

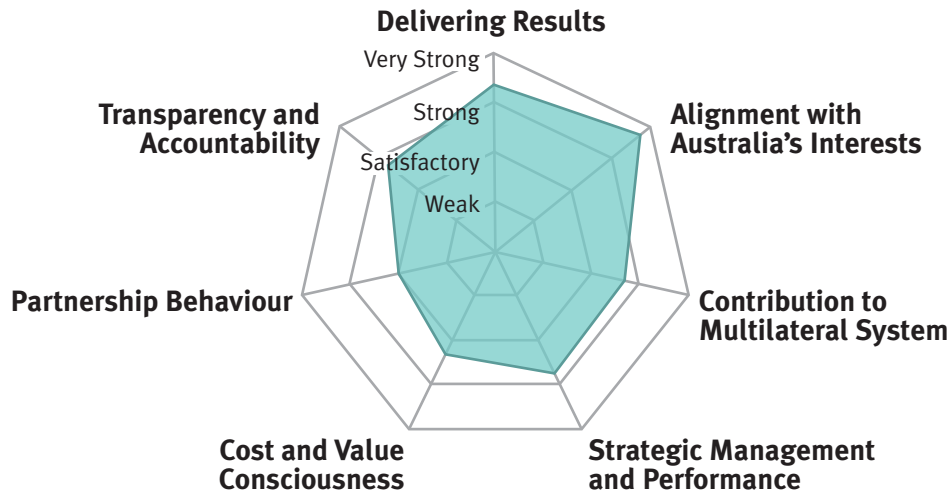


Australian Multilateral Assessment March 2012

# United Nations Children’s Fund (UNICEF)



## OVERVIEW OF ORGANISATION RATINGS



## ORGANISATION OVERVIEW

The United Nations Children’s Fund’s (UNICEF) mandate is to advocate for the protection and promotion of the rights of children, to meet children’s basic needs and to expand their opportunities to reach their full potential. Its Medium Term Strategic Plan 2006–13 covers five focus areas: child survival and development; basic education and gender equality; HIV/AIDS and children; child protection; and policy advocacy and partnerships for children’s rights. In 2010 UNICEF’s income was US\$3.7 billion (US\$2.7 billion in regular resources and almost US\$1 billion in non-core resources).

Australia was the ninth largest overall government donor to UNICEF in 2010 with funding of \$140 million. In 2010–11, Australia provided UNICEF with \$139.8 million in total funding, comprising \$25.4 million in voluntary core contributions and \$114.4 million in non-core funding. UNICEF is an important humanitarian partner and Australia was the fourth largest government donor to UNICEF’s humanitarian operations in 2010. Australia will provide core funding to UNICEF totalling \$93.6 million from 2008–12.

## RESULTS AND RELEVANCE

### 1. Delivering results on poverty and sustainable development in line with mandate

**STRONG**

Evidence from regional aggregates in UNICEF's *State of the World's Children 2011: Adolescence: An Age of Opportunity* report shows that UNICEF delivers strong, tangible development results. Its achievements in 2009 and 2010 include the vaccination of close to 170 million children against measles, support for the reintegration of 28 000 children from conflict-affected countries and the delivery of more than 574 million vitamin A capsules in 2009 to ward off blindness and bolster the immune system.

Reporting from Australian overseas missions was generally positive about the results from UNICEF's programs, including in Indonesia, some Pacific Island countries and the Philippines, although reporting was less positive from Cambodia and Vanuatu.

Monitoring and evaluation processes are sound and increasingly feeding back into improving aid effectiveness. While UNICEF's monitoring of results at program level is strong, its capacity to aggregate development results at organisational level is less well developed and this is being addressed.

UNICEF targets the poorest people, the poorest countries and works extensively in conflict and post-conflict environments.

### a) Demonstrates development or humanitarian results consistent with mandate

**STRONG**

UNICEF is achieving results on the ground, particularly in key areas such as children's health and education, water and sanitation, and child protection. UNICEF has demonstrated effective emergency response capacities. For example, it responded to Cyclone Nargis in Burma within three days. Country-level feedback from Indonesia found that all stakeholders viewed UNICEF as consistently delivering strong, tangible development results, particularly in Indonesia's Papua province.

UNICEF achievements in 2010 included support for vaccinating over 170 million children against measles and support for reintegrating 28 000 children from conflict-affected countries. In the area of nutrition UNICEF delivered more than 574 million vitamin A capsules in 2009 to ward off blindness and bolster the immune system and contribute to reducing the mortality of children under the age of five years. In 2010 it procured 200 million sachets of micronutrient powder for the prevention of malnutrition. The 2010 UNICEF annual report gives many examples of results by country, but very few examples of results on a global basis.

Globally UNICEF has demonstrated a positive impact with clear successes in a number of countries. Feedback from Australian overseas missions in the Asia-Pacific region, however, reveals an uneven performance with strong results in some countries and limited impact in others. For example, in Vanuatu, AusAID has observed limited assistance to improve routine immunisation and a lack of buy-in to the sector-wide approach being undertaken. In health and social protection activities in Cambodia, there appears to be a focus on short-term results, likely in part to be a consequence of limited

core funding and additional funding being sourced from multiple small donations that cannot be programmed through the multi-donor trust fund. Within these financing constraints, UNICEF demonstrates good aid effectiveness principles and good alignment with the Cambodian Government’s medium-term health and education strategies.

<b>b) Plays critical role in improving aid effectiveness through results monitoring</b>	<b>STRONG</b>
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UNICEF does not currently aggregate development results to organisational level as effectively as some other multilateral organisations, and this is reflected in its annual report for 2010 which focuses on outputs from selective country programs only. UNICEF’s reporting to the governing board focuses on specific national successes that are not aggregated to the regional or global levels.

A new program management and financial system, VISION, offers the opportunity to address some weaknesses in this area. VISION was adapted in all country and regional offices as well as headquarters locations in January 2012, and features an enhanced performance management system which includes monitoring and reporting on results.

While there are no indicators measuring the effectiveness of UNICEF’s humanitarian work within its strategic plan, the plan references UNICEF’s global framework for humanitarian action—its Core Commitments for Children (CCCs) in Humanitarian Action. The CCCs set out UNICEF’s framework, principles and accountability for humanitarian response, as well as their program and operational commitments. The CCCs also encompass an integrated approach, addressing preparedness, immediate response and early recovery. The thematic report, *Humanitarian Action and Post-Crisis Recovery*, reports annually on commitment implementation. It is noted that UNICEF continues to report on specific national successes when reporting against each CCC, rather than aggregating to regional or global-level for an overall analysis of how UNICEF is delivering against the commitments. UNICEF has recognised the need to strengthen monitoring in this area and is introducing a new approach to allow global and regional aggregation on key results.

<b>c) Where relevant, targets the poorest people and in areas where progress against the MDGs is lagging</b>	<b>VERY STRONG</b>
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UNICEF targets the poorest people, the poorest countries and works extensively in conflict and post-conflict environments. Its reach, combined with its humanitarian mandate, means it often works where other parts of the multilateral system do not.

UNICEF has adopted a stronger focus on taking an equity-based approach to achieving the Millennium Development Goals (MDGs) in recent years. This enhanced equity focus is critical to reaching the most impoverished and disadvantaged child populations and is critical to AusAID’s work, particularly in the Asia-Pacific.

Australia supports UNICEF’s efforts in a range of challenging environments. For example, in the Philippines UNICEF targets the most disadvantaged communities and is very effective in working with non-state actors in conflict-affected areas in the Autonomous Region of Muslim Mindanao and addressing education gaps where the Government of the Philippines cannot. It has also influenced the government’s Conditional Cash Transfers

program in the Philippines to more heavily target Mindanao and the Visayas where poverty is greatest.

UNICEF works closely with civil society organisations in the Palestinian Territories and has successfully improved conditions in Palestinian schools. UNICEF has supported children’s rights and development needs through the civil conflict and post-conflict phases in Sri Lanka, including advocacy on highly sensitive issues such as the rights of child ex-combatants.

<b>2. Alignment with Australia’s aid priorities and national interests</b>	<b>VERY STRONG</b>
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UNICEF’s strategic priorities in health, child survival and education are closely aligned with Australia’s interests. Australia and UNICEF have a very strong partnership at institutional level, although the effectiveness of collaboration at country-level varies. UNICEF is a strong partner for Australia in Asia and the Pacific, and its global presence extends the Australian aid program into regions where Australia has limited presence.

UNICEF’s mandate and strategic objectives have a very high degree of alignment with four of the five strategic goals of the Australian aid program—saving lives, promoting opportunities for all, effective governance and humanitarian and disaster response.

UNICEF is highly responsive to gender, disability and environment issues and has been expanding its specialist knowledge within its Headquarters, including through the appointment of a Senior Adviser on Children with Disabilities.

UNICEF has guidance on working on complex emergencies, humanitarian situations and post-conflict and post-disaster situations. It has extensive experience and demonstrated effectiveness in working in these states and in and conflict-affected areas, allocating 50 per cent of its country-level resources to countries listed as ‘fragile’ by the OECD Development Assistance Committee.

<b>a) Allocates resources and delivers results in support of, and responsive to, Australia’s development objectives</b>	<b>STRONG</b>
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UNICEF’s strategic priorities in health strongly align with Australia’s interest in improving health outcomes for the world’s poorest women and children. UNICEF’s work around child survival and development focuses on many key Australian investments including immunisation and the treatment of common childhood illnesses including diarrhoea, pneumonia and malaria. UNICEF’s strategic priorities in education are similarly strongly aligned with Australia’s priorities.

UNICEF is a strong partner for Australia in Asia and the Pacific, but UNICEF’s global presence also extends the Australian aid program into regions where it has limited presence.

In December 2008, AusAID signed a Partnership Framework with UNICEF setting out shared objectives and committing Australia to increasing core funding from \$14.5 million in 2008 to \$34.1 million in 2011 (a total of \$93.6m from 2008–11). At headquarters level UNICEF has been responsive to issues raised by Australia during partnership discussions.

At country-level the extent of UNICEF’s responsiveness to issues raised by Australia is more mixed. Some country-level feedback noted examples of where UNICEF had not been particularly open in sharing information.

<b>b) Effectively targets development concerns and promotes issues consistent with Australian priorities</b>	<b>VERY STRONG</b>
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UNICEF’s mandate and strategic objectives have a very high degree of alignment with four of the five strategic goals of the Australian aid program—saving lives, promoting opportunities for all, effective governance and humanitarian and disaster response.

UNICEF’s work has a high relevance for almost all of the MDGs, including: eradicating extreme poverty and hunger (MDG 1); achieving universal primary education (MDG 2); promoting gender equality (part of MDG 3); reducing child mortality (MDG 4); improving maternal health (MDG 5); and combating HIV/AIDs (part of MDG 6). For instance UNICEF’s work in child survival and mother and child health provides essential support to Australia’s aid objective of saving lives.

In 2010, UNICEF and its partners responded to 290 humanitarian situations in 98 countries. This strongly supports Australia’s objective of more effective responses to disasters and crises.

<b>c) Focuses on crosscutting issues, particularly gender, environment and people with disabilities</b>	<b>VERY STRONG</b>
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Field-level responses indicate that UNICEF is highly responsive to gender, disability and environment issues. The ‘Delivering as One’ approach also emphasises the incorporation of gender, disability and environmental issues into programs.

The 2008 evaluation of gender policy implementation has led to the strengthening of UNICEF’s gender equality policy. The policy has been updated in a consultative way and this has helped to build ownership among staff and partners. The updated policy (June 2010) establishes core standards and organisational mechanisms to support a drive for excellence in this area, outlining responsibilities of UNICEF staff at all levels.

In support of the revised policy, UNICEF has subsequently developed a ‘strategic priority action plan on gender mainstreaming’ as well as new operational guidance on promoting gender equality through UNICEF-supported programs which focus on gender equality programming in development and humanitarian contexts.

UNICEF promotes sex-disaggregated data in its multiple-indicator cluster survey. Country offices conduct routine situation analyses on women and children. UNICEF is setting an organisational minimum standard of collecting and utilising sex and age disaggregated data.

UNICEF plays a strong advocacy role for girls’ education and promotes the use of sex disaggregated data.

As part of the UN Consolidated Appeal Process, UNICEF participates in the use of gender markers that grade projects in humanitarian appeals based on how gender has been integrated into the project.

At the February 2010 high level consultations, Australia and UNICEF agreed to continue to share lessons on integrating gender into their policies and programming.

UNICEF is working on incorporating disability into its programs but like many development agencies still has some way to go on this. The 2009 Evaluation of the Child Friendly Schools Initiative found that a serious weakness in the approach was the extent to which the model accommodated children with physical or learning difficulties.

In Bangladesh AusAID has found it difficult to ensure that its concerns—particularly around disability and inclusion of the most marginalised, including those in urban slums related to health—have been heard and responded to.

At the 2010 high level consultations Australia and UNICEF confirmed their interest in working together to improve opportunities for children with disability, particularly through the Child Friendly Schools programs. Constructive dialogue continued in 2011, with inter-agency consultations in relation to the UN Convention on the Rights of People with Disability. UNICEF is expanding its specialist knowledge within its headquarters, including through the appointment of a senior adviser on children with disability and an AusAID-funded program specialist position. A range of development partners are looking to UNICEF to take on a global coordinating role in inclusive education.

UNICEF has committed under the Do No Harm principle in its Core Commitments for Children (CCC) for humanitarian action, to take into account the special needs of the most vulnerable groups of children and women, including the disabled. In particular, in water, sanitation and hygiene (WASH) activities, UNICEF has committed to ensure facilities are disabled friendly.

UNICEF could further strengthen performance and monitoring, including the collection of disaggregated data by disability, in their new humanitarian performance monitoring toolkit. The *Report 2010: UNICEF Humanitarian Action* did not specifically demonstrate results on how the needs of women and children with disability were being integrated into their programming.

UNICEF requires that all programs and projects complete an environmental impact assessment. UNICEF is also in the process of publishing a series of country studies on the impacts of climate change on children.

<b>d) Performs effectively in fragile states</b>
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<b>VERY STRONG</b>
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UNICEF is highly experienced working in fragile states, with an in-country reach typically far beyond other multilateral and bilateral partners. While UNICEF does not have specific guidance for working in fragile states, it has related guidance on working on complex emergencies, humanitarian situations and post-conflict and post-disaster situations.

There does not appear to be any available analysis of UNICEF's performance in fragile states compared to its performance elsewhere. It should be noted that UNICEF's improvements to humanitarian performance monitoring and wider organisational



performance management systems should improve the internal performance analysis of country offices in fragile states.

Evidence seen by the Australian Multilateral Assessment included a number of examples of effective interventions by UNICEF in fragile states.

**3. Contribution to the wider multilateral development system**

**STRONG**

As one of the major cluster lead agencies UNICEF has a central role in ensuring the Inter-agency Standing Committee cluster system, and the whole humanitarian architecture, works effectively and is continually improved. For example, UNICEF was an instigator of, and continues to play a key role in, the Inter-Agency Network for Education in Emergencies and the Emergency Response Coordinator's transformative agenda. But as a lead agency it must also take some responsibility for weaknesses in the cluster system. UNICEF is committed to establishing a Global Cluster Coordination Unit in Geneva in 2012. UNICEF could do more to push broader development coordination reform.

UNICEF plays a critical role in setting norms and standards on a range of children's development and rights issues. This work is valuable and valued by other donors.

Management actively pushes for greater country-level engagement by UNICEF in the UN's Delivering as One approach.

In some sectors, UNICEF operates on a large financial scale. For example its water, sanitation and hygiene programs total 40 per cent of all expenditure in this sector.

UNICEF has many examples of policy work and innovation at program level, although reporting from Australian overseas missions highlighted some examples of policy work and taking innovations forward that were poorly executed.

**a) Plays a critical role at global or national-level in coordinating development or humanitarian efforts**

**SATISFACTORY**

UNICEF's work on infant feeding, micronutrients, community-based health services, and child growth promotion often places it at the centre of country-level work on malnutrition, especially in food insecure and fragile contexts. Other multilateral organisations work in these fields, but UNICEF's wide mandate gives it a more central coordinating role.

As one of the major cluster lead agencies, UNICEF must take some responsibility for some of the current weakness in the cluster system and has a central role in ensuring the system, and the whole humanitarian architecture, works effectively and is continually improved. UNICEF has a key role in developing and implementing effective humanitarian emergency response, working through the Inter-Agency Standing Committee.

UNICEF was one of the instigators of, and continues to play a key role in, the Inter-Agency Network for Education in Emergencies. UNICEF has also had proactive involvement in the Emergency Response Coordinator's transformative agenda in 2010–11 and in real-time evaluations after major emergency responses.

In 2012, UNICEF will establish a Global Cluster Coordination Unit in Geneva, bringing together all cluster leadership functions and accountabilities within UNICEF’s Office of Emergency Programmes (nutrition, WASH, child protection, gender based violence and education). UNICEF has committed core funding for four of these cluster coordination posts, as well as for a dedicated information management position to support the work of all the clusters. The establishment of the unit demonstrates UNICEF’s commitment to its cluster responsibilities, and will serve to strengthen inter-agency coordination at global level.

At country-level, the Australian Multilateral Assessment team found various examples of where UNICEF is playing a leading role. For example in Laos, UNICEF—as co-chair of the Education Sector Working Group—plays a crucial role in promoting donor coordination. In Sri Lanka, UNICEF works effectively in co-leading the education cluster with Save the Children. In the Pacific there is close cooperation and joint programming between UNICEF and the World Health Organization on immunisation. The H4 initiative by UN agencies on health is a good example of strengthening coherence and coordination among these agencies.

UNICEF could do more to push broader development coordination reform including by cost sharing coordination functions and encouraging swift harmonisation of business practices at headquarters level.

**b) Plays a leading role in developing norms and standards or in providing large-scale finance or specialist expertise**

**VERY STRONG**

UNICEF plays a very valuable role in developing norms and standards on a range of children’s development and rights issues. While there are variations from one country office to another, UNICEF often has an important advocacy role with governments and can lay claim to successes. For example, in the Philippines UNICEF played a critical role in raising the age of criminal responsibility to 15 years, ensuring that children under 15 were not imprisoned for crimes. UNICEF’s practical advocacy for the Convention on the Rights of the Child impacts positively on policy making and program priority setting in many countries where it works. UNICEF’s advocacy work is valued by donors, including Australia.

The scale of UNICEF’s emergency operations is matched by few other multilateral organisations. UNICEF has WASH programs in 90 countries and emergency response by UNICEF makes up 40 per cent of all WASH expenditure.

**c) Fills a policy or knowledge gap or develops innovative approaches**

**SATISFACTORY**

UNICEF has taken an innovative and leading role in driving an equity focus in health through its role in developing the Marginal Budgeting for Bottlenecks tool. The tool allows countries to develop evidence-based approaches to planning, costing and budgeting by helping the user analyse the bottlenecks constraining the health system and devise strategies to address these.

UNICEF now needs to focus on better leveraging bottleneck analysis to inform countries’ policy prioritisation and resource allocation on maternal and newborn child health.



UNICEF will need to engage more strategically with counterpart governments and external development partners to achieve this greater impact.

Not all of UNICEF’s innovation work is well placed. For example, Australia’s overseas mission in Cambodia reported UNICEF’s push for its Conditional Cash Transfer pilot for social protection was based on poor analysis and risked setting up pilot projects that would not meet community expectations. UNICEF has noted that resource constraints were an important factor in this situation, leading to contention over the scale of the pilot projects. UNICEF appreciates the need to resolve these differences before the pilot commencement.

There is strong evidence of UNICEF’s data collection filling important information gaps, such as data collected in Indonesia on HIV in Papua. The quality and effectiveness of UNICEF analysis and data collection is not always strong. In the Philippines, for example, UNICEF was unable to pull together good analytical material on early child care, which Australia finds disappointing for an organisation that has key carriage and responsibilities in this sector. UNICEF has noted that it was not tasked to collect data on behalf of the Government of the Philippines.

<b>ORGANISATIONAL BEHAVIOUR</b>	
<b>4. Strategic management and performance</b>	<b>STRONG</b>

UNICEF has a clear mandate and a strong strategic focus on the needs of children. According to the Multilateral Organization Performance Assessment Network’s (MOPAN) 2009 assessment, UNICEF’s partners found that a key strength of the organisation is its ability to translate its mandate into strategy and plans. Despite this clarity of purpose, UNICEF’s decentralised structure means it sometimes finds it challenging to prioritise work at county level.

UNICEF’s executive board successfully holds management to account, for example in pursuing management action in response to the relatively critical evaluation of its gender policy in 2008.

Despite introducing a new evaluation policy in 2008, country-level feedback indicates mixed quality of reporting, particularly on demonstrating impact and sharing lessons learned. There is no systematic approach to when humanitarian evaluations will be conducted, although efforts are now underway to remedy this through standardised procedures and staff training.

UNICEF’s leadership is driven to pursue reforms such as improved aggregation of results, the design and implementation of stronger procedures for emergency response and greater institutional support to the Delivering as One agenda.

MOPAN respondents rated UNICEF as ‘barely adequate’ on several human resource systems and practices, despite often having strong human resources at country-level.

<b>a) Has clear mandate, strategy and plans effectively implemented</b>	<b>STRONG</b>
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UNICEF has a clear mandate and a strong strategic focus on the needs of children. According to the 2009 MOPAN report, UNICEF's partners believe the way UNICEF translates its mandate into strategy and plans is a key strength of the organisation. UNICEF's 2010 *Narrowing The Gaps To Meet The Goals* document sets out a relatively comprehensive strategy for how the organisation will address the needs of children.

Despite this clarity of purpose, UNICEF's decentralised structure means there can be challenges with prioritisation. In some countries there is also a heavy focus on direct service delivery with few links to more upstream strategic and policy work and capacity building with national partners. The move to more upstream strategic and policy work is seen as important within UNICEF, and consistently applying this at country-level is a priority for management.

<b>b) Governing body is effective in guiding management</b>	<b>STRONG</b>
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Overall, the governing body of UNICEF, its executive board, functions effectively and efficiently. Three regular Board meetings are held each year during which management, budget, audit, strategy and program issues are discussed. The executive board has demonstrated it can successfully hold management to account using evaluation evidence. For example, the management response to the relatively critical Gender Policy Evaluation in 2008 was strong. Board members have successfully used board decisions to encourage faster implementation of reforms and highlight gaps.

Reporting on UNICEF's humanitarian action could be strengthened through the executive board, particularly as it relates to their institutional capacity, policies and procedures. Humanitarian briefings at the executive board are more of an overview of UNICEF's humanitarian operations than an opportunity to discuss management, internal processes and strategic issues in-depth.

<b>c) Has a sound framework for monitoring and evaluation, and acts promptly to realign or amend programs not delivering results</b>	<b>SATISFACTORY</b>
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The 2009 MOPAN survey rated UNICEF as 'adequate' at corporate-level in how it uses performance information to drive policies and plan new areas of work at country-level. It was rated strongly by partners and adequately by donors for its use of information for planning new areas of cooperation at country-level. Donors at country-level indicated that UNICEF performs inadequately in actively managing less effective activities from the previous programming cycle. Partners, however, provided a rating of adequate on this point.

Monitoring and evaluation processes are improving and this appears to be steadily feeding into improving aid effectiveness. The new monitoring framework and VISION system will facilitate this improvement process.

UNICEF’s executive board approved a new evaluation policy in 2008 which primarily focuses on required management measures to strengthen the organisation’s evaluation function. 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. Progress since 2008 suggests it is taking some time for improvements to flow to country-level. Country-level feedback indicates that despite recent efforts by UNICEF to improve monitoring and evaluation, the quality of reporting and sharing of lessons learned varies at country-level. UNICEF’s new country office reporting portal should facilitate the analysis of progress, corrective action and reporting.

UNICEF’s Evaluation Office is responsible for monitoring implementation of management responses to evaluations and linking recommendations to system processes. A database on lessons learned and a knowledge management team within the Office of Emergency Programmes is responsible for incorporating lessons learned into real time responses. UNICEF also actively engages in inter-agency real time evaluations as well as documenting lessons learned and after action reviews at country, regional and headquarters-levels.

There are examples of where UNICEF evaluations have driven significant change. For example, the gender and the major humanitarian response effort evaluations have driven significant changes to corporate policies and procedures. New emergency response procedures developed in accordance with lessons learned from the responses to disasters in Haiti and Pakistan are being implemented by UNICEF in response to the Horn of Africa, with early signs of success.

In addition to evaluations, UNICEF undertakes systematic meta-reviews. The report of the UN Joint Inspection Unit cites a recent meta-review on child protection, the results of which are being disseminated across UNICEF.

**d) Leadership is effective and human resources are well managed**

**STRONG**

UNICEF’s leadership has driven a range of reforms, including efforts to better aggregate results, design and implement stronger procedures for emergency response and greater emphasis on supporting the ‘Delivering as One’ agenda.

A UN Joint Inspection Unit review rates UNICEF as having a ‘long way to go’ in human resources, despite some progress in getting the right staff in the right places, and building the capacity of existing staff. Specifically more is expected on getting the staffing profile (including skills of existing staff) to match priority areas, and on better staff performance management. In 2009, MOPAN respondents rated UNICEF as ‘barely adequate’ on several human resources systems and practices, but consider it strong on human resource matters at country-level. MOPAN donor respondents at headquarters rate UNICEF adequately on its transparent recruitment and promotion of staff based upon merit.

However UNICEF does report significant progress in improving its recruitment process through the recent introduction of systems such as e-Recruitment and e-PAS (for performance management), as well as through implementing the 2010 Emergency Recruitment Policy.

UNICEF has taken steps recently to strengthen its surge capacity, including the Corporate Emergency Activation Procedure (CEAP) for all ‘level three’ emergencies which require an organisation-wide response. Standard operating procedures are being developed to fast-track procurement, human resources, finance and administration procedures. Core to the CEAP is UNICEF’s ‘no regret principle’ which states:

... the organisation will prefer to err on the side of deploying more capacity and mobilising more resources in support of the response even if this proves to have been unnecessary after the fact.

More broadly, UNICEF has increased its surge capacity and fast-tracked its human resources in emergencies including by pre-listing countries at risk which will reduce recruitment for those countries by half. An emergency response team and an additional immediate response team will also serve to provide additional surge capacity within 48 hours of a large-scale emergency.

In addition, Regional Rapid Response Mechanisms (RRRM) are being development in all of UNICEF’s six geographic regions. The use of RRRM in UNICEF’s Horn of Africa response greatly reduced the number of days for UNICEF’s median surge to deploy compared to the Haiti 2010 earthquake response.

While the CEAP is new, it has already been activated in the Horn of Africa with encouraging results. A review of all expertise has also better identified where skills are based. For example, the UNICEF Sri Lanka office advised the visiting Australian Multilateral Assessment team that it was releasing a staff member to go to Libya for six weeks to address emergency needs there. In the other direction the Sri Lanka office said it recently requested a short-term expert for eight weeks and this was met quickly from the Bangkok office. Meeting requests for deployment elsewhere is now seen as an essential element of the collaborative team approach across all field stations. UNICEF’s Global Emergency Coordinator has the authority to deploy any International Professional staff as necessary.

UNICEF headquarters has a management forum able to troubleshoot issues referred by country offices and provide quick responses. This arrangement adds value to, and provides extra support for, country office efforts.

<b>5. Cost and value consciousness</b>	<b>SATISFACTORY</b>
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There is evidence to suggest that UNICEF’s senior management make decisions that improve cost effectiveness. For example, in 2010 UNICEF identified US\$79 million of reductions driven from: operational efficiency gains (US\$34.6 million); reduction in staff and related costs (US\$19.5 million); and investment projects (US\$24.9 million). UNICEF’s current biennial support budget (management and program support costs) includes targets to further reduce expenditure on administration to 11.5 per cent of total expenditure for the current biennium, reduced from nearly 20 per cent in 2004. Further, each country office now reports on the operational efficiency gains realised for the year through the annual report.

UNICEF generally considers value for money in planning and implementing its programs but its reporting against this aspect of its work is not comprehensive.

UNICEF gives low key attention to partner efficiencies that will achieve better results for children. For example, it supports periodic analysis of social sector budget allocations, with the aim of identifying opportunities to increase the allocation of resources for greatest impact on children.

<b>a) Governing body and management regularly scrutinise costs and assess value for money</b>	<b>STRONG</b>
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There is some evidence that UNICEF senior management make decisions that improve cost effectiveness. For example, in 2010 UNICEF identified US\$79 million of reductions driven from operational efficiency gains (US\$34.6 million), reduction in staff and related costs (US\$19.5 million) and investment projects (US\$24.9 million).

UNICEF’s executive director has acknowledged that value for money is a key area the organisation needs to address. UNICEF is undertaking reviews and mapping exercises to improve the quality of delivery across all aspects of its work. Because of the difficulty UNICEF sometimes has in aggregate reporting on results, it is often difficult to make management decisions on a value for money basis.

UNICEF’s current biennial support budget (management and program support cost) includes targets to further reduce expenditure on administration to 11.5 per cent of total expenditure for the current biennium. This has reduced from nearly 20 per cent in 2004. At the same time there have been significant increases in income and expenditure.

UNICEF has to comply with mandatory cost increases—staff salaries, rent, inflation and General Assembly-mandated additional activities. UNICEF has had difficulty absorbing these cost increases in the past. For example, statutory cost increases are projected to increase by US\$92 million in the current biennium. These are not fully offset by efficiency gains.

<b>b) Rates of return and cost effectiveness are important factors in decision making</b>	<b>SATISFACTORY</b>
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UNICEF generally considers value for money in the planning and implementation of its programs but its reporting against this aspect of its work is not comprehensive.

UNICEF advises that, when the biennial support budget for 2010–11 was being drawn up, divisions and regional offices were asked to identify areas where improvements could be made in efficiency and effectiveness and savings that would be achieved by the changes. They were also asked to reduce running costs and increase productivity.

In its submission to the Australian Multilateral Assessment, the Burnet Institute (an Australian NGO) claims UNICEF is sometimes preoccupied with its mandate to the point of inefficiency. The example cited was UNICEF’s high investment in testing pregnant women in Fiji for HIV, despite the extremely low incidence of HIV. The opportunity cost of this was seen to be significant.

<b>c) Challenges and supports partners to think about value for money</b>	<b>SATISFACTORY</b>
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The Australian Multilateral Assessment was unable to find any evidence of UNICEF systematically challenging and supporting partners to think about value for money. We recognise that efforts in this area may often occur directly between UNICEF and partners at the country-level or below, and as such may not be visible to third parties. UNICEF reports that at the regional-level and in a number of countries, UNICEF supports periodic analysis of social sector budget allocations, with the aim of identifying opportunities to increase the allocation and utilisation of resources for greatest impact for children.

<b>6. Partnership behaviour</b>	<b>SATISFACTORY</b>
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UNICEF generally has a good reputation with partner governments. The 2009 MOPAN assessment found that responses from partner country governments towards UNICEF were generally highly positive, particularly in respecting partner government views and providing valuable inputs to policy dialogue.

MOPAN, however, found that UNICEF did not use country systems adequately. This is consistent with feedback from several Australian overseas missions that cited examples of UNICEF working outside of frameworks agreed by partner governments, for example, in Fiji. UNICEF could more effectively consult with beneficiaries to develop expected results.

Evidence is mixed on UNICEF's approach to engaging key stakeholders to improve effectiveness, in particular engagement with civil society. During the Australian Multilateral Assessment field visit to Indonesia, civil society representatives were very positive about UNICEF's engagement with beneficiaries in designing and managing their programs, particularly in Papua. However, in its submission to the Australian Multilateral Assessment, Save The Children raised questions over the consistency of UNICEF's commitment to working with community service organisations, saying its willingness to collaborate with civil society (including children and youth) at country-level was sometimes lacking.

Recent changes to UNICEF's Programme Cooperation Agreement guidance emphasise the need for stronger partnerships with community-based organisations.

<b>a) Works effectively in partnership with others</b>	<b>STRONG</b>
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UNICEF generally has a good reputation with partner governments. The 2009 MOPAN analysis found that responses from partner country governments towards UNICEF were almost always more favourable than they were from donors, particularly in respecting the views of partner governments and providing valuable inputs to policy dialogue.

This is generally borne out by Australia's experience. The Indonesian Government sees UNICEF as a good partner and as a valuable and effective organisation because it provides tangible results through its work on schools, maternal and child health, and water and sanitation. Even in conflict and post-conflict environments like Sri Lanka, UNICEF has not been afraid to provide forthright and honest advice to the Sri Lankan Government on



politically sensitive issues. There are exceptions, however, with one Australian overseas mission in the Pacific noting limited policy dialogue between UNICEF and government.

MOPAN found that donors gave UNICEF adequate ratings on harmonisation procedures but an inadequate rating on UNICEF's coordination in the delivery of technical assistance to national partners.

UNICEF generally works well with NGOs. During the field visit to Indonesia civil society representatives were very positive about UNICEF's partnership behaviour, particularly with engaging at community-level. Some difficulties are reported around Partnership Cooperative Agreements, which are negotiated at country-level and with a rapid onset emergency this can be time consuming and result in significant delays in releasing funds to NGOs.

The 2010 Central Emergency Response Fund's (CERF) five-year evaluation identified that UNICEF takes an average of 71 days to forward CERF funds to NGO partners (where UNICEF is using NGOs to implement CERF projects). It should be noted that disbursement procedures do not vary by source of funds and that UNICEF reports it has taken steps to address broader concerns of delayed funds transfers to partners.

UNICEF is a key partner for both the Global Fund to Fight AIDS, Tuberculosis and Malaria, as well as the GAVI Alliance. In both cases, UNICEF's assistance to developing countries to access and manage financing from these two mechanisms is critical to the implementation of grants addressing maternal and child health. UNICEF is an effective partner on the Board of Directors of the Global Partnership for Education (formerly the Education For All Fast Track Initiative).

In the past two years UNICEF has also strengthened investments in national capacity development during humanitarian responses through its newly developed 'systemic approach' to national capacity development for the Core Commitments to Children in Humanitarian Action. This approach corresponds to the medium term strategic plan which also commits UNICEF to provide support for national capacity development to fulfil children's rights.

<b>b) Places value on alignment with partner countries' priorities and systems</b>
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<b>WEAK</b>
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MOPAN found that UNICEF was adequate overall in its support for national plans and priorities but inadequate in its use of country systems.

Australian overseas missions gave mixed responses regarding UNICEF's commitment to using country systems. In the Philippines and elsewhere UNICEF is aligning itself with country systems. However, in Cambodia, UNICEF did at one point withdraw from the pooled health funds in pursuit of a pilot strategy instead. In Fiji, UNICEF has bypassed national systems for immunisation services rather than help build the capacity of these systems.

<b>c) Provides voice for partners and other stakeholders in decision making</b>	<b>SATISFACTORY</b>
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At global-level, recent changes to UNICEF’s Programme Cooperation Agreement guidance have emphasised stronger partnerships with community-based organisations and building the capacity of local partners.

MOPAN reports that UNICEF gets a mixed rating on whether it consults with beneficiaries to develop expected results: partners rated it as strong while donors rated it as adequate.

In its submission to the Australian Multilateral Assessment, Save The Children raised questions over the consistency of UNICEF’s commitment to working with community service organisations, saying that UNICEF’s willingness to collaborate with civil society (including children and youth) at country-level has sometimes been lacking.

A 2009 review of UNICEF’s partnerships and collaborative relationships reported to the UNICEF Board that UNICEF needed to increase the use of informal collaborative relationships, develop a more strategic approach to its engagement in Global Programme Partnerships and develop stronger partnerships with civil society organisations.

<b>7. Transparency and accountability</b>	<b>STRONG</b>
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UNICEF published an Information Disclosure Policy in late 2010 to ensure that all but confidential information on its programs and operations was easily accessible on its website. It is considering joining the International Aid Transparency Initiative.

UNICEF has clear criteria for allocating core resources and makes this information publicly available. The criteria are systematically applied.

UNICEF has effective audit, risk and accountability processes in place. For example, in Bangladesh, it transparently and appropriately handled a case of misuse of funds at district-level, fully recovering the funds and taking legal action against a staff member. UNICEF carries out corporate audits that comply with international standards and internal financial audits provide objective information to its executive board.

Agreements with partners focus on accountability, fiscal responsibility and measures to reduce the risk of corruption, although UNICEF does not require partner governments to show all aid received in their national budgets.

<b>a) Routinely publishes comprehensive operational information, subject to justifiable confidentiality</b>	<b>STRONG</b>
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UNICEF published an Information Disclosure Policy in late 2010 to ensure that all but confidential information on its programs and operations was available to the public.

A recent audit examined the policies and systems in place in UNICEF to support organisational transparency and noted that UNICEF has made a clear commitment to transparency in the accountability system approved by the executive board at its 2009 annual session.

UNICEF makes a range of reports, including annual reports, publicly available on its website.

UNICEF is considering joining the International Aid Transparency Initiative.

UNICEF could strengthen reporting on their operational information, as it relates to their humanitarian programs. The annual thematic report, *Humanitarian Action and Post Crisis Recovery*, provides a light touch on country specific examples of results, rather than providing a more detailed and strategic analysis.

<b>b) Is transparent in resource allocation, budget management and operational planning</b>	<b>STRONG</b>
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UNICEF has clear criteria for allocating core resource and makes this information publicly available through its annual reports. The criteria are systematically applied. Criteria include a focus on areas where there are high numbers of disadvantaged children, high or very high mortality rates, and persistent humanitarian needs such as under-nutrition or the absence of even basic health and education services. More than half of UNICEF's program assistance in 2010 went to Sub-Saharan Africa and more than a quarter to Asia—the two regions where most of the world's disadvantaged children live.

<b>c) Adheres to high standards of financial management, audit, risk management and fraud prevention</b>	<b>STRONG</b>
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UNICEF has good processes in place for audit, risk and accountability. UNICEF's external auditors, the United Nations Board of Auditors, and internal auditors, the Office of Internal Audit, comply with international standards and provide objective, independent information to its executive board.

UNICEF is rolling out a new financial system. A fiduciary risk assessment conducted by the Department for International Development (United Kingdom) concluded that UNICEF has a reasonable accountability framework that includes an Audit Advisory Committee.

UNICEF has an Ethics Office and has had an ethics policy since 2007. The first report of the Ethics Office in 2010 concluded there is a need to continue mainstreaming ethics work throughout the organisation.

MOPAN members at headquarters are confident about UNICEF's internal audit mechanisms, the extent to which its corporate audits adhere to international standards, and its policy addressing corruption within the organisation.

In 2009, MOPAN noted, however, that donor country offices rate UNICEF as inadequate in addressing in-country corruption and taking adequate action to respond to irregularities. However UNICEF reports that in 2009 its Office of Internal Audit (OIA) was fully established and its independent internal investigation unit now conducts independent investigations of all credible allegations of corruption and irregularities at all levels of the organisation, including in-country. OIA's work is reported in the Annual Report to the executive board. Investigations by the OIA comply with the Uniform Principles and Guidelines for Investigations, which are periodically endorsed by the Conference of International Investigators.

Australia's experience is that UNICEF has appropriately addressed cases of alleged fraud and corruption in at least some cases in the field. For example in Bangladesh, it transparently and appropriately handled a case of misuse of funds at district level, fully recovering the funds and taking legal action against a staff member.

<b>d) Promotes transparency and accountability in partners and recipients</b>
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<b>SATISFACTORY</b>
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UNICEF agreements with partners have a focus on accountability, fiscal responsibility and measures to reduce the risk of corruption. UNICEF does not require that partner governments show all aid received in their national budgets.