

29 August 2016

UNFPA Management Response

Thematic Evaluation of UNFPA support to family planning (2008-2013) (DP/FPA/2016/CRP.5)

Agenda Item 7: Evaluation

Executive Board of UNDP, UNFPA and UNOPS Second regular session 2016 New York

UNFPA Management Response	Evaluation of UNFPA Support to Family Planning 2008-2013
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Note: The following management response lists the recommendations as they appear in the Evaluation Report. Recommendations are ranked by priority, and arranged in clusters.

General Comments

UNFPA Management welcomes the evaluation of the UNFPA Support to Family Planning 2008-2013 and its findings and recommendations as an opportunity to further advance family planning and improve other areas of UNFPA work more broadly.

As outlined in the response below, as evaluation findings are related to the period 2008 – 2013, Management notes that UNFPA has made significant strides in improving family planning programming, which is reflected in the advanced stage of implementation of the recommendations. This progress was made in the context of implementing Strategic Plan 2014-2017, which provided an integrated focus on advancing family planning. Specifically, the lessons learned and good practices have been incorporated and, as such, UNFPA will use the evaluation recommendations to further scale up family planning in an effective, coordinated and strategic manner with partners.

Recommendation No. 1: Coordination and Brokerage	То:	Priority:
UNFPA should build on its close technical and strategic relationship with	➤ TD	Very High
governments and its central role in coordinating and programming links to a wide array of stakeholders to address more effectively important challenges in	➤ PD	
advancing family planning. These challenges include holding governments	➤ DHR	
accountable for maintaining or increasing their financial and other commitments to family planning; advocating for a human rights-based approach, including	≻ COs	
addressing the needs of marginalised groups; and engaging with a diverse set of actors to rationalise and scale up services.		

- At the country level where the national context allows, UNFPA representatives and staff should pursue strategies to <u>promote better cooperation between governments and NGOs and private sector actors</u>, and advocate for a total market approach (TMA) to family planning. This could involve promoting civil society engagement in advocacy, coordination and implementation of programmes with governments, striving to address sensitive issues and brokerage through regional events, action plans and promoting different platforms for action.
- When agreeing on new country programmes and action plans, UNFPA should provide support to <u>build capacity</u> for the development and implementation of transparent systems of reporting by governments to enhance their accountability for results in family planning; include results-reporting and accountability requirements in agreements with implementing partners, and monitor them accordingly.
- UNFPA should ensure that <u>competencies of UNFPA country representatives and senior country and regional programme/technical leaders emphasise skills related to high-level advocacy</u> (especially regarding politically sensitive areas) and managing partnerships.
- At the global level, UNFPA should continue to <u>promote inclusion of a human rights-based approach to family planning in all major development initiatives</u> (Sustainable Development Goals, etc.), and participate in monitoring implementation of agreements to ensure governments and donors fulfil their commitments to family planning goals. UNFPA should also track efforts and results at country level to support a human rights-based approach in programming.

Management Response: **ACCEPTED AND UNDER IMPLEMENTATION**. UNFPA notes that significant progress was achieved in the period of 2014-2016, informed by new global partnerships such as FP2020 and the strengthening of UNFPA Supplies, to improve partnership building with public and private sectors and non-state service providers, and to promote alignment, integration and coherence of efforts to scale up family planning.

Key action(s)	Deadline	Responsible unit(s)	Annual implementation status updates		
			Status	Comments	
Promote better cooperation between governments and NGOs and private sector actors, and advocate for a total market approach (TMA) to family planning.	2017	Technical Division (TD) Programme Division (PD) Regional Offices (ROs) Country Offices (COs)	Accepted and under implementation	As the core convener of Family Planning 2020, the UNFPA country representative is a focal point for its implementation in a country. UNFPA's family planning strategy, <i>Choices not Chance</i> , guides actions of UNFPA in countries. Under these umbrellas, UNFPA is currently convening strong partnerships to advance family planning. Costed Implementation Plans for FP are in effect in a number of countries, including Uganda, Nepal, Indonesia, and	

				Nigeria, which demonstrates leadership and ability to leverage resources and delivers common results. UNFPA's FP Strategy calls for support to countries to adopt a TMA that reduces overlaps, optimizes use of resources, and facilitates the focus on underserved, poorer and marginalized populations. UNFPA will continue to support global coordination efforts for TMA, including through its work streams, namely the Market Development Approaches Working Group of the RH Supplies Coalition, and the UNFPA-USAID led TMA Collaboration. In 2014, UNFPA developed and disseminated internal guidelines, 10 Steps for Family Planning: Choices not Chance Operational Guide, to support implementation of the FP Strategy. The recent guide on ensuring human rights in contraceptive services was launched in April 2015, and rolled out among selected countries in October/November 2015. The quality assurance of the new country programmes at country level (by the Representative) and by regional offices will further ensure a TMA to family planning through partnerships. This will be included in the global Quality Assurance guidelines by the Programme Division in 2017.
Enhance accountability for results in family planning	2017	TD PD ROs	Accepted and under implementation	UNFPA developed the FP Strategy 2012-2020 to strengthen support to countries to "enhance partnerships with and coordination of public sector, private sector and other non-state service providers and promote the alignment, integration and coherence of efforts among all partners contributing to family planning". UNFPA will continue to advance implementation of the FP Strategy and the Strategic Plan, with progress monitored through UNFPA annual reports, UNFPA Supplies annual report, and country programme reports and evaluations. Further, the upcoming Phase II of the Global Programming System (GPS) Project [Phase 1 was launched in 2014 for the creation, maintenance, and revision of workplans] will offer monitoring and progress reporting for Implementing Partners (IPs), including national partners. It will enhance transparency of reporting by governments and accountability for results in all areas including family planning.

				Since 2014, UNFPA has introduced a number of normative and system-support changes. The Policy Programme Manual (PPM) now mandates country offices to conduct capacity assessments of implementing partners prior to their selection and to incorporate the IP capacity development in the Country Programme as required. The policy and procedures related to monitoring for results are strengthened in the ongoing update of the monitoring policy. Systematic progress has been made in the quality of implementing partners' management and compliance of country programmes through ongoing quality assurance of Annual Workplans (AWPs) led by Programme Division.
Ensure that competencies of UNFPA country representatives and senior country and regional programme/technic al leaders emphasize skills related to high-level advocacy and managing partnerships.	2017	DHR RDs COs	Accepted and implemented	 The required competencies are reflected in the generic job description for UNFPA Representatives and regularly assessed through monitoring including through regular performance assessment such as the PAD system. In this regard, UNFPA Representatives are responsible for: Promoting UNFPA's comparative substantive role and specific contribution in the national development environment and agenda; Directing and building partnerships, alliances and networks in the region; Advocating and engaging in policy dialogue for concerted action by the international community, the UN and national counterparts on issues related to sexual and reproductive health, including family planning, gender, human rights; Actively promoting and supporting participation of civil society and private sector in development process at national and sub-national levels.
Continue to promote inclusion of a human rights-based approach (HRBA) to family planning in all major development initiatives	2017	PD TD ROs COs	Accepted and under implementation	UNFPA developed strategic indicators to annually monitor progress, through the <i>MyResults</i> platform, of the integration of a human rights-based approach in FP programming. These include: - Number of countries that have trained all levels of personnel to implement the new family planning human rights

protocol (2016 is the first year of reporting this indicator and six countries to be targeted in 2016)
- Number of countries in which UNFPA supports at least four elements of demand generation for family planning.
The Country Programme Document quality assurance by the Programme Review Committee (PRC) at the global level includes a review of country programme documents for language and dimensions on HRBA in the entire programme (see relevant criteria in the Programme Review Committee Users' Guide For Reviewers and UNFPA Field Offices). Further strengthening the HRBA to FP is taking place at the regional and country level with technical support from the regional Gender and Sexual and Reproductive Health Advisers.

Recommendation No. 2: Integration In light of family planning being instrumental to the achievement of the UNFPA mandate and being an integral element in strategic and programme frameworks, UNFPA should examine previous efforts to strengthen integration and collaboration among technical "silos" in order to identify lessons and adjust its organisational approach to address continuing challenges. This is particularly important given the current trend to channel family planning interventions	echnical and Programme Divisions	Priority: Very High
through major initiatives (FP2020, GPRHCS/"UNFPA Supplies") which have a focus on the supply-side. It is essential to ensure that UNFPA places family planning firmly within a sexual and reproductive health and human rights context, in the framework of the Post-2015 Development Agenda. UNFPA needs to be able to communicate effectively to its staff and to stakeholders and partners that a focus on family planning does not imply a vertical programme, nor should an integrated approach imply that family planning is not a priority. In countries developing RMNCH investment cases, UNFPA has an excellent opportunity to pursue family planning integration with the right emphasis on sexual and reproductive health and rights. Embedding family planning in long	Os and COs	

for implementation will boost sustainability.

A. UNFPA should undertake an <u>internal review to assess root causes of the long-standing challenges to mainstream family planning within other UNFPA focus areas</u> at headquarters, regional office and country office levels. This should be aimed at reducing tensions between integrating family planning within sexual and reproductive health and rights and repositioning family planning as a priority focus. The result of this review should reaffirm management expectations and accountabilities to eliminate the current tendency of staff from different programme areas within headquarters and country offices to work in a non-integrated way. By aligning the family planning work of all programme areas, UNFPA can better contribute to realising the goals of the ICPD Programme of Action, which placed family planning firmly within an overall adolescent sexual and reproductive health and rights framework.

term investment cases and advocating for the allocation of domestic resources

- B. UNFPA should provide operational guidance to ensure that a <u>family planning perspective are incorporated at all stages of programme cycle</u>: identification and formulation of family planning-related objectives at initial stage, including entry points for integration, if the context allows; and in implementation, monitoring and evaluation stages, including identifying what specific changes are intended to occur. This does not preclude the need for specific family planning programmes aimed at redressing structural, systemic and deeply ingrained family planning gaps and challenges in programme countries.
- C. UNFPA should require country offices to present the rationale for taking or not taking action to address integration of family planning within HIV, maternal health (ante-natal and post-partum and post-abortion care), adolescent sexual and reproductive health, and gender (including gender based violence) programmes within country programme documents (CPDs) and country programme action plans (CPAPs), to ensure family planning is integrated at the programmatic design stage. In addition, UNFPA should require country offices to state what processes and resources (financial and staff) will be needed and mobilised to support integrated programming.
- D. As strategies are developed for new thematic funds and the continuation of the GPRHCS thematic fund (now called UNFPA Supplies), <u>UNFPA should review opportunities to link support for family planning with other sexual and reproductive health rights programming.</u>
- E. UNFPA should ensure that <u>monitoring frameworks include indicators for the extent of family planning</u> integration and measure the effect of integration on improving service access and quality.

Management Response: ACCEPTED AND UNDER IMPLEMENTATION. The centrality of FP to the SRH agenda is reflected in UNFPA internal communications and translated into programmes. Considering the time period of the evaluation (2008-2013), it therefore could not adequately reflect the integrated nature of SRH programme implementation at country level, which has been enhanced particularly during the period 2013-2016. Since its inception in 2007, the Global Programme on Reproductive Health Commodity Security established an integrated approach to RH commodity security, with a strong focus on a more enabling environment, demand-side support, supply-side focus on the availability of quality supplies, stronger in-country supply chains, access to quality services. Strong data to facilitate management for results, and corrective action is required.

While the Global Programme on Reproductive Health Commodity Security (now called "UNFPA Supplies") has a strong focus on the supply side, it provides the platform for ensuring the availability of commodities. It also supports key aspects such as demand generation, service provider training, and awareness raising in partnership with national governments and key international NGOs for service delivery. While different units at HQ lead technical guidance for SRH, HIV, Gender and family planning, UNFPA programmes at country level are designed and implemented in an integrated manner. Country level staff responsible for SRH cover maternal health and family planning portfolios. Engagement at the global level and the development of technical guidelines across technical workstreams will be further enhanced through an integrated approach.

Key action(s)	Deadline	Responsible unit(s)	Annual implementation status updates			
			Status	Comments		
Undertake an internal review to assess root causes of the long-standing challenges to mainstream family planning within other UNFPA focus areas at headquarters, regional and country office levels.	2017	TD ROs COs	Accepted and under implementation	At the global level, integrated planning and programming has been further strengthened, building on the expertise of technical work streams. In the past 3 years, the Technical Division and the Non-core Funds Management Unit held joint planning meetings for non-core resources, where workplans were developed that capture all resources supporting thematic areas such as FP, Maternal Health, HIV, and FGM. This resulted in greater cohesiveness and synergy, strengthening collaboration across the organization and between thematic areas. Since 2014 UNFPA has supported countries in integrating family planning into SRH programmes, including through the Global initiative on Postpartum Family Planning. The implementation of the UNFPA FP Strategy is advancing FP mainstreaming, as specified in output 4 on "Improved availability of good quality, human rights based family planning services" and an indicator that measures: "Number of countries that strengthened integration of FP		

				into national health system, especially sexual and reproductive health (SRH) and reproductive rights (RR) related services". As mentioned under recommendation 1, UNFPA will continue to monitor progress towards the FP Strategy and the Strategic Plan to attain these objectives. UNFPA will ensure that integrated SRH continues to be placed at the center of our work at global, regional and country level. PRC Technical Assessment Criterion: Integrated Programming Approach addresses by requesting the reviewers to rate the integrated approach of the programme. The criteria would be further refined based on the findings of this evaluation.
Provide operational guidance to ensure that a family planning perspective is incorporated at all stages of programme cycle	2017	TD PD ROs COs	Accepted and under implementation	UNFPA is actively engaged in the development of technical and operational guidance for integrated SRH programming, through its leadership and contribution in the Inter-Agency Working Group on SRHR and HIV Linkages; the Interagency Task Team on Preventing HIV Infection in Pregnant Women, Mothers, and their Infants; and the Interagency Working Group on Women, Girls, Gender Equality, and HIV. UNFPA's commitment to strengthen an integrated approach to SRH is reflected under Output 1 in the UNFPA Strategic Plan, 2014-17. For example as of 2015, 81 countries had an integrated SRH action plan. UNFPA will continue to monitor progress towards this output through its annual reviews, and lessons learned to better inform programme development. Since mid-2016, the new set of country programme documents are required to specify higher level results with clear milestones (a "Compact of Commitment" initiative led by the Executive Director), which will contribute to further

				strengthening the FP-related programme objectives in the initial stage and their monitoring, and implementation during the programme cycle.
Require country offices to present the rationale for taking or not taking action to address integration of family planning within programming areas of country programme documents (CPDs) and country programme action plans (CPAPs). In addition, UNFPA should require country offices to state what processes and resources (financial and staff) will be needed and mobilized to support integrated programming.	2017	ROs TD PD	Accepted and to be initiated	The PRC quality assurance of country programmes at HQ includes the criteria of examining the integrated approach in the new programme. However, it does not provide for detailed examination of this issue for FP. The PRC review is the final global review, which builds on the detailed RO and CO quality assurance. The Programme and Technical Divisions will support ROs in guiding COs on strengthening integrated programming and implementation. The issue of HIV, FP and SRH integration needs further attention at two levels: a) in quality assurance performed at country and regional levels, and b) in implementation and monitoring of action plans. These are led at regional and country levels.
When developing/reviewing strategies for thematic funds, review opportunities to link support for family planning with other sexual and reproductive health rights programming.	2017	TD PD	Accepted and under implementation	UNFPA is committed to ensuring integration of FP across all thematic funds. Joint AWP templates and tools ensure alignment. The ongoing change management in the UNFPA Commodity Security Branch will further link FP support to all other aspects of SRH programming. The dedicated non-core trust funds management unit, established in 2015, further improved UNFPA's performance in this area.
Ensure that monitoring frameworks include indicators for the extent of family planning integration and measure the effect of integration on improving service access and quality.	2017	PD TD ROs COs	Accepted and implemented	See above under Recommendation 1 re: UNFPA Strategic Plan outputs and indicators.

Recommendation No.3: Learning Agenda	То:	Priority:
UNFPA should strengthen the capacity of country offices to document and report on results of UNFPA support to family planning. To this end, UNFPA should intensify its efforts to ensure that the monitoring system measures	D	Very High
results in family planning beyond activities and outputs. UNFPA should also elaborate a pro-active learning agenda (at headquarters level and within	D	
family planning focus countries) to contribute to the evidence base on family planning and enhance its role in synthesising, translating and disseminating evidence at regional and international level. In particular,	IKM	
the learning agenda for family planning should identify strategic family planning programme issues requiring further examination. It should also	Os	
single out promising interventions undertaken by implementing partners, then validate and disseminate them with a view to scaling up and replicating successful initiatives. UNFPA should contribute actively to, and	os	
consider or incorporate the findings of, the Independent Accountability Panel for Women's Children's and Adolescents' Health, which will publish an annual report tracking commitments to and delivery of resources, results and rights.	mplementing Partners	

- The Programme Division should continue efforts to strengthen the results-oriented monitoring capacity of country offices. Regional offices, with the support of the Evaluation Office, should also build the capacity of country offices to undertake evaluations of selected, potentially innovative family planning projects and to document lessons learned from the most effective interventions. Since resources are limited UNFPA should consider setting a minimum allocation of core funds in annual workplans and budgets to support this action.
- Managers should jointly communicate and reinforce expectations with staff about the importance of, and their accountability for, effectively documenting programme practices and contributing to knowledge sharing and use.
- The Technical Division should develop a learning agenda to support and foster exchange related to emergent "promising" practices. This agenda should focus on priority issues in family planning where UNFPA is well-placed to identify and support generation of lessons learned (such as a human rights-based approach for family planning and mainstreaming gender in family planning). UNFPA should consider how partnerships can support this strategy, including internally with the Evaluation Office, to strengthen UNFPA contributions to the evidence base on family planning.
- UNFPA should put in place a <u>consultative mechanism for ensuring regular contacts and discussion among the staff of the Technical Division, Programme Division and the Strategic Information and Knowledge Management Branch to ensure cross-divisional agreement on the content, process and progress of the family planning learning agenda at UNFPA.</u>
- UNFPA should engage with the <u>Independent Accountability Panel (IAP) to promote family planning monitoring.</u> lesson learning and knowledge promotion across all development partners and national programmes.
- UNFPA should ensure that the <u>operational implications (developed above) are addressed by the update of the UNFPA knowledge sharing strategy</u>, which is currently under revision.

Management Response: ACCEPTED AND UNDER IMPLEMENTATION. In the course of last three years, UNFPA launched Strategic Information and Global Programming Systems which enabled the organization to significantly improve results-based planning, monitoring and reporting. The organization routinely documents and disseminates

best practices and lessons learned through knowledge management and learning systems. UNFPA will launch in 2016 the Knowledge Management Strategy, which will further strengthen the organization's work in this area.

Key action(s)	Deadline	Responsible unit(s)	Annual implementation status updates		
			Status	Comments	
Strengthen the results-oriented monitoring capacity of country offices, including documenting lessons learned. Management should reinforce the importance of staff's accountability for effectively documenting programme practices and contributing to knowledge sharing and use.	2017	PD TD RDs	Accepted and under implementation	UNFPA remains committed to a strong culture of results-based management and accountability. During recent years, significant progress has been made towards improving the monitoring and evaluation capacity at UNFPA, including strengthening of human and financial resources. There has been a consistent increase in both the number of country offices with at least one monitoring and evaluation specialist and the number of staff dedicated to monitoring and evaluation at the country office level, as reported in the UNFPA Annual report on evaluation, Report of the Director. Evaluation Office 2016. Further, the launch of myResults in 2014 provided the required system support to programme operations, and enabled results-oriented planning and reporting. Additionally, the UNFPA annual reporting frameworks have provisions for the inclusion of documented good practices. The importance of staff's responsibility to identify and document effective practices and to contribute to knowledge sharing and use will be further reinforced through communication and operational guidance. Recognizing considerable variations across regions and continuing challenges in terms of attracting and retaining M&E specialists in the field, specifically in 2015, wide-ranging capacity building initiatives were undertaken to strengthen monitoring and evaluation expertise of both, country programme staff and national partners in 2015. The PAD system reinforces individual staff accountability. Given that capacity development is a long-term investment, requiring a consistent strategic approach based on systematic needs assessment, Management will work	

				development of a comprehensive capacity development strategy. Such strategy needs to be informed by a review of monitoring and evaluation capacity needs at all levels of the organization; based on lessons learned from past experience and good practice in the United Nations system, and formulated in consultation with HQ and field staff. This strategy will provide an opportunity to address challenges, and have a dedicated results framework to assess the effectiveness of capacity development efforts in further strengthening of monitoring and evaluation culture at UNFPA.
Develop a learning agenda to support and foster exchange related to emergent "promising" practices.	2017	TD PD ROs	On-going Service of the control of t	Management recognizes the value of having learning embedded into FP programming, and of learning mechanisms and knowledge sharing to be implemented across thematic areas. Consequently, the Technical Division has included learning and knowledge sharing lessons in the global planning meetings for non-core resources held in the past years, which were attended by over 35 country offices. This has helped disseminate good practices from the FP programmatic areas with other thematic work streams, and vice versa. UNFPA staff has been successfully utilizing the existing knowledge sharing platforms/partnerships on family planning which the organization has been actively participating in, e.g. Family Planning High Impact Practices (HIPs), the Implementing Best Practices (IBP) Initiative, Family Planning 2020, Inter-agency Working Group on SRHR and HIV Linkages, Inter-agency Task Team on the Prevention and Treatment of HIV Infection in Pregnant Women, Mothers and Children, etc. Management continuously fosters cross-country learning, as evidenced by annual planning meetings for non-core resources, which have integrated planning for MHTF, UBRAF, FGM and UNFPA Supplies/GPRHCS. These meetings have included sessions for information and experience sharing across countries. Management acknowledges a need to further strengthen efforts to ensure that the existing learning mechanisms integrate FP aspects rather than creating vertical independent learning mechanisms.

				UNFPA publishes <i>Evidence</i> and <i>Action</i> series of good practices and lessons learned, including on integrated SRH, midwifery and family planning. Programme Division and Technical Division will continue to work together to identify and document best practices and lessons learned on FP programming - with an emphasis on the value of integration. Greater emphasis will made on dissemination to make ongoing work more visible and accessible through special events, publications, campaigns, webinars, media and Executive Board side events.
Put in place a consultative mechanism for ensuring regular contacts and discussion among the staff of the Technical Division, Programme Division and the Strategic Information and Knowledge Management Branch to ensure crossdivisional agreement on the content, process and progress of the family planning learning agenda at UNFPA.	2017	PD TD ROs	Accepted and under implementation	Technical and Programme Division work closely on corporate priorities. Development of the Executive Director's Annual Report presented to the Executive Board is an example when both Divisions jointly elaborate progress in family planning and integrated SRH - namely under Outcome 1 of the Strategic Plan. The annual report on the UNFPA Supplies programme also includes a process of identifying good practices and models for more expanded investment: The Commodity Security Branch in TD will identify ways through which these can be further consolidated and better disseminated throughout the organization. This is already underway, with the implementation of recommendations from the UNFPA Supplies Review. The learning agenda for FP will be embedded in the overall learning mechanisms that exist in UNFPA - and within the integrated SRH agenda. The development of the new Strategic Plan will take stock of progress achieved through the implementation of the FP Strategy, and identify ways in which good practices and models can be carried forward.
Engage with the Independent Accountability Panel (IAP) to promote family planning monitoring, lesson learning and knowledge promotion across all development partners	2017	TD ROs COs	Accepted and under implementation	UNFPA is fully engaged in the development and oversight of the accountability framework, and will continue to be throughout the implementation of the SGs Global Strategy for Women's, Children's and Adolescents' Health.

and national programmes.				
Ensure that the operational implications (developed above) are addressed by the update of the UNFPA knowledge sharing strategy, which is currently under revision.	2017	PD TD ROs COs	Accepted and under implementation	The operational implications of these recommendations (above) inform and will be addressed in UNFPA's 2016 knowledge management (KM) strategy to be launched in the fourth quarter of the year. This way, the recommendations will become a regular and well-accepted part of the knowledge-driven programme and management practices of UNFPA. These include strengthening the documentation of good practices and lessons learned, reinforcing the motivation and accountability of managers to communicate to staff the importance of contributing to organizational knowledge, utilizing knowledge in the learning agenda, and promoting knowledge sharing not only within UNFPA but also across development partners. These recommendations will not only benefit FP but also all other thematic areas of UNFPA's mandate.

$\label{lem:commendation} \textbf{No. 4}: \textbf{Human Rights-Based Approach and Vulnerable and Marginalized Groups}$

UNFPA should continue to take a strong stance and ensure its leadership position in promoting a human rights-based approach at global, regional and country level. Moreover, in line with the commitments of universal inclusiveness of the 2030 Agenda for Sustainable Development, UNFPA should focus programming initiatives to ensure that no one is left behind. In particular, UNFPA should ensure that its current operational guidelines for implementing a human rights-based approach in family planning and reaching the most marginalised and vulnerable populations are backed up by a common understanding by country office staff and partners of the concrete actions required for implementation. UNFPA should intensify efforts to ensure that, at country level, the programmes it supports prioritise quality of care, non-discrimination and voluntary choice of family planning and family planning methods, with a special focus on the empowerment and participation of vulnerable and marginalised groups as rights-holders.

To:		Priority
	TID.	High

- ➤ PD
- > ROs
- > COs

Operational Implications:

- UNFPA should further <u>clarify organisational expectations and accountabilities</u> for ensuring that supported family planning initiatives at country level embody human rights-based approach principles.
- UNFPA should provide country office staff with <u>skills-building and technical assistance</u> to support taking strong, organisationally consistent stands on human rights in family planning programmes.
- UNFPA should <u>define</u> the operational implications of the objective to "<u>target the needs of the most vulnerable</u>," including how to manage trade-offs between allocating resources to reach vulnerable and marginalised groups and contributing to FP2020 targets to reach 120 million women and girls. In light of Agenda 2030, UNFPA should require country offices to outline the rationale and prepare detailed needs-assessments for targeting specific marginalised and vulnerable groups, including resource requirements.
- UNFPA should ensure that the <u>human rights elements of support to family planning are monitored and reported (through the UNFPA strategic information system)</u> by incorporating appropriate indicators into country programme monitoring frameworks.
- UNFPA should ensure that the <u>process for reviewing country programme</u> documents and country programme action plans include components related to advancing a human rights-based approach and addressing the needs of vulnerable and marginalised groups.
- In light of Agenda 2030, UNFPA should develop a <u>family planning-specific communication tool</u> to ensure that advocacy efforts include messages delivered by UNFPA staff on the importance and content of supporting family planning at global, regional and country levels which consistently emphasise human rights in family planning programmes and services.
- At the country level, UNFPA should advocate with government and stakeholders, including development partners, civil society organisations and NGOs to <u>strengthen participation of rights-holders</u>, including key vulnerable and marginalised groups and their representatives, in programme design and in the development of mechanisms for ensuring transparency and accountability by service providers.
- As part of the learning agenda (Recommendation 3), UNFPA should develop an evidence base to support advocacy and demands for government accountability on human rights in family planning. The initiative to roll out new guidance on a human rights-based approach in family planning should be accompanied by efforts to document and evaluate the outcomes in selected countries. Evidence should be gathered on the rights-issues identified, what was prioritised and addressed, and how actions taken resulted in changes in access, participation and the rights of service users.

Management Response: ACCEPTED AND UNDER IMPLEMENTATION. Under Agenda 2030, UNFPA defined its programmatic approaches to ensure we are targeting the most vulnerable populations, and those furthest behind. This will be an intrinsic part of the development process for the new Strategic Plan, including an analysis of the financial requirements to deliver such targeted programmes.

Key action(s)	Deadline	Responsible unit(s)	Annual implementation status updates	
			Status	Comments
Further clarify organizational expectations and accountabilities for ensuring that supported family planning initiatives at country level embody human rights-based approach principles.	2017	TD PD	Accepted and under implementation	The expectations are clearly outlined in the FP Strategy and the 2014-2017 Strategic Plan. These are to be further strengthened by the establishment of a "Compact of Commitment" with higher level results for all country programmes, which will be regularly monitored and reported to senior management (see above re Recommendation 2). Further, this recommendation will be taken into account for the thematic reviews that will inform the development of new Strategic Plan, 2018-2020.
Provide country office staff with skills-building and technical assistance to support taking strong, organizationally consistent stands on human rights in family planning programmes.		TD ROS DCS	Accepted and under implementation	UNFPA's One Voice programme, the centerpiece of the Global Communications Strategy, focuses organizational communications squarely on the 'bull's eye' of the Fund's Strategic Plan, in which human rights is recognized as an enabler of leadership and action to achieving universal access to sexual and reproductive health. Family planning, which is one of three pillars of UNFPA's work captured in the Fund's new Master Narrative, is rooted in this rights-based approach. The need for rights-based family planning is well articulated and illustrated through messaging and multimedia across the comprehensive One Voice suite of activities, tools and channels – including the mobile app, mandatory e-orientation, the toolkit of communications resources and the off-line team-building activity – which inform and support UNFPA communications at global, regional and country levels. Continuing with the efforts invested in recent years, the Technical Division will continue to work with regional offices to roll out of the FP Strategy and associated guidelines produced (namely, the "ten

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				steps" and HRBA to Family Planning guidelines).
Define the operational implications of the objective to "target the needs of the most vulnerable," and require country offices to outline the rationale and needs-assessments for targeting specific marginalized and vulnerable groups, including resource requirements.	2017	TD PD COs	Accepted and to be initiated	This recommendation will be addressed at two levels, operational and strategic. At the operational level, the Technical Division provides guidance to ROs, and jointly with them to COs, on the SDG Monitoring framework and operational planning to implement the 2030 Agenda and target the most vulnerable. From the strategic perspective, UNFPA will analyze how to deliver more targeted programs to reach the most vulnerable groups in humanitarian and development settings. Among others, this will inform development of new country programs and frameworks. The global PRC review criteria/checklists will include a more specific requirement on targeting the most vulnerable populations.
Ensure that the human rights elements of support to family planning are monitored and reported	2014	PD	Accepted and implemented	The current SP incorporates relevant indicators to reflect these approaches spelled out in the FP Strategy (see above). These are monitored regularly through <i>MyResults, Strategic Information System</i> and reported annually to the Executive Board. Quality assurance and progress monitoring is being conducted by the Programme Division, with regular updates provided to the Executive Committee, and guidance shared with Regional Offices for follow-up.
Ensure that the process for reviewing country programme documents and country programme action plans include components related to advancing a human rights-based approach and addressing the needs of vulnerable and marginalised groups.	2016- 2017	PD TD ROs	Accepted and implemented	UNFPA developed an organization-wide approach to quality assurance of the country programme, through the PRC, which includes a review, among others, of the programme document for meeting needs of vulnerable and marginalized people, and advancing HRBA in the entire programme (see PRC criteria in strategic direction). However, the HRBA criteria is not reviewed specifically for FP only, rather across all thematic areas. This will be addressed at the country programme implementation stage, through regular quality assurance done by CO/RO level and technical support from the regional Gender and SHR Advisers.

Develop a family planning- specific communication tool to ensure that advocacy efforts include messages that emphasize human rights in family planning programmes and services.	2017	DCS (lead) TD PD ROs	Accepted and under implementation	UNFPA has developed FP messages, designated spokespersons, and circulated these messages to all staff for all major engagements such as the Global FP Conferences and Women Deliver. Additionally there is a scope for strengthened capacity, particularly at national level, for taking strong, organizationally consistent stands on human rights in family planning programmes. The Technical Division will continue to adapt (and generate where needed) evidence based advocacy tools and guidance for HRBA in partnership with key global and regional stakeholders
Advocate with government and stakeholders to strengthen participation of rights - holders in programme design and in the development of mechanisms for ensuring transparency and accountability by service providers.	2017	COs ROs PD TD	Accepted and under implementation	UNFPA plays a central role towards the attainment of the FP2020 goals, and includes the promotion and inclusion of a HRBA to FP in all major development initiatives (SDGs, etc.); participation in monitoring implementation of agreements of governments and donors to fulfil their commitments to family planning goals; and tracking of UNFPA efforts and results at country level to support HRBA in programming. UNFPA strengthened coordination around FP programming and enhanced HRBA to FP through its Strategic Plan. The plan includes an explicit output on Family Planning (Output 2): "Increased national capacity to strengthen enabling environments, increase demand for and supply of modern contraceptives and improve quality family planning services that are free of coercion, discrimination and violence." Moreover, one of its outcome indicators: (Outcome 1) reports on the: "Number of countries that have adapted and implemented protocols for family planning services that meet human rights standards including freedom from discrimination, coercion and violence." UNFPA Family Planning Strategy, "Choices not Chance", launched in 2012, advanced the coordination and brokerage of this area of work. The FP Strategy seeks to support national efforts to strengthen comprehensive, rights-based family planning programmes. Moreover, under

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				UNFPA Supplies, the ongoing facility survey takes stock of quality of services and clients satisfaction. This is a practical example of how UNFPA is working to further strengthen HRBA to programming on family planning. The integration of a human rights-based approach in country programming, including FP, is examined during the ongoing review of the country programme related policy framework, and in the development of the next Strategic Plan, led
Develop an evidence base to support advocacy and demands for government accountability on human rights in family planning.	2017	TD (lead) COs ROs	Accepted and under implementation	A strong evidence base is being developed to support advocacy and demands for government accountability on human rights in family planning. Led by the Commodity Security Branch, TD country profiles were produced based on the findings of the performance analysis in 25 priority countries towards achievement of FP2020 goals. These fact sheets are being used by COs, ROs and at the global level to advocate for government accountability on HRBA to FP. Further analysis of the data from these countries is being undertaken to provide a basis to guide countries on what should be the specific areas of interventions for FP, within a rights based framework.

Recommendation No. 5: Modes of Engagement	То:	Priority: <i>Medium high</i>
UNFPA should work at country level to spread itself less thinly and focus on modes of engagement in family planning where it has a strong comparative advantage and	D	racutum nign
where it has the adequate resources to follow through. In practice, this means a greater focus than at present on the policy advocacy mode of engagement and		
specifically in relation to country reproductive, maternal, newborn and child health investment case development processes. To this end, increased support is needed to	D	
strengthen systems and expertise for knowledge management (Recommendation 3)	Os	
to inform and strengthen UNFPA critical roles in advocacy and brokering. Increased support and guidance should be provided to country programmes to enable	Os	
constructive engagement in policy processes aimed at strengthening systems for delivery of integrated reproductive, maternal, newborn and child health. This should		
include advocating for increased domestic fiscal space, promoting family planning in the Global Financing Facility and working to build a sustainable commitment to		
family planning. UNFPA should also re-examine its commitment and approach to training as a key element of capacity development to ensure that training activities		
are embedded within national strategies for integrated human resource		
development and sequenced appropriately, rather than providing fragmented support to specific training activities. Further, UNFPA should explicitly analyse its		
programming in light of what other development partners are doing at country level. Specifically, in respect of broader health systems strengthening initiatives, UNFPA		
should ensure that landscape analysis is a key component of business planning.		

- UNFPA should require country offices to specify in country programme action plans where their country is situated in relation to the development of an integrated reproductive, maternal, newborn and child health investment case, whether and how it is drawing down on the Global Financing Facility and how UNFPA activities relate to what is being done by other development partners around an integrated approach. In addition, UNFPA should ensure that country programme action plans include consideration of the financial resources and technical capacity required to undertake selected modes of engagement, detail other available resources, explain why UNFPA should provide funding, and whether sufficient funds are available. Country offices should also be required to identify the exit strategy and discuss how they will work to strengthen sustainability in the delivery of family planning services and ensure a transition away from UNFPA funding to domestic financing wherever possible (even domestic financing accessed through international development agency credits or other fiscal support).
- UNFPA should require country offices to justify their intention to support service delivery and other downstream activities together with concrete exit or transition strategies. To the extent possible, UNFPA should move upstream in all types of interventions in support of family planning and transition downstream activities to bilateral development partners. Country offices should work through pooled funding mechanisms (or other implementing partners with the resources and technical capacity to effectively implement programmes) or national resources that may be boosted through access to the World Bank Global Financing Facility or international development agency credits. In cases where it makes strategic sense for UNFPA to support capacity building, it should ensure that training plans are incorporated into a comprehensive strategy, include evaluation of the outcomes, and assess the effects of training over a protracted period.
- As noted in the recommendation on the learning agenda, UNFPA should strengthen capacity to support government and other partners in results-oriented monitoring, and in evaluation as required to support the knowledge management mode of engagement (which cuts across all country categories of prioritisation), engaging with the International Accountability Panel where appropriate.

Management Response: ACCEPTED AND UNDER IMPLEMENTATION. Management accepts this recommendation and acknowledges major progress made. Specifically the 2014 UNFPA business model constitutes the required institutional framework to focus on SRH and FP and diversify modes of engagement to country context. Since 2014 UNFPA operates in four quadrants, a model which enables movement towards upstream work. All Country operations are aligned to this model and detailed alignment reports were presented to UNFPA Executive Board in 2015 and 2016. The considerable progress made in results oriented monitoring and knowledge management and learning is noted in management feedback, and will be further enhanced in line with recommendations.

Key action(s)	Deadline	Responsible unit(s)	Annual implementation status updates		
			Status	Comments	
Require COs to specify in CPAPs where their country is situated in relation to the development of an integrated reproductive, maternal, newborn and child health investment case, whether and how it is drawing down on the Global Financing Facility and how UNFPA activities relate to what is being done by other development partners around an integrated approach. In addition, UNFPA should ensure that country programme action plans include consideration of the financial resources and technical capacity required to undertake selected modes of engagement, detail other available resources, explain why UNFPA should provide funding, and whether sufficient funds are available. Country offices should also be required to identify the exit strategy and discuss how they will work to strengthen sustainability in the delivery of family	2017	TD ROS PD	Accepted and under implementation	ROs continue to support countries in both the development, implementation and monitoring of their Reproductive, Maternal, Newborn, Child and Adolescent Health (RMNCAH) country strategies and action plans and more broadly Health Plans to ensure that SRHR, including family planning priorities, activities and interventions are addressed. UNFPA is closely collaborating with partners and stakeholders through country coordinating platforms, including in the context of Sector Wide Approaches (e.g., Ghana, Tanzania) and Pooled Financing (e.g., Bangladesh, Mozambique). With respect to the 11 Global Financing Facilities (GFF) countries, UNFPA engages at all levels - global, regional and country - to ensure that SRHR, including FP, maternal and adolescent health is clearly prioritized while using the opportunity to enhance collaboration with key partners such as the World Bank Group. Current global programme quality assurance (QA) does not include a review of all CPAPs, only country programme documents are reviewed globally. However, as part of a QA group's TOR, samples from all 6 regions of selected programme instruments are reviewed. CPAP and AWP annual sample reviews were completed for 2014 and 2015, as part of the global QA role of Programme Division. A routine QA of action plans and other programming instruments is envisaged in the quality assurance at country and regional levels The draft guidelines for programme QA at country, regional and global levels will be strengthened in response to the evaluation recommendations. Looking ahead, the Commodity Security Branch, TD will coordinate the roll out the new	

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planning services and ensure a transition away from UNFPA funding to domestic financing wherever possible				operational model of UNFPA Supplies which contextualizes the programme to the particular situation of each recipient country and incorporates an "exit strategy" component. Lessons learned from this exercise can be used to inform the development of the next Strategic Plan.
Require COs to justify their intention to support service delivery and other downstream activities together with concrete exit or transition strategies. To the extent possible, UNFPA should move upstream in all types of interventions in support of family planning and transition downstream activities to bilateral development partners. Country offices should work through pooled funding mechanisms (or other implementing partners with the resources and technical capacity to effectively implement programmes) or national resources that may be boosted through access to the World Bank Global Financing Facility or international development agency credits. In cases where it makes strategic sense for UNFPA to support capacity building, it should ensure that training plans are incorporated into a comprehensive strategy, include evaluation of the outcomes, and assess the effects of training	2016	TD ROs PD	Accepted and under implementation	
over a protracted period.				

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Strengthen capacity to support government and other partners in results-oriented monitoring, and in evaluation as required to support the knowledge management mode of engagement (which cuts across all country categories of prioritization), engaging with the International Accountability Panel where appropriate.	2017	PD TD	Accepted and under implementation	UNFPA Business Model guiding implementation of the current SP, already directs COs to place stronger efforts on knowledge management mode of engagement. UNFPA knowledge management strategy is under finalization and will further address this matter. Current requirement for the thematic trust fund projects provide for detailed periodic reporting to donors, and includes annual conduct of the commodity security surveys, providing detailed information. Monitoring and Evaluation capacity to support Government and other partners was strengthened in UNFPA in last years through assignment of dedicated M&E positions at all regional offices and in country offices since 2013 as specified in earlier sections of the response.
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Recommendation No. 6: Technical Support and Oversight	То:	Priority:
UNFPA should clarify the roles and responsibilities of different branches Division, other divisions and offices (especially regional offices) for techn programme oversight of family planning. UNFPA should review how cou	nical and D	Medium
supported to implement effective, technically sound, rights-based and restamily planning programme activities and revise roles, responsibilities, p		
accountabilities accordingly.	Os	
	Os	

- UNFPA should review prior efforts by UNFPA Headquarters to improve coordination and technical assistance across branches and divisions, with a view to <u>identifying the root causes for the persistent misalignment.</u> UNFPA should also develop clear responsibilities and accountabilities to address the lack of cohesiveness within the Technical Division (between sexual and reproductive health and GPRHCS teams, in particular) and among the Technical Division, the Programme Division and the regional offices so that technical advice and backstopping for support to family planning is consistent in quality, content, timeliness and availability for all country offices.
- UNFPA should ensure that <u>headquarters and regional office technical input on support to family planning is</u> <u>available to country office staff early in the programme design process</u>. They should build on this initial point of support to provide ongoing technical assistance and backstopping during programme implementation, especially through support to monitoring and to evidence gathering on effectiveness of support to family planning. UNFPA should ensure consistent messaging on all aspects of family planning, especially on integration and on a human rights-based approach.
- Related to the learning agenda (Recommendation 3), UNFPA should ensure that there <u>are clear accountabilities for advancing knowledge management in family planning</u>. It should further ensure that knowledge management is a priority component of technical support to country offices and that expert staff at headquarters and regional offices collaborate and communicate promising practices and evidence-based approaches (generated by UNFPA and by other organisations and experts) across country offices through sharing of experiences, mentoring and providing consistent technical support.

Management Response: ACCEPTED AND UNDER IMPLEMENTATION: Management accepts recommendations, noting that significant progress has been made on technical support and oversight of programmes, including family planning. The availability of quality and timely technical support to the country offices is reinforced through continued issuance of technical guidance and provision of cutting-edge advisory services. UNFPA's business model promotes partnerships and leveraging of up-to-date technical expertise from leading institutions and experts in rights-based and results-oriented family planning programs. The UNFPA global consultant roster, significantly expanded in 2015, enables country offices to benefit from the services of more than 2800 vetted technical experts who are available to support, among other areas, integrated SRH and family planning. Continued attention to the oversight of family planning and other programmes is further enhanced by the placement of monitoring and evaluation advisors in all regional offices and a considerable increase of M&E officers available at country level.

Key action(s)	Deadline	Responsible unit(s)	Annual implementation status updates	
			Status	Comments

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Review prior efforts by UNFPA Headquarters to improve coordination and technical assistance across branches and divisions, with a view to identifying the root causes for the persistent misalignment; develop clear responsibilities and accountabilities to address the lack of cohesiveness within the Technical Division; and among the Technical	2017	TD (lead) PD ROs	Accepted and under implementation	Considerable progress in this field has been achieved. The implementation of Strategic Plan (2014-17) strengthened integration across technical areas and across business units in the Technical Division. Under SP Outcome 1 and Output 1, UNFPA committed to further foster integration of SRH services. This has been translated into specific initiatives across technical areas and branches (SRH, CSB, and Gender), such as the development of the Human Rights Based Approach to FP guidelines. More details on progress towards this operational implication are described in Recommendation No.2
Division, the Programme Division and the regional offices so that technical advice and backstopping for support to family planning is consistent in quality, content, timeliness and availability for all country offices.				During recent years, significant progress was made to improve the monitoring and evaluation capacity and oversight at UNFPA, including strengthening of human and financial resources. There has been a consistent increase in both the number of country offices with at least one monitoring and evaluation specialist and the number of staff dedicated to monitoring and evaluation at the country office level. Please refer to Recommendation 3 comments.
				Moreover, informed by a stock-taking of prior activities to improve delivery of technical assistance, concerted focus was placed by TD since 2013 to identify common priorities across areas of work, and to foster integrated work-planning around these. For example, workplans on the Demographic Dividend, on upstream policy guidance, on the SDG indicators and on M&E have been developed for 2016 - all of which incorporate elements from across technical areas to ensure a cohesive approach.
				The consistency in quality, content and timeliness and availability of technical guidance to country offices is being led by ROs. The Technical Assistance Management System - launched by TD in 2014 – enables better coordination and tracking of technical support requirements. The Internal Consulting Group modality was established for integrated support and is being used by regional and HQ offices for an integrated approach and is proposed to be promoted.
				Some examples of integrated support include: (i) The global QA of draft CPDs though the PRC includes an integrated review of the country programme in 4 dimensions –

				strategic direction programme, technical and operations/ management (ii) Internal Consulting Group [ICG] support to UNFPA offices is also an integrated technical, programme, operations support modality as per the TOR (iii) The Integrated Service Desk also offers a one-stop integrated support to UNFPA offices on specific needs. These integrated implementation support examples will be furthered, strengthened, replicated as required.
Ensure that headquarters and regional office technical input on support to family planning is available to country office staff early in the programme design process. They should build on this initial point of support to provide ongoing technical assistance and backstopping during programme implementation, especially through support to monitoring and to evidence gathering on effectiveness of support to family planning. UNFPA should ensure consistent messaging on all aspects of family planning, especially on integration and on a human rights-based approach.	2017	PD TD ROs DCS	Accepted and under implementation	In the planning process for COs programming non-core resources, TD and ROs work in an integrated manner to provide inputs from early on in the process in an integrated manner. This has been reflected in the Non-Core planning meetings held in the last 3 years, which incorporated planning around UNFPA Supplies, the Maternal Health Trust Fund, UBRAF and the FGM Joint Programme. Lessons and good practices are identified after each of these meetings, and used to inform the planning for subsequent meetings. The Non-Core Trust Fund Unit is also playing a central role in ensuring coordination and harmonization across thematic areas through the development of guidance and SoPs. In order to further strengthen consistent messaging, UNFPA will build on the One Voice initiative led by DCS and with engagement of TD and ROs jointly develop FP messaging and support dissemination across the organization. UNFPA has long declared that "access to safe, voluntary family planning is a human right". This message has been an intrinsic part of the UNFPA Master Narrative and promotional work, such as press releases, publications and web and social media. Annual UNFPA Topline Messages sent out by the Executive Director to all UNFPA staff for a number of years have underlined voluntary family planning work and advocacy as corporate priorities. The UNFPA Messaging for 2016, for example, states that Access to sexual and reproductive health—including family planning and maternal health—for all women and young people is a human right and critical to saving lives, advancing development and promoting gender equality. It is at the core of sustainable development. UNFPA's global

Ensure that there are clear accountabilities for advancing knowledge management in family planning.	2017	PD ROs TD	Accepted and under implementation	The corporate FP strategy has knowledge management as one of the 5 outputs. All UNFPA Supplies work planning and reporting tools have indicators related to knowledge management including documentation of best practices
				couples, to the success of any development activities. Finally, UNFPA has long used World Population Day, 11 July, as yet another occasion to rally international world opinion to support the rights-based approaches to family planning. As part of that, it was the Fund that suggested World Population Day 2012 as the date for the history's Family Planning Summit in London.
				UNFPA is a leading organization and active participant in the various international family planning, women's, human rights and development conferences held every year. As such, the Fund always produces topline messages to prepare its staff for these forums. That includes evidence of the centrality of voluntary family planning, based on the respect of the human rights of individuals and
				Family planning is prioritized on the UNFPA public website, including in website stories that reflect UNFPA's actual work on the ground. It is also a priority item in the UNFPA internal Issue Briefs, which give staff in all COs the chance to learn about our positions, key messages and activities in promoting the rights-based approach to family planning.
				The topic of family planning and human rights was also the focus of the UNFPA flagship publication, The State of World Population 2012. The report, By Choice, Not By Chance: Family Planning, Human Rights and Development, underlined the human rights-based approach to family planning. It also underscored the social and economic benefits of family planning and the costs and savings of making it available to everyone who needs it. The report was widely covered in the national, regional and global media and reasserted UNFPA's role as a thought and action leader in that regard.