has completed the regionalisation process that began in 2008. Since the last MOPAN assessment, UNFPA has made efforts to address the remaining shortcomings of this process (also highlighted in the 2013 Audit of the Global and Regional Programme - (KPMG, 2013 [01], p. 7).), namely to ensure a clearer division of roles and responsibilities between UNFPA's country, regional, sub-regional, and headquarters offices). As indicated in its business model, the Fund generally aims to delegate decision-making authority to country, regional and HQ levels as follows: 1) country offices to ensure adequate implementation of UNFPA programmes, 2) regional offices to provide support and quality assurance to country offices and engaging with regional entities, and 3) headquarters to provide normative guidance (including the development of tools, guidelines, and standards), provide quality assurance in critical areas (such as around regionalisation), and engage in global advocacy and intergovernmental policy dialogue (UNFPA, 2013 [24], p. 13).

The Fund has engaged in initiatives to strengthen the structure of its regional offices and thus be in a better position to ensure greater support to country offices. This has included the restructuring/reconfiguration of country and regional offices to reflect the necessary skillset required to respond to country level need such as that of regional communication advisors, regional resource mobilisation advisors, and regional international operations managers, to strengthen the capacity of the regional offices. (UNFPA, 2014 [01], p. 15)

UNFPA delegated authority to country and regional offices allows for adequate implementation of country programming activities. UNFPA's 2012 policy and procedures for preparation and management of annual work plans indicates that country offices (i.e. UNFPA country representative or country director) have the flexibility to make aid reallocation decisions and approve budgetary changes in country programming activities/output areas within certain parameters (UNFPA, 2012 [30], pp. 11-12). Due to insufficient data at the time of the assessment, UNFPA was not rated on the micro-indicator assessing whether funding for new programmes and projects can be approved locally.

**KPI 13: Mainstreaming humanitarian programming**

**Finding 13:** Overall, survey respondents rated UNFPA adequate or above on all aspects related to mainstreaming humanitarian programming. The review of the Fund's documents indicate that the organisation has the appropriate policies to guide its humanitarian work but may not have the necessary human and financial resources to fully engage in humanitarian and emergency settings.

In order to assess the mainstreaming of humanitarian programming into programmes and operations, several questions were asked of respondents in countries where UNFPA is operating or has recently operated in crisis or post-crisis settings (i.e. Bangladesh, DRC and Kenya). The majority of survey respondents rated the organisation adequate or above as regards the institutionalisation of humanitarian programming at UNFPA (i.e. whether UNFPA has policies and practices to support mainstreaming of humanitarian programming), and the resourcing of humanitarian programming (i.e. whether UNFPA has adequate human and financial resources/capacities to carry out operations in humanitarian /emergency settings).

The review of UNFPA documents found that the Fund has strong policy documents to guide its humanitarian programming. Since 2006, UNFPA has developed various key guidelines, manuals and tools for humanitarian/emergency preparedness and response purposes. These have included the Adolescent Sexual and Reproductive Health Toolkit for Humanitarian Settings, guidelines developed jointly with Save the Children for Humanitarian Programme Managers and healthcare service providers, as well as the Guidelines for HIV/AIDS Interventions in Emergency Settings (2004/revised 2010) (IASC, 2010 [01]). In 2012 the organisation adopted additional guidelines such as standard operating procedures (SOPs) and fast track procedures (FTPs) to improve internal co-ordination and operational support to country offices and regional offices in responding to humanitarian crises (UNFPA, 2013 [69], p. 3).

Since the adoption of the first humanitarian strategy, the organisation has increased the funding allocated to humanitarian programming from USD 1 million of regular resources per year to USD 3 million in 2005 (UNFPA, 2006 [02], p. 2) to USD 5 million in 2013 (UNFPA, 2013 [04], p. 22). While this increase in funding seems promising, such funding constitutes a rapid response funding stream (i.e. the Emergency Fund) which, according to the organisation, is not intended to become the primary vehicle to finance UNFPA's humanitarian response (UNFPA, 2013 [04], p. 22). In its business model, the organisation also views lack of sufficient funding and human resources in regional/sub-regional and country offices as one of the primary challenges in decentralising and mainstreaming humanitarian programming. (UNFPA, 2013 [24], pp. 7-9). To this effect, the Fund commissioned a Humanitarian Consultation from which recommendations and noted areas for actions are aimed to enable UNFPA improve its humanitarian programming. At the time of this assessment, the Fund indicated it had initiated processes to seek increased resources for humanitarian programming.

Although UNFPA has improved the monitoring of humanitarian programming since the adoption of the 2012 strategy, the 2013 humanitarian capacity assessment noted areas needing improvements, particularly with regard to strengthening M&E capacities in country offices to "regularly evaluate effectiveness and accountability of those partners who implement its humanitarian programme on the ground." The establishment of a centralised senior evaluation advisor post in the Executive Office directly reporting to the ED is a step towards achieving this goal (UNFPA, 2013 [69], pp. 21-22).

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MOPAN donors in-country, direct partners, and representatives of peer organisations in Bangladesh, DRC and, Kenya were also asked whether UNFPA is effective in i) its co-ordination of efforts to ensure the prevention of gender-based violence (GBV) in humanitarian and emergency settings; and ii) advocating for women's reproductive health and rights in humanitarian and emergency settings.

Respondents rated UNFPA adequate overall on the first question and strong on the second. Direct partner respondents rated the organisation more positively than other groups on the first question and the differences are statistically significant. The majority of respondents rated UNFPA strong or above when asked whether UNFPA respects humanitarian principles while carrying out work in emergency settings.

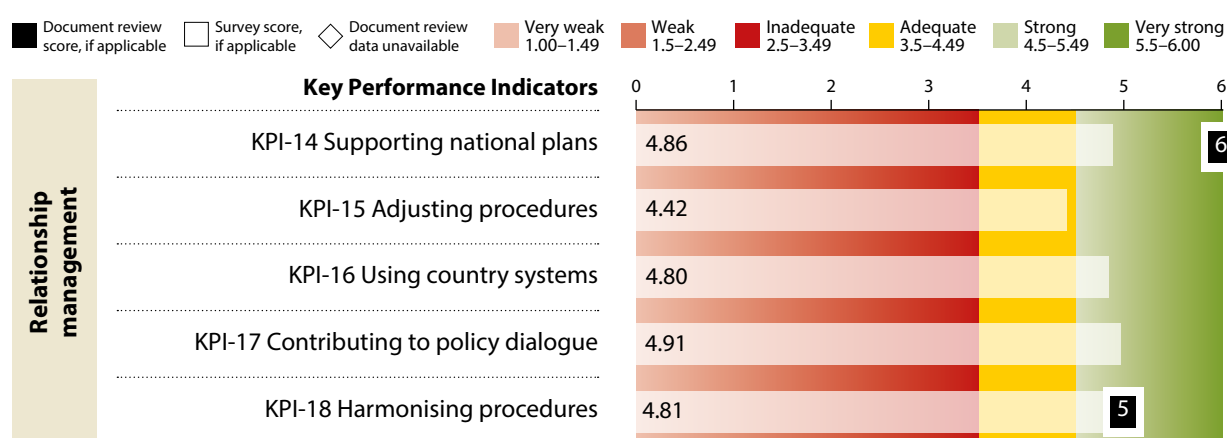
### 3.4 RELATIONSHIP MANAGEMENT

#### 3.4.1 Summary

**Overall, survey respondents considered UNFPA to be strong in almost all areas of relationship management (including in supporting national plans, using country systems, contributing to policy dialogue and harmonising procedures), but adequate in adjusting procedures to take into account local conditions and capacities. The document review provided ratings of strong or very strong.**

Figure 3.3 shows the overall ratings for the five KPIs in the relationship management performance area, which illustrates how the organisation is working with others at the country level. Many of the indicators are based on the principles of the Busan Partnership for Effective Development Co-operation and previous aid effectiveness commitments. Although most indicators are assessed only by survey respondents, secondary sources (documents) are used to provide examples or complement the survey data whenever possible.

**Figure 3.3 | Performance area III: Relationship management, survey and document review ratings**





### 3.4.2 Findings on each key performance indicator

#### KPI 14: Supporting national plans

**Finding 14:** UNFPA consistently aligns its country programmes to existing national development strategies or sector plans and the United Nations Development Assistance Framework (UNDAF).

Both MOPAN donors in-country and direct partners provided ratings of strong on questions related to the alignment of UNFPA country programme documents (CPD) and country programme action plans (CPAP) with national development plans and priorities.

UNFPA country programming is closely tied with the UN Country Team planning cycle and draws on the substantive analysis (such as common country assessments) that informs the UNDAF. The UNDAF provides the overall strategic programme framework for the UN system, which is designed to respond to national priorities and be owned by the country. The development of UNFPA CPDs and CPAPs thus take the UNDAF as the starting point. The CPD encourages country ownership and mutual accountability because the government is engaged in its development and is required to formally approve it, once it has gone through the necessary internal quality assurance process and before it is submitted to the Executive Board for approval (UNFPA, 2012 [28]).

The Results and Resources Frameworks for the six countries included in the MOPAN assessment explicitly link national priorities and UNDAF outcomes to each of the three UNFPA programme components (reproductive health and rights, gender equality, and population and development) and their respective outcomes and outputs. All country programme evaluations reviewed confirm alignment of UNFPA country programming with national priorities.

#### KPI 15: Adjusting procedures

**Finding 15:** Surveyed stakeholders consider UNFPA procedures are clear and that the organisation is flexible in adjusting project/programme implementation, but they have some concerns about administrative delays. This is an area that requires monitoring.

According to survey respondents, particularly UNFPA's direct partners, UNFPA procedures are clear (rated strong) and the length of time required for completing procedures is not considered excessive (rated adequate). They also considered UNFPA agile in its response to changing circumstances and flexible enough to adjust projects during the course of implementation. Nonetheless, when asked about the area in which UNFPA most needed improvement, 17% of direct partners raised concerns about efficiency and procedures, noting delays in transfer of funds and/or on administrative matters. (This was the third most frequently noted area of improvement highlighted by direct partner respondents in the survey.)

UNFPA programmes are implemented in one of three modalities: national execution (known as NEX), direct implementation by UNFPA, or implementation by another UN agency. In five of the six countries included in this assessment, UNFPA implementation is carried out through national execution arrangements where either a government agency or NGO is responsible for delivering the programme activities. (The exception is Ecuador, where UNFPA implements programme activities directly, at the request of the government of Ecuador.)

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UNFPA has been continuing to strengthen the national execution process by building the capacity of its staff and implementing partners (UNFPA, 2014 [47]). This reflects the organisation's efforts to strike a balance between its timeliness in responding to implementing partners, while at the same time ensuring the necessary oversight.

**Illustrative survey respondent views: UNFPA's lengthy procedures often cited as an area needing improvement by direct partner respondents**

*"Most improvement is required in reduction of the internal bureaucracy within UNFPA. This delays the implementation of the activities as scheduled."* (Direct partner respondent)

*"UNFPA doit absolument améliorer son circuit de remise de fonds aux partenaires car son circuit est très long et par conséquent prend beaucoup de temps. UNFPA doit revoir ses procédures. il peut donner les fonds aux partenaires une fois l'an et faire le suivi mais il donne les fonds par trimestre et cela traîne. Deuxièmement, UNFPA nous donne de*

*petits montant qui ne couvrent pas les besoins que nous identifions sur terrain d'où il doit fournir de grands efforts pour chercher les fonds pour financer les activités à la hauteur de besoins identifiés car UNFPA a un très bon Mandat, son programme est très critique mais elle pas beaucoup de fonds. "* [Approximate translation: UNFPA absolutely needs to improve its processes for disbursement of funds to implementing partners because its (current) processes are very lengthy and therefore time consuming. UNFPA needs to review its procedures. It (UNFPA) could give funds to partners on an annual basis and monitor (results) but it (currently) gives funds on a quarterly basis and this

*causes delays. Secondly, UNFPA gives us small funds that do not cover the needs identified on the ground; hence it has to engage in greater efforts to seek for (additional) funding to finance the activities that match those identified needs because (overall) UNFPA has a very good mandate, its programming is very critical but the organisation lacks (sufficient) funding].* (Direct partner respondent)

*"Les procédures de financement sont lourdes et retardent la mise en oeuvre des activités et par conséquent le retard dans l'atteinte des résultats." [Approximate translation: "Funding processes are cumbersome and delay the implementation of activities and therefore (also engender) delays in achievement of results"]* (Direct partner respondent)

*"Review disbursement of funds from quarterly to bi-annual. Quarterly releases delay implementation of projects."* (Direct partner respondent)

*"Improvement is needed on the dispatch of funds. It takes quite long before funds are availed for the approved Annual Work plans to be implemented."* (Direct partner respondent)

## KPI 16: Using country systems

**Finding 16: UNFPA has adopted UN system-wide approaches to supporting use of country systems. MOPAN survey respondents rated the agency strong in using country systems and participating in mutual assessments of progress.**

The Busan Partnership Agreement stresses the importance of strengthening and using country systems whenever feasible. In the indicators used to monitor the Paris Declaration on Aid Effectiveness and Busan Partnership agreement, the focus has largely been on public financial management and procurement systems. There is no agency-specific data available on UNFPA's use of these systems. However, UNFPA follows the UN system responses to greater use of country systems, which is reflected in efforts such as the Harmonised Approach to Cash Transfers (HACT) and the quadrennial comprehensive policy review (QCPR).

MOPAN survey respondents at country level rated UNFPA strong for making appropriate use of financial and non-financial systems in the six countries assessed. UNFPA Headquarters manages implementing partners' audit processes through National Execution Audits (NEX audits). UNFPA has also adopted the

HACT which is intended to support a “closer alignment of development aid with national priorities and to strengthen national capacities for management and accountability, with the ultimate objective of gradually shifting to national systems.” (UNDG, 2014 [01], p. 3). Audit reports have identified several challenges in implementing the HACT (UNDP, UNFPA, 2012 [01]). UNFPA is now testing the revised HACT Framework to see if the approach meets UNFPA assurance requirements (UNFPA, 2014 [34], p. 5).

Both the Paris Declaration and the new Global Partnership Indicators stress the principle of mutual accountability. UNFPA received high marks for participating in mutual assessments of progress with its implementing partners. At country level UNFPA practices include an annual review meeting with implementing partners to assess annual work plan progress. The positive survey responses may reflect on this UNFPA practice (rather than a country-led process), given that many countries still do not have national review frameworks in place to monitor progress and promote mutual accountability. Only 59% of countries that provided data for the Global Partnership for Effective Development Cooperation progress report in 2013 had mutual assessment reviews in place, well below the 100% target (OECD/UNDP, 2014 [01], p. 89).

### **KPI 17: Contributing to policy dialogue**

**Finding 17:** UNFPA is seen to add value to policy dialogue at the global and country level in terms of the content it provides and in its respect for partner views.

MOPAN members at headquarters and respondents in each of the six countries gave UNFPA high marks for its role in policy dialogue, rating it strong for the input it provides and its respect for the views of its partners. This is relevant feedback for UNFPA, given the growing importance of upstream work, including efforts on advocacy and policy dialogue/advice, in its 2014-2017 strategic plan and the normative work that it carries out globally and in the regions.

As the leading multilateral agency on population and reproductive health, the Fund contributes to policy dialogue by organising and participating in regional and international forums and publishing evidence-based data/papers and reports that can be used to stimulate dialogue and eventually contribute to policy planning and decision making at country, regional and international levels. At all levels, UNFPA's work aims to improve data availability and analysis around population dynamics, sexual reproductive health (including family planning) and gender equality and seeks to ensure the integration of empirical/evidence-based data on these issues into national development and poverty-reduction plans and international development frameworks. At country level, UNFPA's work mainly centres around working closely with governments and demonstrating how “population and reproductive health issues are linked to the achievement of the MDGs, how investments in gender equality and reproductive health pay off, and conversely, how failing to make these investments can impede efforts to reduce poverty”<sup>5</sup> (Also see KPI 4 above and KPI 4.3 of Volume I of the Technical Report).

At the global level, UNFPA is actively involved in policy dialogue related to the ICPD Beyond 2014 and the post-2015 development agenda. Both of the frameworks that guide UNFPA's efforts – the 20-year Programme of Action adopted in 1994 at the International Conference on Population and Development and the Millennium Development Goals (MDGs) – set targets to be achieved by 2014 and 2015 respectively. In 2011, UNFPA was mandated by the UN General Assembly to undertake an operational review of the implementation of the ICPD Programme of Action in consultation with member states and

5. <http://www.unfpa.org/pds/policy.html>

in collaboration with other United Nations agencies (UNGA, 2011 [01]). This resulted in the ICPD Beyond 2014 Global Report (UNGA, 2014 [01]) published in February 2014 which contributed to the Post-2015 UN Development Agenda by reviewing the progress, remaining gaps, challenges and emerging issues related to the implementation of ICPD Programme of Action (UNFPA, 2014 [23]).

UNFPA is also involved in post-2015 reviews and consultations related to the MDGs. The Fund participated on the UN System Technical Team on the Post-2015 United Nations Development Agenda to prepare the 2012 report *Realizing the Future We Want for All* (UN System Task Team, 2012 [01]). It also co-led thematic consultations on population dynamics and the preparation of the United Nations Technical Support Team issue briefs on health and population dynamics and plans to co-lead dialogues on partnerships with civil society on culture and development (April-September 2014) (UNFPA, 2014 [35]).

### KPI 18: Harmonising procedures

**Finding 18:** UNFPA has taken appropriate efforts to harmonise arrangements with other partners. It is perceived to work in areas that reflect its comparative advantage and avoid duplication, which are attributes that facilitate harmonisation.

MOPAN donors at headquarters and direct partners rated UNFPA strong for working in areas where it has a comparative advantage and building on the work of others in order to avoid duplication.

UNFPA was also rated strong by survey respondents and the document review for its efforts at the country level to co-ordinate planning, programming, monitoring and reporting with bilateral and multilateral partners. Direct partners were more positive than donors in-country on this question. Interestingly, however, when asked about areas needing most improvement at UNFPA, 16% of direct partners cited the need for co-operation and co-ordination with other UN agencies/partners.

UNFPA has made efforts to harmonise business processes with UN-Women, UNDP, and UNICEF, as evident in the harmonisation process to present single, integrated budgets that include all budgetary categories as well as cost-recovery rates (Executive Board of the UNDP, UNFPA, UNOPS, 2013 [05]). In addition, as noted above, UNFPA adapted and then helped revise the Harmonised Approach to Cash Transfer (HACT) Framework issued in February 2014.

Joint programmes are generally seen to have aid effectiveness benefits, and amongst UN organisations, UNFPA is one of the most frequent

#### Illustrative survey respondent views: UNFPA's need to co-operate and co-ordinate with other agencies/partners often cited as an area needing improvement by donors at HQ and direct partner respondents

*"To reduce on cost, work in joint linkage with other United Nations Agencies; support Delivery as one concept (...)"*  
(Direct partner respondent)

*"Close cooperation with other entities of the UNDS on the normative and - more importantly - on the operational level."* (Donor at HQ respondent)

*"The UNFPA corporate policy needs to demonstrate greater flexibility. In the context of the aid harmonization principles, donors are required to employ programme based approach in order to maximize the results and to reduce burden on government by creating many parallel programmes or projects. The UNFPA's support to the Decentralization and Deconcentration Reform programme of the National Committee for Sub-national Democratic Development was a good example where UNFPA has not been able to take part in the PBA with other development partners. This is actually good in some ways, but when looking at strengthening the government system and ownership, the principles of the Paris Declaration were not reliable."* (Direct partner respondent)

*"UNFPA could be clearer in its area of overlap with other UN entities in terms of UNFPA value added (...)"*  
(Donor at HQ respondent)

users of the joint programme modality at the country level (after UNDP and UNICEF) (Downs, 2013 [01], p. 6). In 2013, the agency participated in 196 joint programmes. Multiple streams of work are on-going to address remaining obstacles identified in 2013, i.e. the lack of harmonisation of systems and procedures for finance, procurement and audit amongst UN agencies (Downs, 2013 [01]). The lack of co-operation and co-ordination among UN agencies and partners was also the second most frequently cited area for improvement in the survey (see sidebar).

Recent evaluations also note UNFPA's contributions to harmonisation. For example, UNFPA has used research and data collection, evidence-based advocacy, and technical assistance to improve the harmonisation of development co-operation for maternal health in its programme countries (UNFPA Evaluation Branch, 2012 [01]).

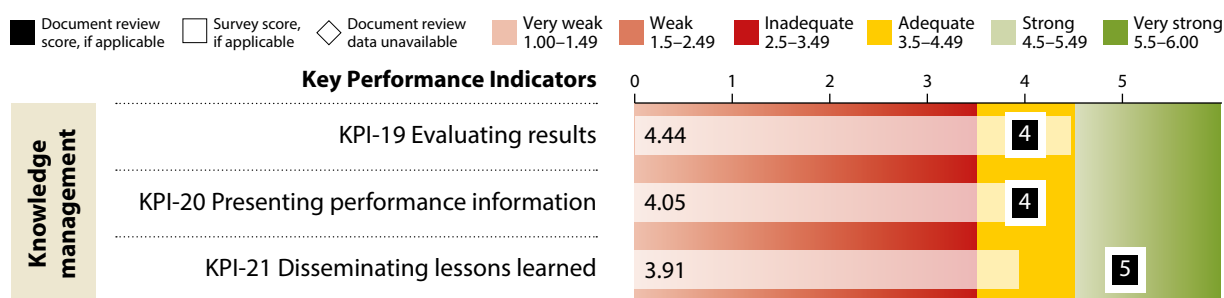
### 3.5 KNOWLEDGE MANAGEMENT

#### 3.5.1 Summary

**Survey respondents rated UNFPA as adequate in all areas of knowledge management. The document review found UNFPA to be adequate in evaluating results and presenting performance information and strong in disseminating lessons learned.**

Figure 3.4 shows the overall survey and document review ratings for the three KPIs in the knowledge management performance area, which examine an organisation's evaluation function, feedback and reporting mechanisms, as well as the practices and systems that facilitate the sharing of knowledge and performance information.

**Figure 3.4 | Performance area IV: Knowledge management, survey and document review ratings**



#### 3.5.2 Findings on each key performance indicator

##### KPI 19: Evaluating results

**Finding 19:** UNFPA has made considerable progress in strengthening its evaluation function by revising its evaluation policy and establishing a structurally independent Evaluation Office in 2013. While these measures are recent, they reflect a commitment to improving the credibility, independence and use of evaluation.

Since the 2010 MOPAN assessment, UNFPA has adopted a number of changes to strengthen its evaluation function. It has revised its evaluation policy and established a structurally independent Evaluation Office (EO), thereby addressing previously noted shortcomings in its evaluation function as highlighted

in the 2012 review of the UN Office of Internal Oversight Services. The new policy is aligned with the overall strategic direction of UNFPA, reflects best practices in the United Nations, and sets out roles and responsibilities for evaluation across the organisation. UNFPA has also committed to allocating up to 3% of the programme budget to the evaluation function.

The UNFPA Evaluation Policy has defined general criteria for identifying what programs will be evaluated and proposed evaluation coverage and this is reflected in the transitional biennial budgeted evaluation plan for 2014-2015. The proposed coverage for the transitional period 2014-2015 is reasonable and appropriate for generating evidence to complete reporting on the 2008-2013 Strategic Plan outcome areas and to inform the midterm review of the current Strategic Plan. The evaluation policy, however, reduces coverage of country programme evaluations and this has implications for the evidence base used to inform the design of CPDs and the ability to assess UNFPA performance at global and regional levels. In the past, UNFPA aimed to evaluate each country programme at least once during the programme cycle, which lasts for approximately four years. The new evaluation policy suggests that each country programme be evaluated at least once every two programme cycles (which could encompass approximately eight years of programming). Given the importance of evaluative information for developing new programmes, after a few years of implementation it may be important to assess if the proposed coverage is sufficient.

The revised evaluation policy also commits to ensuring that programme-level evaluations are managed consistently with the policy (in terms of resourcing, transparency, and management response). However, the current policy, the Evaluation Process Guidelines (n.d.), and the 2014-2015 Biennial Budgeted Evaluation Plan (2013) lack clarity as to when certain types of programme-level evaluations should be commissioned and how they should be resourced (e.g. evaluations relating to trust funds, joint programmes, partnerships, regional programmes, donor funded projects).

The quality of existing Country Programme Evaluations (CPE) remains an area of concern, despite slight improvements made since the period 2010-2011. CPEs provide a crucial external perspective on the contributions of a country programme, but UNFPA is facing challenges in ensuring the quality of CPEs. UNFPA evaluation quality assessments noted that 81% of CPEs carried out in 2012-2013 were rated as poor or unsatisfactory. This has implications for the quality of the evidence base on UNFPA contributions to outputs and outcomes at a country level.

This challenge is not unusual for UN agencies that conduct decentralised evaluations. In response to areas for improvement noted through its CPE quality assurance process, UNFPA has put in place a number of measures to address this challenge. This has included ensuring adequate budgets for CPEs, issuing a revised handbook for designing and conducting a CPE in 2013, rolling out CPE methodology training across all regions, and establishing an Evaluation Quality Assessment mechanism.

The UNFPA evaluation policy and CPE handbook specify how direct beneficiaries and stakeholder groups are to be involved in evaluation processes. Stakeholder participation was adequate in many of the evaluation reports reviewed.

Donors perceive that UNFPA is only adequate with regards to using evaluation findings in its decisions on programming, policy and strategy. To ensure that evaluation findings are used consistently to inform decisions, the Programme Division has developed a management response tracking system. The system is promising, but still new, and its effects on use of evaluations remain to be assessed.

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**KPI 20: Presenting performance information**

**Finding 20:** UNFPA has strengthened its systems and practices for presenting performance information and has made progress in systematically using baselines and targets in its reports. There is still room for improvement in capturing its contributions to outcomes at both global and country level.

When asked whether UNFPA's reporting against its organisational strategy is useful, and whether the Fund's reports to the Executive Board provide clear measures of contribution to outcomes, MOPAN donors rated UNFPA adequate. The organisation received a similar rating based on the review of documents which found that UNFPA regularly reports against its corporate Strategic Plan. However, while existing reports present a clear and data-based assessment of the organisation's progress in key output areas, verified contributions to outcomes have only been identified in a few outcome areas. Similarly, while the annexes to the annual reports of the ED present quantified data on areas where less progress than anticipated has been made, both the reports and their accompanying annexes lack information on the factors affecting UNFPA performance.

There is evidence that UNFPA has committed to addressing gaps in measuring and reporting on results since the 2010 MOPAN assessment. In the Strategic Plan 2014-2017, for example, it has outlined theories of change for its four strategic outcome areas. As these theories become more embedded in organisational practice, they should help UNFPA capture progress towards outcomes. During the period under review, UNFPA also improved the use of targets and baseline information to report on performance and introduced metadata sheets that present detailed information on how data are calculated and collected on each indicator, which has increased transparency.

At the country level, UNFPA has a well-established reporting system to capture progress towards country strategies and has been working to improve its reporting methodology, including by triangulating information from different sources. However, the Country Programme Performance Summary (CPS), the principal external reporting tool which is produced at the end of the programme cycle, does not yet consistently provide a clear picture of UNFPA contributions to outputs or outcomes. While UNFPA issued a guidance note in 2011 on using evidence-based results in reporting, this does not appear to be applied consistently across country offices.

UNFPA regularly reports against some of its aid effectiveness commitments in the Reports of the Executive Director, and has, for example, completed its first round of reporting for the International Aid Transparency Initiative (IATI). Further information is provided on the UNFPA website's section on transparency. The creation of a UNFPA data hub is envisaged to present project and expenditure information in an interactive and more accessible manner. UNFPA reports on its progress in implementing UN reform measures and on Quadrennial Comprehensive Policy Review (QCPR) indicators, which incorporate many of the UN system's operational priorities that are associated with more effective aid.

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**KPI 21: Disseminating lessons learned**

**Finding 21:** Since the last MOPAN review, UNFPA has expanded its efforts to identify, document and disseminate lessons learned and best practices.

In the past couple of years UNFPA has scaled up its efforts to systematically capture feedback on performance and share that information throughout the organisation in the form of lessons learned or good practices. UNFPA's new evaluation policy stresses the organisation's commitment to public accountability and sharing knowledge, and the organisation maintains a publicly accessible database of evaluations and management responses. In addition, UNFPA has consolidated 185 good practice and lessons learned examples in a data base, constituting a significant increase from 2011 when the data base included only 33 documents. The data base now includes, for example: the Best Practices and Lessons Learned in Humanitarian Setting – Africa Region, developed in 2011; the Good Practices on Integration of Gender, Human Rights and Culture in UNFPA Programming - India, developed in 2012; and Good Practices on Strengthening Midwifery Services to Avert Maternal and Newborn Deaths, developed in 2013. UNFPA also reports increased use of Fusion (a knowledge sharing platform that provides tools for collaboration and knowledge creation) and of webinars to share lessons learned (the number of participants doubled between 2009 and 2013). At the country level, UNFPA has established mechanisms for peer-to-peer support as well as training activities to strengthen knowledge sharing (e.g. learning afternoons, webinars, and courses/e-learning).

Despite these initiatives, MOPAN donors at headquarters perceive that UNFPA is only adequate in identifying and disseminating lessons learned from performance information. They also perceived the organisation as adequate in providing opportunities to share lessons from practical experience at all levels of the organisation.

## 4. Evidence of UNFPA's relevance and development results



## 4.1 INTRODUCTION

This section presents the results of 2014 Common Approach assessment of the evidence of the relevance of UNFPA's programming and of its contributions to results. It includes four key performance areas:

- Section 4.2: Evidence of the multilateral organisation's relevance (KPI A)
- Section 4.3: Evidence of the multilateral organisation's progress towards its organisation- wide results (KPI B)
- Section 4.4: Evidence of the multilateral organisation's progress towards its stated country- level results (KPI C)
- Section 4.5: Evidence of the multilateral organisation's contribution to national goals and priorities, including the MDGs (KPI D)

The assessment of this component uses the same "traffic light" colours used in the organisational effectiveness component. However, the overall rating is based on a simplified four-point scale and reflects the assessment team's judgment after considering all of the evidence from documents, survey, and interviews. (See detailed methodology in the Technical Report, Volume II, Appendix I.)

## 4.2 EVIDENCE OF UNFPA'S RELEVANCE (KPI A)

This section presents an analysis of the relevance of UNFPA's programmes and results, based on documents reviewed and survey data.

**Figure 4.1 | Evidence of UNFPA's relevance, overall rating**

<div> <div>Weak</div> <div>Inadequate</div> <div>Adequate</div> <div>Strong</div> </div>	
<b>Overall rating:</b>	<b>STRONG</b>
<b>Justification of the rating for UNFPA</b>	MOPAN perception data and documents consulted present evidence that UNFPA is pursuing results relevant to its mandate, aligned with global development trends and priorities, and that respond to the needs and priorities of beneficiaries. In addition, UNFPA is seen to adapt to changing country circumstances. Corporate and country programme evaluations provide positive feedback on the relevance of programming initiatives.
<b>MOPAN description of this rating</b>	There is clear evidence of the congruence/alignment between the organisation's stated results and partner country priorities, beneficiary needs and priorities, global trends and priorities in development or humanitarian field, and the organisation's mandate. Consistent data emerges from corporate (organisation-wide) and country-level sources.

**Finding 22: The strong evidence of the relevance of UNFPA programming to stakeholders reflects the organisation's purposeful efforts to re-focus its work and become increasingly responsive to stakeholders' needs and country contexts.**

UNFPA has a targeted and well-defined mandate. However, the midterm review of the 2008-2013 Strategic Plan raised some critical questions about UNFPA's relevance. These included the perceived lack of a strategic focus, which weakened the brand externally; fragmentation of efforts, which meant that UNFPA programming was not always adequately tailored to local needs and capacities; and clarity of UNFPA's role in delivering services versus its upstream role in advocacy, generating knowledge and providing policy advice (UNFPA, 2011 [02]). In response, UNFPA made deliberate efforts to sharpen and realign its programming focuses with its original mandate.

Today, UNFPA's relevance to stakeholders comes through clearly in the perception data. For each of the dimensions of relevance explored through the MOPAN survey, the overall mean scores were strong. UNFPA was also rated positively on other indicators in the MOPAN assessment associated with relevance, such as those in relationship management that measure stakeholder views on UNFPA's comparative advantage, flexibility, and responsiveness. The positive ratings were fairly consistent across the respondent groups and across the six countries assessed. Although these six countries are a small sample of UNFPA operations globally, they include an upper middle income country (Ecuador), a stable low income country (Tanzania), and fragile states (DRC, Kenya and Bangladesh), which represent different environments that have different strategic and operational challenges.

At country level, UNFPA programmes make explicit links to national priorities and the UNDAF. Country Programme Evaluations for Kenya, Ecuador, DRC and Cambodia all confirmed national ownership of the country programme. The thematic evaluations conducted in the past two years indicate that UNFPA programme and results are usually relevant to and aligned with national priorities. However, the 2012 thematic evaluation of UNFPA's support for maternal health noted that relevance was affected by the insufficient focus on the maternal health needs of the countries with greatest needs and on vulnerable groups in particular (UNFPA Evaluation Branch, 2012 [01], p. xi)

The foundation of UNFPA programmes and results is the Programme of Action (PoA) of the International Conference on Population and Development (ICPD). The documents reviewed confirm relevance to the ICPD and to the Millennium Development Goals (MDGs), as well as to the emerging Post- 2015 development

**Illustrative survey respondent views: UNFPA's support to the development of national plans and national ownership was noted by direct partners as one of the top five strengths of the organisation**

*"UNFPA aligns support to priorities of recipient country, sometimes flexible to country requests, and most promote government ownership". (Direct partner respondent)*

*"UNFPA helps country to assess the need, identify gaps in the area of reproductive, maternal, newborn health. UNFPA also supports country to implement strategies and Fast Track Roadmap to reduce maternal and newborn mortality by improving skilled birth attendance, EmONC, increasing contraceptive use and improving adolescent reproductive health." (Direct partner respondent)*

*"La plus grande force de UNFPA par rapport à d'autres agences c'est que UNFPA renforce les capacités de la partie nationale en utilisation l'exécution nationale. En plus UNFPA s'aligne aussi aux priorités nationales et développe à cet effet un bon partenariat." [Approximate translation: "UNFPA's greatest strength compared to other agencies is that UNFPA builds/strengthens national capacities through the use national execution systems (NEX). UNFPA's (programming) is also aligned with national priorities and to this end develops good partnerships."] (Direct partner respondent)*

agenda. As the target dates for completion of the ICPD PoA and the MDG agendas are fast approaching, UNFPA has been at the forefront of processes to plan for beyond 2014 (in terms of the ICPD) and post 2015 (in terms of the MDGs). As the lead agency for co-ordinating the ICPD review process, in 2012 the Fund joined forces with United Nations agencies and other key stakeholder groups to develop the *ICPD Beyond 2014 Global Report* (UNGA, 2014 [01]) to influence the post-2015 UN development agenda (UNFPA, 2014 [35]) that is expected to be adopted at a summit in September 2015 (Beyond 2015 - Overview, 2014 [46]).

In the countries reviewed, there is evidence of UNFPA adapting its programming to country circumstances. In Kenya, for example, the 2013 Country Programme Evaluation (CPE) noted that UNFPA had responded to the post-election violence situation in 2008 and to refugee situations by working outside of the scope of its CPD in collaboration with humanitarian agencies to provide emergency services in sexual and reproductive health (SRH) (Olenja, Gor, & Okoth-Juma, 2013 [01], p. 25).<sup>1</sup> In the DRC, given the increase in gender-based violence (GBV) in conflict zones, UNFPA has reportedly prioritised its technical support to GBV-specific interventions and projects, thus also aligning with 2012 recommendations of the Global Protection Cluster (GPC, 2012 [01]).

### 4.3 EVIDENCE OF PROGRESS TOWARDS ORGANISATION-WIDE RESULTS (KPI B)

Although UNFPA approved a strategic plan to guide its programmatic work for the 2014-2017 period, this plan is still in early stages of implementation. Because of the focus on results, KPI B drew largely on the performance information related to UNFPA's 2008-2011 Strategic Plan (extended until 2013). The focus of this review is therefore the 2008-2013 planning cycle. In particular, the review used the revised results framework adopted in 2011 following a mid-term review of the 2008-2013 Strategic Plan, which clarified and reduced the number of intended outcome areas that guided the last two years of implementation (UNFPA, 2011 [02], p. 1).

**Figure 4.2 | Evidence of UNFPA's progress towards organisation-wide results, overall rating**

<div> <div>Weak</div> <div>Inadequate</div> <div>Adequate</div> <div>Strong</div> </div>	
<b>Overall rating:</b>	<b>ADEQUATE</b>
<b>Justification of the rating for UNFPA</b>	<p>MOPAN donors at headquarters provided ratings of adequate or higher for UNFPA's contributions in its different objective areas. They considered the organisation's greatest contribution to be in the areas of family planning, gender, and work related to improving data availability and analysis around population dynamics, SRH and gender equality (all of which had ratings of strong). UNFPA reports provide a fair assessment of the organisation's progress in key output areas, although UNFPA's contributions to outcome areas are still difficult to gauge based on performance reports alone. Evidence of contributions is found in several external corporate level evaluations in the areas of maternal health and gender equality, but not in all outcome areas. UNFPA had elements of theories of change in its past planning documents and theories of change have been formalised for several objective areas in the 2014-2017 Strategic Plan.</p>
<b>MOPAN description of this rating</b>	<p>The organisation is demonstrating progress towards most of its planned organisation-wide results. Although the organisation does not yet have a strong evidence base that describes progress or contributions towards all outcomes, it does clearly explain where progress has been significant or where progress has been slower, as well as the factors that have affected that progress. The organisation provides evidence that is supported by reliable data on its contributions to the majority of planned outcomes. Theories of change exist in different areas and are understandable. There may be some inconsistency across data sources (survey respondents, evidence from documents).</p>

**Finding 23:** MOPAN donors at headquarters perceive that UNFPA makes strong contributions to results in three of its outcome areas (family planning; advocacy for gender equality; and improving data availability and analysis around population dynamics, sexual and reproductive health and gender equality). UNFPA's reported contributions to outcomes have been substantiated by independent evaluations only for the areas of maternal health and gender equality.

Surveyed MOPAN members provided ratings of adequate or higher on UNFPA's progress in all seven outcome areas. The three that received the highest ratings were family planning (Outcome 3), advocacy for gender equality (Outcome 5), and improving data availability and analysis around population dynamics, sexual and reproductive health, and gender equality (Outcome 7).

These ratings were not consistently verifiable by the review of existing documents. While UNFPA reports annually on its contribution to the seven outcome areas identified in the revised development results framework (DRF), in most cases these focus largely on output data and rely primarily on self-reported data derived from country office annual reports (COARs). The most significant evidence of UNFPA's contribution to outcomes was found in thematic evaluations conducted during the 2008-2013 strategic planning period on maternal health (Outcome 2) and gender equality (Outcome 5). Additional evidence was found in the assessments of the Global Programme to Enhance Reproductive Health Commodity Security (GPRHCS) (Outcome 3) as well as in the joint evaluations of i) the UNFPA-UNICEF joint programme on female genital mutilation/cutting, and ii) the Joint Gender Programmes in the United Nations system.

At the time of the MOPAN assessment, three corporate evaluations of UNFPA's support to other outcome areas were underway. These cover UNFPA's support to i) adolescents and youth (i.e. Outcomes 1, 4 and 6 – for the period 2008-2013); ii) support to family planning (i.e. Outcome 3 – for the period 2008-2014); and iii) support to population and housing census data generation to inform decision making and policy formulation (i.e. Outcome 7 – for the period 2008-2013) and should shed light on UNFPA's contributions in programmatic areas under the 2008-2013 SP (UNFPA, 2013 [17], p. 6).

Outlined below are illustrative types of results that have been reported in UNFPA reports of the Executive Director (ED). As noted above, UNFPA's reported results do not always clearly indicate its contributions to outcomes. For the areas of maternal health, gender equality and family planning, the sections below note achievements that have been verified by external evaluations, some of which cover efforts funded by both UNFPA's core<sup>6</sup> and non-core resources.<sup>7</sup> More detailed information on each outcome area is provided in the Technical Report.

**OUTCOME 1: Population dynamics and its interlinkages with the needs of young people, sexual and reproductive health, gender equality and poverty reduction addressed in national and sectoral development plans and strategies:** The 2013 annual report of the ED indicates that during the period 2010-2013 the number of countries incorporating emerging population dynamics into development planning had almost doubled (from 23 in 2010 to 50 in 2013), and that in East and Southern Africa, West and Central Africa, and Asia and the Pacific related changes correlated closely with UNFPA support to build related capacity. This correlation was weaker in the Arab States, Eastern Europe and Central Asia, and Latin America and the Caribbean (UNFPA, 2014 [23], p. 11).

6. This includes the 2013 Joint Evaluation of Joint Gender Programmes in the United Nations System, and the Joint Evaluation of the UNFPA/UNICEF Joint Programme on FGM/C conducted in 2013.

7. This includes the mid-term reviews of MHTF and GPRHCS conducted in 2012.

**OUTCOME 2: Increased access to and utilisation of quality maternal and newborn health services:**

The 2014 report of the ED for 2013 indicates that UNFPA exceeded all of its 2013 targets and contributed to: i) strengthened emergency obstetric and newborn care in 43 countries, and the introduction of comprehensive midwifery programmes in 38 countries; ii) 34 countries completing needs assessments and costed emergency obstetric and newborn care (EmONC) operational plans; 32 countries having access to essential emergency obstetric and newborn care supplies; and 26 countries having either established or strengthened their systems for surveillance, notification and/or auditing of maternal deaths; iii) more and better treatment of women with obstetric fistula in 55 countries through the UNFPA-led Campaign to End Fistula (UNFPA, 2014 [23], pp. 13-14)

In 2012, UNFPA commissioned two evaluations of its support to maternal health: 1) a mid-term evaluation of the Maternal Health Thematic Fund (MHTF), which was later used to complement 2) an organisation-wide evaluation of UNFPA's support in this area during the period 2001-2011. The latter evaluation acknowledged UNFPA contributions to i) improved harmonisation of maternal health support, in particular through UNFPA participation in strategic and multi-sectoral partnerships; ii) stronger involvement of communities and increased demand for reproductive health services; and iii) increased availability of human resources for maternal health. (It also noted, however, that these human resources tended to remain insufficiently linked to the wider health system framework). The report further noted that the integration of maternal health into national development instruments and sector policy frameworks had been partially achieved (UNFPA Evaluation Branch, 2012 [01], p. xvi).

The same evaluation also highlighted a number of areas for improvement, including insufficient staff capacity and gaps in the skills available in country offices (in terms of expert staff in reproductive health) and noted the need for strengthening results-oriented monitoring systems in country offices and increasing knowledge generation, learning and dissemination of work done in support of maternal health at country levels. Furthermore it noted that UNFPA programming had not yet consistently focused maternal health support on the countries with the greatest needs or on the most vulnerable groups within countries. In the respective management responses, UNFPA has accepted or partially accepted to address all of the MHTF and MHTF recommendations.

**OUTCOME 3: Increased access to and utilisation of quality family planning services for individuals and couples according to reproductive intentions:** In 2012 UNFPA commissioned a mid-term review of the Global Programme to Enhance Reproductive Health Commodity Security (GPRHCS) fund.

Evaluation findings commended the programme's alignment with national policies and strategies, noted that RHCS co-ordination committees had improved country level co-ordination on public sector operational matters, and had provided appropriate support for building national capacities in RHCS (Chattoe-Brown, A.; Weil, O.; Raddock, M., 2012 [01], pp. 70-71). Also, the mid-term evaluation of the MHTF contribution to maternal health (2001-2011) found that UNFPA had contributed to scaling up and increased utilisation and demand for family planning commodities. Types of UNFPA-supported results contributing to these changes, as noted in the report of the ED for 2013, include: improvements in contraceptive logistics management due to UNFPA-supported training; establishment of secondary family planning health posts (e.g. in Rwanda); and supporting changes in relevant policies and laws (e.g. in Azerbaijan and Mexico) (UNFPA, 2014 [23], p. 16).

**OUTCOME 4: Increased access to and utilisation of quality HIV- and STI-prevention services especially for young people (including adolescents) and other key populations at risk:** As one of the 11 co-sponsors of UNAIDS, UNFPA's work in addressing HIV and AIDS focuses on programming aimed at reducing sexual transmission of HIV, ensuring the prevention of mother-to-child transmission of HIV, the prevention of HIV in young people (including adolescents) and their access to treatment (UNFPA, 2011 [02], p. 17). According to the annual report of the ED and UNAIDS monitoring performance reports, key types of results that UNFPA contributed to in 2012-2013 include: i) assessments of the linkages between SRH and HIV in 27 countries in order to inform integrated HIV and SRH services; ii) implementation of (male and female) condom demand-generation framework in seven countries; iii) launch of the "condomize" campaign to raise awareness about condoms among young people for HIV, STI and unintended pregnancy prevention, which contributed to providing information on and access to condoms to more than 7,000 youth in Malawi alone; iv) strengthening the capacity of community-led organisations and networks that address HIV and the sexual and reproductive health needs of sex workers in 29 of the 38 UNAIDS priority countries.

At the time of this assessment, UNFPA was engaged in processes aimed at assessing its support to adolescents and youth (2008-2013), including an evaluation that is also expected to shed light on UNFPA's contribution to the UNAIDS Outcome Framework 2009-2011.

**OUTCOME 5: Gender equality and reproductive rights advanced particularly through advocacy and implementation of laws and policy:** The 2013 Joint Evaluation of Joint Gender Programmes in the United Nations System (2006-2013) commissioned by several agencies highlighted areas in which the UN as a whole (including UNFPA) had contributed to promoting gender issues and ensuring their integration in political, policy and legislative agendas (IOD PARC, 2013 [01], p. 9).<sup>8</sup> These included thematic results for rights holders (e.g. reduced tolerance of GBV and increase in the number of GBV cases reported), results related to reforming or strengthening the policy, legislative and accountability environments for gender (e.g. through increased financial allocations to gender-related priorities), and strengthened demand for reform (e.g. through greater capacity of women's groups and representatives, as well as through strengthened national evidence bases on gender issues) (IOD PARC, 2013 [01], p. 39). In its joint management response, the working group expressed its intention to take into account all of the evaluation's recommendations.

In view of UNFPA's work related to the abandonment of female genital mutilation/cutting (FGM/C), the Joint Evaluation of the UNFPA/UNICEF Joint Programme on FGM/C (2013) highlighted the programme's contribution to strengthening local-level commitment to ending the practice, indicating that the joint programme had helped expand or accelerate existing change processes towards FGM/C abandonment at national, sub-national and community levels, and that it had contributed to strengthening the momentum for change at the global level. The evaluation noted that the joint programme benefited from the complementary strengths of UNICEF and UNFPA, and that UNFPA brought particular strengths in relation to gender equality and reproductive health. Areas noted for improvement included the need for systems and tools, capacities, and resources available for monitoring and reporting on progress towards results (UNFPA, UNICEF Evaluation Office, 2013 [01], pp. xi-xii). The UNFPA-UNICEF joint management response agreed to comply with all recommendations in the joint evaluation report.

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8. The commissioning agencies include UN-Women, UNFPA, UNICEF, MDG - Fund, UN Development Operations Coordination Office (DOCO), the Spanish Agency for International Development (AECID), and Norwegian Agency for Development Cooperation (NORAD).

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The 2013 report of the ED highlighted UNFPA contributions to addressing and preventing gender-based violence (GBV), including through its role as (co)-leader of related co-ordination mechanisms in 29 out of 30 focus countries. The report also noted UNFPA contributions to the 57th session of the Commission on the Status of Women, which recognised the link between sexual and reproductive health and rights and violence against women, and to the International Conference on Female Genital Mutilation/Cutting, organised by the Government of Italy, UNFPA and UNICEF. The Conference produced a moving forward statement (A/68/640) that was submitted to the 68th session of the General Assembly.

**OUTCOME 6: Improved access to SRH services and sexuality education for young people (including adolescents):** The ED report on 2013 noted that UNFPA i) supported 101 countries providing capacity development for the provision of sexual and reproductive health services to young people (an increase from 77 in 2011 – exceeding UNFPA's 2013 target); ii) supported 19 countries in designing and implementing comprehensive programmes to reach marginalised adolescent girls (an increase from 8 countries in 2011 and exceeding UNFPA's 2013 target); and iii) supported 102 countries to design and implement comprehensive sexuality education programmes (exceeding its target of 90 countries). The organisation also reported training 528 experts on designing, implementing and evaluating comprehensive sexuality education programmes. As per the ED report, this contributed to increasing the coverage of comprehensive, age-appropriate sexuality education in school settings, and to increasing knowledge among young people in sub-Saharan Africa on the prevention of HIV transmission (UNFPA, 2014 [23], p. 19). No externally validated evidence was found on UNFPA's overall contribution to this outcome area.

**OUTCOME 7: Improved data availability and analysis around population dynamics, SRH (including family planning) and gender equality:** The organisation reported that in 2013 it: i) supported 106 countries in the production and dissemination of censuses, surveys and other statistical data (an increase from 79 countries in 2010); supported 71 countries for in-depth analyses of population censuses and household surveys; trained 3,370 people in the analysis of population-level data, and 1,463 people in population-level data analysis in humanitarian situations (thus exceeding all of its 2013 respective annual targets). Moreover, as a result of UNFPA's support to countries in conducting household surveys, it has enabled the estimation of indicators for MDG target 5b in 110 countries (UNFPA, 2014 [23], p. 21). Later in 2014 UNFPA is planning an evaluation to assess its support to countries in ensuring the availability of data that informs decision making and policy formulation.

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#### 4.4 EVIDENCE OF PROGRESS TOWARDS STATED COUNTRY-LEVEL RESULTS (KPI C)

This section presents a high level summary of UNFPA's evidence of progress in achieving its stated country-level results in each country that was part of the MOPAN 2014 assessment. More detailed analysis is provided in Chapter 5 below on country level performance.

**Figure 4.3 | Evidence of UNFPA's progress towards stated country-level results, overall rating**

Weak Inadequate Adequate Strong

Overall rating:	INADEQUATE
Justification of the rating for UNFPA	UNFPA does not provide useful or consistent documented evidence of progress toward its stated outputs and contributions towards outcomes in the countries assessed. Theories of change are in various stages of development and are not yet well articulated. Survey respondents in each country provided ratings of adequate or above for most of UNFPA's stated results, but country performance summaries provide little evidence of contributions to results as measured by indicators. Available reports and evaluations do not provide sufficient evidence of progress, and there are some concerns about the quality of data in both reports and evaluations. This variation among the sources of data (from documents and from the survey) led to the rating of inadequate.
MOPAN description of this rating	The organisation does not provide useful evidence that indicates that it is meeting or moving toward most of its stated results in the countries assessed. In addition, its theories of change are not well articulated. The exploration of different sources of data (including perceptions of key stakeholders) does not provide consistent evidence with regard to the achievement of results at output and outcome level. While the organisation presents some data on progress towards its expected results in the countries assessed, the evidence base is weak.

**Finding 24:** In the six countries that were part of the MOPAN assessment, UNFPA's reports and evaluations at country level provided limited documented evidence of UNFPA contributions to outputs and, especially, to outcomes. Survey respondents, however, perceive that UNFPA is making contributions towards its stated objectives in those countries.

In all the countries reviewed, the reports and evaluations generally confirmed progress in most of the stated output areas for the country programme under review. (The assessment considered either the most recently completed country programme or the on-going programme.) Examples of this progress are included in the following chapter. However, most of the reports did not provide a strong evidence-based narrative that illustrated how completed activities led to output-level change. UNFPA country office reports draw on data provided by implementing partners, data collected through direct observation and field visits carried out as part of the country office monitoring role, and may also draw on national systems. However, CPE and thematic evaluations reviewed identified recurring problems with insufficient data or poor quality data in country offices.

The picture of UNFPA contributions is clearer for some countries (such as DRC and Kenya) than for others in this particular sample, for several reasons, including the availability of evaluations that could corroborate results achieved. However, two of the four CPEs used for this assessment were reviewed by the UNFPA



evaluation quality assessment and were considered to be of poor quality, thereby bringing into question the credibility of findings on programme effectiveness.

In Tanzania, the Delivering as One context presents a different challenge to the analysis of what UNFPA has contributed to results of the UN Development Assistance Plan (UNDAP) as monitoring and evaluation are centralised and performed at the working group level instead of the agency level. In other words, UN Tanzania Results and Monitoring System provides a more limited picture of UNFPA's specific contributions to outputs and outcomes even though it provides information on progress made by working groups in which it is active.

Based on the review of the six countries, there is more documentation of UNFPA results in the areas of maternal health and sexual and reproductive health services (including commodities) than in other areas. This is partly due to the fact that the majority of country office financial resources (between 45% and 65%) have been directed towards these focus areas and evaluations were available on these topics. In the area of population and development, there are descriptions of how UNFPA has contributed to population data processes, such as the censuses held in Ecuador and DRC. However, the use of that population data for policy making and decision making is less well documented.

In each of the focus areas (sexual and reproductive health, population and development, and gender equality), the MOPAN survey data suggests that UNFPA is making adequate or strong contributions in the six countries assessed. This survey data is highlighted in Chapter 5.

The sample of countries selected for the MOPAN assessment in 2014 included a range of country types, including fragile states (i.e. Bangladesh, Cambodia, DRC and Kenya), an upper middle income country (i.e. Ecuador), and a stable low income country (i.e. Tanzania). In each of these country contexts, the UNFPA programme activities differ and include policy dialogue/advice and advocacy work, knowledge generation, capacity development and service delivery. The country type, the implementing organisations, and the nature of the work done by UNFPA may have significant impact on the quality of reports and of results achieved. However, as noted in the MOPAN methodology limitations, the sample of countries is not representative of all of the work of UNFPA country offices.

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#### 4.5 EVIDENCE OF CONTRIBUTION TO NATIONAL GOALS AND PRIORITIES, INCLUDING THE MILLENNIUM DEVELOPMENT GOALS (KPI D)

This section presents a summary of the evidence of UNFPA's contribution to national goals, including the Millennium Development Goals (MDGs), in all countries that were part of the assessment. It draws on document review and survey data. The details on each country are provided in Chapter 5.

**Figure 4.4 | Evidence of UNFPA's contribution to national goals and priorities, including MDGs, overall rating**

Weak Inadequate Adequate Strong

Overall rating:	ADEQUATE
Justification of the rating for UNFPA	<p>In most countries reviewed, UNFPA CPDs' alignment with and contributions to national priorities are confirmed by country programme evaluations or project/thematic evaluations. Surveyed stakeholders hold positive views about the contributions of UNFPA's programming to national priorities</p> <p>UNFPA's re-alignment led to a focus on improving maternal health, the MDG area that is furthest from achieving the target for 2015. That re-focusing on MDG 5 a and b permeates the organisation and its documents, not only its programming/planning documents, but also its reports and evaluations. UNFPA also plays the role of advocate for MDG 5, helps to leverage resources, and systematically tracks progress in this area.</p>
MOPAN description of this rating	<p>The organisation provides some evidence of contribution to the achievement of national goals and priorities, including relevant MDGs, in some countries assessed. It provides some evidence of contributions that have been significant and where they have been less successful, as well as the factors that have affected that contribution. The description of contribution is supported by some reliable data from measuring indicators, evaluations, or other sources. The organisation's key stakeholders perceive that it is contributing to the achievement of national goals and priorities, including the MDGs, and that partner countries positively benefit from the organisation's work. There is some consistency across the different data sources, including the perceptions of the organisation's key stakeholders. MDGs, and that partner countries positively benefit from the organisation's work. There is some consistency across the different data sources, including the perceptions of the organisation's key stakeholders.</p>

**Finding 25:** From its mandate to its country programmes, UNFPA makes explicit its intent to contribute to national goals and priorities, with a clear focus on MDG 5 on improving maternal health. Reports and evaluations provide evidence of UNFPA's focus on MDG 5 and of its contributions to maternal health in countries reviewed. They also highlight its role in establishing strategic and multi-sectoral partnerships to harmonise interventions targeting maternal health.

**At the country level, perception data confirms UNFPA contributions to national priorities.** Survey respondents in the six countries included in the MOPAN survey rated UNFPA strong for its contributions to national goals and priorities, including the MDGs. This perception is perhaps not surprising given the process of consultation used to develop the country programme and that the government signs off on the Country Programme Action Plan (CPAP).

**UNFPA mandate and strategy are focused on MDG 5.** UNFPA's mandate is guided by the Programme of Action of the International Conference on Population and Development (ICPD) and by the subsequent Millennium Development Goals (MDGs) (UNFPA, 2014 [08]; UNFPA, 2011 [02], p. 5).

The 2011 midterm review increased UNFPA's focus on maternal mortality. This organisational re-alignment, which began in 2011, brings a stronger and explicit focus on MDG 5 that has been consistently communicated within the organisation and with external stakeholders; this focus is evident in UNFPA's programming reviewed at the country level. UNFPA invests the greatest proportion of its core resources in the area of MDG 5 (22.7% of regular resources in 2013). Moreover, in all countries included in the MOPAN assessment, UNFPA's reports and evaluations confirm the importance of its contribution to MDG 5A and 5B.

**The UNFPA Maternal Health Thematic Fund (MHTF), in particular, helped to leverage additional resources in favour of maternal health, especially at country level.** The MHTF was launched in 2008 to accelerate progress towards MDG 5A and 5B on maternal mortality and access to sexual and reproductive health. At the country level, the Fund increased visibility of UNFPA maternal health work and allowed the organisation to leverage additional resources from bilateral donors and development banks for that purpose (UNFPA Evaluation Branch, 2012 [03]). At the global level, the H4+ initiative, which UNFPA and MHTF have been active in, has also attracted additional funds for maternal health.

**UNFPA works in partnership and harmonises support for maternal health.** UNFPA contributes to MDG 5 in partnership with organisations such as those from the H4+ group (WHO, UNICEF, UN Women, World Bank) and to MDG 4 within the Campaign on Accelerated Reduction of Maternal Mortality in Africa (CARMMA) and the Maputo Road Map. The evaluation of the MHTF suggests that one of UNFPA's roles within these initiatives has been to help harmonise support for maternal health in programme countries.

**UNFPA systematically tracks and reports on progress towards MDG 5.** At a corporate level, UNFPA has developed tools for tracking and reporting on progress in achieving MDGs on reducing maternal mortality (5A) and on sexual and reproductive health (5B). UNFPA corporate reporting (Annual Report of the Executive Director) provides overall data on progress towards its SP outcomes and outputs that includes contribution to reduction in maternal mortality (MDG 5A) and SRH (MDG 5B). UNFPA also tracks global progress on MDG 5 through its MDG5b+Info online database system.

UNFPA contributes to MDG 3 on gender equality and women's empowerment, to MDG 6 on HIV/AIDS, and to MDG 4 on child mortality (UNFPA, 2014 [40]), although contributions to these MDGs are not as well documented.

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## 5. UNFPA performance at the country level

## 5.1 INTRODUCTION

The sections below provide an overview of UNFPA's organisational effectiveness and evidence of results and relevance in each of the countries participating in the MOPAN assessment. Detailed country data is presented in the Technical Report, Volume I.

## 5.2 BANGLADESH

### CONTEXT

Least Developed Country - Population 156 million– one of the most densely populated countries in the world. Total fertility rate declined from 6.3 children per woman in 1975 to 2.3 in 2011 (NIPORT, 2013 [01]).

### CHALLENGES

- 55% of adolescent girls become mothers before the age of 19 (teen pregnancy 118/1000; (NIPORT, 2013 [01])).
- Only 32% of deliveries attended by skilled health personnel
- Unmet need for family planning (13.5/DHS 2011) and high drop-out rate among family-planning acceptors. Decline of LAPM (long-acting or permanent contraception methods) from 48% in 1989 to 15% in 2011 of all modern method users.
- Approximately 60% of women have suffered from violence

### UNFPA'S OBJECTIVES IN BANGLADESH

- Increased and equitable utilisation of high-quality sexual and reproductive health and HIV information and services. Focus on family planning, skilled care.
- Increased availability in emergencies and in early-recovery settings of gender-sensitive, high-quality reproductive health services and services to combat gender-based violence.
- Contribute to government and non- government stakeholders being better able to accelerate national development, with focus on achieving the MDGs and pro-poor growth.
- Reduce social and institutional vulnerabilities of women.

### UNFPA's organisational effectiveness – highlights from the MOPAN survey in Bangladesh

This section identifies the issues that stand out in each of the performance areas of the MOPAN assessment, especially noting any ratings of strong or inadequate.

#### Strategic management

- Survey respondents highlighted that UNFPA has a strong focus on results as it ensures application of results-based management and has an institutional culture that is results- oriented. Respondents thought the Fund is strongly committed to develop country strategies in consultation with partners, and mainstreaming gender equality and human rights based approaches in its work.

- Respondents considered UNFPA adequate in promoting environmental sustainability and good governance and mainstreaming HIV/AIDS in its work. However, 38% of respondents in Bangladesh did not know whether UNFPA sufficiently promotes environmental sustainability in its work.

#### **Operational management**

- Respondents considered UNFPA strong in demonstrating the use of performance information for decision-making at country and project/programmes level, for respecting humanitarian principles and for advocating towards women's reproductive health and rights when working in emergency settings.
- UNFPA's practices at country level were seen as adequate with regards to transparency and predictability of development co-operation funding, and its delegation of decision-making authority and on the sufficiency of staff at the country level.

#### **Relationship management**

- UNFPA was rated strong for the use of country systems, for the value it adds to policy dialogue and for harmonising arrangements and procedures with development partners. The Fund was seen as having clear procedures and as adapting its work quickly to respond to changing circumstances on the ground.

#### **Knowledge management**

- Direct partners (the only survey respondent group asked) rated UNFPA strong for involving key partners in evaluations of its projects or programmes and adequate in involving key beneficiaries. These questions were part of the only MI on knowledge management that was assessed at the country level.

### **UNFPA's relevance and development results – some highlights from the assessment**

This section provides an overview of the survey data and examples of where there is greatest documented evidence of results.

#### **Relevance**

- Surveyed respondents gave a rating of strong, when asked (a) whether UNFPA pursues results in areas within its mandate; (b) whether its results align with global trends and priorities, c) whether its results respond to the needs/priorities of its target groups, and d) whether it adapts its work to the changing needs and priorities of the country.

#### **Progress towards UNFPA's stated country-level results**

- Survey respondents in Bangladesh rated UNFPA strong for its contribution to increasing equitable access to high-quality HIV and sexual and reproductive health services (Outcome 1), and for strengthening national capacities to collect, analyse and integrate population data in national development strategies (Outcome 3). They rated the Fund adequate for its contribution to increasing the availability of high-quality reproductive health services and high-quality services to combat gender-based violence in emergency and early-recovery settings.
  - One limitation to assessing progress towards stated country level results has been that the documents available on the current programme cycle report more on activities than on outputs or outcomes.
  - Nevertheless, evidence of achievements include: UNFPA financial and technical support to the Bangladesh Bureau of Statistics (BBS) contributed to the completion of the Population and Housing census 2011, and the creation of a national database on the prevalence of violence against women (VAW).
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- UNFPA was the focal point and administrative agent of the joint programme on violence against women (JP-VAW) implemented by 9 UN agencies. The project contributed to strengthening the knowledge and skills on VAW prevention and responses of government officials in 11 ministries. It helped raised awareness on VAW in the workplace, for vulnerable groups, and people affected by HIV/AIDS, and helped strengthen capacities for the care of VAW survivors with linkages to legal and counselling services. (Arbulú & Ali, 2013 [01], p. 4).

### Contributions to national priorities and MDGs

Survey respondents perceived UNFPA to be strong in its contribution to development results that support the achievement of Bangladesh's national priorities, making effective contributions to the MDGs, and delivering positive results for Bangladesh.

## 5.3 CAMBODIA

CONTEXT
Population 14.2 million. Low income country.
CHALLENGES
<ul style="list-style-type: none"> <li>● Cambodia is considered “on track” to meeting MDG 5A on reduction of maternal mortality.</li> <li>● Significant progress in reducing HIV prevalence (0.46%) and incidence. Previously generalised, HIV and AIDS epidemic has shifted to one concentrated among high-risk groups.</li> <li>● Progress towards gender equality challenged by high levels of poverty and legacy of conflict.</li> <li>● High levels of violence against women, gang violence, trafficking, illiteracy and maternal mortality.</li> <li>● Progress in national response to reproductive health needs (e.g. reduced maternal mortality; fertility rates reduced from 4.0 in 2000 to 2.8 in 2013; mean age of marriage above 22 years of age, steady increase in contraceptive use).</li> </ul>
UNFPA'S OBJECTIVES IN CAMBODIA
<ul style="list-style-type: none"> <li>● UNFPA in Cambodia works on all three focus areas set by the UNFPA SP 2008-2011: population and development (PD), reproductive health and rights (RHR) and gender equality (GE).</li> <li>● Particular focus on RHR for which 61 % of resources were allocated. Related thematic areas include maternal mortality and family planning.</li> <li>● Total of 10 development outcomes, four related to RHR, two under PD, and four under GE.</li> </ul>

### UNFPA's organisational effectiveness – some highlights from the MOPAN survey in Cambodia

This section identifies the issues that stand out in each of the performance areas of the MOPAN assessment, especially noting any ratings of strong or inadequate.

### **Strategic management**

- Survey respondents perceived UNFPA as strong for having an institutional culture that focuses on results and applying results-based management in its work. It was also rated strong for involving direct partners in the development of its country strategy and for mainstreaming gender equality, human rights-based approach and HIV/AIDS.
- Respondents however rated UNFPA adequate for promoting environmental sustainability and the principles of good governance through its work.

### **Operational management**

- UNFPA was rated strong on most aspects of operational management, namely on transparency and predictability of development co-operation funding, on aspects of financial accountability (i.e. quickly following-up on financial irregularities and effective procurement procedures), on the use of performance information, on delegation of decision-making authority and on the sufficiency of staff at the country level.
- It was rated adequate on whether aid reallocation decisions can be made at the country level. However, 40% of respondents said they do not know whether country offices have sufficient delegated authority to make decisions on aid reallocation at a country level, and 41% did not know whether new areas of co-operation can be approved locally.

### **Relationship management**

- Respondents rated the alignment of UNFPA's country programme documents with national development strategies, the Fund's use of country systems, the value it adds to policy dialogue, and its harmonisation efforts with development partners as being strong.
- Respondents rated adequate the extent to which UNFPA funds proposals designed and developed by national partners, and co-ordinates planning, programming, monitoring and reporting with partners. Respondents also considered UNFPA adequate for having procedures that can be easily understood and followed by partners, for the length of time it takes to complete UNFPA procedures and the impact it has on implementation, and for UNFPA's operational agility to respond to changing circumstances at the country level.

### **Knowledge management**

- Direct partners (the only survey respondent group asked) rated UNFPA strong for involving key beneficiaries and partners in the evaluations of its projects and programmes. These questions were part of the only MI on knowledge management that was assessed at the country level.

### **UNFPA's relevance and development results – some highlights from the assessment**

This section provides an overview of the survey data and examples of where there is greatest documented evidence of results.

#### **Relevance**

- Surveyed respondents gave a rating of adequate, when asked (a) whether UNFPA pursues results in areas within its mandate, and (b) whether its results are in line with global trends and priorities. UNFPA was rated strong in view of whether its results respond to the needs/priorities of its target groups, and whether it adapts its work to the changing needs and priorities of the country.
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- Evaluations have confirmed that both the 3rd and 4th country programmes responded well to and reflected Cambodia's current and future challenges in areas where UNFPA works (Tobin R., 2011 [01], p. 5).

#### **Progress towards UNFPA's stated country-level results**

- MOPAN survey respondents rated UNFPA strong for progress made towards four of its ten stated outcomes, and adequate for progress made towards the remaining six outcomes. Particularly strong progress was noted in relation to UNFPA's role in increasing access to high-quality reproductive, maternal, newborn and child health and nutrition services.
- The CO has reported on its activities and outputs through the COARs and SPRs in accordance with UNFPA's requirements. However, the evidence of contributions to development results is fragmented because it is found in different types of reports, including these performance reports and evaluations. It is difficult to piece together a holistic/complete, comprehensive picture of UNFPA contributions to development results in Cambodia.
- Nevertheless, as confirmed by CPE and thematic evaluations, evidence of achievements include: in the area of Reproductive Health and Rights, UNFPA has contributed to increased harmonisation of maternal health support, in part because the country office has used its membership of key co-ordination committees to influence pro-actively the maternal health agenda (UNFPA Evaluation Branch, 2012 [06], p. 16). UNFPA has contributed to increasing numbers of midwives and upgrading quality of their services (UNFPA, 2013 [55], p. 3). Also, UNFPA has gained credibility by producing evidence for reproductive health/maternal health policy debates and prioritisation (UNFPA Evaluation Branch, 2012 [06], p. 16).
- In relation to Population and Development and Gender, UNFPA Cambodia supported the Ministry of Planning (MoP) to put in place a robust system for generating quality population data through the Cambodia Inter-Censal Population Survey (CIPS) 2013 (UNFPA, 2013 [57]). As regards gender equality outcomes, UNFPA contributed to the finalisation of the draft second National Action Plan on Violence Against Women (NAP VAW), in particular the inclusion of health sector response to VAW into the document.

#### **Contributions to national priorities and MDGs**

Survey respondents found that UNFPA is strong in (a) contributing to development results that support the achievement of national priorities; (b) supporting progress on the MDGs in Cambodia; and (c) implementing programmes and initiatives that have resulted in positive benefits for Cambodia.

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## 5.4 DEMOCRATIC REPUBLIC OF CONGO (DRC)

### CONTEXT

Population 65 million. Low income country and fragile state.

### CHALLENGES

- Fragile peace after 1996-2001 conflicts.
- High levels of violence and sexual abuses committed against women.
- Rising maternal mortality ratio especially in conflict areas. Lack of skilled birth attendants.
- 25% of adolescent girls 15 to 19 years-old have been pregnant or given birth. Low demand for family planning.
- High HIV prevalence rate (3.2% in 2009).

### UNFPA'S OBJECTIVES IN THE DRC

Under the 2008-2012 country programme UNFPA in DRC aimed to:

- Strengthen use of reproductive health services of good quality, and of HIV prevention services, in particular for young people, women, and populations affected by conflicts.
- Ensure that population, reproductive health, gender and sexual violence issues are taken into account in development policies and programmes.
- By 2012, create an environment more conducive to gender equality and equity, and to the elimination of sexual and gender-based violence.

### UNFPA's organisational effectiveness – some highlights from the MOPAN survey in DRC

This section identifies the issues that stand out in each of the performance areas of the MOPAN assessment, especially noting any ratings of strong or inadequate.

#### Strategic management

- UNFPA was rated strong on all aspects of strategic management including its application of results-based management and its institutional culture that reinforces a focus on results. It was seen as strong for developing country strategies in consultation with partners and for mainstreaming and promoting gender equality, environmental sustainability, good governance, human rights-based approaches and HIV/AIDS in its work. However, 54% of respondents did not know whether UNFPA sufficiently promotes environmental sustainability in its work, and none of the in-country donor respondents was able to rate UNFPA on its promotion of environment, an area for which the document review found little evidence of achievements at country and organisation-wide levels.

#### Operational management

- Respondents perceived UNFPA as strong for having transparent and predictable development co-operation funding measures, for demonstrating the use of performance information for decision-making at country and project/programme level and for permitting aid reallocation decisions to be made at the country level.

- The Fund was considered adequate for quickly following-up on financial irregularities, for the sufficiency of its staff deployment for maintaining effective country-level partnerships, for allocating necessary human and financial resources to engage in humanitarian and emergency settings, and for co-ordinating efforts to ensure the prevention of GBV in emergency. Yet, 50% of respondents did not know whether UNFPA quickly follows up on financial irregularities identified in audits.

### Relationship management

- UNFPA was rated strong on most aspects of relationship management including its co-ordination of development co-operation at the country level in support of national or partner plans, its use of country systems, its contributions to policy dialogue and its harmonisation of arrangements and procedures with development partners.
- It was seen as adequate for having procedures that can be easily understood and completed and for the time required for completing its procedures, which does not affect implementation.

### Knowledge Management

- Direct partners (the only survey respondent group asked) rated the Fund strong for involving key partners and beneficiaries in the evaluations of its projects and programmes. These questions were part of the only MI on knowledge management that was assessed at the country level.

## UNFPA's relevance and development results – some highlights from the assessment

This section provides an overview of the survey data and examples of where there is greatest documented evidence of results.

### Relevance

- Surveyed respondents gave a rating of strong, when asked (a) whether UNFPA pursues results in areas within its mandate, and (b) whether its results are in line with global trends and priorities; c) whether its results respond to the needs/priorities of its target groups, and d) whether it adapts its work to the changing needs and priorities of the country.
- The CPE for the 3rd country programme found that, overall, the programme had been relevant in view of existing needs and priorities of target groups. The midterm evaluation of the MHTF in DRC found that the allocation of resources across the country did not follow clear criteria (i.e. demographic weight, size of the country, population's needs) (UNFPA Evaluation Branch, 2012 [05], p. 16).

### Progress towards UNFPA's stated country-level results

- The CO undertook a midterm review and a final country programme evaluation of its programme cycle. The CPE was rated "poor" by the evaluation quality assessment (EQA). Nevertheless, UNFPA's reports and evaluations provide a reasonable picture of the Fund's contributions (through the work of its implementing partners) in DRC despite significant data quality concerns as noted in the Country Programme Evaluation (CPE).
- The CO faced challenges in making progress towards its planned results due to the frequent resurgence of conflict in the eastern part of the country.

- Nevertheless, overall survey respondents rated UNFPA strong as regards progress made towards all three of its outcome areas related to reproductive health and rights (RHR), population and development and gender equality.
- Examples of achievements include: In the area of RHR, UNFPA supported awareness raising efforts on family planning and HIV/AIDS prevention resulted in the integration of life education programs in 4,002 schools. Also, the MO contributed to an increase in the percentage of child deliveries assisted by skilled health personnel from 55 to 86% in the targeted areas (UNFPA, 2012 [20], p. 8).
- In relation to Population and Development, UNFPA provided relevant support to the government in initiating the second census as well as to various demographic and health studies. Related achievements include: the establishment of the legal basis of the census, of the co-ordinating entities, the initiation of preparatory activities and the refurbishment of three provincial statistical production centres to conduct the census (UNFPA, 2012 [36], p. 3). Also, UNFPA contributed to the creation of a database on sexual violence in the Ministry of Gender (UNFPA, 2012 [20], p. 4).
- As regards gender equality, UNFPA contributed to the “Joint Project for prevention and response to sexual violence in the provinces of North Kivu and South Kivu,” which contributed to strengthen capacity of actors to provide medical, psychosocial, legal, and judicial protection and the socio-economic reintegration to victims. Impacts identified in final report include increased awareness of the issue, development of structures and institutions to respond to GBV and adoption of several resolutions on sexual violence by UN Security Council in DRC (UNFPA, 2013 [52]).

#### Contributions to national priorities and MDGs

- The CPE of the 3rd country programme noted UNFPA contributions to MDGs 3, 5 and 6 related to gender equality, maternal mortality and HIV/AIDS (Kalambayi, 2012 [01], p. 65).
- Survey respondents rated UNFPA strong for (a) contributing to development results that support the achievement of national priorities; (b) effectively contributing to relevant MDGs in DRC; and (c) implementing programmes and initiatives that have resulted in positive benefits for DRC.

### 5.5 ECUADOR<sup>9</sup>

#### CONTEXT

Population 15.5 million. Upper middle-income country.

#### CHALLENGES

- Total fertility rate (TFR) among the highest in the region with a rate of 100 per 1 000 women aged 15-19 years (UNFPA, 2014 [42], p. 2). Rate particularly elevated for poor women.
- HIV/AIDS prevalence is concentrated among vulnerable population and has been stable in the last four years (UNFPA, 2014 [42], p. 2).

9. In analysing the survey data, the assessment team identified outliers whose survey responses shifted the trend in the mean scores in Ecuador due to the weighting formula that is applied. Consequently, this chapter on Ecuador is based on the survey mean scores without the outlier responses.

## UNFPA'S OBJECTIVES IN ECUADOR

Under the 2010-2014 country programme UNFPA in Ecuador aimed to:

- Strengthen national health system management to increase demand for, and improve access to, sexual and reproductive health services, emphasising equity, quality, cultural sensitivity, women, adolescents and young people.
- Strengthen the national planning system to formulate, implement, monitor and evaluate public policies.
- Help authorities, national civil servants and civil society improve their knowledge and skills to implement public policies according to international standards.

## UNFPA's organisational effectiveness – some highlights from the MOPAN survey in Ecuador

This section identifies the ratings that stand out in each of the performance areas, including any ratings of strong or inadequate.

### Strategic management

- UNFPA was rated strong on most aspects of strategic management including ensuring application of results-based management and having an institutional culture that focus on results. It was also seen as strong at developing country strategies in consultation with partners, and at mainstreaming or promoting gender equality, good governance, human rights-based approaches, and HIV/AIDS in its work. It was rated adequate for promoting environment and good governance in its work – which is consistent with document review findings.

### Operational management

- The Fund was rated strong for the transparency and predictability of its development co-operation funding, for having effective procurement procedures and for using performance information for decision-making.
- Respondents considered it is adequate on delegation of decision-making authority and sufficiency of staff at the country level. However, 52% of respondents did not know whether funding for new areas of co-operation can be approved locally.

### Relationship management

- Respondents rated UNFPA strong for its co-ordination of development co-operation at the country level, its use of country financial and non-financial systems, its contributions to policy dialogue, its harmonisation of arrangements and procedures with development partners, and for having procedures that take into account local conditions and capacities.

### Knowledge management

- Direct partners (the only survey respondent group asked) rated UNFPA strong for involving key beneficiaries and partners in evaluation processes. These questions were part of the only MI on knowledge management that was assessed at the country level.

**UNFPA's relevance and development results – some highlights from the assessment**

This section provides an overview of the survey data and examples of where there is greatest documented evidence of results.

**Relevance**

- Survey respondents found UNFPA to be strong in (a) pursuing results in areas within its mandate; (b) aligning its results with global trends and priorities; (c) responding to beneficiary needs and priorities; (d) adapting its programmes and operations to the changing needs and priorities of the country.
- These positive ratings are also confirmed by the findings of the 5th CPE (Rodríguez M., Miranda G., & Álvarez R., 2013 [01], p. 90).

**Progress towards UNFPA's stated country-level results**

- Overall, survey respondents rated UNFPA strong for the progress made towards all three of its outcome areas related to reproductive health and rights (RHR), population and development and gender equality.
- Information on results is limited to evidence provided in the CPE and CPS, which provide an output-focused overview of results achieved in the country. The CPE and CPS do not address UNFPA's contributions to country programme outcomes.
- Examples of key achievements highlighted in these documents include: in the area of Reproductive Health, UNFPA's knowledge management, advocacy and policy dialogue contributed to the design and establishment of a sexual and reproductive health Training Centre in partnership with the Ministry of Health, Professional Federations (Gynaecology and Midwifery), and Academia (UNFPA, 2014 [33]).
- In Population and Development, socio-demographic variables have been increasingly integrated into the tools used by the National Statistics System and by the National Information System at least partly due to UNFPA's role in sharing knowledge and providing technical assistance for the design of data collection instruments, the use of the 2010 Population and Housing Census micro-data, and the design of other statistical instruments (such as the Continuous Household survey) (Rodríguez M., Miranda G., & Álvarez R., 2013 [01], p. 64).
- As regards Gender Equality, UNFPA has influenced the policy reform process in Ecuador through advocacy and policy dialogue resulting in various policies, plans and programmes being introduced such as a reform of the Criminal Code that now integrates GBV issues – criminalization of femicide and domestic violence, establishment of a victim's protection system (Rodríguez M., Miranda G., & Álvarez R., 2013 [01], p. 62).

**Contributions to national priorities and MDGs**

- Survey respondents found that UNFPA is strong in contributing to results that support national priorities, making effective contributions to MDGs in Ecuador; and implementing programmes and initiatives that have resulted in positive benefits for the country.
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## 5.6 KENYA

### CONTEXT

Population 43.2 million. Low income country and fragile state.

### CHALLENGES

- High maternal mortality ratio (MMR) that increased between 2003 and 2008/2009 due to limited use of skilled antenatal care.
- Declining, but still high pregnancy rate for teenagers (15 to 19 years old) affecting nearly a fifth of this population.
- Continuingly high rates of new HIV infections.
- GBV prevention and response poorly resourced. GBV and FGM/C prevalence rates decreased but remain high with respective levels around 40% and 30%.

### UNFPA'S OBJECTIVES IN KENYA

Under the 2009-2013 (extended to 2014) country programme UNFPA in Kenya aimed to contribute to:

- Increased utilisation of equitable, efficient and effective health services, especially for vulnerable populations.
- Equitable and universal access to high-quality prevention, treatment, care and support services for HIV, including the protection of human rights.
- Incorporation of population dynamics and its interlinkages with gender equality, sexual and reproductive health and HIV/AIDS in public policies, poverty reduction plans and expenditure frameworks.
- Enhanced gender equality, empowerment of women, and realisation of human rights.

### UNFPA's organisational effectiveness – some highlights from the MOPAN survey in Kenya

This section identifies the ratings that stand out in each of the performance areas, including any ratings of strong or inadequate.

#### Strategic management

- In Kenya, survey respondents rated UNFPA strong on most aspects of strategic management. They indicated UNFPA's institutional culture has a strong focus on results and the Fund ensures application of results management. Respondents also highlighted UNFPA is strongly committed to develop country strategies in consultation with partners.
- Overall, UNFPA was rated strong in mainstreaming and promoting the following cross-cutting priorities: gender equality, good governance, human rights-based approaches, and HIV/AIDS. Yet, it was seen as adequate in promoting environmental sustainability in its work, which is consistent with document review findings (MI 4.3).

**Operational management**

- UNFPA was rated strong for the transparency and predictability of its development co-operation funding measures, its effective procurement procedures, demonstrating the use of performance information for decision-making at country and project/programme level, respecting humanitarian principles, and advocating for women's reproductive health and rights in humanitarian and emergency settings.
- UNFPA was rated as adequate for quickly following-up on financial irregularities, although 60% of respondents responded "don't know" on this question. Survey respondents rated UNFPA as adequate on other aspects of operational management: whether UNFPA's country office staffing is sufficient for maintaining effective partnership at the country level; whether UNFPA has the necessary human and financial resources to engage in humanitarian and emergency settings; and on the effectiveness of its co-ordinating efforts to ensure GBV prevention in emergencies.

**Relationship management**

- Survey respondents rated UNFPA strong on most aspects of relationship management, including its co-ordination of development co-operation at the country level, its use of country systems, its contributions to policy dialogue and its harmonisation of arrangements and procedures with development partners.
- Respondents rated UNFPA adequate when asked whether the length of time to complete UNFPA procedures does not affect implementation and whether it adjusts its work in the country quickly to respond to changing circumstances.

**Knowledge management**

- Direct partners (the only survey respondent group asked) rated UNFPA strong for involving key beneficiaries and partners in evaluation processes. These questions were part of the only MI on knowledge management that was assessed at the country level.

**UNFPA's relevance and development results – some highlights from the assessment****Relevance**

- Survey respondents found UNFPA to be strong in (a) pursuing results in areas within its mandate; (b) aligning its results with global trends and priorities; (c) responding to beneficiary needs; (d) adapting its programmes and operations to the changing needs and priorities of Kenya. This rating confirms findings from the CPE of the 7th country programme.

**Progress towards UNFPA's stated country-level results**

- Overall, available evaluations and reports provide a good picture of UNFPA's work in Kenya. Despite the limitations in monitoring and in the quality of results framework highlighted in the CPE (Olenja, Gor, & Okoth-Juma, 2013 [01], p. 38), the CPS provides clear output level evidence of achievements which are consistent with the desired results at outcome level. The CPE provides a clear narrative of UNFPA's achievements during the 7th CP. Reported results are often confirmed by the CPE and other thematic reports.
  - Survey respondents rated UNFPA strong in view of its progress made towards three of its four outcomes. The only outcome rated adequate is the one on improving access to high- quality prevention, treatment, care and support services for people living with HIV in Kenya.
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- There are, however, examples of achievements in relation to addressing HIV, in particular as regards ensuring commodity security for male and female condoms (UNFPA Evaluation Branch, 2012 [04], p. 25). Also in the area of RH, UNFPA made contributions to expanding access to services for obstetric fistula clients (Olenja, Gor, & Okoth-Juma, 2013 [01], p. 24). It also facilitated the establishment of four “Centers of Excellence” / Model Health Centers across the country to serve as models of excellence in delivery of quality integrated health/reproductive health services. Deliveries have greatly improved in the fully functioning centres (Olenja, Gor, & Okoth-Juma, 2013 [01], p. 27).
- As regards Population and Development, UNFPA technical and financial assistance to surveys such as the Kenyan Population and Housing Census contributed to ensure the availability of maternal health data and its utilisation by national ministries and department heads at district level (UNFPA Evaluation Branch, 2012 [04], p. 31).
- Gender Equality: the UNFPA/UNICEF joint programme on Female Genital Mutilation/Cutting (FGM/C) made significant contributions to strengthening the national environment for FGM abandonment by enhancing co-ordination among national and international actors, and contributing to passing the FGM/C Act in 2011. The programme also contributed to enhancing local-level commitment to FGM/C abandonment in the targeted areas.

#### **Contributions to national priorities and MDGs**

- Survey respondents found that UNFPA is strong in (a) contributing to development results that support the achievement of national priorities; (b) supporting progress on the MDGs in Kenya; and (c) implementing programmes and initiatives that have resulted in positive benefits for Kenya.
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## 5.7 TANZANIA

### CONTEXT

Population 49.25 million. Low income country.

### CHALLENGES

- High and stable fertility rate more than two times higher than world average.
- Declining, but still high maternal mortality rate. Less than half of all deliveries attended by skilled birth attendants.
- More than half of the women under the age of 19 are already pregnant or mothers.
- Declining HIV prevalence, but with differences among socio-economic groups. Overall low condom use.

### UNFPA'S OBJECTIVES IN TANZANIA

- One of the first eight countries to pilot the United Nations' Delivering as One (DaO) approach.
- UNFPA contributes to 15 outcomes under the three clusters identified in the 2011-2015 UNDAF. These are aligned with the three priorities identified in the 2008-2011 UNFPA strategic plan.
- 65% of UNFPA resources are directed towards reproductive health and rights, 24% to population and development, and 9% to gender equality.

### UNFPA's organisational effectiveness – some highlights from the MOPAN survey in Tanzania

This section identifies the ratings that stand out in each of the performance areas, including any ratings of strong or inadequate.

#### Strategic management

- Survey respondents rated the Fund strong on most aspects of strategic management. They indicated that UNFPA ensures application of results-based management in its work. Respondents also rated UNFPA strong for developing country strategies in consultation with partners, and for mainstreaming and promoting the following cross-cutting priorities: gender equality, good governance, human rights-based approaches, and HIV/AIDS.
- UNFPA was rated as adequate in promoting environmental sustainability in its work but 51% of respondents answered "don't know" to that question, which may indicate that respondents do not know how UNFPA works towards mainstreaming environmental concerns.

#### Operational management

- Respondents rated UNFPA strong for the transparency and predictability of its development co-operation funding measures, for its effective procurement procedures and for demonstrating the use of performance information for decision-making at country and project/programme level.

- The Fund was rated adequate for having processes to quickly follow-up on financial irregularities at country level. However, 67% of respondents were not able to respond to this question indicating that there may be little information shared on this topic. Delegation of decision-making authority and sufficiency of staff at the country level was also seen as adequate.

### Relationship management

- Respondents in Tanzania considered UNFPA to be strong in co-ordinating development co- operation at the country level, using country systems for disbursement and operations, adding value to policy dialogue, avoiding duplication by building on the initiative of other actors, and working in areas that reflect its comparative advantage.
- On the other hand, it was rated adequate by survey respondents for its operational agility to adjust its work to respond to changing circumstances in the country, and for sufficiently co- ordinating planning, programming, monitoring and reporting with partners. Respondents also answered adequate when asked whether the length of time it takes to complete UNFPA procedures does not affect implementation.

### Knowledge management

- Direct partners (the only survey respondent group asked) rated UNFPA strong for involving key beneficiaries and partners in the evaluations of its projects and programmes. These questions were part of the only MI on knowledge management that was assessed at the country level.

### UNFPA's relevance and development results – some highlights from the assessment

This section identifies the ratings that stand out in each of the performance areas, including any ratings of strong or inadequate.

#### Relevance

- Survey respondents found UNFPA to be strong in (a) pursuing results in areas within its mandate; (b) aligning its results with global trends and priorities; (c) responding to beneficiary needs; (d) adapting its programmes and operations to the changing needs and priorities of the country.

#### Progress towards UNFPA's stated country-level results

- The DaO modality and the use of the working group (WG) approach make it difficult to isolate UNFPA contributions from those of other UN agencies that it partners with.
- Types of achievements that UNFPA has contributed to as a participant in the health and nutrition WG include: in RHR, helping to strengthen national capacity (human and infrastructure) for new-born resuscitation, as well as for SRH services including family planning. Six districts across three regions (Mbeya, Iringa and Njombe) were provided with technical support to plan and budget for health and nutrition intervention during development of their Comprehensive Council Health plans for 2013-14.
- With UNFPA support, through the HIV/AIDS WG, a national programming framework for adolescent girls was developed that seeks to address opportunities for building girls' resilience and mitigating their risks to HIV/AIDS, unwanted pregnancy, and sexual violence was developed with piloting underway in four districts.

- Population and development: UNFPA also helped, through the economic growth WG, strengthen the integration of population-related variables into sectoral plans to allow for better planning of development programmes according to geographical representations and population characteristic requirements. For example, the results from the study “Beyond 100 million Tanzanians: Accelerating the Demographic Dividend through investments in Family Planning and Reproductive Healthcare”, and a report detailing population distribution by administrative units and sex from the Tanzania 2012 Population and Housing Census have been used to demonstrate to planners, policy makers and programme why investment in family planning is strategic for Tanzania (UN Tanzania DaO, 2014 [02]).
- Gender equality: UNFPA contributed to improving access to justice for survivors of GBV and child abuse through Police Gender and Children’s Desks, which are in the process of being set up in all 417 main police stations, and improving the capacity of the police to handle cases of GBV and child abuse on the Mainland and in Zanzibar.
- Respondents rated UNFPA strong for its progress towards four of the eleven outcomes related to reproductive health and rights, one of the three outcomes linked to gender equality, as well as the only outcome related to population and development.

#### **Contributions to national priorities and MDGs**

- Survey respondents found that UNFPA is strong in (a) contributing to development results that support the achievement of national priorities; (b) supporting progress on the MDGs in Tanzania; and (c) implementing programmes and initiatives that have resulted in positive benefits for Tanzania.
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## 6. Conclusions

**These conclusions step away from the specific ratings of the MOPAN assessment and look at the major messages that can contribute to dialogue between individual MOPAN members and UNFPA and its partners.**

**UNFPA demonstrates strong overall relevance and continues to be recognised for the relevance and clarity of its mandate. The organisation's strategic plan for 2014-2017 is suited to further strengthen the alignment of UNFPA's strategy with its mandate.**

UNFPA was rated as strong in the 2010 MOPAN assessment for ensuring alignment of its strategy with its mandate. However, the 2011 mid-term review (MTR) of UNFPA's 2008-2013 strategic plan raised questions regarding the organisation's relevance, in particular a perceived lack of focus. In response, UNFPA undertook steps to strengthen the alignment of its strategies with its mandate. Its 2014-2017 Strategic Plan focuses on a smaller number of clearly defined strategic priorities that directly derive from the organisation's mission statement to "deliver a world where every pregnancy is wanted, every birth is safe, and every young person's potential is fulfilled". In addition, the organisation's new business model provides explicit guidance on how UNFPA should engage in different country contexts and position itself to effectively address the changing needs of its clients. In 2014, surveyed stakeholders rated UNFPA strong on all questions related to the relevance of its work and mandate.

**UNFPA has taken concrete measures to create an organisation with a strong results orientation.**

Since the 2010 MOPAN assessment, and informed by the findings of the 2011 MTR, UNFPA has made significant improvements to strengthen and institutionalise management for development results (MfDR) practices at both the organisational and country levels. These have included: the launch of a results-based management policy, the adoption of a robust organisation-wide results framework, and the development of outcome theories of change that provide guidance on how the Fund plans to implement and achieve the objectives stated in its strategic plan. These measures, combined with the organisation's refocusing process, are contributing to breaking down the silo culture that used to prevail at UNFPA, by both requiring and supporting units in both Technical and Programming Divisions to work cohesively to reach common objectives.

At country and regional levels, UNFPA has made efforts to strengthen monitoring and evaluation (M&E) capacities, improve the quality of country planning documents and ensure their alignment with the 2014-2017 Strategic Plan. There are considerable variations in the capacity of different Country Offices to comprehensively implement the various measures for MfDR that have been introduced. Some Country Offices have indicated they lack staff with the technical expertise needed to support country programming (e.g. expert M&E officers, health economists, youth focal points, humanitarian officers, etc.) At the time of this assessment, the organisation was in the process of re-profiling its offices to ensure they reflect the skill set required to appropriately support country programming.

**UNFPA has strengthened its systems and processes to report on results. The organisation is in the process of ensuring that these improvements translate into consistently available and reliable information on progress towards organisational and country level objectives.**

Since the 2011 MTR, UNFPA has sought to improve the measurability of its results frameworks. Its new integrated results framework (IRF) elaborates on the envisaged causal linkages between outputs,

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outcomes and impact results levels, and shows baseline information and specific targets up to the year 2017. All indicators are accompanied by data sources for reporting, and some indicators specify the collection of data disaggregated by sex, age, and/or disability status. To further improve measurability, UNFPA developed metadata sheets for most indicators of the IRF.

Most of the country programme documents (CPD) and country programme action plans (CPAP) sampled for the six countries in the MOPAN assessment included results frameworks describing expected results at the country level. Some of these documents lacked consistency in the formulation of results at outcome and output levels and did not specify baselines or targets. At the same time, some of the more recent generation of CPDs (e.g. for the Republic of Congo, Mexico, Namibia and Niger) show a positive trend in the quality and consistency of results frameworks that systematically include baselines and targets.

UNFPA is in the process of strengthening the availability of performance data on its contributions to outcomes at the organisational and country level. It reports annually on its contributions to the seven outcome areas identified in the revised development results framework (DRF) of the 2008-2011 Strategic Plan. To date, UNFPA's reported contributions to outcomes have been substantiated by externally validated data for the areas of maternal health and gender equality, while reporting on other outcome areas has focused on outputs and relied on self-reported data derived from country office annual reports (COARs). However, evaluations of UNFPA's support to other outcome areas are either underway or planned for 2014 and 2015 and are expected to strengthen the available information.

At the country level, despite limited documented evidence of UNFPA contributions to outputs and especially outcomes, survey respondents perceive that UNFPA is making adequate or strong contributions towards its stated objectives in each of the six countries included in the assessment.

**UNFPA is effectively integrating the cross cutting priorities that fall within its mandate. The mainstreaming of humanitarian programming remains a work in progress. The Fund has policies to guide its humanitarian work but limited human and financial resources to fully engage in humanitarian and emergency settings.**

As in the 2010 MOPAN assessment, UNFPA continues to be commended for integrating and maintaining a focus on the cross-cutting priorities identified in its strategic framework such as gender equality, HIV/AIDs, and human rights-based approaches. The Fund is also noted for its efforts related to good governance and environmental sustainability, although these are not identified as priorities or cross-cutting themes of the organisation and may be subject to UNDAF priorities at country level.

UNFPA has been increasing investment in humanitarian and emergency settings. In countries where UNFPA has been involved in humanitarian work, the Fund was rated strong by survey respondents for its advocacy efforts with regard to women's reproductive health and rights in humanitarian and emergency settings and for respecting humanitarian principles while delivering humanitarian/emergency assistance. The organisation seems to have the appropriate policies and practices to guide its humanitarian response. However, it is still trying to ensure that country offices have the appropriate resources (human and financial) required to engage in humanitarian programming and monitor it appropriately.

**Since 2010, the Fund has made notable improvements in systems for accountability and has continued to review/update its methods for allocating resources. Results-based budgeting has also steadily improved over time. The organisation is still in the early stages of establishing systems and a culture to enable it to appropriately handle all kinds of risks.**

Since the last MOPAN review, UNFPA has further strengthened its systems and processes to ensure financial accountability. There is strong evidence that UNFPA's internal audit processes are being used to provide management/governing bodies with credible information and that the organisation has strong procedures in place to quickly follow up on financial irregularities.

UNFPA resource allocation systems are transparent, and the 2014 MOPAN review commends the organisation for the continuous reviews of these systems.

Since 2013, the Fund has prepared integrated budgets linking institutional and support budgets, and reflecting both regular and other resources. This represents an improvement from prior budgets. UNFPA is still in the early stages of establishing systems and a culture to enable it to appropriately handle all kinds of risks.

**UNFPA's policies and systems to manage staff performance are considered adequate. The organisation is in the process of ensuring that these policies and systems are used to full advantage.**

The Performance Appraisal and Development (PAD) system implemented by UNFPA in 2004 constitutes a transparent approach to managing staff performance. It links individual work plans, performance results and staff development to the country office management plan and organisational priorities and also allows for peer feedback. The PAD is considered one of the most advanced performance systems in the UN.

While compliance with completing performance appraisals is high, the data from performance appraisals has not been used consistently for rewarding exceptional performance or addressing underperformance. In 2014, UNFPA updated both its human resource strategy and competency framework to reflect the new requirements of the organisation. This includes a commitment to a more performance-oriented environment, and UNFPA is currently in the process of developing a new policy and a new system for rewards and recognition that places a premium on team performance, and regular and transparent communications on the successes of high performers and the consequences of under-performance.

These changes should help UNFPA to better align the capacity and skill mix of staff and managers with the current strategy.

**UNFPA has made significant progress in strengthening its evaluation function.**

Since the 2010 MOPAN assessment, UNFPA has strengthened its evaluation function. Its new evaluation policy is aligned with the overall strategic direction of UNFPA and reflects best practices in the United Nations. UNFPA evaluation reports reviewed for this assessment reflect some of the principles outlined in the new policy, including guidance on how direct beneficiaries and stakeholder groups are to be involved in evaluation processes.

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UNFPA has also expanded its efforts to capture and systematically report on lessons learned based on performance information. To ensure that evaluation findings are consistently used to inform decisions, the UNFPA Programme Division has developed a promising management response tracking system.

UNFPA continues to work towards enhancing the quality of Country Programme Evaluations (CPE). Despite slight improvements since the period 2010-2011, 81% of the CPEs carried out in 2012-2013 were rated as poor or unsatisfactory in UNFPA evaluation quality assessments. To address this issue UNFPA has put in place a number of measures: ensuring adequate budgets for CPEs as set out in the 2014-15 Evaluation Workplan and Budget, issuing a revised handbook for designing and conducting a CPE in 2013, rolling out training across all regions, and establishing an Evaluation Quality Assessment mechanism. The revised UNFPA evaluation policy reduces coverage of country programme evaluations from once per programme cycle (approximately every four years) to once every two programme cycles (approximately eight years). It will be important for UNFPA to assess after a few years of implementation if this coverage is sufficient, whether it has had positive implications on the quality of CPEs and why, and whether this in turn provides a stronger evidence base to improve Country Programme Documents and/or country office planning processes.

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