



**MOPAN
COMMON
APPROACH**

UNICEF 2009

February 19, 2010

Preface

This report on the United Nations Children's Fund (UNICEF) was prepared for the Multilateral Organisation Performance Assessment Network (MOPAN), an informal network of 15 donor countries with a common interest in assessing the organisational effectiveness of multilateral organisations.

For more information on MOPAN and the Common Approach, please visit the MOPAN website (www.mopanonline.org)

Acknowledgements

We thank all participants in the UNICEF assessment. Each of the respondents, clients and MOPAN donors alike, contributed valuable insights and time to respond to the survey. The MOPAN Country Leads¹ in each country oversaw the process and ensured its success. The institutional leads Switzerland and Canada oversaw the process at institutional level and were in direct dialogue with UNICEF on behalf of MOPAN. Representatives of UNICEF offered their support by providing complete lists of their clients/partners in each country. Research firms in each country provided vital in-country research support by following up with clients to ensure adequate response rates.

Roles of Authors and the MOPAN Secretariat

The MOPAN Secretariat, in close cooperation with the MOPAN Technical Working Group, initiated and managed the survey. MOPAN developed the Key Performance and Micro-indicators, designed the survey methodology, coordinated the development of lists of survey respondents, and approved the final survey questionnaire. MOPAN also oversaw the design, structure, tone, and content of the reports.

GlobeScan developed the survey instrument and conducted the survey and analysis.

Universalialia, GlobeScan, and several consultants wrote the reports.

¹ Australia (Thailand), Austria (Serbia), Canada and Spain (Peru), France (Senegal), Netherlands and Germany (Mozambique), Norway and Denmark (Uganda), Spain and Canada with support from the Republic of Korea (Guatemala), Switzerland (Pakistan), United Kingdom (Ethiopia).

Acronyms

AAA	Accra Agenda for Action
CD	Country based donors
DAO	Delivering as One
HQ	Headquarters
KPI	Key Performance Indicator
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MOPAN	Multilateral Organisation Performance Assessment Network
MTSP	Medium-term Strategic Plan
NGO	Non-governmental Organisation
NP	National Partner
OECD-DAC	Organisation for Economic Cooperation and Development – Development Assistance Committee
PIU	Project Implementation Unit
RBM	Results-based Management
UN	United Nations
UNDG	United Nations Development Group
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WB	World Bank

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Executive Summary

Background

UNICEF in 2009

- Recognised for clear and precise mandate
- Is viewed positively for its country focus on results, delegated decision making, and contributions to policy dialogue
- Procedures and use of country systems (e.g., financial management, audit, procurement) are a concern for donors

The MOPAN Common Approach assesses the organisational effectiveness of multilateral institutions based on the perceptions of MOPAN members and direct partners of these organisations. It is an exercise developed by a group of donor countries in order to contribute to improved performance of multilateral organisations.²

In an ideal world, the effectiveness of multilateral organisations would be assessed by their contributions to the results achieved by developing countries. While many multilaterals are improving their results frameworks and data-gathering systems, these are not yet developed enough across organisations to be used as the basis of a systematic effectiveness assessment. As a proxy, the MOPAN Common Approach therefore measures the effectiveness of multilateral organisations by seeking perceptions of respondents on behaviours, systems and processes that should enable these organisations to contribute to the achievement of development results at a country level.³

The MOPAN Common Approach is the successor to the Annual MOPAN Survey, conducted annually since 2003; however, it is broader and deeper than the previous surveys. It brings in the views of national partners of multilateral organisations and those of multilateral donors, that is, MOPAN members at both headquarters and country level.⁴ The MOPAN Common Approach takes a more systematic look at organisational effectiveness and is organised around the widely recognised balanced scorecard approach that examines four dimensions of organisational effectiveness – strategic management, operational management, relationship management, and knowledge management.⁵ Within each of these dimensions or “quadrants”, the MOPAN Common Approach has developed key performance indicators (KPIs) of organisational effectiveness, and micro-indicators (MIs) that specify the measurement criteria for the KPIs.⁶

² MOPAN is an informal network of 15 donor countries. In 2009, members include Australia, Austria, Canada, Denmark, Finland, France, Germany, Ireland, The Netherlands, Norway, The Republic of Korea, Spain, Sweden, Switzerland and the United Kingdom. For more information on MOPAN, please visit www.mopanonline.org.

³ Whether or not a multilateral organisation does in fact contribute to the achievement of development results, will also depend on whether or not it is addressing the right development issues, with the right instruments, and at an appropriate scale, given the country context in which it operates.

⁴ The terms “donors” and “MOPAN members” are used interchangeably in this report and refer only to the respondents in this assessment.

⁵ Organisational effectiveness is defined by MOPAN as “being organised to support clients/partners to produce and deliver expected results.”

⁶ The MOPAN Common Approach includes 19 KPIs, but one of these – linking aid management to performance – was not considered relevant for UNICEF and was therefore not applied.

The MOPAN Common Approach is intended to generate relevant and credible information to assist MOPAN members in meeting domestic accountability requirements and to support dialogue between MOPAN members, multilateral organisations and their direct partners, with a specific focus on improving organisational learning and effectiveness over time. The Common Approach complements other ongoing assessment processes such as the bi-annual Organisation for Economic Co-operation and Development – Development Assistance Committee (OECD-DAC) Survey on Monitoring the Paris Declaration and the annual reports of the Common Performance Assessment System (COMPAS) by the Multilateral Development Banks (MDBs).

In 2009, the United Nations Children’s Fund (UNICEF) was assessed at an institutional level and across nine countries: Ethiopia, Guatemala, Mozambique, Pakistan, Peru, Senegal, Serbia, Thailand and Uganda. Two of these countries – Mozambique and Pakistan – participate in the UN Delivering as One (DAO) pilots.

The assessment draws on the perceptions of three groups of respondents: MOPAN members in-country and at headquarters, as well as direct partners (both government and NGOs) of the multilateral organisation. These were collected through a stakeholder survey that was conducted primarily online, although a small proportion of direct partners completed it via face-to-face interviews for practical reasons. A total of 203 respondents participated in the survey on UNICEF.

Main Findings

UNICEF is recognised by respondents for the clarity and strength of its mandate, its positive relationships with government partners, and its operational capacity in development and humanitarian contexts – it is seen to be efficient and to get things done on the ground. At the same time, respondents note the tension that is perceived in UNICEF between its strong track record as an implementer and a more strategic role of advocating norms and policies.

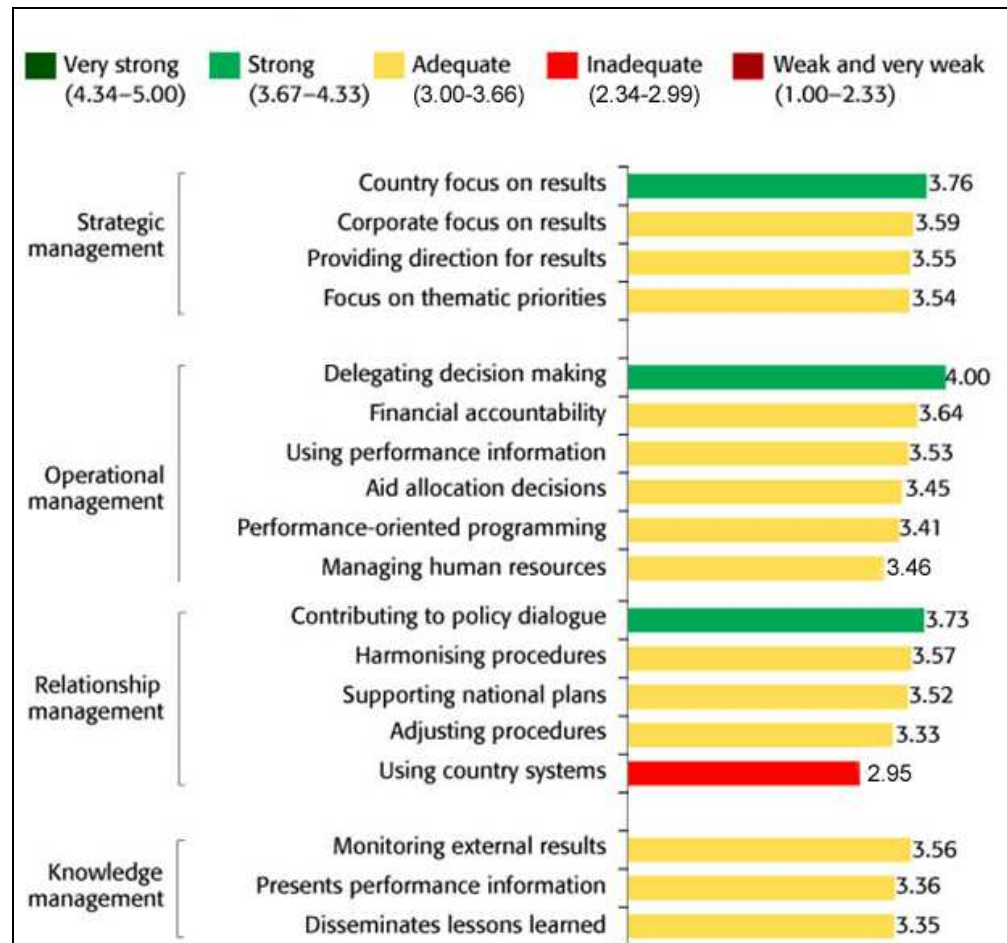
UNICEF’s strongest ratings in the MOPAN Common Approach relate to organisational practices and behaviours that have important repercussions at the country level: delegation of decision-making, results focus of country programming, and valued contributions to policy dialogue.

UNICEF is seen by respondents to do adequately in implementing several aspects of the aid effectiveness agenda, including harmonisation of procedures at country level. On the indicator that assesses use of country systems – i.e., the extent to which the organisation uses government systems for procurement, audit, financial reporting, and other procedures – UNICEF receives an inadequate rating overall (while partners give ratings of adequate to strong, country donors give ratings of inadequate to weak on the questions in this key performance indicator). However, this finding must also be discussed in light of the specific country contexts in which UNICEF operates.⁷

⁷ In the case of emergencies and fragile states, the possibilities for using country systems are quite different than when UNICEF operates in countries that are more stable and have stronger institutions.

As illustrated in the chart below, out of the 18 key performance indicators assessed by MOPAN in 2009 through a survey of perceptions, UNICEF received strong ratings on three, adequate ratings on fourteen, and an inadequate rating on only one indicator, based on the total mean scores. MOPAN members in the field view UNICEF's performance less favourably than donors at headquarters and national partners. There are no notable differences in the performance of UNICEF in DAO countries.

Performance across all indicators (mean scores, all respondents)



Strategic Management

UNICEF's Strategic Management

- High ratings for its organisational strategy based on a clear mandate and focus on results at the country level
- Also recognised for its strategic focus in relevant thematic areas

UNICEF is perceived to be strong in integrating a results focus in its Country Program Documents. Its focus on results in country programming is rated strongly by its national partners, based on their perceptions of the quality of results frameworks. MOPAN members are more modest in their assessment, giving UNICEF scores that reflect adequate performance.

UNICEF's strategy is perceived to be based on a clear mandate, which is seen as a strength in terms of its institutional focus on results.

MOPAN members at headquarters rate UNICEF's performance as particularly strong for having an organisation-wide strategy based on a clear mandate. In their responses to the open-ended question about UNICEF's key strengths, respondents most often highlight UNICEF's mandate, referring to its clarity, strength, and focus on children. The comments also point to a challenge that UNICEF faces to implement that mandate with a greater focus on upstream work (strategic level) rather than hands-on implementation. On other aspects of organisational results orientation, e.g., the quality of agency-wide results frameworks and ensuring the application of results management across the organisation, UNICEF receives only an adequate rating from donors.

"Clear and precise mandate for the promotion of children's welfare is the greatest strength of UNICEF since it allows UNICEF to focus its organisational capacities on specific goals and targets among various development issues." (Donor at country level)

UNICEF is recognised for having a strong or adequate strategic focus in thematic areas that have been identified in its Medium Term Strategic Plan (MTSP). For MOPAN members in country and for national partners, UNICEF's greatest strength in thematic priorities is its focus on human rights-based approach to programming.⁸ From the perspective of the donors at headquarters, its focus on emergency response/humanitarian action is considered its greatest strength (out of the 36 micro-indicators assessed by this group).

UNICEF's integration of HIV/AIDS prevention and treatment is rated strongly by all groups. It is rated adequately for its focus on good governance.

For its focus on gender equality, UNICEF receives strong ratings from its partners and from donors at the country level. However, for donors at headquarters, its performance is only adequate in this area.

UNICEF is seen to be adequate in its ability to provide direction for results. It is rated strongly for its partner-focused culture and for making key documents accessible to the public. It is seen to be adequate in the results focus of its institutional culture and in the leadership shown by its senior management on results management.

⁸ Rated highest out of the 46 MIs assessed by country donors, and highest out of the 44 MIs assessed by partners.

UNICEF's Operational Management

- High ratings: Delegating decision making to the country level
- Mixed ratings: Financial accountability and aid allocation decisions

Operational Management

UNICEF's greatest strength overall is perceived to be its delegation of decision-making authority to country offices. This is its greatest strength out of all key performance areas considered in this assessment, receiving strong ratings from both national partners and MOPAN members. UNICEF's country offices are considered strong in their ability to manage locally and to propose funding for new areas of cooperation within an established budget cap.

UNICEF is seen to perform strongly in terms of its audit practices, but is viewed less positively by MOPAN members at the country level for other areas of financial accountability. UNICEF receives a positive assessment of its audit requirements and practices at both the corporate and project level. Donors at headquarters give a high rating to this key performance area. Donors at headquarters also give strong or adequate ratings for UNICEF implementation of a policy addressing institutional corruption and its implementation of risk management strategies. MOPAN members in-country are more critical on these two criteria. There are mixed opinions about whether UNICEF ensures timely action when irregularities are identified. However, these donor respondents' awareness of UNICEF practices in this area is also limited.

In the area of human resource management, UNICEF is viewed positively for its practices in deploying international staff at the country level. Donors at headquarters rate UNICEF adequately on its transparent recruitment and promotion of staff based upon merit.

At the country level, UNICEF is perceived to be strong in its performance-oriented programming practices. MOPAN members at headquarters see a limitation in this area. In UNICEF's efforts in performance-oriented programming at the country level, it is rated strongly for establishing targets that enable monitoring of project implementation. Donors at headquarters, however, see the lack of impact analysis prior to approval of new initiatives (which they rate as inadequate) as a limitation in UNICEF's programming process.

UNICEF is perceived to adequately use performance information. It is rated strongly by partners and adequately by donors for its use of information for planning new areas of cooperation at the country level. Donors at country level indicate that UNICEF performs inadequately in actively managing less effective activities from the previous programming cycle. Partners, however, provide a rating of adequate on this point. At the corporate level, donors at headquarters provide an adequate rating for how UNICEF uses performance information to revise corporate policies. UNICEF is also seen by respondent groups to adequately track implementation of evaluation recommendations reported to the Board.

While UNICEF is perceived to be strong in allocating core budget resources according to its criteria, it may need to publish more broadly these allocation criteria. When asked whether or not UNICEF published its criteria for allocating core budget resources, HQ donors and partners in country gave the organisation an adequate rating, while country donors gave it a weak rating (although a large proportion of country donors responded "don't know" to this question). Those who perceive the organisation publishes its criteria, however, believe strongly that it allocates its resources according to the criteria. This may mean that more can be done by both MOPAN HQ and by UNICEF to increase awareness.

UNICEF's Relationship Management

- High ratings: Contributions to policy dialogue
- Low ratings: Use of country systems for procedures such as procurement, audit, financial reporting

Relationship Management

UNICEF's contribution to policy dialogue in favour of children's rights is highly valued. Policy advocacy is at the heart of UNICEF's mandate and it is recognised for its contributions in this area with an overall rating of strong. Its partnerships with national governments (often noted often as a strength in responses to the open-ended question on the key strengths of UNICEF), contributes to UNICEF's positive ratings in this area.

"... its good relationship with national counterparts and its influence with them in favour of the rights of the child....It also maintains good relations with the Congress of the Republic, which permits it to influence, and provide, technical assistance toward legislation on childhood and young people in the country."
(UNICEF partner)

UNICEF is rated as inadequate overall in its use of country systems – it is rated adequate by the country partners and inadequate by the country donors.⁹ UNICEF receives low ratings on five of the six criteria assessed in this area. It is rated as inadequate overall in its use of national systems and procedures, including financial reporting procedures, auditing procedures, procurement systems and budget execution procedures, in its projects and programs. The only exception is UNICEF's role in encouraging mutual accountability assessment of Paris Declaration and Accra Agenda for Action (AAA) commitments, where partners rate its performance as strong and donors as inadequate. There is a low level of awareness on this issue, however, with large percentages of both country donors and partners answering "don't know" to these questions.

It is important to note that in some of the contexts in which UNICEF works the use of country systems may not be feasible or appropriate.

UNICEF is rated as adequate in terms of the extent to which its procedures take into account local conditions and capacities, but there are some concerns from donors in this area. Although partners provide strong or adequate ratings on the criteria assessed, donors at country level judge UNICEF to perform inadequately in adjusting the implementation of projects as learning occurs or in adjusting the overall country portfolio in response to changing circumstance. According to donors, UNICEF also does poorly in terms of the efficiency of its procedures: the length of time spent on procedures is seen by donors in-country to have negative effects on project implementation. Partners rate as strong, and donors as adequate, UNICEF's use of procedures that can be easily understood and followed by direct partners.

UNICEF is also perceived to adequately harmonise procedures, although it does not appear to meet donor expectations on all aspects. Donors in-country provide an adequate rating on most of the criteria, but they give an inadequate rating for UNICEF's coordination in the delivery of technical assistance to national partners. Overall, UNICEF is rated as strong for its participation in program-based approaches and adequate for its participation in joint missions. Partners are more positive than donors about UNICEF's efforts to harmonise procedures. The comments provided by 18% of respondents to the open-ended question on key areas for improvement

⁹ "Use of country systems" refers to UNICEF's use of government procurement systems and financial systems (including budget execution procedures, financial reporting procedures, auditing procedures and procedures for recording expected disbursements in national budgets).

indicate that UNICEF may need to strengthen its coordination with other UN agencies.

UNICEF should be more geared towards working together with other UN organisations as one UN." (Donor at country level)

UNICEF is rated adequately for its support for national plans and priorities. Respondents at the country level rated UNICEF as adequate in its support for funding proposals designed and developed by the national government or direct partners. They also give an adequate rating to UNICEF's application of conditionality that corresponds to national government goals and benchmarks.

Knowledge Management

UNICEF's Knowledge Management

- High rating: Independent evaluation office as part of UNICEF's monitoring of external results

UNICEF's monitoring of external results is supported by the benefit of having an independent evaluation office. Headquarter donor respondents also indicate that UNICEF is doing adequately in ensuring that a sufficient proportion of completed projects/programs are subject to independent evaluation. At the country level, partners rate UNICEF highly for involving beneficiaries in monitoring and evaluation functions. MOPAN members, on the other hand, rate UNICEF inadequately on this criterion.

UNICEF receives adequate ratings from donors at headquarters for its presentation of performance information on effectiveness. Slightly more than half of MOPAN members at headquarters agree that UNICEF uses performance information to report on its effectiveness, including outcomes achieved. Donors also consider that UNICEF is adequately reporting to the Executive Board on the performance in relation to its commitment to Paris Declaration principles.

UNICEF is rated as adequate in its dissemination of lessons learned. UNICEF receives an adequate rating for providing opportunities at all levels of the organisation to share lessons from practical experience. It is also considered to be adequate in identifying and disseminating lessons learned from performance information.

Key Strengths and Areas for Improvement

The strengths and areas for improvement, based on the findings of the MOPAN Common Approach, provide a basis for discussion between MOPAN members, UNICEF, and its partners. In many cases, there are divergent views on UNICEF's performance. The full list of issues for discussion can be found in the Conclusion section of the report.

Key Strengths

UNICEF's key strengths are based on the indicators that are rated as "strong" by more than one respondent group or that received a rating of "strong" overall. These include:

- **Delegating decision making:** UNICEF's decentralised operation is considered to be a key strength by both MOPAN members at country level and partners.
- **Managing human resources:** MOPAN members at country level are confident that UNICEF keeps deployed international staff in country offices long enough to maintain effective partnerships at the country level. National partners tend to agree and also rate UNICEF's performance as strong in this area.
- **Financial accountability:** MOPAN members at headquarters are particularly confident about its internal audit mechanisms, the extent to which its corporate audits adhere to international standards, and its policy addressing corruption within the organisation (Their colleagues at the country level are more critical on this last point). For national partners, UNICEF's strength lies in its external audit practices for projects and programs and the way it handles irregularities at the country level.
- **Contributing to policy dialogue:** MOPAN members at headquarters and national partners recognise that UNICEF respects the views of its partners and provides valuable inputs to policy dialogue.
- **Results focus in its Country Program Documents:** Partners recognise UNICEF for having a results-focused country programming approach and consider this area to be among UNICEF's key strengths.
- **Focus on thematic priorities:** MOPAN members and partners recognise UNICEF for its focus on human rights-based approach to programming, emergency action/humanitarian response, and HIV/AIDS prevention and treatment. Its focus on good governance is considered adequate. In its focus on gender equality, UNICEF receives strong ratings from partners and country donors but only adequate ratings from donors at headquarters. These thematic priorities are either focus areas or cross-cutting strategies articulated in the MTSP.
- **Monitoring external results:** Donors at headquarters see the independence of UNICEF's evaluation office as a key strength. Partners give UNICEF strong ratings for involving key clients and beneficiaries in monitoring and evaluation functions.

Key Areas for Improvement

The key area for improvement for UNICEF is drawn from those indicators rated as inadequate by more than one respondent group or where they have received an overall rating of inadequate:

- **Its use of country systems:** MOPAN members at country level are concerned about UNICEF's use of national financial reporting procedures, auditing procedures, procurement systems, and national budget execution procedures in its projects and programs. National partners, on the other hand, give either an adequate or strong rating to all questions in this key performance indicator. The differences in perceptions on this indicator may point to the need for UNICEF to better inform donors at country level. UNICEF's ability to improve its use of country systems may depend on the particular country contexts in which it operates.

1. Introduction

The MOPAN Common Approach assesses the *organisational effectiveness* of multilateral organisations based on the perceptions of MOPAN members and direct partners of these organisations. In an ideal world, the effectiveness of multilateral organisations would be assessed by their contributions to the results achieved by developing countries. While many multilaterals are improving their results frameworks and data-gathering systems, these are not yet developed enough across organisations to be used as the basis of a systematic effectiveness assessment. As a proxy, the MOPAN Common Approach therefore measures the effectiveness of multilateral organisations by seeking perceptions of respondents on behaviours, systems and processes that should enable these organisations to contribute to the achievement of development results at a country level. Whether or not a multilateral organisation does in fact contribute to the achievement of development results will also depend on whether or not it is addressing the right development issues, with the right instruments, and at an appropriate scale given the country context in which it operates.

The MOPAN Common Approach is the successor to the Annual MOPAN Survey, conducted annually since 2003; however, it is broader and deeper than the previous surveys. During the first year of implementation, it brings in the views of the national partners of multilateral organisations and those of multilateral donors, that is, MOPAN members at both headquarters and country level.¹⁰ The MOPAN Common Approach takes a more systematic look at organisational effectiveness organised around the widely recognised balanced scorecard approach that examines four dimensions of organisational effectiveness – strategic management, operational management, relationship management, and knowledge management.¹¹ Within each of these dimensions or “quadrants”, the MOPAN Common Approach has developed key performance indicators (KPIs) of organisational effectiveness, as well as micro-indicators (MIs) that specify the measurement criteria for the KPIs..

The MOPAN Common Approach is intended to generate relevant and credible information to assist MOPAN members in meeting domestic accountability requirements and to support dialogue between MOPAN members, multilateral organisations and their direct partners that focuses on improving organisational learning and effectiveness over time. The Common Approach complements other ongoing assessment processes such as the bi-annual Survey on Monitoring the Paris Declaration and the annual reports of the Common Performance Assessment System (COMPAS) published by the Multilateral Development Banks.

In 2009, MOPAN used the newly developed Common Approach to assess the effectiveness of four multilateral organisations: the World Bank, the African Development Bank (AfDB), the United Nations Development Program (UNDP), and United Nations Children’s Fund (UNICEF). The Common Approach was carried out at an institutional level and across nine developing countries: Ethiopia, Guatemala, Mozambique, Pakistan, Peru, Thailand, Senegal, Serbia, and Uganda.¹²

Methodology

The Common Approach in 2009 used an online survey (as well as face-to-face interviews) conducted in June and July.

¹⁰ The terms “donors” and “MOPAN members” are used interchangeably in this document and refer only to the respondents in this assessment.

¹¹ Organisational effectiveness is defined by MOPAN as “being organised to support clients/partners to produce and deliver expected results.”

¹² For more information on MOPAN and the Common Approach, please visit the MOPAN website (www.mopanonline.org)

Sampling

The Common Approach seeks to access respondents identified either by MOPAN members or the multilateral organisations as having an expert opinion on the multilateral organisation being assessed. This purposive sampling method is called 'expert sampling'.

The identification process (involving all MOPAN members in collaboration with the four multilateral organisations assessed) resulted in a master list of over 1,000 names that defined the universe of potential respondents. Following the identification process, respondents were invited to participate in the survey.

MOPAN set quotas for the percentage of respondents that would be considered satisfactory for each group:

- 50% response rate among direct partners of multilateral organisations
- 75% response rate among MOPAN members in country offices and at headquarters

The strength of this approach lies in the views of respondents who are considered qualified to assess the multilateral organisation. However, since the MOPAN Common Approach allows MOPAN members and the organisations assessed to identify the most relevant individuals to complete the survey, MOPAN does not have a way of determining the knowledge and qualifications of the selected survey respondents. In addition, MOPAN was unable to meet the established quotas in some countries, despite efforts to follow up with respondents (see Figure 1.3).

Although the sample size limits the use of statistical analysis on these data, the procedures for respondent identification and recruitment, and overall survey response rate, allows for conclusions that are indicative of perceptions among the stakeholder groups.¹³ Comparisons across countries and respondent groups are provided as indicative information that can be used as a basis for discussion.

Survey Instrument

The survey consists primarily of a series of statements on the effectiveness of an organisation's systems and behaviours. Respondents were asked to rate the extent to which they believe each statement describes the multilateral organisation, using a 5-point scale where "1" represents very little and "5" very much. The three numerical points between these two end points were not specified to the respondent.¹⁴ Respondents were also given the opportunity to provide written comments following their numerical rating of each micro-indicator.

A core set of questions was developed for all respondents and additional questions were designed for specific respondents (reflecting their functional responsibility or relationship with the organisations). For example, questions relating to corporate issues, such as reporting to the Executive Board, were asked only of donors at headquarters. Questions on country-specific issues, such as the use of country systems, were asked only of donors in country and national partners of multilateral organisations.

At the beginning of the survey, respondents were invited to assess the overall internal effectiveness of the multilateral organisation and were asked two open-ended questions on their views of the organisation's overall strengths and areas for improvement.

¹³ Out of the 1000 individuals invited to complete the survey, 524 completed it, resulting in an overall response rate of 52%.

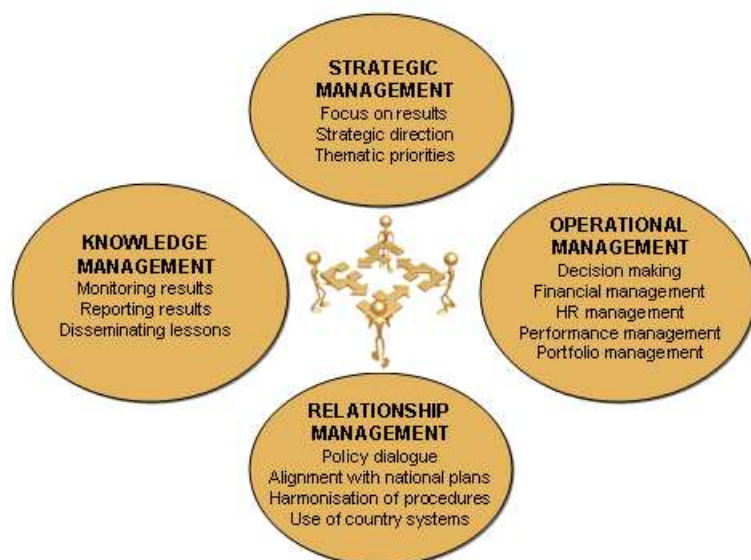
¹⁴ This is a common methodological procedure in multinational survey research due to the difficulties in finding verbal anchors for each survey language that capture the same degree of difference between each point on the scale. Verbally specifying the end points only has also been shown to lead to them being utilised more often than if all points are verbally specified. This counteracts the phenomenon where, sometimes, respondents will tend to avoid the use of end points to avoid appearing 'extreme.' Copies of the surveys are available on the MOPAN web site (www.mopanonline.org).

All respondents had the opportunity to complete the online survey in English, French, Spanish or Portuguese, and partners in Serbia and Thailand had the opportunity to complete the survey in Serbian or Thai.

Data Analysis

For analytical purposes, the 63 questions (i.e., micro-indicators) in the survey were rolled up into the 18 key performance indicators.¹⁵ These, in turn, were clustered together in the four organisational performance areas of the balanced scorecard as shown below.

Figure 1.1 Dimensions of Organisational Effectiveness in the MOPAN Common Approach



SPSS Version 17.0 statistical software was used to analyse the data collected and calculate an overall mean score for each question (micro-indicator). For each question, respondents had the option to indicate that they 'don't know' and these responses were not incorporated into the calculation of mean scores. As a result, some mean scores are based on fewer responses than others.¹⁶ (The respondent base size and rate of "don't know" response by KPI for UNICEF are provided in Appendix II.)

Due to the fact that the numbers of respondents answering differs – both between respondent types and between survey countries – the means were calculated to give equal weight to:

- the views of each of the three respondent groups;¹⁷
- the countries where the survey took place;¹⁸

¹⁵ The MOPAN Common Approach includes 19 KPIs, but one of these – linking aid management to performance – was not considered relevant for UNICEF.

¹⁶ Although this reduces the respondent base, the results can still be taken to be indicative of perceptions of those who provided an answer and are presented as a basis for discussion between MOPAN and the multilateral organisation.

¹⁷ This is via the application of individual weights, whereby in-country donors, headquarter-level donors, and direct partners are given different weights in order to account for the fact that different numbers of each group were interviewed.

¹⁸ In-country donor and direct partner weights are also determined by the total number of respondents from each group who answered in their country, relative to the total number answering in other countries.

- donors in country and direct partners within each country where the survey took place.¹⁹

Mean scores for each KPI were then calculated by taking the mean of the scores for each question (micro-indicator) within that KPI. For example, a KPI consisting of three micro-indicators which individually scored 2, 3, and 4 has a KPI mean of 3.

The resulting mean scores are in turn interpreted according to which of the bands outlined below they fall into. This system assigns mean scores (which potentially range from 1 to 5) into six bands. The band ranges, and descriptors attached to them, are set on the basis of an examination of the overall spread of mean scores in the study and also by examining the written comments that respondents offered following their numerical rating. These responses show that a rating of 3 indicates that a respondent considered the multilateral organisation to be not exhibiting the particular system or behaviour consistently throughout the organisation. A six-band system is thus employed to interpret mean scores so that any mean score below 3.0 is interpreted as, at best, inadequate.

Figure 1.2 Band Ranges and Descriptors

Band	Range	Descriptors
1	1 to 1.66	Very Weak
2	1.67 to 2.33	Weak
3	2.34 to 2.99	Inadequate
4	3.00 to 3.66	Adequate
5	3.67 to 4.33	Strong
6	4.34 to 5.00	Very Strong

Content analysis was applied to responses to open-ended questions using an emergent coding technique to organise the data into themes, and then the frequency of occurrence of each theme was calculated.

Section 3.3 of the report summarises findings based on the data from the two open-ended questions on areas of strength and areas for improvement for the multilateral organisation. Respondent comments on individual survey questions were also analysed in order to put the ratings into context. Respondent quotes were drawn from open-ended questions in order to illustrate tendencies in the ratings and the comments, wherever possible illustrating the positive and negative points of view provided on the theme.

Wherever relevant, the findings presented in this report have been triangulated by examining other sources of evidence. The highlights from previous MOPAN surveys are presented in Section 2 of the report and where relevant, they are referenced in the context of the main findings.²⁰

Thus, a respondent in a country with a lower number of respondents carries a higher individual weight than the equivalent respondent from a country with a higher number of respondents.

¹⁹ The terms “Direct Partners” and “National Partners” are used interchangeably in this report.

²⁰ This varies from the approach taken in the reports on the Annual MOPAN Survey, which included a separate section with a comparison of the multilateral organisation’s partnership performance from one survey year to another.

Strengths and Limitations of the Approach

MOPAN recognises that there are both strengths and limitations to the MOPAN Common Approach.

Its strengths include:

- The Common Approach seeks information from two different perspectives: MOPAN members (both at headquarters and country level) and direct partners of the multilateral organisation. This is in line with the commitments made by donors to the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action regarding harmonisation, partner voice, and mutual accountability
- It uses a mix of quantitative and qualitative information (through close- and open-ended questions) which strengthen the accuracy of measurement. It provides a basis for discussion about improving agency effectiveness
- Where possible, it compares findings with other sources (for example Paris Declaration Survey results)
- It is customised to take into account the differences between the different types of multilateral organisations
- The MOPAN Common Approach web tool improves the efficiency of data collection and data analysis, and reduces the burden on survey respondents.

Its limitations include:

- Because the MOPAN Common Approach allows MOPAN members and the organisations assessed to choose the most relevant individuals to complete the survey, MOPAN does not have a way of determining if the most knowledgeable and qualified individuals are the ones completing the survey.
- The approach is based on a perception survey and not an actual analysis of the behaviours, systems and procedures. It produces numerical scores with a high degree of precision. However, the scores only provide a picture of effectiveness in priority areas, not deep insight into the different dimensions of organisational effectiveness.
- Findings are based on a single line of evidence (perception data) but these are compared to (and triangulated with) other findings where possible.²¹
- As a rapid assessment, some compromises must be made between cost, timeframes, and methodology.

As a learning organisation, MOPAN will continue to make improvements in the methodology based on the experience in each year of implementation.

Respondents

A description of the respondent profile for UNICEF is provided in Appendix I.

On an overall basis, the quota for UNICEF respondents (184) was exceeded by the total number of respondents (203).

The table below shows the quota and the actual number of respondents in each country, from each respondent group, who assessed UNICEF. As noted in Appendix I, 88 percent of partners indicated a good level of familiarity with UNICEF,²² although only 45 percent noted daily or weekly contact with the organisation. Among country-based donors, 66 percent indicated that

²¹ Findings from COMPAS, the results of the Survey on Monitoring the Paris Declaration, and previous MOPAN surveys, where relevant.

²² In other words, indicated either a 4 or a 5 out of 5 on the Likert scale for that question.

they have a good level of familiarity with UNICEF, and 71% noted daily or weekly contact with the organisation. The proportion of donors at headquarters with a good level of familiarity with UNICEF was 91 percent, and a majority (59 percent) reported daily or weekly contact with UNICEF.

Figure 1.3 Number of Respondents and Quotas for UNICEF by Country and Respondent Group

Country	National Partners		Country-based Donors		Headquarter-based Donors		Total
	Respondents	Quota	Respondents	Quota	Respondents	Quota	
Ethiopia	8	11	14	12			22
Guatemala	10	10	12	6			22
Mozambique	8	9	10	11			18
Pakistan	16	9	8	5			24
Peru	12	8	8	7			20
Senegal	6	9	4	4			10
Serbia	7	10	7	5			14
Thailand	7	8	4	3			11
Uganda	12	5	6	6			18
Sub-total	86	79	73	59	44	46	
Total							203

UNICEF's partners say they 'don't know' in 11 percent of their answers. Donors at country level say they 'don't know' for 19 percent of their responses. At headquarters, MOPAN members indicate they "don't know" in 8 percent of their answers. Further detail on 'don't know' responses is provided in Appendix II.

2. The United Nations Children's Fund

This section provides a brief overview of UNICEF and its mandate, areas of work, and recent organisational improvement processes. In addition, it summarises the results of previous MOPAN surveys and some recent internal and external assessments commissioned by UNICEF. This information is intended to provide background and context for the MOPAN Common Approach findings on UNICEF in 2009.

Mandate

The United Nations Children's Fund was created by the United Nations General Assembly on December 11, 1946, to provide emergency assistance to children in countries that had been devastated by World War II. In 1953, UNICEF became a permanent part of the United Nations system. UNICEF is mandated by the United Nations General Assembly to advocate for the protection of children's rights, meet their basic needs, and expand their opportunities to reach their full potential. UNICEF is a knowledge-driven organisation and is highly decentralised, now present in 157 countries worldwide. UNICEF's total program resources for 2008 amounted to US\$3,390 million. Governments contribute two-thirds of the resources; private groups and some six million individuals contribute the rest through the UNICEF National Committees. UNICEF reports to an Executive Board, answering to the UN Economic and Social Council (ECOSOC).

Main areas of work

UNICEF's main areas of work are outlined in its Medium Term Strategic Plan (MTSP 2006-2009).²³ This organisational plan is based on a set of guiding principles that reflect the mission and mandate of UNICEF and that are derived from four key guiding documents:

- The UNICEF Mission Statement, adopted by the UNICEF Executive Board in 1996;
- The Convention on the Rights of the Child, recognised by the Mission Statement as guiding the work of UNICEF;
- The Millennium Summit Declaration of the General Assembly;
- The Declaration and Plan of Action (A World Fit for Children) adopted by the General Assembly Special Session on Children in 2002.

The overall framework provided by the MTSP is combined with national priorities, strategic partnerships, operational experience, and country and regional conditions, especially with regard to children and women, to determine specific programs of cooperation and courses of action based on national leadership. UNICEF's five focus areas include:

- 1) **Young child survival and development:** support for essential health, nutrition, water and sanitation interventions, and for young child and maternal care;
- 2) **Basic education and gender equality:** readiness for school; access, retention and completion, especially for girls; improved education quality; education in emergency situations and leadership of the United Nations Girls' Education Initiative;
- 3) **HIV/AIDS and children:** care and services for children orphaned and made vulnerable by HIV/AIDS, prevention among children and adolescents; participation in UNAIDS ;

²³ The MTSP was originally developed for 2006-2009. In an Executive Board Decision in 2008 it was extended to 2011. In 2009, the MTSP was extended to 2013 to reflect a change in the comprehensive policy review of operational activities from a triennial to a quadrennial cycle. Funds and programs were urged to align their strategic planning cycles with the quadrennial comprehensive policy review of operational activities for development of the United Nations system. The next comprehensive policy review is scheduled for 2012.

- 4) **Child protection** from violence, exploitation and abuse;
- 5) **Policy advocacy and partnerships for children rights:** generating and disseminating high-quality, child- focused data and policy analysis; leveraging resources and results through partnerships and fostering children's and young people's participation.

The overall objective of the MTSP is to support the national and international implementation of the Millennium Summit Declaration and pursuit of the Millennium Development Goals, and to ensure an effective UNICEF contribution to poverty reduction through advocacy and partnerships that generate sustained investments in

children's survival, development and protection. For example, under Focus Area 1, UNICEF may work with governments, WHO, and others in order to deliver high-impact health and nutrition interventions. It may also seek to improve access to water and sanitation systems in order to control water-borne diseases.²⁴

UNICEF is also deeply involved in emergency and humanitarian situations, which account for a significant proportion of its activities.²⁵ It has robust policies and processes in place, proven experience, a strong logistical infrastructure, and a real-time presence in the field, so that when catastrophes occur, UNICEF is often among the first to respond on the ground. UNICEF is therefore recognised as a leader in the humanitarian and emergency communities. UNICEF plays a significant role in raising funds to respond to emergencies through its well developed network of private donors and UNICEF National Committees. At the same time, it is a key player in the Consolidated Appeal Process and other inter-agency fundraising initiatives.

UNICEF plays a normative support role as it upholds and promotes the rights of children through policy dialogue, advocacy, capacity development, and monitoring and reporting. UNICEF subjects national and international policies to scrutiny against the norms and standards set out in the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).

Organisational improvement processes

In 2005, the UNICEF Executive Director commissioned a Global Organisational Review to help assess UNICEF's organisational health and to provide guidance for organisational improvement. The review was conducted during 2006–2007 and UNICEF subsequently launched a series of improvement initiatives to be implemented over the next couple of years. Broadly speaking, these initiatives focus on:

- Consolidation of an Accountability System, which establishes a framework for accountability and oversight at all levels of the organisation. The Report on the accountability system of UNICEF was approved by the Executive Board in 2009.

Cross-cutting areas for UNICEF

- Human rights-based approach to cooperation and gender equality
- Results-based management
- Generation and use of knowledge, including good practices and lessons learned
- Strengthening evaluation
- Partnership for shared success, including playing an active role in the reform process of the UN operational system
- Gender equality
- Communication for development (C4D)

²⁴ UNICEF, 2006. The UNICEF medium-term strategic plan, 2006-2009: Investing in children: The UNICEF contribution to poverty reduction and the Millennium Summit agenda

²⁵ In 2008, UNICEF overall income for humanitarian assistance was US\$ 735 million, an increase of 39 per cent from the 2007 level. (UNICEF Executive Report, 2008)

- Development of a risk management framework to empower managers and staff to make risk-informed decisions in meeting their accountabilities. The overall Risk Management Framework and its supporting tools have been developed and will be rolled out with a toolkit to all UNICEF offices in 2009–2010.
- Revision of policies and practices to make UNICEF programs more dynamic, strategic, and responsive to the rights and priority needs of children in national development contexts. This includes lightening and simplifying the country planning and management structure and program process.
- Strengthening of organisational performance management tools, mechanisms, and key performance indicators for assessing, measuring, and evaluating efficiency and results of programs at all levels. The identification of a core set of indicators that will be standardised for use at all levels of the organisation is being completed in 2009.
- Improvement of business processes to streamline and simplify the way UNICEF does its work, and the design and implementation of a single enterprise resource planning (ERP) software application system to provide UNICEF with an organisation-wide platform to manage its business processes.
- Launching of new recruitment, individual performance management, and capacity development strategies and tools to identify new and emerging talent and further strengthen existing human resources across the organisation.
- Strengthening of internal communication systems to improve effective communication with and between staff to promote a shared understanding of the organisation's vision and staff engagement in the achievement of results for children. As part of this initiative, UNICEF established an Internal Communication Unit, a new Intranet, and the UNICEF Global Staff Survey, implemented in May 2008.
- Developing a strategy for knowledge and content management with the systems and tools to capitalise on knowledge resources and help position UNICEF as the global knowledge leader for children. Within this initiative the Information and Knowledge Management unit was created and advancements were made in the areas of lessons learned and good practices, communities of practice, and electronic information management.
- Formulating a global strategy for collaborative relationships and partnerships to reinforce UNICEF's capacity to engage in and leverage these interactions to achieve greater results for children.

Furthermore, a new Evaluation Policy, which was approved by the Executive Board in 2008, primarily focuses on required management measures to strengthen the evaluation function in the organisation. These include strengthened linkages among the Evaluation Office, Regional Offices, and Country Offices; improved strategic planning for evaluation; adequate resource allocation; and improved mechanisms for quality assurance, management response, and reporting on the evaluation function.

As part of a wider UN reform process, UNICEF actively participates in a number of harmonisation efforts as part of the Chief Executives Board (CEB) and the United Nations Development Group (UNDG) and as a leader in promoting United Nations coherence at all levels. These included a document, "United Nations reform: What it means for children" (2006), appointing United Nations coherence focal points to all headquarters entities and regional offices and establishing an office to coordinate UNICEF positions and a rapid-response resource group for staff on United Nations coherence issues. UNICEF furthermore produced an action plan on the TCPR resolution 62/208 that maps out the actions it will take internally and in the CEB for greater efficiency, effectiveness and coherence of the United Nations at country level, including leadership on programmatic issues and in the simplification and harmonisation of business practices.

In addition, UNICEF is actively involved in the “Delivering as One” initiative, including pilots in the one-UN pilot countries. Two of these pilot countries – Pakistan and Mozambique – were surveyed as part of the 2009 MOPAN Common Approach.

Under humanitarian “reform”, major inter-agency achievements to which UNICEF has contributed include: development of cluster approach guidance, norms, standards and training; development of policy and guidance on the enhanced Central Emergency Response Fund, which stands as the largest source of emergency funding for UNICEF in 2006-2007; and efforts to strengthen the Humanitarian Coordinator System.

Other internal and external assessments of UNICEF

The *Report on the mid-term review of the Medium-Term Strategic Plan (2006-2009)* led to adjustments in the strategic plan that: (a) further aligned UNICEF programming with the Millennium Declaration and the MDGs; (b) provided clear recognition of specific areas of cooperation that have the potential to reduce risks and mitigate the effects of climate change and related emergencies on children; (c) stressed greater focus on addressing specific issues faced by children, young people, and families in poor and underserved urban areas; and (d) additional refinements to the five focus areas of the medium-term strategic plan.

The *Evaluation of Gender Policy Implementation in UNICEF* (2008) found that UNICEF had not implemented the 1994 policy systematically. The gender mainstreaming process was under-resourced and lacked effective accountability mechanisms. Although UNICEF had many good practices in gender equality programming, there was no system in place to share or scale up such practices. In addition, the evaluation noted that greater commitment to gender equality from senior management could help UNICEF to play a more significant leadership role in promotion of gender equality in the UN system.

The *Review of UNICEF's Partnerships with Civil Society Organisations* (2007) found that UNICEF had several strengths with regard to its capacity to partner with civil society organisations (CSOs), including its reputation and reach, children's rights agenda, and convening and brokering role. It also faced several challenges, including its administrative demands, lack of resources for CSO capacity development, and competing agendas and alliances.

A *Strategic Review of Human Resource Management in UNICEF* (2007) discovered a profound malaise about the way UNICEF handles its human resources. It found systems and decision-making that did not support effective human resource management, and policies and practices that contradicted one another. It raised concerns about how staff were valued by the organisation and about the overall level of staff commitment. Lack of accountability throughout the organisation and a culture highly resistant to change were also identified in the review.

The *Peer review of evaluation function at UNICEF* (2006) was designed to determine whether UNICEF's evaluation function and its products are independent, credible, and useful for learning and accountability purposes, as assessed against United Nations Evaluation Group (UNEG) norms and standards by a panel of evaluation peers. Broadly speaking, the review confirmed the independence and credibility of the central evaluation office, identified gaps in the systems, capacities and outputs of evaluation at decentralised levels (where most evaluation take place), raised concerns about resources available for evaluation and evaluation capacity development, and discussed links between weaknesses in results-based management (RBM) systems and the quality of evaluations.

UNICEF in previous MOPAN surveys

UNICEF was assessed by MOPAN in 2003 as part of the Pilot exercise, and again in 2006.

According to the MOPAN 2006 survey, the overall perception of UNICEF at the country level was that of a very knowledgeable, committed, and influential multilateral organisation in the specific areas of its mandate. UNICEF was perceived to be a strong voice for children and women, to pursue its clear priorities, and to be determined to show results and deliver on its promises – even in very difficult circumstances. At the country level the importance of children's rights and the application of a human rights-based approach in UNICEF work was largely recognised as well as its commitment to ensure and respect women's rights. This positive assessment was balanced against the view that, at times, UNICEF was not fully sensitive to the local or to the broader development context and not fully engaged in partnerships, especially with civil society and other development agencies.

3. Main Findings

3.1 Introduction

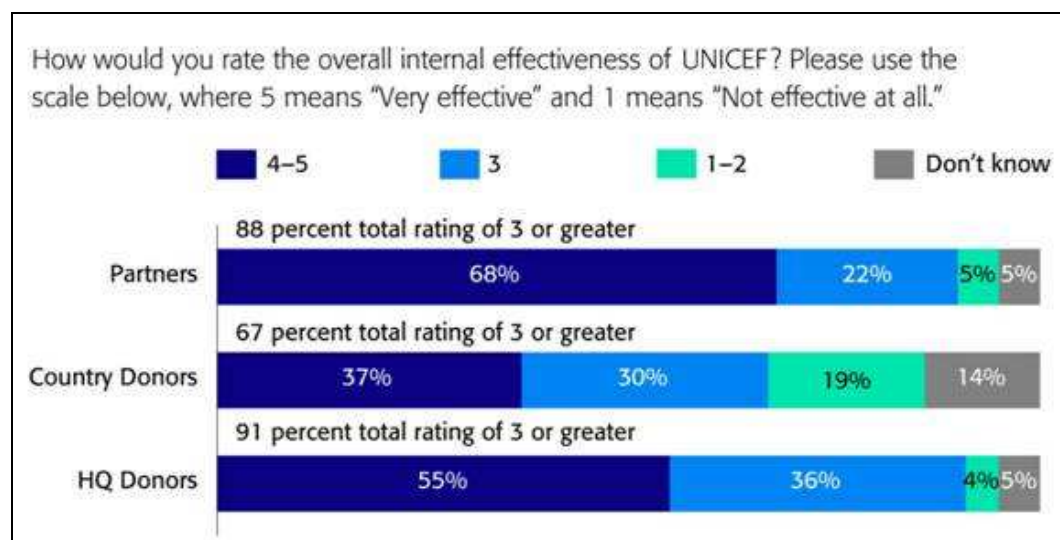
This chapter presents the main findings of the 2009 MOPAN Common Approach assessment. The first section presents findings that give an overview of the perceptions on the performance of UNICEF. Subsequent sections provide the assessment results in each of the dimensions (strategic, operational, relationship, and knowledge management) analysed by the MOPAN Common Approach and highlight respondent views on UNICEF's main strengths and areas for improvement.

3.2 Overview

Finding 1: Perceptions of UNICEF's overall internal effectiveness suggest that it is performing well in terms of how it is organised to support its partners' results.

The respondents in the 2009 MOPAN survey were asked to evaluate the overall internal effectiveness of UNICEF.²⁶ The question asked them to rate how internally effective the organisation is, based on a scale that ranged from 5 (very effective) to 1 (not at all effective). The distribution of responses (see the figure below) illustrates that UNICEF generally is considered to perform well. Of note is that national partners are most positive about the organisation's internal effectiveness (with 68 percent giving it a rating 4 or 5). Donors at headquarter level are also generally positive whereas donors at the country level provide a more mixed review.

Figure 3.1 Overall Ratings of UNICEF's Internal Effectiveness by Respondent Group

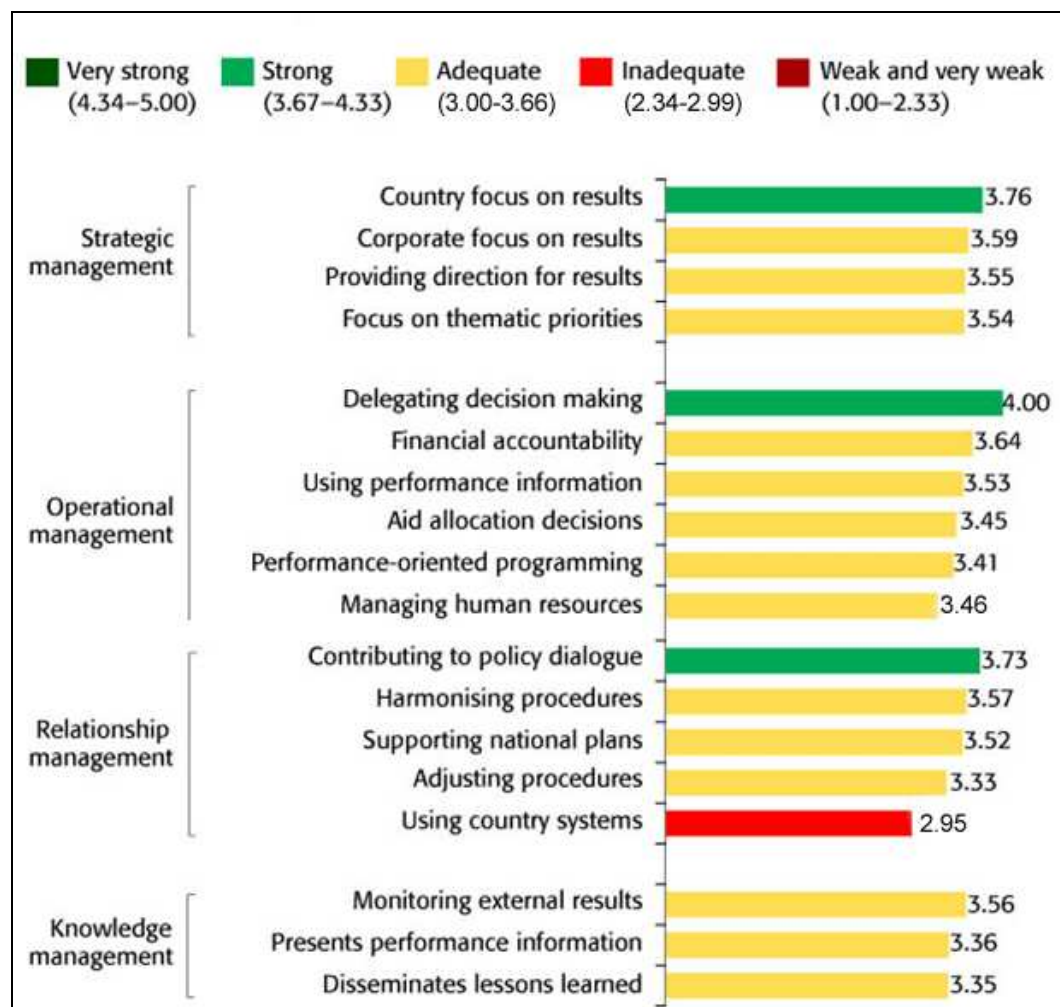


²⁶ Internal effectiveness is defined as being organised to support clients/partners to produce and deliver expected results.

Finding 2: Of the 18 indicators assessed by the MOPAN Common Approach, UNICEF is seen to perform strongly on three indicators, adequately on 14, and inadequately on only one.

UNICEF is seen to perform strongly in its focus on results in strategies at the country level, its delegation of decision making, and its contributions to policy dialogue. It is rated inadequate in using country systems for managing aid.²⁷ For all other indicators, its performance is rated as adequate. There is no significant difference in the performance of UNICEF in Delivering as One (DAO) pilot countries across the MOPAN Common Approach micro-indicators.²⁸

Figure 3.2 Overall Ratings on Key Performance Indicators (mean scores, all respondents)



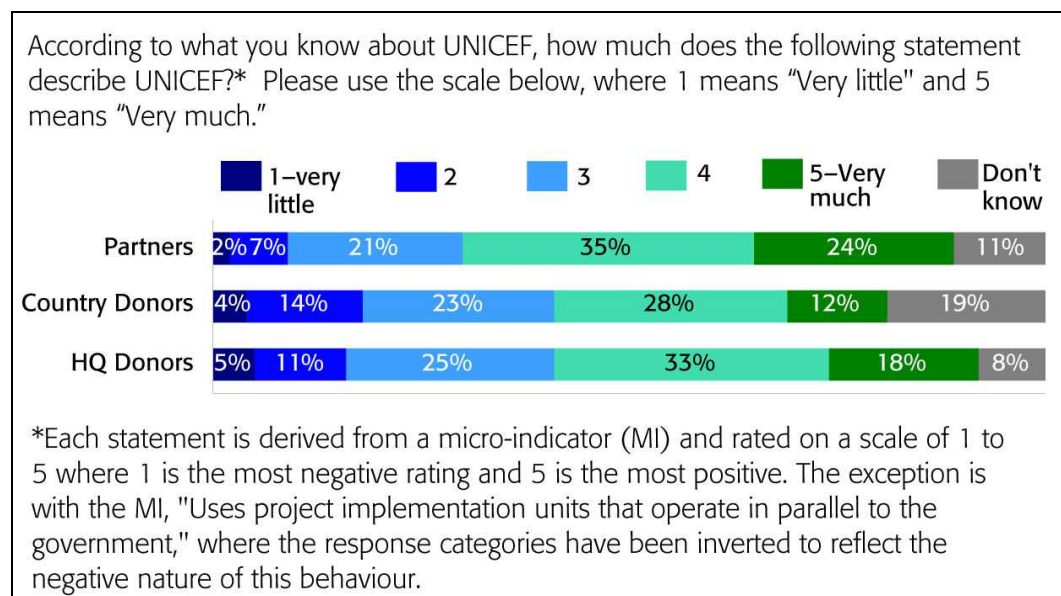
²⁷ The “use of country systems” refers to use of government systems for procurement, financial reporting, audit and other procedures.

²⁸ Mann-Whitney U (alpha = 0.05).

Finding 3: MOPAN members at the country level tend to rate UNICEF less favourably than their colleagues at headquarters and UNICEF's national partners.

While partners say that UNICEF measures up in 59 percent of their responses across all micro-indicators, donors at headquarters do so slightly less often (51 percent) and donors in-country rate UNICEF favourably least often (40 percent). Partners and headquarter donors indicate similar levels of awareness on different measures, saying they “don’t know” to 11 percent and 8 percent of the questions, respectively. Awareness appears to be somewhat lower among country donors with 19 percent of their responses being “don’t know.”

Figure 3.3 Distribution of Ratings across all Micro-Indicators, by Respondent Group



3.3 Performance in Strategic, Operational, Relationship, and Knowledge Management

3.3.1 Overview

The following sections present the results on perceptions of UNICEF's performance in the areas of Strategic, Operational, Relationship, and Knowledge Management.

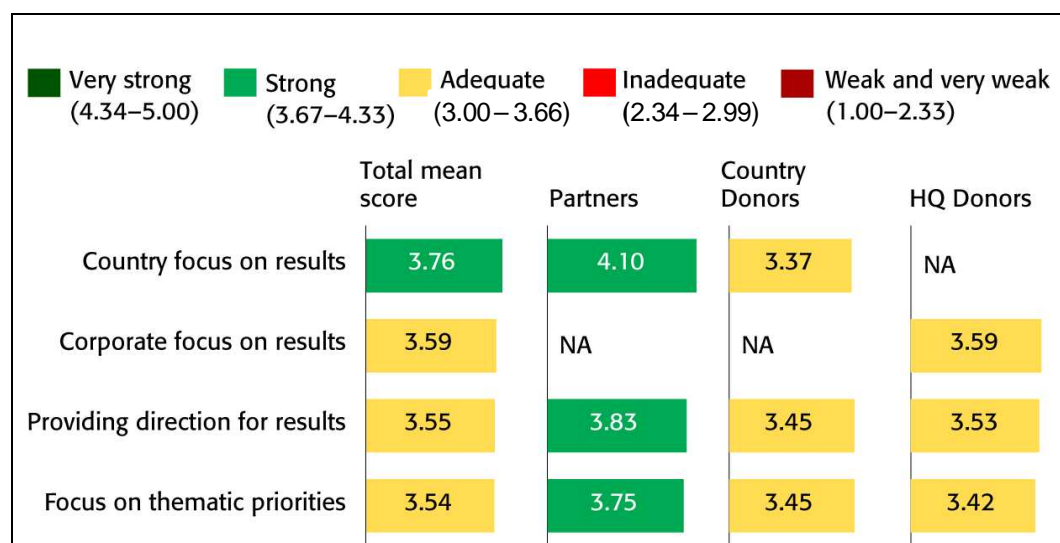
The findings are drawn from an analysis of the ratings of the key performance indicators and micro-indicators by the different respondent groups. Strengths are drawn from key performance indicators that achieve the highest mean scores and areas of improvement are drawn from the indicators that are assigned the lowest scores. Findings also highlight areas where there are mixed perceptions of performance, i.e., where there are divergent perspectives among the respondent groups or where there are differences in the ratings of individual criteria within any one key performance indicator.²⁹ Appendix III provides the data for each key performance indicator and micro-indicator, by each dimension or quadrant of the MOPAN Common Approach. The mean scores for each of the key performance indicators are presented by respondent group in Appendix IV.

²⁹ In general, the findings are presented in the order from strongest to weakest areas of performance within each of the quadrant areas.

3.3.2 Strategic Management

UNICEF's performance across most areas relating to strategic management is rated adequate. According to respondents, one of its strongest areas of performance is its focus on results at the country level, due to the perceived quality of its country program documents and their results frameworks. In terms of its institutional focus on results, UNICEF receives high ratings for having an organisation-wide strategy that is based on a clear mandate. On other criteria that assess the integration of a results focus in the organisation, it performs adequately. UNICEF is recognised for its strategic focus on cross-cutting thematic priorities that are relevant to its mandate and MTSP.

Figure 3.4 Strategic Management Performance, Mean Scores by Respondent Group



Finding 4: UNICEF's focus on results in country programming documents is perceived to be its greatest strength in strategic management.

UNICEF's strategy at the country level is framed in its Country Program Document and Country Program Action Plan. Only respondents at the country level were consulted about UNICEF's country results focus. They indicate that one of UNICEF's key strengths is the emphasis on results that is reflected in its country programming approach. National partners provide strong ratings on each of the criteria, while donors are more modest in their assessment.³⁰

UNICEF's results matrices are considered to be consistent with national development strategies, with 61 percent of partners expressing clear agreement. According to respondents, the matrices include indicators at all levels (country, sector, and project/program) and they link results across project/program, sector, and country levels. UNICEF is also rated very well for including results for cross-cutting thematic priorities – such as gender equality, environment, human rights, and HIV/AIDS – into these frameworks.

Respondents have slightly mixed opinions about UNICEF consulting with beneficiaries to develop its expected results. While rated strong by partners, country donors give an adequate performance rating.

³⁰ While perceptions are positive about the results focus in UNICEF's country strategies, donors at headquarters are concerned about the extent to which core budget allocations are linked to expected development results (see Finding 14).

Finding 5: At the corporate level, donors suggest that the greatest strength in UNICEF's focus on results is its organisational strategy based on a clear mandate.

UNICEF performs strongly on the assessment of the characteristics of its strategy and mandate, one of the dimensions of corporate focus on results. MOPAN members at headquarters, the only ones directly consulted on this issue, view UNICEF's strategy and its link to institutional mandate as a strength of the organisation, with 84 percent agreeing. In their responses to the open-ended question on UNICEF's overall strengths, one-fifth of all respondents to that question point to the strength inherent in UNICEF's mandate and focus. While it has a clear mandate, the comments provided by some donor respondents also point to a tension between UNICEF's strong track record as an implementer and donor expectations that it will play a more strategic role at the country level. About 18 percent of the respondents to the open-ended question on areas for improvement highlight weaknesses in strategy that relate to the need for UNICEF to reduce its focus on implementation and increase its work at the strategic policy level.

"Clear and precise mandate for the promotion of children's welfare is the greatest strength of UNICEF since it allows UNICEF to focus its organisational capacities on specific goals and targets among various development issues." (Donor at country level)

"For long the agency has been very operational and hardly strategic. It now struggles to re-adopt to a more strategic function." (Donor at country level)

Donors at headquarters rate UNICEF adequate in other areas of results management at the corporate level. These include: strategies contain frameworks of expected management and development results; results frameworks have causal links from output to impact and contain measurable indicators; and the application of results-based management across the organisation.

Finding 6: UNICEF is recognised for its strong strategic focus on a human rights-based approach to programming and emergency response/humanitarian action. It also is perceived to be strong in its focus on HIV/AIDS and gender equality, although donors at headquarters perceive that it is only adequate in the latter area.

Donors at the country level and national partners are particularly confident about UNICEF's human rights-based approach to programming and consider UNICEF's practices in this area to be the strongest among all micro-indicators assessed in 2009.³¹

Donors at headquarters see UNICEF's emergency response/humanitarian action as its greatest strength out of 34 micro-indicators assessed – giving UNICEF a rating of "very strong" for its focus in this area. As part of the UN-led "cluster approach," designed to improve the humanitarian response, UNICEF has agreed to lead the global clusters for nutrition, water and sanitation, common data services, and education. From that perspective, and based on its roots as a children's emergency fund, its high rating for practices in relation to emergency response/humanitarian action is not surprising.

In its focus on gender equality, UNICEF receives a strong rating over all. It receives strong ratings from partners and country donors but only adequate ratings from donors at headquarters on this indicator. In 2008, the findings of the *Evaluation of Gender Policy Implementation in UNICEF* also noted that UNICEF had not implemented its 1994 Gender

³¹ Rated highest out of the 46 MIs assessed by country donors, and highest out of the 44 MIs assessed by partners.

Policy systematically, had significantly under-resourced the gender mainstreaming process, and had not built in effective accountability mechanisms.

"The concept of gender mainstreaming and equity should be more implemented into various aspects of UNICEF's work." (Donor at HQ)

"UNICEF needs to improve in the area of gender. Gender mainstreaming needs to be given a much higher priority in order to achieve improved results." (Donor at HQ)

UNICEF is rated strongly for its strategic focus on HIV/AIDS prevention and treatment, and adequately for its focus on good governance.

The thematic areas of HIV/AIDS, gender equality, and human rights-based approaches are treated differently in the UNICEF Medium Term Strategic Plan. While HIV/AIDS is one of the five focus areas, a human rights-based approach to programming and gender mainstreaming are described as supporting and cross-cutting strategies that underpin the focus areas.

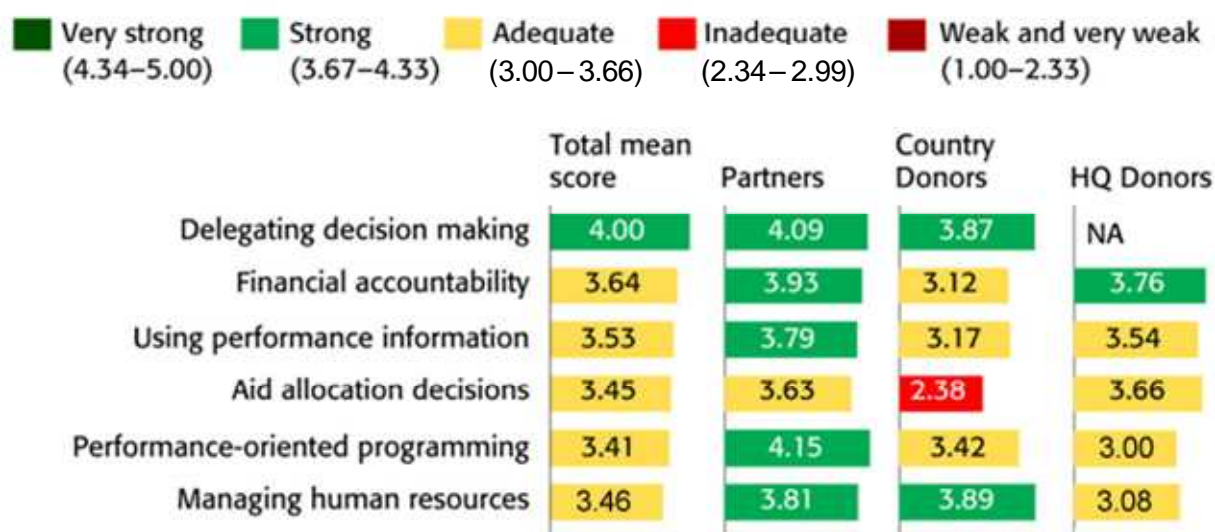
Finding 7: UNICEF is seen to be adequate in its ability to provide direction for results, and is rated strongly for its partner-focused institutional culture and for making key documents accessible.

UNICEF is rated strongly by donors at headquarters and by national partners for its partner-focused culture and for making key documents accessible to the public (country level donors rated it as adequate in these two areas). Overall, it is seen to be adequate in the results focus of its institutional culture and in the leadership shown by its senior management on results management (the latter question being answered only by donors at headquarters).

3.3.3 Operational Management

UNICEF's performance is rated as adequate across most of the key performance indicators relating to operational management, but in some areas it receives mixed ratings. UNICEF's strong delegation of decision-making authority reflects its highly decentralised operations. It is also considered to perform reasonably well in relation to financial accountability, although donors express reservations about its implementation of an institutional policy on corruption and its management of irregularities when they are identified at the country level. UNICEF gets mixed ratings for its performance in several areas. In human resources management, it is rated as barely adequate on several of its institutional systems and practices, but strong on HR matters at country level. Donors at headquarters and in-country have divergent views on the extent to which UNICEF publishes its criteria for allocating its core resources. Finally, UNICEF is perceived to do well enough at setting targets to enable monitoring of programs, but it appears to do less well at carrying out impact analysis before approving funding for new initiatives. For several questions in the area of operational management, there was also a high rate (33 percent or more) of "Don't Know" responses. Where relevant, this is highlighted in the findings.³²

³² "Don't Know" responses are not included in the calculation of mean scores, which in practice reduces the respondent base. Nonetheless, the results can still be taken to be indicative of perceptions of those who provided an answer and are presented as a basis of discussion between MOPAN and the multilateral organisation. For some of these indicators, MOPAN may consider alternative data sources in years to come.

Figure 3.5 Operational Management Performance, Mean Scores by Respondent Group

Finding 8: UNICEF's delegation of decision-making authority is viewed as a clear strength.

Both national partners and MOPAN members at country level concur that UNICEF performs strongly in delegating decision-making authority. Donors at headquarters were not asked questions in this key performance indicator. For MOPAN members working at country level this is one of two performance areas where they consider UNICEF's performance to be strong. In fact, this is considered to be UNICEF's greatest strength out of all 18 key performance areas considered in this assessment.

Respondents are particularly confident about the extent to which UNICEF's project/program tasks are managed at the country level, and they tend to agree that UNICEF can propose funding for new areas of cooperation locally, within a budget cap. However, it should be noted that 50 percent of country donor respondents "don't know" whether such a decision can be taken locally.

Finding 9: UNICEF is seen to perform strongly in terms of its audit practices, but is viewed less positively by MOPAN members at country level on its implementation of a policy on corruption and the timely management of irregularities, when they are identified. However, these donor respondents' awareness of UNICEF practices in this area is also more limited.

UNICEF is recognised by donors at headquarters for its practices in the area of financial accountability, largely due to their positive assessment of the organisation's audit requirements and practices. They provide strong ratings on the UNICEF practice of carrying out corporate audits that comply with international standards, and they perceive that internal financial audits are providing objective information to the Executive Board. These questions were only asked at headquarters level. At the country level, there is also a generally positive assessment of UNICEF's external audits for programs and projects – although donors are more modest than partners in their assessment of this performance criterion.

UNICEF gets mixed scores for implementing an institutional policy addressing corruption and for ensuring that timely action is taken when irregularities are found at the country level. Donors at headquarters consider UNICEF's practices regarding corruption to be strong and national partners appear to be confident about its capacity to take timely action in relation to irregularities. However, donors at country level are more sceptical and rate its performance as

inadequate in both areas. Respondents also show relatively low awareness levels on this issue, with close to half of all respondents saying they “don’t know” whether UNICEF implements a policy addressing corruption. Furthermore, respondents indicate limited knowledge of UNICEF’s guidelines for taking measures against irregularities and its strategies for risk identification and mitigation. Country donors, in particular, seemed to have a low level of awareness in this area; they responded “don’t know” an average of 51% of the time on all questions in this key performance indicator.

MOPAN members rate UNICEF’s performance on implementing strategies and plans for risk management to be adequate. UNICEF’s implementation of the Enterprise Risk Management initiative (which began in 2009) should further strengthen its risk management framework.

Finding 10: UNICEF receives an adequate assessment on its use of performance information. It is rated strongly by partners for its use of information for planning new areas of cooperation at the country level. Donors in country suggest that UNICEF has room to improve in using performance information to actively manage less effective activities.

UNICEF gets an adequate score overall for using performance information. UNICEF’s use of performance information to inform planning of new areas of cooperation at the country level is rated highly, largely due to the very positive assessment provided by its national partners.

Donors at the country level express particular concern about the way it uses information to actively manage less effective activities from the previous programming cycle. Partners provide an adequate rating on this criterion.

At the corporate level, MOPAN members at headquarters give an adequate rating for how UNICEF uses performance information from project, program, and country levels to inform institutional policies. They also perceive that UNICEF does adequately in terms of tracking the implementation of evaluation recommendations reported to the Executive Board. National partners rate them strongly on this criterion.

Also of note is that more than half of the donor respondents in country and between 34 and 37 percent of the partners indicate that they “don’t know” whether UNICEF manages less effective activities actively and if evaluation recommendations are acted upon.

Finding 11: While UNICEF is perceived to be strong in allocating core budget resources according to its criteria, it may need to publish more broadly these allocation criteria.

When asked whether or not UNICEF published its criteria for allocating core budget resources, HQ donors and partners in country gave the organisation an adequate rating, while country donors gave it a weak rating. However, almost 60 percent of the donors in country say that they “don’t know” if UNICEF publishes its criteria for allocating funding. This may mean that more can be done by both MOPAN HQ and by UNICEF to increase awareness.

Those who believe the organisation publishes its criteria give UNICEF a strong rating for allocating resources according to those criteria. HQ donors and national partners both perceived it to be strong in this regard, while country donors rated it inadequate. This result among country donors may be surprising in light of the role of the donors at the Headquarters/Executive Board level in approving the formula for allocation of core resources and could be a point of discussion between MOPAN and UNICEF.

Finding 12: At the country level, UNICEF is perceived to do strongly at setting targets to enable monitoring of project implementation – a practice that supports performance-oriented programming.

Results-oriented programming benefits from the design of targets or measures to assess performance during implementation and from an up-front analysis of the potential impact of projects in the country context. UNICEF's efforts in performance-oriented programming are rated adequate at the country level.

For partners, this performance area receives the highest rating out of the 18 key performance indicators in this assessment, based on their positive assessment of UNICEF's practice of setting targets that enable monitoring of progress in project/program implementation.

MOPAN members at headquarters were asked about UNICEF's practices in conducting impact analysis – on potential environmental, social, economic, ethical, and human rights impacts – of proposed new projects and programs. They rate UNICEF as adequate on this micro-indicator. However, this is also an area with a relatively high level of uncertainty, with 39 percent of the MOPAN members at headquarters indicating that they “don't know” if new initiatives are subject to impact analysis.

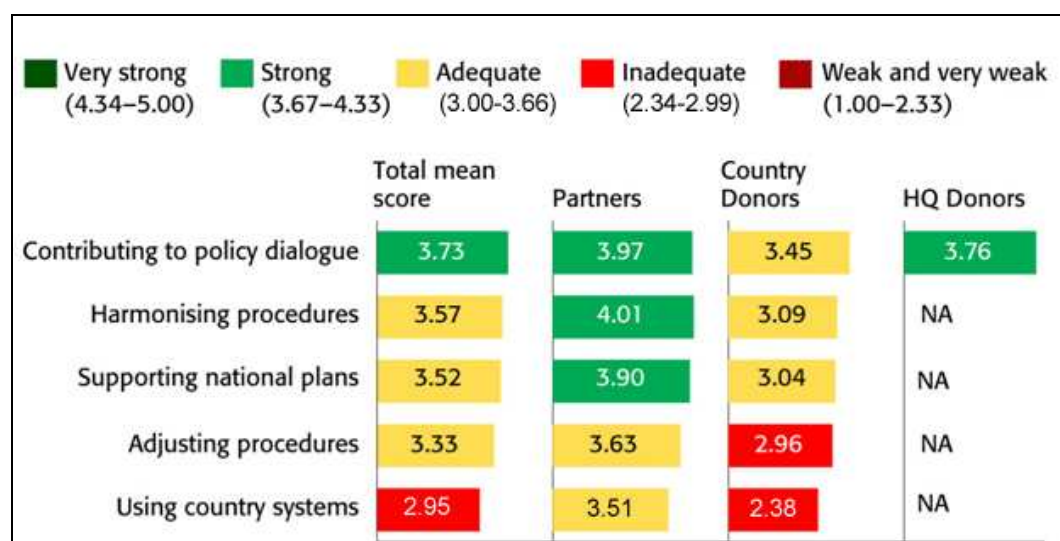
Finding 13: In the area of human resource management, UNICEF is viewed positively for its practices in deploying international staff at the country level.

At the country level, respondents were asked to assess the extent to which UNICEF keeps deployed international staff in country offices for a sufficient time to maintain effective partnerships. Both MOPAN members and partners provide a positive assessment of UNICEF's practice in this area. Donors at headquarters were asked about other aspects of human resource management. They rate UNICEF adequately on its transparent recruitment and promotion of staff based upon merit.

3.3.4 Relationship Management

UNICEF is perceived to perform adequately across most key performance indicators related to relationship management, which were assessed primarily by seeking perceptions from respondents at the country level.³³ It gets strong ratings for its contributions to policy dialogue. It is seen to perform adequately in harmonising procedures, although country donors express reservations over the extent to which it provides technical assistance through coordinated programs and its coordination with other members of the UN system. UNICEF faces some challenges in adapting procedures to local conditions and capacities, and donors at country level express concern about its use of country systems. However, it is important to note that in some of the contexts in which UNICEF works the use of such systems may not be feasible or appropriate.

³³ The exception is the KPI on policy dialogue, which also included a question for MOPAN members at headquarters.

Figure 3.6 Relationship Management Performance, Mean Scores by Respondent Group

Finding 14: UNICEF's contribution to policy dialogue is considered to be one of its greatest strengths.

Policy advocacy is at the core of UNICEF's mandate and is a key emphasis of its MTSP. UNICEF is widely recognised for its contributions to policy dialogue. National partners and donors at headquarters rate UNICEF strongly both for providing valuable inputs to policy dialogue, and for respecting the views of partners in doing so. Donors at country level provide a more modest assessment on both criteria, considering its performance to be adequate. UNICEF's strong relationship with government partners, recognised by 20% of respondents in their responses to the open-ended question on UNICEF's key strength, is one of the factors that may contribute to UNICEF's positive contribution to policy dialogue.

"It is an acceptable and potential organisation to drive policy work in the country." (Partner)

"One of its strongest points is its good relationship with its national counterparts and the influence it has on them in favour of the rights of children and adolescents." (Partner)

"It has improved and capacitated activities of public officials on issues such as institutions related to international adoption, and those related to shelter and care for children in institutions, and in the criminal justice system. It has maintained a good relationship with the Congress, which has allowed it to influence and provide technical assistance in legislation for children and adolescents." (Partner)

Finding 15: UNICEF is perceived to perform adequately in harmonising procedures, but donors provide a less favourable assessment than partners with regard to UNICEF's efforts in this area. They express particular concerns about how UNICEF coordinates technical assistance to national partners.

At the country level, UNICEF is judged to perform adequately at harmonising its procedures with other programming partners (donors, UN agencies, etc.). UNICEF is acknowledged for participating in program-based approaches and joint missions – national partners are particularly positive and rate its performance to be strong in both areas.

UNICEF gets notably mixed scores for providing coordinated technical assistance in support of capacity development – country donors rate it as inadequate and partners rate it strong.

In addition, around a fifth of all respondents answering the open-ended question on UNICEF's key area for improvement suggest that UNICEF could strengthen its coordination, especially with other UN agencies at country level. Concerns about coordination echo findings from the MOPAN 2006 Survey, which found mixed perceptions of UNICEF's coordination at the project/program level, and a relatively weak performance in adapting to local aid harmonisation efforts. The 2009 findings suggest that there remains some way to go before harmonisation is fully entrenched in the agency.

"They need more coordination with their other partner particularly UN agencies. Duplication of work between UNICEF and UNFPA must be avoided. ... They should not establish parallel systems but work in coordination with Government and NGOs." (Donor at country level)

"UNICEF is present in some donor coordination spaces, but not all where its participation would be relevant. Increasing participation in these spaces could help increase its capacity for lobby and the potential impact of its country-level initiatives through improved harmonisation with other donors." (Donor at country level)

"Of all UN agencies, most sensitive toward the harmonisation and alignment agenda." (Donor at country level)

Finding 16: UNICEF is rated adequately for its support for national plans and priorities.

Respondents at the country level were asked whether UNICEF supports funding proposals designed and developed by the national government or direct partners, and whether it applies conditionality that corresponds with the national government's goals and benchmarks. While partners gave a strong rating to both questions, country donors rated the former adequate and the latter inadequate.

Finding 17: UNICEF is rated as adequate overall in terms of how its procedures take into account local conditions and capacities. However, country donors express concern about the flexibility and efficiency of UNICEF procedures, as well as its inability to adjust programming to changing circumstances.

This key performance indicator was assessed at the country level only. Although UNICEF performs adequately overall at having procedures that take into account local conditions and capacities, MOPAN members judge it to perform inadequately on several criteria, which are discussed below. UNICEF's highest rating in this KPI is for using procedures that can be easily understood by its partners, which is rated as strong by partners and adequate by donors.

Donors and partners have different perspectives on UNICEF's ability to adjust the implementation of individual projects or programs as learning occurs. Donors perceive that UNICEF performs inadequately, where as partners view its performance to be strong. UNICEF receives an adequate rating from partners on the extent to which it adjusts the overall portfolio in country quickly, to respond to changing circumstances. Donors perceive that UNICEF performs inadequately on this criterion.

UNICEF is rated adequate in terms of the efficiency of its procedures. Country donors give UNICEF low scores for the length of time it takes to complete procedures, indicating that the length of its procedures can negatively affect implementation. Partners rate it as adequate on this point.

"Administrative management is bureaucratic and slow." (UNICEF partner)

"Internal UNICEF bureaucracy and decision-making and internal approval of projects." (UNICEF partner)

"As one of UN agencies, rigid administrative, financial and operative procedures that affect practical, joint work." (Donor at country level)

Finding 18: UNICEF is rated as inadequate overall in its use of country systems – it is rated adequate by country partners and inadequate by country donors.

The “use of country systems” refers to six different micro-indicators that help to illustrate the extent to which UNICEF is using country government systems (for financial reporting, procurement, audit, etc) to the maximum extent possible. Questions were asked of country-level respondents only.

UNICEF’s performance is seen by donors to be inadequate or weak in all six of the areas assessed. National partners, on the other hand, give either an adequate or strong rating to all questions in this key performance indicator. However, they give this KPI the lowest rating out of all 15 KPIs they assess.

MOPAN members at the country level give UNICEF low ratings on its use of national financial reporting, audit, and budget execution procedures, and its use of national procurement systems. Also rated inadequate is the question of whether UNICEF’s expected disbursements are recorded in governments’ national budgets.

Donors and partners have mixed views with respect to UNICEF’s role in encouraging mutual accountability assessment of Paris Declaration and Accra Agenda for Action (AAA) commitments: partners rate it strongly and donors rate it inadequately on this indicator.

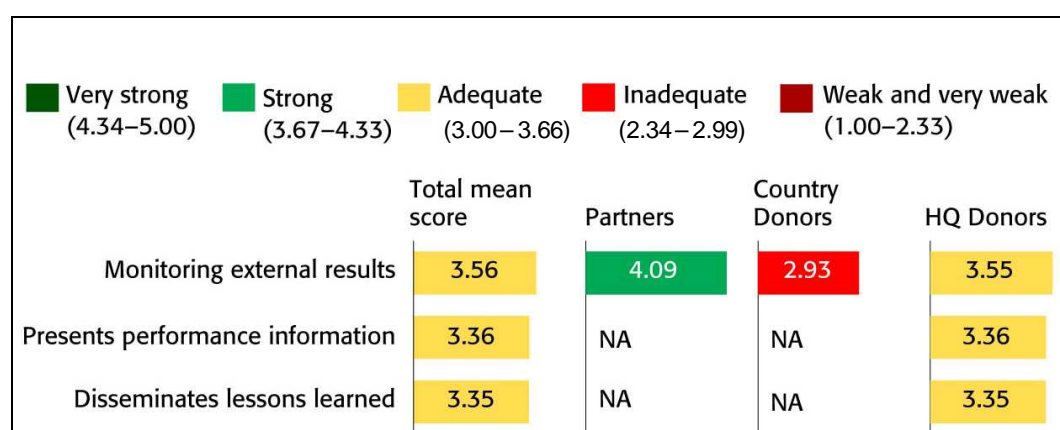
This key performance indicator is marked by a low level of awareness overall: between 33% and 56% of country donors, and between 30% and 44% of partners, indicated “don’t know” to the questions in this KPI. Country donors more often answered “don’t know” on questions related to national financial reporting procedures, national auditing procedures and national procurement systems. Partners answered “don’t know” more frequently on questions related to mutual accountability assessments, recording of expected disbursements in national budgets, and national budget execution procedures.

These findings may suggest a slow up-take by the UN Executive Committee (ExCom) Agencies, and UNICEF in particular, of the Harmonised Approach to Cash Transfers (HACT), a system of financial transfers that is common across ExCom agencies and encourages government-led financial management procedures.

However, it is also important to consider the findings in light of the context in which UNICEF operates in each of the countries surveyed. It may not be reasonable to expect that it can maximise use of country systems when it operates in conflict zones, or where institutional capacity and other issues negatively affect the quality of these systems.

3.3.5 Knowledge Management

UNICEF’s performance is judged to be adequate across all key performance indicators related to knowledge management. There are divergent perspectives on UNICEF’s capacity to monitor external results, with donors at headquarters noting a clear strength in the independence of its evaluation office and partners and donors giving very different ratings on the extent to which UNICEF involves partners and beneficiaries in the monitoring and evaluation function. At the institutional level, UNICEF gets modest marks for disseminating lessons and presenting performance information on its effectiveness.

Figure 3.7 Knowledge Management Performance, Mean Scores by Respondent Group

Finding 19: UNICEF's monitoring of external results is supported by having an independent evaluation office. Partners and country level donors are divided about whether UNICEF sufficiently involves partners and beneficiaries in monitoring and evaluation.

UNICEF's monitoring of external results is rated as adequate overall. Donors at headquarters (the only group asked) rate UNICEF strongly for having an independent evaluation office and consider that an adequate proportion of completed programs/projects are subject to independent evaluation.

Respondents at country level were queried about UNICEF's involvement of clients and beneficiaries in monitoring and evaluation activities. Partners indicate that UNICEF does require the involvement of clients/beneficiaries in monitoring and evaluation, with 74 percent agreeing, resulting in this area of performance being their third highest rating overall. In contrast, country donors rate UNICEF as inadequate in this area (only 25 percent agree that UNICEF adequately involves clients and beneficiaries in M&E activities).

Finding 20: UNICEF receives adequate ratings from donors at headquarters for its presentation of performance information on effectiveness.

UNICEF receives an adequate rating for reporting to the governing body on performance, including on outcomes achieved. More than half of headquarters donors (55 percent) – the only respondent group assessing this KPI – agree that it does.

UNICEF is rated adequately for its reporting to the governing body on performance in relation to its Paris Declaration commitments.

"UNICEF has improved its reporting on high level results/outcomes. However, it needs to strengthen its assessments of the effectiveness of UNICEF's contributions to the achievement of these outcomes, and improve its reporting to member states on the how it is feeding these assessments into strengthened delivery of its program." (HQ donor)

Finding 21: Donors at headquarters rate UNICEF as adequate in disseminating lessons learned.

Overall, UNICEF's performance in disseminating lessons learned is rated as adequate. UNICEF is judged to be adequate in terms of the opportunities it provides to share lessons from practical experience and its capacity to identify and disseminate lessons learned from performance information.

UNICEF has recognised that there is room to do better in this area. In 2009, the organisation began to implement a Knowledge and Content Management initiative, aimed at “capitalising on knowledge resources” and “helping to position UNICEF as the global knowledge leader for children.”

3.4 Respondents’ Views on UNICEF’s Strengths and Areas for Improvement

Prior to rating UNICEF on the series of MOPAN Common Approach micro-indicators, all respondents were asked two open-ended questions. The questions asked respondents to identify key strengths and areas of improvement in the way that UNICEF operates. Out of 203 respondents, 194 answered the question on UNICEF’s greatest strength, and 184 responded to the question on its greatest area for improvement. Many of the responses are consistent with other survey findings, while others fall outside of the dimensions of organisational effectiveness assessed through the MOPAN survey.

Finding 22: Above all else, respondents value UNICEF’s relationships with government partners, its mandate, expertise, and operational capacity.

UNICEF’s relationships with its government partners are most often referred to as its greatest strength, with 20 percent of respondents highlighting this area. Similarly, 20 percent of respondents refer to UNICEF’s mandate as its greatest strength, describing its mandate as “clear,” “strong,” “well-defined,” and “incontestable,” and emphasising the focus on children. Another 20 percent of respondents refer to UNICEF’s expertise, pointing to its experience, knowledge, and specialisation.

“UNICEF works with the involvement of concerned government departments, and it also works on their capacity building, in my view this is a greatest strength of UNICEF.” (UNICEF partner)

“UNICEF’s greatest strength is its incontestable action. No one would dare to question UNICEF’s mandate.” (Donor at HQ)

“It is the most efficient organisation in the UN family.” (Donor at HQ)

“It does get things done. Many staff, active in a number of important areas (health, water, social protection, gender).” (Donor at country level)

Beyond that, 18 percent of the respondents speak of UNICEF’s operational capacity, including its ability to deliver and to do so efficiently. Similar numbers refer to UNICEF’s advocacy, its presence at different levels (or its “reach”), its work in specific areas/sectors, and its reputation.

The three respondent groups have different views about UNICEF’s greatest strengths. At the institutional level, UNICEF’s presence and reach is most often referred to as its greatest strength, followed by the strength of its mandate, and then by its reputation. At the country level, respondents mostly refer to UNICEF’s expertise, followed by its advocacy, and then by its reputation. National partners most frequently recognise UNICEF for its strong relationship with governments, followed by its work in specific areas/sectors, and then by its operational capacity.

Finding 23: Respondents identify UNICEF’s procedures, coordination, and strategy as areas where it has the greatest need for improvement.

Although UNICEF is seen to have strong relationships with government partners, its approach to working with others is often noted as an area for improvement, with 19 percent of respondents highlighting elements such as its bureaucratic procedures, communication, and the need to listen and learn more. A number refer in broad terms to cumbersome procedures and delays, especially in the approval of projects. Its procedures are considered to be a limitation.

Similarly, 18 percent of respondents refer to UNICEF's coordination, suggesting it could improve coordination with other UN agencies at country level, to "deliver as one." They also suggest it should improve its general coordination with national and international agencies, including NGOs, UN, government, and donors in order to achieve better results in relevant areas.

Equally, 18 percent refer to UNICEF's strategy, pointing to weaknesses at the strategic level and a lack of strategic vision. Some suggest UNICEF should develop an "upstream" strategic role, moving from its focus on implementation to work at the strategic policy level. Others mention its commitment to the UN reform agenda, prioritisation, and focus, and results-based management.

The respondent groups have different views on areas for UNICEF to improve. At the institutional level, donors at headquarters most frequently mention coordination as the main area for UNICEF to improve, followed by gender mainstreaming, and then by strategy. At the country level, country donors mostly refer to strategy as the main area for UNICEF to improve, followed by coordination, and then by its partnership procedures, its relations with donors, as well as monitoring, evaluation and reporting. Partners perceive partnership procedures as the main area for UNICEF to improve, followed by funding and aid allocation, and then by efficiency.

"Speed in its processes for reviewing proposals...since generally it takes an average of six months for approval or request for their reformulation." (Partner)

"The need for more upstream work and less hands-on implementation." (Donor at country level)

"Partially due to its funding where 40 percent is from the private sector it can often get caught in implementation acting more like an NGO than what we would see as the role of the UN – supporting the government. This also results in internal competition between UNICEF and the other health agencies rather than trying to Deliver as One, as the Brand and UNICEF are providing the direction rather than the needs of the country." (Donor at HQ)

"UNICEF could have a greater and better level of coordination with the rest of the United Nations agencies. The issue of childhood and adolescence is cross-cutting to much of the work conducted by the rest of the agencies, and in this sense it needs to coordinate efforts to achieve greater results, mainly in relation to the Millennium Development Goals." (UNICEF partner)

4. Conclusion

UNICEF is recognised by respondents for having a well-defined and incontestable mandate, positive relationships with government partners, and operational capacity – respondents indicate that UNICEF is able to get things done on the ground. In the MOPAN Common Approach, UNICEF is perceived to perform strongly on indicators of organisational practices and behaviours that have important repercussions at the country level: delegation of decision-making, results focus of country programming, contributions to policy dialogue. At the same time, respondents comment on a tension that is perceived between UNICEF's strong track record as an implementer and moving towards a more strategic or "upstream" role of advocating norms and policies.

UNICEF is seen to do adequately in implementing several aspects of the aid effectiveness agenda, including the flexibility of its procedures, the transparency of its aid allocation decisions, and harmonisation of procedures. It is seen to be performing inadequately in its use of country systems (such as national budget execution procedures, national procurement systems, national financial reporting procedures and national auditing procedures). However, the findings on use of country systems should be discussed in light of the realities in which UNICEF works, which range from countries with mature institutions and good governance structures to countries immersed in varying degrees of conflict and with weak national systems.

The following key strengths and areas for improvement provide a basis for discussion between MOPAN members, UNICEF and its national partners.

Strengths:

UNICEF's key strengths are based on the indicators that are rated as "strong" by more than one respondent group or that received a rating of "strong" overall. These include:

- **Delegating decision making:** UNICEF's decentralised operation is considered to be a key strength by both MOPAN members at country level and partners.
- **Managing human resources:** MOPAN members at country level are confident that UNICEF keeps deployed international staff in country offices long enough to maintain effective partnerships at the country level. National partners tend to agree and also rate UNICEF's performance as strong in this area.
- **Financial accountability:** MOPAN members at headquarters are particularly confident about its internal audit mechanisms, the extent to which its corporate audits adhere to international standards, and its policy addressing corruption within the organisation. (Their colleagues at the country level are more critical on this last point). For national partners, UNICEF's strength lies in its external audit practices for projects and programs and the way it handles irregularities at the country level.
- **Contributing to policy dialogue:** MOPAN members at headquarters and national partners recognise that UNICEF respects the views of its partners and provides valuable inputs to policy dialogue.
- **Results focus in its Country Program Documents:** partners recognise UNICEF for having a results-focused country programming approach and consider this area to be among UNICEF's key strengths.
- **Focus on thematic priorities:** MOPAN members and partners recognise UNICEF for its focus on human rights-based approach to programming, emergency action/humanitarian response, and HIV/AIDS prevention and treatment. Respondents at country level give UNICEF strong ratings for its focus on gender equality, but donors at headquarters rate it only as adequate. These thematic priorities are either focus areas or cross-cutting strategies articulated in the MTSP.

- **Monitoring external results:** Donors at headquarters see a strength in the independence of UNICEF's evaluation office. Partners give UNICEF strong ratings for involving clients and beneficiaries in monitoring and evaluation functions.

The table below reflects those key performance indicators, or micro-indicators, that receive the highest ratings (strong or better) from each of the respondent groups.³⁴

Figure 4.1 UNICEF's Greatest Strengths, by Respondent Group *

MOPAN members at country level	MOPAN members at headquarters	UNICEF partners
<ul style="list-style-type: none"> • Managing human resources • Delegating decision making • Significant strategic focus on human rights-based approaches to development. (Focus on thematic priorities) • Significant strategic focus on emergency response / humanitarian action. (Focus on thematic priorities) • Significant strategic focus on HIV/AIDS prevention and treatment. (Focus on thematic priorities) 	<ul style="list-style-type: none"> • Financial accountability • Contributing to policy dialogue • Significant strategic focus on emergency response / humanitarian action. (Focus on thematic priorities) • Organisation-wide strategy/strategies are based on a clear mandate. (Corporate focus on results) • Significant strategic focus on human rights-based approaches to development. (Focus on thematic priorities) 	<ul style="list-style-type: none"> • Sets targets to enable monitoring of program implementation. (Performance-oriented programming) • Country focus on results • Monitoring external results • Delegating decision making • Harmonising procedures

*Only the five highest-rated KPIs or Micro-Indicators items are listed.

Areas for improvement

The key area for improvement for UNICEF is based on indicators that are rated as "inadequate" by more than one respondent group or that received an overall rating of "inadequate":

- **Its use of country systems where feasible and appropriate:** MOPAN members at country level are concerned about UNICEF's use of national financial reporting procedures, auditing procedures, procurement systems and national budget execution procedures in its projects and programs. National partners, on the other hand, give either an adequate or strong rating to all questions in this key performance indicator. The differences in perceptions on this indicator may point to the need for UNICEF to better inform donors at country level. It is important to note that UNICEF'S ability to improve its use of country systems may depend on the particular country contexts in which it operates.

³⁴ Please see Appendix III in order to see all of the items that might have been rated as strong by any of the respondent groups.

Figure 4.2 UNICEF's Areas for Improvement, by Respondent Group*

MOPAN members at country level	MOPAN members at headquarters	UNICEF partners
<ul style="list-style-type: none"> • Aid allocation decisions • Using country systems • Monitoring external results • Adjusting procedures 	<ul style="list-style-type: none"> • Subjects new initiatives to impact analysis. 	<ul style="list-style-type: none"> • None

*Only lowest rated KPIs or Micro-Indicators items which are rated as "inadequate" are listed.

Appendix I Respondent Profile

Familiarity with UNICEF	HQ	CD	DP	Total
Not at all familiar	0	0	0	0
2	1	8	0	9
3	3	17	10	30
4	16	29	28	73
Very familiar	24	19	48	91
Total	44	73	86	203

Frequency of contact with UNICEF	HQ	CD	DP	Total
Daily	10	0	10	20
Weekly	16	17	29	62
Monthly	9	35	29	73
A few times per year or less	9	20	18	47
No answer	0	1	0	1
Total	44	73	86	203

Types of Respondents	Frequency
HQ Respondents	
MOPAN Member HQ Representative	36
Permanent mission to the UN	5
Not specified	3
Country Donor Respondents	
MOPAN Embassy and agency officials based in country	66
Not specified	7
UNICEF Direct Partners	
Government - Line ministry	37
Government - Ministry of Finance/Statistics/Planning/Economics	3
National Parliament or Legislature	2
NGO, Association or Academic Institution	30
Other	6
Not specified	8

Appendix II Respondent Base and Don't Know Response

N (#) = number of respondents who are asked the question

% DK = percentage of respondents who indicate "don't know" to the question

N/A = the question was not asked among a particular respondent group

STRATEGIC MANAGEMENT

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
Country focus on results	159	17		N/A	73	24	86	10
[MO]'s country strategies include results for cross-cutting thematic priorities (e.g., gender equality, environment, governance, human rights, HIV/AIDS)	159	15		N/A	73	18	86	12
[MO] country strategies contain statements of expected results consistent with those in the country's national development strategies	159	14		N/A	73	21	86	7
[MO]'s results frameworks include indicators at all levels (country, sector, and project/program)	159	23		N/A	73	34	86	11
[MO] has results frameworks which link results across project/program, sector, and country levels.	159	19		N/A	73	30	86	8
[MO] consults with beneficiaries to develop its expected results	159	15		N/A	73	18	86	11

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
Corporate focus on results	44	7	44	7		N/A		N/A
[MO]'s organisation-wide strategy/strategies are based on a clear mandate.	44	0	44	0		N/A		N/A
[MO]'s strategies contain frameworks of expected management and development results. (Q1-CS-2C)	44	9	44	9		N/A		N/A
[ASK ONLY IF 3,4 OR 5 IN Q1-CS-2C] [MO]'s results frameworks in strategies include measurable indicators at output and outcome levels	36	3	36	3		N/A		N/A
[ASK ONLY IF 3,4 OR 5 IN Q1-CS-2C] [MO]'s results frameworks in organisation-wide strategies have causal links from outputs through to outcomes and impact.	36	14	36	14		N/A		N/A
[MO] ensures the application of results management across the organisation.	44	7	44	7		N/A		N/A

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
Providing direction for results	203	7	44	5	73	11	86	4
[MO]'s institutional culture is direct-partner focused	203	6	44	2	73	13	86	3
[MO] makes key documents easily accessible to the public	203	5	44	2	73	6	86	7
[MO]'s senior management shows leadership on results management	44	11	44	11		N/A		N/A
[MO]'s institutional culture reinforces a focus on results	203	5	44	2	73	13	86	1

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	203	10	44	8	73	13	86	10
Focus on thematic priorities								
[MO] has a significant strategic focus on human rights-based approaches to development	203	4	44	2	73	6	86	3
[MO] has a significant strategic focus on emergency response / humanitarian action	203	6	44	2	73	9	86	7
[MO] has a significant strategic focus on HIV/AIDS prevention and treatment	203	11	44	7	73	15	86	12
[MO] has a significant strategic focus on gender equality.	203	6	44	5	73	7	86	5
[MO] has a significant strategic focus on good governance.	203	8	44	5	73	13	86	7
[MO] has a significant strategic focus on conflict management	203	19	44	14	73	24	86	19
[MO] has a significant strategic focus on environmental protection.	203	19	44	20	73	20	86	17

OPERATIONAL MANAGEMENT

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	159	23		N/A	73	34	86	12
Delegating decision making								
[MO]'s project/program tasks are managed at a country level	159	11		N/A	73	18	86	5
[MO] can propose funding for new areas of cooperation locally, within a budget cap	159	34		N/A	73	50	86	19

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	203	29	44	20	73	51	86	20
Financial accountability								
[MO] conducts internal financial audits to provide objective information to its governing body	44	9	44	9		N/A		N/A
[MO] performs corporate audits according to international standards	44	14	44	14		N/A		N/A

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
[MO] requires external audits (meeting international standards) to be performed for financed programs and projects at a country level	159	32		N/A	73	48	86	17
[MO] implements a policy addressing corruption within the institution	117	47	44	36	73	59		N/A
[MO] ensures timely action when irregularities are identified at the country level	159	37		N/A	73	51	86	24
[MO] implements strategies and plans for risk management	117	33	44	23	73	45		N/A

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
Using performance information	203	29	44	18	73	45	86	27
[MO] uses information on country performance to plan new areas of cooperation at country level	159	17		N/A	73	22	86	11
[MO] tracks implementation of evaluation recommendations reported to the Board	203	38	44	23	73	58	86	34
[MO] uses project/program, sector and country information on performance to revise corporate policies	44	14	44	14		N/A		N/A
[MO] actively manages less effective activities from the previous programming cycle	159	46		N/A	73	55	86	37

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
Aid allocation decisions	203	23	44	15	73	42	86	17
[MO] publishes its criteria for allocating core budget	203	35	44	16	73	59	86	29
[ASK ONLY IF 3-5 in Q2-FR-1A] [MO] allocates concessional aid funding according to the criteria mentioned above	84	12	27	15	9	26	48	6

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	203	26	44	39	73	21	86	5
Performance-oriented programming								
[MO] sets targets to enable monitoring of progress in project/program implementation at country level	159	13		N/A	73	21	86	5
[MO] subjects new loans and credits to impact analysis prior to approval	44	39	44	39		N/A		N/A

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	203	32	44	43	73	22	86	21
Managing human resources³⁵								
[MO] keeps deployed international staff in country offices for a sufficient time to maintain effective partnerships at country level	159	21		N/A	73	22	86	21
[MO] transparently recruits and promotes staff based upon merit	44	43	44	43		N/A		N/A

RELATIONSHIP MANAGEMENT

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	203	9	44	6	73	10	86	12
Contributing to policy dialogue								
[MO] respects the views of direct partners when it undertakes policy dialogue	203	12	44	9	73	13	86	13
[MO] provides valuable inputs to policy dialogue	203	7	44	3	73	7	86	12

³⁵ The standardised survey instrument included a question on incentive systems for staff performance and one on results-focused performance agreements for senior staff. UNICEF's performance management system does not include these elements. These responses therefore do not provide insight on UNICEF's human resource management.

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	159	12		N/A	73	16	86	7
Harmonising procedures								
[MO] participates in program-based approaches (other than through budget support)	159	14		N/A	73	23	86	5
[MO] participates in joint missions	159	9		N/A	73	12	86	6
[MO]'s technical assistance is provided through coordinated programs in support of capacity development	159	12		N/A	73	14	86	9

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	159	14		N/A	73	23	86	5
Supporting national plans								
[MO] supports funding proposals designed and developed by the national government or direct partners	159	7		N/A	73	13	86	1
[MO] applies conditionality that corresponds with the national government's goals and benchmarks	159	21		N/A	73	34	86	9

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	159	18		N/A	73	28	86	9
Adjusting procedures								
[MO] uses procedures that can be easily understood and followed by direct partners	159	12		N/A	73	22	86	2
[MO] flexibly adjusts its implementation of individual projects/programs as learning occurs	159	17		N/A	73	24	86	9
[MO] adjusts overall portfolio in country quickly, to respond to changing circumstances	159	24		N/A	73	29	86	19
The length of time it takes to complete [MO] procedures does not negatively affect implementation	159	21		N/A	73	37	86	4

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
Using country systems³⁶	159	41		N/A	73	41	86	40
[MO] encourages mutual accountability assessment of Paris Declaration and AAA commitments	159	37		N/A	73	33	86	41
[MO]'s expected disbursements are recorded in governments' national budgets	159	42		N/A	73	40	86	43
iii) [MO] uses national financial reporting procedures in its projects/programs	159	44		N/A	73	53	86	35
iv) [MO] uses national auditing procedures in its projects/programs	159	48		N/A	73	56	86	40
ii) [MO] uses national procurement systems in its projects/programs	159	37		N/A	73	44	86	30
i) [MO] uses national budget execution procedures in its projects/programs	159	43		N/A	73	41	86	44

KNOWLEDGE MANAGEMENT

Monitoring external results	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	203	22	44	26	73	23	86	6
[MO] has an independent evaluation unit that reports directly to the Board or Governing Council	44	25	44	25		N/A		N/A
[MO] requires the involvement of key clients and beneficiaries in monitoring and evaluation functions	159	15		N/A	73	23	86	6
[MO] ensures that an adequate proportion of completed programs/projects are subject to independent evaluation	44	27	44	27		N/A		N/A

³⁶ The survey also asked respondents a question about the use of project implementations units (PIUs), but as UNICEF does not make use of PIUs these responses have been removed because they do not apply to UNICEF.

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	44	17	44	17		N/A		N/A
Presents performance information on effectiveness								
[MO] reports to the governing body on performance, including on outcomes achieved	44	9	44	9		N/A		N/A
[MO] reports to the governing body on performance in relation to its Paris Declaration commitments	44	25	44	25		N/A		N/A

	Total		HQ Donors		Country Donors		National Partners	
	N (#)	% DK	N (#)	% DK	N (#)	% DK	N (#)	% DK
	44	24	44	24		N/A		N/A
Disseminating lessons learned								
[MO] identifies and disseminates lessons learned from performance information	44	16	44	16		N/A		N/A
[MO] provides opportunities at all levels of the organisation to share lessons from practical experience	44	32	44	32		N/A		N/A

Appendix III KPI and MI Data – by Quadrant

Legend – Mean Score

Very strong (4.34-5.00)
Strong (3.67-4.33)
Adequate (3.00-3.66)
Inadequate (2.34-2.99)
Weak and Very Weak (1.00-2.33)

Mean Score: calculation of mean scores includes the application of weighting factors to the respondent sample as follows:

- a) equal weight is given to the views of each of the three respondent groups;
- b) equal weight is given to each of the countries where the survey took place;
- c) equal weight is given to donors in country and direct partners within each country where the survey took place

Number of KPIs and MIs assessed by respondent groups: The number of KPIs and micro-indicators assessed by each of the respondent groups is summarised in the following table.

	Countries						
	Total	HQ	CD	NP	Total 9	DAO	Other
# of KPIs (indicators) assessed:	18	12	15	15	15	15	15
# of micro-indicators assessed:	63	34	46	44	46	46	46

Key to abbreviations in the appendix:

HQ = Headquarter-based donors

CD = Country-based donors

NP = National partners.

Total = all respondents

Total 9 = all country-based donors and national partners in all 9 countries surveyed for UNICEF

DAO Countries = Mozambique and Pakistan,

Other Countries = Ethiopia, Guatemala, Peru, Senegal, Serbia, Thailand, Uganda

n/a = the question was not asked among a particular respondent group

Strategic Management

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Country focus on results	3.76	n/a	3.37	4.10	3.76	3.83	3.75
Corporate focus on results	3.59	3.59	n/a	n/a	n/a	n/a	n/a
Providing direction for results	3.55	3.53	3.45	3.83	3.64	3.68	3.63
Focus on thematic priorities	3.54	3.42	3.45	3.75	3.60	3.69	3.58

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Country focus on results	3.76	n/a	3.37	4.10	3.76	3.83	3.75
Country strategies include results for cross-cutting thematic priorities (e.g., gender equality, environment, governance, human rights, HIV/AIDS)	3.88	n/a	3.64	4.11	3.88	3.98	3.85
Country strategies contain statements of expected results consistent with those in the country's national development strategies	3.84	n/a	3.46	4.17	3.84	4.02	3.79
Results frameworks include indicators at all levels (country, sector, and project/program)	3.75	n/a	3.42	4.01	3.75	3.88	3.72
Has results frameworks which link results across project/program, sector, and country levels	3.74	n/a	3.29	4.09	3.74	3.74	3.75
Consults with beneficiaries to develop its expected results	3.60	n/a	3.02	4.13	3.60	3.53	3.62

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Corporate focus on results	3.59	3.59	n/a	n/a	n/a	n/a	n/a
Organisation-wide strategy/strategies are based on a clear mandate	4.25	4.25	n/a	n/a	n/a	n/a	n/a
Strategies contain frameworks of expected management and development results	3.60	3.60	n/a	n/a	n/a	n/a	n/a
Results frameworks in strategies include measurable indicators at output and outcome levels	3.40	3.40	n/a	n/a	n/a	n/a	n/a
Results frameworks in organisation-wide strategies have causal links from outputs through to outcomes and impact	3.35	3.35	n/a	n/a	n/a	n/a	n/a
Ensures the application of results management across the organisation	3.34	3.34	n/a	n/a	n/a	n/a	n/a

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Providing direction for results	3.55	3.53	3.45	3.83	3.64	3.68	3.63
Institutional culture is direct-partner focused	3.73	3.77	3.49	3.89	3.70	3.62	3.73
Makes key documents easily accessible to the public	3.70	3.70	3.57	3.82	3.70	3.85	3.65
Senior management shows leadership on results management	3.41	3.41	n/a	n/a	n/a	n/a	n/a
Institutional culture reinforces a focus on results	3.39	3.21	3.15	3.77	3.48	3.41	3.50

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Focus on thematic priorities	3.54	3.42	3.45	3.75	3.60	3.69	3.58
Has a significant strategic focus on human rights-based approaches to development	4.21	4.12	4.22	4.28	4.25	4.29	4.24
Has a significant strategic focus on emergency response / humanitarian action	4.13	4.44	3.96	3.97	3.97	4.26	3.87
Has a significant strategic focus on HIV/AIDS prevention and treatment	3.95	3.90	3.90	4.05	3.98	3.93	3.99
Has a significant strategic focus on gender equality	3.81	3.45	3.86	4.13	4.00	4.25	3.92
Has a significant strategic focus on good governance	3.06	2.74	2.83	3.60	3.23	3.14	3.26
Has a significant strategic focus on conflict management	2.96	2.97	2.76	3.14	2.96	2.87	2.99
Has a significant strategic focus on environmental protection	2.67	2.34	2.59	3.06	2.83	3.06	2.77

Operational Management

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Delegating decision making	4.00	n/a	3.87	4.09	4.00	4.06	3.98
Financial accountability	3.64	3.76	3.12	3.93	3.37	3.39	3.36
Using performance information	3.53	3.54	3.17	3.79	3.53	3.64	3.48
Managing human resources	3.46	3.08	3.89	3.81	3.85	3.83	3.85
Aid allocation decisions	3.45	3.66	2.38	3.63	3.29	3.33	3.28
Performance-oriented programming	3.41	3.00	3.42	4.15	3.82	3.89	3.80

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Delegating decision making	4.00	n/a	3.87	4.09	4.00	4.06	3.98
Project/program tasks are managed at a country level	4.12	n/a	4.01	4.22	4.12	4.36	4.05
Propose funding for new areas of cooperation locally, within a budget cap	3.87	n/a	3.73	3.97	3.87	3.77	3.91

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Financial accountability	3.64	3.76	3.12	3.93	3.37	3.39	3.36
Conducts internal financial audits to provide objective information to its governing body	3.88	3.88	n/a	n/a	n/a	n/a	n/a
Performs corporate audits according to international standards	3.79	3.79	n/a	n/a	n/a	n/a	n/a
Requires external audits (meeting international standards) to be performed for financed programs and projects at a country level	3.77	n/a	3.41	3.99	3.77	3.65	3.81
Implements a policy addressing corruption within the institution	3.62		2.94	n/a	2.96	3.09	2.91
Ensures timely action when irregularities are identified at the country level	3.49	n/a	2.91	3.86	3.49	3.62	3.45
Implements strategies and plans for risk management	3.33	3.38	3.25	n/a	3.24	3.21	3.26

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Using performance information	3.53	3.54	3.17	3.79	3.53	3.64	3.48
Uses information on country performance to plan new areas of cooperation at country level	3.83	n/a	3.45	4.16	3.83	3.66	3.88
Tracks implementation of evaluation recommendations reported to the Board	3.57	3.56	3.11	3.87	3.58	3.73	3.53
Uses project/program, sector and country information on performance to revise corporate policies	3.53	3.53	n/a	n/a	n/a	n/a	n/a
Actively manages less effective activities from the previous programming cycle	3.18	n/a	2.96	3.34	3.18	3.52	3.04

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Managing human resources³⁷	3.46	3.08	3.89	3.91	3.85	3.83	3.85
Keeps deployed international staff in country offices for a sufficient time to maintain effective partnerships at country level	3.85	n/a	3.89	3.81	3.85	3.83	3.85
Transparently recruits and promotes staff based upon merit	3.08	3.08	n/a	n/a	n/a	n/a	n/a

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Aid allocation decisions	3.45	3.66	2.38	3.63	3.29	3.33	3.28
Publishes its criteria for allocating core budget	3.09	3.46	1.87	3.34	2.81	2.75	2.83
Allocates concessional aid funding according to the criteria mentioned above	3.81	3.87	2.88	3.92	3.76	3.90	3.73

³⁷ The standardised survey instrument included questions on results-focused performance agreements for senior staff and on incentive systems for staff performance. As UNICEF's performance management system does not include these elements, these responses were removed.

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Performance-oriented programming	3.41	3.00	3.42	4.15	3.82	3.89	3.80
Sets targets to enable monitoring of progress in project/program implementation at country level	3.82	n/a	3.42	4.15	3.82	3.89	3.80
Subjects new initiatives to impact analysis prior to approval	3.00	3.00	n/a	n/a	n/a	n/a	n/a

Relationship Management

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Contributing to policy dialogue	3.73	3.76	3.45	3.97	3.71	3.90	3.65
Harmonising procedures	3.57	n/a	3.09	4.01	3.57	3.54	3.58
Supporting national plans	3.52	n/a	3.04	3.90	3.52	3.47	3.53
Adjusting procedures	3.33	n/a	2.96	3.63	3.33	3.49	3.28
Using country systems	2.95	n/a	2.38	3.51	2.95	3.04	2.91

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Contributing to policy dialogue	3.73	3.76	3.45	3.97	3.71	3.90	3.65
Respects the views of direct partners when it undertakes policy dialogue	3.74	3.70	3.44	4.07	3.76	3.78	3.75
Provides valuable inputs to policy dialogue	3.71	3.81	3.46	3.87	3.66	4.02	3.55

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Harmonising procedures	3.57	n/a	3.09	4.01	3.57	3.54	3.58
Participates in program-based approaches (Other than through budget support)	3.69	n/a	3.17	4.12	3.69	3.77	3.66
Participates in joint missions	3.54	n/a	3.14	3.92	3.54	3.42	3.58
Technical assistance is provided through coordinated programs in support of capacity development	3.49	n/a	2.97	3.97	3.49	3.42	3.50

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Supporting national plans	3.52	n/a	3.04	3.90	3.52	3.47	3.53
Supports funding proposals designed and developed by the national government or direct partners	3.55	n/a	3.14	3.90	3.55	3.39	3.59
Applies conditionality that corresponds with the national government's goals and benchmarks	3.49	n/a	2.94	3.89	3.49	3.55	3.47

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Adjusting procedures	3.33	n/a	2.96	3.63	3.33	3.49	3.28
Uses procedures that can be easily understood and followed by direct partners	3.53	n/a	3.01	3.95	3.53	3.64	3.50
Flexibly adjusts its implementation of individual projects/programs as learning occurs	3.44	n/a	2.98	3.83	3.44	3.54	3.41
Adjusts overall portfolio in country quickly, to respond to changing circumstances	3.19	n/a	2.92	3.43	3.19	3.37	3.14
The length of time it takes to complete procedures does not negatively affect implementation	3.17	n/a	2.93	3.32	3.17	3.41	3.08

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Using country systems³⁸	2.95	n/a	2.38	3.51	2.95	3.04	2.91
Encourages mutual accountability assessment of Paris Declaration and AAA commitments	3.23	n/a	2.74	3.79	3.23	3.11	3.28
Expected disbursements are recorded in governments' national budgets	2.96	n/a	2.45	3.51	2.96	3.31	2.84
Uses national financial reporting procedures in its projects/programs	2.75	n/a	2.04	3.26	2.75	2.82	2.73
Uses national auditing procedures in its projects/programs	2.70	n/a	1.91	3.27	2.70	2.71	2.69
Uses national procurement systems in its projects/programs	2.59	n/a	1.94	3.10	2.59	2.56	2.60
Uses national budget execution procedures in its projects/programs	2.56	n/a	1.87	3.30	2.56	2.74	2.48

³⁸ The survey asked about the use of project implementation units (PIUs). As UNICEF does not make use of PIUs, the responses have been removed because they do not apply to UNICEF.

Knowledge Management

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Monitoring external results	3.56	3.55	2.93	4.09	3.57	3.51	3.59
Presents performance information on effectiveness	3.36	3.36	n/a	n/a	n/a	n/a	n/a
Disseminating lessons learned	3.35	3.35	n/a	n/a	n/a	n/a	n/a

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Monitoring external results	3.56	3.55	2.93	4.09	3.57	3.51	3.59
Has an independent evaluation unit that reports directly to the Board or Governing Council	3.76	3.76	n/a	n/a	n/a	n/a	n/a
Requires the involvement of key clients and beneficiaries in monitoring and evaluation functions	3.57	n/a	2.93	4.09	3.57	3.51	3.59
Ensures that an adequate proportion of completed programs/projects are subject to independent evaluation	3.34	3.34	n/a	n/a	n/a	n/a	n/a

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Presents performance information on effectiveness	3.36	3.36	n/a	n/a	n/a	n/a	n/a
Reports to the governing body on performance, including on outcomes achieved	3.60	3.60	n/a	n/a	n/a	n/a	n/a
Reports to the governing body on performance in relation to its Paris Declaration commitments	3.12	3.12	n/a	n/a	n/a	n/a	n/a

	Mean Score						
	Total	HQ	CD	NP	Total 9	Total DAO	Total Other
Base n=	203	44	73	86	159	42	117
Disseminating lessons learned	3.35	3.35	n/a	n/a	n/a	n/a	n/a
Provides opportunities at all levels of the organisation to share lessons from practical experience	3.37	3.37	n/a	n/a	n/a	n/a	n/a
Identifies and disseminates lessons learned from performance information	3.32	3.32	n/a	n/a	n/a	n/a	n/a

Appendix IV KPI Mean Scores by Respondent Group

	Mean Scores			
	Total	HQ	CD	NP
Base n=	203	44	73	86
Delegating decision making	4.00	n/a	3.87	4.09
Country focus on results	3.76	n/a	3.37	4.10
Contributing to policy dialogue	3.73	3.76	3.45	3.97
Financial accountability	3.64	3.76	3.12	3.93
Corporate focus on results	3.59	3.59	n/a	n/a
Harmonising procedures	3.57	n/a	3.09	4.01
Monitoring external results	3.56	3.55	2.93	4.09
Providing direction for results	3.55	3.53	3.45	3.83
Focus on thematic priorities	3.54	3.42	3.45	3.75
Using performance information	3.53	3.54	3.17	3.79
Supporting national plans	3.52	n/a	3.04	3.90
Aid allocation decisions	3.45	3.66	2.38	3.63
Performance-oriented programming	3.41	3.00	3.42	4.15
Presents performance information on effectiveness	3.36	3.36	n/a	n/a
Disseminating lessons learned	3.35	3.35	n/a	n/a
Adjusting procedures	3.33	n/a	2.96	3.63
Managing human resources	3.46	3.08	3.89	3.81
Using country systems	2.95	n/a	2.38	3.51