

UNFPA-UNICEF

GLOBAL PROGRAMME TO END CHILD MARRIAGE

JOINT PROGRAMME ON THE ELIMINATION OF FEMALE GENITAL
MUTILATION: ACCELERATING CHANGE

STANDARD OPERATING PROCEDURE (SOP) ON ROLES AND RESPONSIBILITIES FOR HEADQUARTERS, REGIONAL OFFICES AND COUNTRY OFFICES

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1. Background



This standard operating procedure (SOP) paper has been developed in response to the Evaluation Management Response under (1) **Recommendation 6 of the United Nations Population Fund (UNFPA)-United Nations Children’s Fund (UNICEF) Global Programme to End Child Marriage**, and a similar recommendation issued in Phase I and II Evaluation Management Response under (2) **Recommendation 6 of the Joint Programme on the Elimination of Female Genital Mutilation: Accelerating Change**

(see *Box 1*). The paper is primarily aimed at providing explicit clarification on the division of labour between the three structures – headquarters (HQ), regional (including liaison) offices and country offices – which has been developed through a consultative process, with the engagement of select regional and country offices. It is also expected that similar joint programmes or global initiatives, such as the Spotlight Initiative to Eliminate Violence Against Women and Girls,¹ will draw on this paper’s content to operationalize programmes.

Box 1. Evaluation recommendations for the UNFPA–UNICEF joint programmes

Evaluation recommendation 6.3 of the UNFPA–UNICEF Global Programme to End Child Marriage Phase I:

Clarify lines of management and technical support between regional offices and headquarters to provide enhanced assistance to country offices. “Develop a framework of management and technical support that defines roles and responsibilities (division of labour), information flows (headquarters, regional and country offices); joint knowledge management and sharing; and complementarity/convergence at all levels.” [also relevant to evaluation recommendations 3.4 and 4.1]

Evaluation recommendation 6.6 of the UNFPA–UNICEF Joint Programme on the Elimination of Female Genital Mutilation: Accelerating Change Phase III:

To further strengthen horizontal synergies between the two partner organizations and virtual synergies across different levels (global, regional and country), the Joint Programme should develop an internal policy to articulate where synergies are expected between the organizations and to clearly define roles and responsibilities and information flows between the different levels of the Joint Programme. “Articulate the Joint Programme’s work based on the comparative advantage of each agency, and define roles and responsibilities between the two agencies at all levels.”

¹ The Spotlight Initiative Africa Regional Programme project factsheet (<<http://mptf.undp.org/factsheet/project/00119124>>, January, 2020) makes reference to the existing governance arrangements of the child marriage and female genital mutilation (FGM) joint programmes and the comparative advantages of UNFPA and UNICEF to inform Stream II of the child marriage and FGM components, reference is made in [Annexes 2 and 3](#).

The paper does not aim to replace existing guidance on operational arrangements for managing and administering joint programmes, such as the United Nations Guidance Note on Joint Programmes.²

Also, it does not address human resource management issues,³ but rather focuses on roles and responsibilities across offices and at different levels for collaborative and timely joint **programme delivery** covering eight dimensions:

1. STRATEGIC AND NORMATIVE GUIDANCE (OVERSIGHT, COORDINATION AND MANAGEMENT)

2. PROGRAMME INCEPTION, DESIGN AND PLANNING

3. RESEARCH AND EVALUATION

4. TECHNICAL ASSISTANCE AND QUALITY ASSURANCE

5. KNOWLEDGE MANAGEMENT

6. COMMUNICATION AND VISIBILITY

7. PARTNERSHIP AND ADVOCACY (INCLUDING RESOURCE MOBILIZATION)

8. MONITORING AND REPORTING

It also covers guidance on communication flows to strengthen horizontal synergies between the two organizations across different levels.

The paper should be read as a **live document** cognizant of evolving organizational change management strategies and emerging lessons across the two organizations and their offices.

The SOP on roles and responsibilities between the different offices is responsive to the United Nations Secretary-General's report on repositioning the United Nations development system (UNDS) to deliver on the 2030 Agenda for Sustainable Development.⁴ It considers horizontal integration with other United Nations entities, through a business operations strategy that aims to **simplify** and harmonize business processes, including partnerships and coordination (including South–South and triangular cooperation). For this purpose, the United Nations Sustainable Development Cooperation Framework (UNSDCF)⁵ has also been used to frame the new ways of working on the Sustainable Development Goals (SDGs), to enhance integrated delivery of results at country level, including through funds channelled through emerging joint initiatives or multi-year programmes related to both programmes, such as the Spotlight Initiative, as well align with the United Nations Development Group (UNDG) Standard Operating Procedures for Countries Adopting the Delivering as One Approach.⁶

² United Nations Development Group, Standard Operating Procedures for Countries adopting the “Delivering as One” Approach, Guidance Note on Joint Programmes, UNDG, New York, August 2014, <<https://unsdg.un.org/sites/default/files/Guidance-Note-on-Joint-Programmes.pdf>>, and the existing Standard Administrative Arrangement, the Standard Memorandum of Understanding Arrangement documents, <<http://mptf.undp.org/document/legal>>.

³ The annexes include supporting documentation on the portfolio of country and liaison offices (Annex 1) and the human resource structure of the two joint programmes (Annexes 2 and 3).

⁴ See ‘Repositioning the United Nations development system to deliver on the 2030 Agenda: Our promise for dignity, prosperity and peace on a healthy planet’: Report of the Secretary-General, 21 December 2017, <<http://undocs.org/A/72/684>>; and United Nations, ‘The Sustainable Development Agenda’, <<https://www.un.org/sustainabledevelopment/development-agenda/>>.

⁵ Following the Secretary-General's report on repositioning the UNDS to deliver on the 2030 Agenda for Sustainable Development, the United Nations Development Programme (UNDP), UNFPA, UNICEF and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) committed to working better together, with stronger coherence and collaboration in the delivery of all four strategic plans (2018–2021) of the agencies, in key areas: (a) eradicating poverty; (b) addressing climate change; (c) improving adolescent and maternal health; (d) achieving gender equality and the empowerment of women and girls; (e) ensuring greater availability and use of disaggregated data for sustainable development; and (f) emphasizing that development is a central goal in itself, and that in countries in conflict and post-conflict situations the development work of the entities of the UNDS can contribute to peacebuilding and sustaining peace.

⁶ United Nations Development Operations Coordination Office, Summary Brief on Standard Operating Procedures for UN Country Team, March 2016, <<https://www.un.org/ecosoc/sites/www.un.org.ecosoc/files/files/en/qcpr/doco-summary-brief-sop-implementation-march2016.pdf>>.

In the interest of a harmonized approach to joint programming, roles and responsibilities are discussed jointly at different levels, instead of separately.⁷ The complementary expertise of the two organizations responding to distinct mandate areas are reflected in the joint programmes: UNFPA, guided by the International Conference on Population and Development and its Programme of Action, in its core mandate areas of sexual and reproductive health,⁸ gender equality,⁹ and to ensure that all, especially women and young people, are able to access high-quality sexual and reproductive health

services and to freely exercise their rights to make their own informed decisions; and UNICEF, guided by the Convention on the Rights of the Child,¹⁰ in its mandate to ensure survival, protection and development of children, with particular focus on adolescent girls who are at greater risk of gender discriminatory norms. Within these overarching mandates are contexts where some implementation overlap based on agreed areas of horizontal collaboration at country level – for example, social and behaviour change communication (SBCC) or social mobilization, life skills, health services and comprehensive sexuality education in- and out-of-school programmes.

⁷ The landmark 2018 United Nations General Assembly resolution (A/RES/72/279) provides the mandates required for the Secretary-General and the United Nations system to take forward their collective responsibilities to make the United Nations fit for purpose to support the 2030 Agenda. As per the UNDS, it is recognized that the primary accountability for individual programmes lies with respective governing bodies, and all entities engaged in operational activities for development for the shared results and impact of the UNDS. The dual accountability system ensures that country representatives remain fully accountable to their respective entities on individual mandates, while periodically reporting to the United Nations Resident Coordinator on their individual activities and on their respective contributions to the results of the UNDS towards the achievement of the 2030 Agenda at the country level on the basis of the UNSDCF (the 'Cooperation Framework', formerly the United Nations Development

Assistance Framework [UNDAF]).

⁸ UNFPA, 'Sexual & Reproductive Health', <<https://www.unfpa.org/sexual-reproductive-health>>.

⁹ UNFPA, 'Gender Equality', <<https://www.unfpa.org/genderequality>>.

¹⁰ United Nations Children's Fund, 'Convention on the Rights of the Child Text', <<https://www.unicef.org/child-rights-convention/convention-text>>.



2.

Current guidance on division of labour between headquarters, regional offices and country offices



Currently, the two joint programmes do not have specific SOPs dedicated to how **programming functions** should be organized and how roles should be delineated between headquarters, regional offices (including liaison offices) and country offices, nor on how to strengthen horizontal synergies or information flows at all levels. In the absence of specific guidance on programming arrangements, reference is made to the UNFPA business model and the UNICEF COMPACTs.¹¹ It is important to recognize that **globally led** joint programmes have **unique**

dynamics and accountabilities that may not always align to existing business practices, thus calling for flexibilities and consensus-building between the two organizations and across their different offices at different levels, while recognizing corporate accountability aligned to organizational mandates, including inter-agency agreements (e.g., Inter-Agency Standing Committee areas of responsibility).

2.1. UNFPA business model

The UNFPA business model¹² for the 2018–2021 Strategic Plan captures the organizational response to the implications of the changing development environment and the necessary changes introduced to position the organization to better support United Nations Member States and achieve maximum impact in all contexts of operation. This paper addresses a number of issues; **‘what’** impact the organization seeks to achieve (including the beneficiaries of these changes); **‘where’** the organization is going to achieve impact and **‘how’** the organization will achieve impact (including the modalities of engagement). It also addresses issues of organizational structure, skills mix and partnerships under the **‘who’** will enable the organization to achieve impact.

The business model also underlines – in the framing of the United Nations’ Quadrennial Comprehensive Policy Review (QCPR) – that there is **“no one-size-fits-all approach to development”**. It calls upon the UNDS to enhance its support efforts at country level in a flexible, timely, coherent, coordinated and integrated manner, and to pursue full alignment of operational activities for development. In a survey of support required by countries, this paper notes that a significant proportion of countries require more upstream support (policy advice and capacity development) from the United Nations system.

In the further articulation of the **‘who’**, this paper states that UNFPA will maintain the three levels of the organization – country, regional and headquarters – with a view to accommodating austerity measures in light of external shocks and an unpredictable funding environment. Furthermore, as part of efficiency gains, UNFPA will continue to better position itself to pursue its strategic plan objectives at all levels, including at the country level in reinforcing its role in brokering, convening and facilitating expertise and technical support. UNFPA will bolster the architecture of technical support to country programmes to fill any potential gaps. This will be accomplished through a multi-level support system, where experts are engaged in problem-solving, change management and technical expertise in support of advocacy and policy agendas. This will include virtual or remote support to ensure needs-based rapid response in both humanitarian and development contexts. UNFPA will strengthen its Internal Consulting Group mechanism, which holds the potential for cost savings and deployment of critical expertise to address gaps on the ground.

¹¹ COMPACTs are internal technical and operational agreements of UNICEF that outline specific areas of collaboration between headquarters, regional and country offices.

¹² UNFPA Strategic Plan, 2018–2021, Annex 4: Business model, available at <https://unfpa.org/sites/default/files/admin-resource/UNFPA_strategic_plan_2018-2021_Annex_4_-_Business_model_-_FINAL_-_24Jul17.pdf>, accessed 10 November 2020.

In the delineation of responsibilities between the different offices, the business model clearly states that headquarters continues to **champion the normative work** of the organization, while the regional level adapts normative work to regional contexts and provides support for **operationalizing norms and standards** at the country level. The division of labour for field support is also clarified: the regional offices take **leadership for field support**, with additional technical support from headquarters, notwithstanding headquarters' niche in providing top-level programme, technical and operational management support, capacity and quality assurance to the field. The regional offices will be positioned to (a) strengthen provision of timely, cutting-edge, region-specific technical, programmatic and operational support and oversight to country programmes; (b) increase the focus on regional programmes targeted to address multi-country and cross-border trends, trans-border spill-over effects and common regional or subregional issues and

challenges (this approach provides complementary support to in-country investments to strengthen results); and (c) scale up engagement with regional institutions and bodies to influence regional policies and agendas that catalyse opportunities for country programmes to promote the International Conference on Population and Development (ICPD) agenda¹³ and the 2030 Agenda.

UNFPA headquarters will continue to **lead global advocacy and campaigns**, normative and strategic agenda-setting and **oversight for the corporate achievement of results**. It will continue to provide and advance global programmes and initiatives, such as ICPD+25 and State of World Population (SWOP), including development of **supportive policies, operational guidelines, tools and platforms, financial oversight**, and **audit and evaluation**, which are critical for promoting the ICPD agenda and the 2030 Agenda and expanding opportunities for country programmes.

¹³ UNFPA, 'International Conference on Population and Development', <<https://www.unfpa.org/icpd>>.



2.2. UNICEF COMPACT framework

In recent months, UNICEF has initiated an organizational change process through a review of business models for accelerated action for children. One core dimension of change will review optimizing and improving development and humanitarian **programme technical assistance** and joint headquarters and regional office support to country offices and high-income countries. The current SOP acknowledges this change process and the need to be adaptive and flexible in successive evolving processes.

The COMPACT framework is referenced in the following paragraphs to explain the current division of labour between headquarters, regional and country offices within UNICEF.

Two levels of collaboration are agreed between headquarters and regional offices, within internal UNICEF operations: **management level**, reviewed by the regional director and the Programme Division director (in headquarters) and/or deputy directors at agreed intervals covering regional office– Programme Division management priorities (e.g. at global management team meetings and regional management team meetings) on topics such as resource gaps, joint mobilization activities, strategic support to key country programme milestones (e.g. strategic moments of reflection, midterm reviews), and policy and advocacy themes (e.g. SDG localization plan and implementation). At **programme levels**, agreements are reached between regional and Programme Division sections (such as child protection, education, health or gender) at agreed intervals (mid-year, end of year, or during global and regional network meetings).

Timebound frameworks and agreements through COMPACTs define roles and responsibilities between headquarters and regional offices on programme issues. For instance, the UNICEF child protection section has worked through a COMPACT with seven regions to bring a greater degree of synergy, coherence, efficiency and quality. COMPACTs generally span a tenure of 2 years and are ‘live’, meaning they are subject to amendments. The COMPACTs are operational agreements, outlining specific areas of collaboration, on working together to effectively manage for programmatic results. The gender COMPACTs with regional offices are reviewed annually and mutually agreed.¹⁴

In general, the following division of roles and responsibilities is observed under the COMPACTs.

Global leadership in normative guidance, partnership and advocacy: Headquarters’ roles are defined as leading and coordinating global normative guidance, partnerships and collating knowledge management. This function is somewhat similar in the regional offices, within the regional geographical context. For instance, the health COMPACT recognizes a regional responsibility to “create and sustain momentum on child health issues, effective and efficient coordination with partners, external communication and advocacy”. In the health COMPACT, headquarters takes a lead role in **global programme implementation support**, through programme development, management and reporting of earmarked multi-country grants, while the regional office takes on a **regional programme implementation support** role within its geographical constituency.

¹⁴ For example, the gender COMPACT, in the Eastern and Southern Africa region (ESAR) specifies the following roles: headquarter’s role: global guidance and providing standardized tools, supporting gender programmatic reviews (GPR), gender profiles, country profiles, monitoring and evaluation (M&E) tools and reviews, how to strengthen programming, quality assurance (QA) support, cross-sectoral engagement from Programme Division (HQ), knowledge-sharing, share evidence and guidance, support to country offices. Regional Office’s role: technical assistance to priority

countries, QA support, M&E, regular guidance, cross-sectoral engagement and across headline results, work with country offices, collaboration, regional linkages, enhance country office capacity on gender integration, advocate and leverage partnerships and regional fundraising, strengthening articulation of gender results, knowledge-sharing, staffing support, country gender capacity assessments, recruitment of gender teams, capacity development, identify opportunities and training support.

Research, evidence generation and knowledge management: There is an overlap of functions between headquarters and regional offices around evidence generation (e.g. global research, implementation research, capacity development, health performance indicators) and knowledge management (e.g. knowledge digests, newsletters, communities of practice, etc.). However, the levels differ in that each office supports the function within its own constituency.

Technical support and quality assurance: This function is shared between headquarters and regional offices, with regional offices being the **first point of call** through country oversight functions – for example, oversight on country priorities/initiatives and corporate alignment. Technical support refers to on-site and remote thematic and programme support. It also includes brokering or facilitating technical support – for example, through consultancy rosters, peer support and long-term agreements. Headquarters has regional oversight functions (**not a direct country oversight function**); however, specialized technical support functions are, at times, delivered through headquarters technical experts at facility level.¹⁵

¹⁵ For example, in the health COMPACT in ESAR, headquarters provided on-site technical support for example to review and document the facility-based quality-of-care interventions at regional referral and district hospitals, as well as high-volume health centres in UNICEF-supported districts. Remote technical support is given for example for the implementation of the costed plan on the integration of nutrition supplies into the government system.



3. Proposed division of labour between headquarters, regional offices and country offices for the joint programmes

The following delineations are proposed on the basis of the framework and business practices of the two organisations. Eight dimensions are used to outline the division of labour between the different offices (see Table 1). A flow chart has also been developed to show a snapshot of information and communication flow (see Figure 1).

1. STRATEGIC AND NORMATIVE GUIDANCE (OVERSIGHT, COORDINATION AND MANAGEMENT)

2. PROGRAMME INCEPTION, DESIGN AND PLANNING

3. RESEARCH AND EVALUATION

4. TECHNICAL ASSISTANCE AND QUALITY ASSURANCE

5. KNOWLEDGE MANAGEMENT

6. COMMUNICATION AND VISIBILITY

7. PARTNERSHIP AND ADVOCACY (INCLUDING RESOURCE MOBILIZATION)

8. MONITORING AND REPORTING

Among key areas of delineation, headquarters leadership is demonstrated in the role of providing **strategic and normative guidance**. This includes oversight and accountability functions for global funds and results, as signatory to global agreements with donors. Headquarters maintains leadership on global partnership and advocacy, resource mobilization, and in normative guidance on policy and strategic issues. Headquarters also takes on a lead role in developing technical guidance, implementation tools and setting standards.

Headquarters collaborates with regional and country offices in positioning a global **research agenda** that provides global coherence and strategic directions, while regions and countries formalize partnerships with academic institutions and implementing partner experts in research areas that are relevant to the United Nations joint programmes. Regional offices play a key role in the research agenda, whether initiating and driving the research or through the operationalization of the global research agenda (e.g. through multi-country studies).

Technical support (including **technical assistance and quality assurance**) roles are jointly shared by headquarters and regional offices, with both remote and on-site strategies. Regional offices, under their direct mandate of country oversight, will hold joint functions in quality assurance processes with headquarters (e.g. through quality assurance of programme documents, annual workplans and reports). However, oversight for **normative guidance and standards** remains with headquarters. This is key, as regional offices support headquarters in providing inputs for standardization and harmonization efforts, but also in informing and incorporating continental priority agendas.

While **knowledge management** is a key function of headquarters, in collating global evidence and leading on strategic dissemination of relevant research, tools, guidance, information and communications for knowledge-sharing and/or for advocacy efforts, it is shared with regional and country offices. This is key to support the global coordination of the two joint programmes on standardized global resources, while ensuring they are translated into relevant languages and contextualized by regional and country offices when appropriate.

Country offices play a key and heavy-lifting role in convening, brokering, accountability and in facilitating programme implementation on the basis of their specific contexts, together with relevant national or subnational partners. Country offices formalize partnerships, support national and subnational partners, and provide support in tailoring and operationalizing global and regional normative policy positions and implementing technical standards, as well in providing technical support to implementing partners.

Table 1. Division of labour between headquarters, regional offices and country offices (current and prospective) for UNFPA–UNICEF joint programmes

Headquarters (HQ)	Regional offices	Liaison offices ¹⁶	Country offices
1. STRATEGIC AND NORMATIVE GUIDANCE (OVERSIGHT, COORDINATION AND MANAGEMENT)			
<ul style="list-style-type: none"> Lead on setting normative standards, and guidance on operationalization of global commitments (policies, conventions, legal frameworks) into regional- and country-level implementation in the context of the International Conference on Population and Development (ICPD), the Convention on the Rights of the Child (CRC) and emerging issues (e.g. COVID-19) Contribute to analysis and substantial inputs to United Nations global processes, mechanisms, inter-agency and United Nations Secretariat work (e.g. Secretary-General Report on child, early and forced marriage and female genital mutilation [FGM]) Has overall oversight, coordination and accountability for global, regional and country results and funds Lead normative guidance on programming tools, standards, guidelines and implementation frameworks (see also technical assistance and quality assurance below), and provides technical guidance to regional and country office programmes based on global standards Lead global consultations on the strategic direction, implementation status and way-forward actions of the joint programmes 	<ul style="list-style-type: none"> Provide regional leadership and guidance in ensuring global and regional commitments and standards are adapted and contextualized for operationalization at regional and country office levels Contribute to regional processes, support the work of regional bodies Provide strategic direction and technical guidance to regional and country office programmes based on global standards Provide regional oversight on regional- and country-level results and funds received for regional programmes Lead regional meetings, including with countries Provide technical support to liaison offices (e.g. the African Union from regional offices in Africa) 	<ul style="list-style-type: none"> Overall liaison with regional bodies, e.g. African Union (AU), African Union Commission (AUC) and its organs; also with human rights treaty bodies and Geneva-based bodies High-level political and technical engagement with combined strengths of field and headquarters offices Follow up and report on relevant sessions to HQ and regional offices on progress of negotiations/draft resolutions or outcome documents, as appropriate, and request senior-level representation from HQ or additional capacity when relevant Support and provide representational roles (in consultation with the regional offices and HQ) on the joint programmes in inter-agency coordination, technical working groups, conferences, workshops, seminars, and consultations with regional bodies or AU/Geneva-based mechanisms Facilitate and coordinate engagement or technical support with permanent missions, global and continental or regional bodies in coordination with HQ and regional offices for the benefit of regional bodies or other relevant bodies 	<ul style="list-style-type: none"> Support governments, civil society organizations, private sector and other implementing partners to operationalize global, regional and normative guidance Provide country-level oversight and accountability for results and funds, and as administrative leads (UNICEF for child marriage and UNFPA for FGM): overall accountability for agency specific funds and results rests with country office representatives Lead country-level meetings, brokering and facilitation Draw on and contribute to global and regional normative guidance and evidence-based policy through lessons learned and good practices Operationalize normative guidance through country-level advocacy and policy dialogue Engage with national human rights institutions (NHRIs) and support in-country contributions to human rights mechanisms and inter-agency priorities
2. PROGRAMME INCEPTION, DESIGN AND PLANNING			
<ul style="list-style-type: none"> Lead in providing strategic guidance on overall programme inception, design and planning frameworks based on regional and country evidence and feedback, e.g., theory of change, programme document, results framework Review and consolidate annual workplans (AWPs) and budget allocations submitted by regional and country offices Play senior-level representational role at the request of liaison office 	<ul style="list-style-type: none"> Contextualize and operationalize joint programme design and planning frameworks, e.g., regional theory of change, AWPs Align joint programme design with regional frameworks, strategies and priorities Convene, broker and facilitate consultation with implementing partners (IPs) and development partners to develop AWPs for regional-level implementation Develop a calendar to review quality assurance (QA) Play representational role at the request of liaison office 	<ul style="list-style-type: none"> Facilitate the representation of the joint programmes' contributions to ongoing regional and continent-wide programmes on harmful practices (child marriage/FGM), in coordination with the regional office Coordinate annual workplanning with the AUC on priorities and the joint programmes' technical and financial investments in AU, or with the priorities of Geneva-based bodies or regional mechanisms Lead in preparing position and policy papers to inform regional and continental bodies 	<ul style="list-style-type: none"> Design and plan contextualized programmes aligned with global programme design and regional frameworks, including incorporation into United Nations Sustainable Development Cooperation Framework (UNSDCF), Country Programme Documents, AWP formulation processes Lead in integration of FGM/child marriage into sector plans and national strategies, and position child marriage/FGM with the United Nations Country Team (UNCT) through the engagement of the United Nations resident coordinator (UNRC) Lead in integrating FGM/child marriage into activities of relevant programmes (e.g., the Spotlight Initiative) implemented in the country, and coordinate with relevant focal points to integrate FGM/child marriage as part of the priorities of the United Nations Country Team (UNCT) lead in convening, brokering and facilitating consultation with government and civil society organization implementing partners and development partners to implement and track AWPs

¹⁶ The information presented for liaison offices is reflective of African Union and Geneva offices it is not exhaustive.

Table 1. Division of labour between headquarters, regional offices and country offices (current and prospective) for UNFPA–UNICEF joint programmes

Headquarters (HQ)	Regional offices	Liaison offices ¹⁶	Country offices
3. RESEARCH AND EVALUATION			
<ul style="list-style-type: none"> • Lead in definition, synthesis and coordination of research and global evidence agenda, including quality assurance (QA) of regional and country office research • Lead and coordinate global evaluation • Lead in disseminating global, regional and country data and evidence (including QA on release and dissemination of macro-level data generated globally) 	<ul style="list-style-type: none"> • Initiate, support and contribute to global research and learning agenda • Lead regional and thematic evaluations, including multi-country initiatives • Shared QA accountability with HQ on country-level research and evaluation 		<ul style="list-style-type: none"> • Design and implement research and evaluations to critically interrogate national and programmatic theories of change, in consultation with HQ and regional office • Support research and evaluation of country-level initiatives, including at the policy level
4. TECHNICAL ASSISTANCE AND QUALITY ASSURANCE			
<ul style="list-style-type: none"> • Provide and broker joint technical support at regional, national and subnational levels based on global, evidence-based knowledge and normative expertise • Hold overall accountability for quality and accuracy of results • Ensure standardizing and harmonizing of programming and monitoring and evaluation (M&E) framework • Ensure joint QA of country implementation with regional offices • Ensure global accountability for achieving results • Note: where required, HQ technical advisors will lead on technical support to the AUC and regional bodies, at the request of liaison office 	<ul style="list-style-type: none"> • Provide technical support and guidance to country offices as first point of call • Lead field support to country offices and provide joint HQ–regional office technical support where additional capacity is required • Collaborate with HQ on standardizing and harmonizing of programming and M&E framework • Ensure joint technical assistance and QA of country implementation with HQ • Ensure regional and country accountability for achieving results • Lead on technical support to the AUC and regional bodies, at the request of liaison office 		<ul style="list-style-type: none"> • Provide technical assistance and support government, civil society organizations (CSOs) and other partners to design, implement and jointly monitor and evaluate programmes and policies based on global evidence-based standards • Lead capacity-building and technical support to implementing partners (jointly with regional offices and HQ where relevant) • Ensure in-country accountability for achieving results
5. KNOWLEDGE MANAGEMENT			
<ul style="list-style-type: none"> • Global repository for global, regional and country knowledge and practices (e.g. standards, strategic guidance, tools, best practices and other knowledge products) • First point of call for global knowledge management portal and master documents • Lead in dissemination of multi-regional and multi-country knowledge and learning, including strategic leadership in interfacing with global and regional initiatives • Lead in developing, consolidating and disseminating global products, e.g. evidence digests, newsletters, communities of practice, intranets and webinars in line with the global research and evidence agenda 	<ul style="list-style-type: none"> • Regional repository for regional and country knowledge and practices • Facilitate cross-country learning, including South–South and triangular cooperation • Lead in developing, consolidating and disseminating regional (and global) knowledge products • Facilitate South–South collaborations 	<ul style="list-style-type: none"> • Share strategic thematic events, high-level meetings and governance meetings to attend and report back to headquarters, e.g., the World Health Organization (WHO) Executive Board • Gather information and intelligence with, and communicate global and continental priorities and opportunities to HQ, regional and country offices • Manage the dissemination of key corporate, advocacy, strategic documents or knowledge products, e.g., Human Rights Council side-events, high-level panels, UNFPA or UNICEF flagship publication launch events 	<ul style="list-style-type: none"> • Develop country-level knowledge management and implement dissemination or launch strategies, in consultation with relevant partners and/or through the United Nations Country Team • Implement South–South collaborations and identify country exchanges, with the support of regional offices • Support partnerships with academic institutions in support of knowledge generation, sharing and dissemination • Support the tailoring of knowledge management tools to local environments with local cultural sensitivity (e.g. translation of documents into local and appropriate language for the different target audiences)

Table 1. Division of labour between headquarters, regional offices and country offices (current and prospective) for UNFPA–UNICEF joint programmes

Headquarters (HQ)	Regional offices	Liaison offices ¹⁶	Country offices
6. COMMUNICATION AND VISIBILITY (SEE ALSO FIGURE 1)			
<ul style="list-style-type: none"> Lead in developing communication assets, leveraging global advocacy and communication entry-points on child marriage- and FGM-related themes (e.g. campaigns, media, social media, blogs) Collaborate with regional offices on internal communication flow with country offices Leverage global and regional forums in collaboration with regional and liaison offices for donor visibility 	<ul style="list-style-type: none"> Collaborate on global messaging on child marriage- and FGM-related themes Collaborate with HQ on facilitating smooth communication flow with country offices Lead regional visibility based on regional communication and advocacy priorities and aligned with global visibility strategy Support and/or follow up with country offices for the implementation of advocacy activities to mark global or continental days (e.g. International Day of Zero Tolerance for FGM, International Day of the African Child) Ensure programme and donor visibility in regional forums 	<ul style="list-style-type: none"> Lead in leveraging global and continental advocacy events to position the child marriage and FGM joint programmes, e.g. International Day of the African Child (AU Liaison Office) or International Day of the Girl (Geneva Liaison Office) Engage with permanent representatives and participate in coordination meetings and networking forums (e.g. ICPD network in Geneva) to mainstream child marriage/FGM priorities 	<ul style="list-style-type: none"> Collaborate on global messaging on child marriage and FGM and tailor to effective multimedia channels Lead in-country visibility aligned to global and regional visibility guidelines (e.g. International Day of the Girl, International Day of the African Child, International Day of Zero Tolerance for FGM, 16 Days of Activism Against Gender Based-Violence) Ensure harmonized and well-coordinated FGM/child marriage UNFPA and UNICEF communication and advocacy plans, including human interest stories to inform evidence-based advocacy/global movements Ensure programme and donor visibility in national forum Ensure contextualization of messaging, including translations to local languages
7. PARTNERSHIP AND ADVOCACY (INCLUDING RESOURCE MOBILIZATION)			
<ul style="list-style-type: none"> Lead in the design of global advocacy on child marriage and FGM (e.g., United Nations General Assembly, Human Rights Council [HRC], International Day of Zero Tolerance for FGM) High-level engagement with global and regional bodies, e.g. AU, Geneva based- organizations and treaty bodies Lead in strategic, evidence-based information to inform political documents Lead in resource mobilization with regional and country offices Convene Steering Committee meetings for the programmes, liaise with and report to donors and Executive Boards of both organizations, advocate with multisectoral key partners, including United Nations, non-governmental organizations (NGOs), and civil society organizations (CSOs) Establish partnerships through memorandums of understanding (MoUs), sub-contracts and long-term agreements (LTAs) to further normative work, technical assistance, and regional and country implementation Lead harmonization efforts to avoid duplicative partnerships and funding modalities, and in resource mobilization 	<ul style="list-style-type: none"> Capitalize on United Nations and other inter-agency regional partners, bodies and regional networks, including NGOs and CSOs, to ensure coordinated and joint regional advocacy and to support HQ to advance results Engage in joint regional advocacy and ensure senior-level representation at relevant regional body meetings, e.g., AU meetings and advocacy events Establish partnership/ agreements through MoUs, sub-contracts and LTAs to further technical assistance and country implementation 	<ul style="list-style-type: none"> Position UNFPA and UNICEF as brokers on child rights and sexual and reproductive health and rights in the partnership ecosystem on continental agenda or on agenda items of Geneva-based organizations (e.g. WHO, HRC) Develop a strategy for an expanded partnership and work on the implementation of specific programme activities in collaboration with other team members of the liaison office Leverage public and private partnerships and resources to promote the joint programmes across Africa (for the AU liaison office) Identify donors' priorities and develop programmes to mobilize resources for child marriage/FGM policy-related activities, including to advocate for technical and financial support to regional bodies (e.g., regional economic communities [RECs]) 	<ul style="list-style-type: none"> Liaise with country and regional partners (in coordination with regional office) Engage in in-country and regional-level advocacy Establish partnerships with implementing partners, including government, CSOs, NHRIs, private sector and community-based organizations Lead in-country advocacy and policy dialogue for public and private investments, programme implementation and accountability Support in-country accountability mechanisms at various levels
8. MONITORING AND REPORTING			
<ul style="list-style-type: none"> Hold overall accountability for performance measures of results Coordinate and quality assure joint annual country and donor reports (narrative and financial reports) Track and report on global, regional and country-level progress on agreed targets and deliverables Provide technical expertise and sustained capacity strengthening to deliver agreed organizational results on elimination of harmful practices in the organizations' strategic plans Undertake joint monitoring missions with regional offices to support country office programme implementation 	<ul style="list-style-type: none"> Collaborate with HQ on QA of country reports QA for monitoring and reporting on country-level narrative and numerical results reporting, and financial reporting Undertake joint monitoring missions with HQ and country offices 	<ul style="list-style-type: none"> Generate continental briefing notes and draft reports, and prepare updates on joint programme strategic support to engage in regional dialogues. Report back to HQ on intergovernmental updates relevant to both programmes (e.g. language rejected or accepted in relevant resolutions) and provide oversight to policy dialogues and outcomes of negotiations 	<ul style="list-style-type: none"> Establish data collection and monitoring systems tailored to the operational environment and available resources Oversight and accountability for tracking, monitoring and reporting on narrative and numerical results reporting, and financial reporting Lead and support national capacity for monitoring and reporting by addressing transformative and accountability approaches

Figure 1. UNFPA–UNICEF communication flow chart for joint programmes ¹⁷



¹⁷ The four offices and communication flows have been illustrated in different colours with flows shown: some bi-directional, others uni-directional.

Annex 1: Roles and responsibilities of country offices and African Union Liaison Office

- 1.Roles and responsibilities of country offices within the United Nations System Development Framework
- 2.Role and responsibilities of liaison office (African Union Liaison Office)

1. Roles and responsibilities of country offices within the United Nations System Development Framework¹⁸

- Develop joint annual workplan (AWP) and/or revision guidance, after consultations with key stakeholders, United Nations agencies, experts and/or grass-roots organizations – required to be submitted to headquarters (HQ).
- Facilitate and contribute to the production of joint consolidated biannual workplans, budgets, and annual and provisional narrative reports, as needed.
- Guide the process of delivery of technical assistance and engagement with partners.
- Provide programme guidance, updates and information to implementing partners and other stakeholders.
- Identify innovative approaches to implement activities and build, manage and expand relationships with partners to support implementation.
- Provide joint periodic reports to the United Nations resident coordinator on programme performance and results.
- Participate jointly in inter-agency coordination activities, in United Nations Programme Management Team, United Nations Gender Theme Group and other mechanisms relevant to supporting United Nations agencies, government ministries, donors, and civil society organizations (CSOs) and non-governmental organizations (NGOs) to ensure that the joint programme is harmonized and aligned with other in-country efforts.
- Engage with relevant committees or task forces (centralized and decentralized).
- Liaise with the Spotlight Initiative team to engage directly and proactively with agency staff in recipient United Nations organizations (RUNOs) and Associate United Nations agencies in the coordination of administrative and logistic support that facilitates implementation of activities under the Spotlight Initiative portfolio.
- Lead the development of a knowledge management plan with the support of the regional office and support the development of the Communication and Visibility Plan.
- Coordinate monitoring, data collection and reporting for child marriage/FGM, including for violence against women and girls (VAWG) for the Spotlight Initiative, as follows:
 - Lead the development and implementation of comprehensive and realistic monitoring and evaluation (M&E) plans and strategies with appropriate data sources, collection methods, analysis, quality controls and resource requirements.
 - Support the use of M&E results-based management resource materials, templates and guidance documentation to participating United Nations agencies and/or community-based monitoring mechanisms.
 - Support inter-agency efforts on results and progress monitoring and reporting on sexual and gender-based violence (SGBV), the Spotlight Initiative and on ending violence against women and girls, and ending violence against children.
 - Coordinate joint evaluation and validation meetings in close collaboration with relevant partners, or Spotlight RUNOs, when applicable.
 - Lead development of M&E plans and strategies for ending violence against women and girls, including the Spotlight Initiative.

¹⁸ Based on the United Nations Sustainable Development Group, United Nations Sustainable Development Cooperation Framework – Internal guidance, Final, UNSDG, 3 June 2019, <<https://unsdg.un.org/resources/united-nations-sustainable-development-cooperation-framework-guidance>>.

2. Role and responsibilities of liaison office (African Union Liaison Office)¹⁹

- High-level political and strategic engagement
 - Engage with the African Union (AU), which has political legitimacy and convening power to galvanize consensus on development priorities across the continent and to mainstream child marriage/FGM in the emerging global 'Young People's Agenda'
 - Support the African Committee of Experts on the Rights and Welfare of the Child (ACERWC) and Member States in relation to ratification, reporting and implementation of the African Charter to ensure that the Charter and Agenda 2040 are owned and supported by all departments of the AU
 - Support the next phase of the AU Campaign to End Child Marriage and promote the development of a strong framework for monitoring and accountability
 - Support AU efforts to accelerate action to eliminate FGM (through the Saleema Initiative) and other forms of harmful practices and/or VAWG.
- Technical engagement
 - Draw on the technical capacity of HQ and regional offices in Africa to support the work of the African Union Commission (AUC) and the regional economic communities (RECs); technical support may be provided virtually, through drafting and review of documents and concept notes, and/or in person, through participation in working groups and AU and REC meetings
 - Coordinate the joint programmes' contributions or inputs received from HQ to ongoing regional and continent-wide programmes on harmful practices (child marriage/FGM) and represent the joint programmes in inter-agency coordination working groups
- Participate in the United Nations Regional Coordination Mechanism – RCM Africa and manage the joint programmes' contributions to relevant cluster systems and interaction with the AUC
- Represent the joint programmes, when required, in regional and continental conferences, workshops, seminars and meetings, especially those organized by United Nations agencies, the AU and other relevant entities.
- Multilateral and intergovernmental affairs and partnership building
 - Develop partnerships with the AU to put in place child-sensitive social protection systems benefiting the joint programmes, and advocate for greater fiscal space and investment for children and young people, especially for those at risk or survivors of harmful practices
 - Identify new areas of collaboration to build strategic partnerships and strengthen existing partnership with the different United Nations liaison offices to the AU and other relevant partners to mainstream child marriage/FGM in regional and continental discourses and policies
 - Develop a strategy for an expanded partnership and work on the implementation of specific programme activities in collaboration with other team members of the liaison unit
 - Identify donors' priorities regarding their partnership with the AU on harmful practices or VAWG issues, and develop programmes to mobilize resources for child marriage/FGM policy-related activities

¹⁹ Based on the terms of reference of the Global/Joint Programme AU/LO coordinator and the 2019–2021 AU–UNICEF Engagement Strategy.

- Participate in continental policy discussions and debates, and generate briefing notes and draft reports, and prepare updates on joint programme activities as inputs for various regional dialogues; draft papers on policy issues and contribute to policy and programme formulation by regional and continental bodies
- Manage the compilation and dissemination of information on key activities of the AU and relevant United Nations partners of the headquarters, regional and country offices in Africa on a regular and timely basis
- Based on the International Conference on Population and Development (ICPD) or the Convention on the Rights of the Child (CRC), likeminded stakeholders, organizational mandate or comparative advantage and capacity of the liaison office, UNICEF or UNFPA lead the political engagement with key partners (e.g., AU or Addis Ababa/ Geneva-based permanent missions), including by liaising with them and contributing to continental resolutions; HQ will provide substantial joint inputs to resolutions drafted by Member States and will contribute to the drafting of statements or interventions, as appropriate
- UNFPA will develop strategies for intergovernmental processes relevant to ICPD and to UNFPA, while UNICEF will develop strategies relevant to CRC, child protection and UNICEF; both using their comparative advantages and entry-points in the areas of human rights, health and humanitarian action, particularly in Geneva
- Develop strategies to ensure that UNFPA and UNICEF enjoy a positive image with Geneva-based permanent missions, United Nations agencies and civil society, and achieve their corporate objectives, including through the realization of outcomes in intergovernmental processes in the areas of health, human rights and humanitarian affairs, particularly in Geneva.



Annex 2:UNFPA–UNICEF Global Programme
to End Child Marriage Programme
Governance and Management²⁰

1. Global Programme Support Unit
2. Regional and country entities
3. Progress and utilization reporting
4. Human resources
5. Fund management

²⁰ Edited extracts from: United Nations Population Fund and United Nations Children's Fund, UNFPA-UNICEF Global Programme to End Child Marriage Phase II Programme Document 2020–2023, UNFPA and UNICEF, New York, November 2019, <<https://www.unicef.org/documents/global-programme-phase-ii-programme-document-theory-change>>.

1. Global Programme Support Unit

The Global Programme Support Unit consists of staff of UNFPA and UNICEF, under the lead and management of UNICEF as the mandated convening agent, to ensure high-quality planning, implementation and oversight at headquarters, regional and country office levels. The headquarters offices are responsible for overall leadership, while headquarters and regional offices work together on programme guidance, planning, reporting and oversight.

UNFPA costs for programme management and coordination (not part of the UNICEF convening agent budget) are reflected in the workplans of UNFPA headquarters and regional offices. The support unit is responsible for joint annual planning, review and monitoring of the programme for submission and approval to the Steering Committee. Furthermore, the support unit leads on strategic and technical programme guidance.

2. Regional and country entities

Regional and country offices work closely with the Global Programme Support Unit, following the overall division of labour detailed in Table 3.

Table 3. Division of labour in the UNFPA–UNICEF Global Programme to End Child Marriage²¹

GLOBAL LEADERSHIP (HEADQUARTERS)	REGIONAL LEADERSHIP (REGIONAL OFFICE)	COUNTRY LEADERSHIP (COUNTRY OFFICE)
Provide strategic direction and guidance to country office programmes	Provide regional strategic direction and guidance and technical support to country office programmes	Liaise with national coordination group on ending child marriage Coordinate UNFPA-UNICEF joint planning with the government on annual plans
Provide technical guidance, monitoring and evaluation frameworks, research strategies and technical assistance, with regional offices, for country offices	Joint country monitoring of implementation and results	Establish partnership agreements with implementing partners and direct accountability for resources and results
Liaise with key partners, Member States and the executive boards, on communications, resource mobilization and advocacy	Contribute to regional processes, support the work of regional bodies	Set up data collection systems and monitoring processes
Convene the Steering Committee and provide secretariat support	Prepare, with headquarters, technical guidance, monitoring and evaluation frameworks, research strategies, and technical assistance for country offices	Provide technical assistance to the government and implementing partners
Consolidate work plans and budget allocations	Establish multi-country knowledge management processes that go beyond the twelve countries of the	Conduct joint agency missions
Consolidate monitoring and reporting into annual reports	Global Programme	Prepare joint reporting to global level
Establish multi-country, multi-region knowledge management processes	Support global and regional network meetings and consultations	Build local partnerships and advocacy
	Prepare reports on regional progress	

²⁰ Edited extracts from: United Nations Population Fund and United Nations Children's Fund, UNFPA-UNICEF Global Programme to End Child Marriage Phase II Programme Document 2020–2023, UNFPA and UNICEF, New York, November 2019, <<https://www.unicef.org/documents/global-programme-phase-ii-programme-document-theory-change>>.

²¹ UNFPA-UNICEF Global Programme to End Child Marriage Phase II Programme Document 2020–2023.

3. Progress and utilization reporting

Following United Nations Sustainable Development Group (UNSDG) guidelines for parallel and pass-through funding modalities,²² one organization is responsible for consolidated global narrative reporting based on the preparation of joint reports at the country level. UNICEF, the mutually agreed convening agent, has taken the lead role in preparing the consolidated annual global narrative report. UNFPA and UNICEF follow an annual narrative and financial reporting structure for participating offices at country, regional

and headquarters levels that is harmonized across offices and provides information on key areas of progress. UNFPA and UNICEF country and regional offices provide joint annual reports to the Global Programme Support Unit in late January each year. The annual country reports are in turn synthesized into a global report for submission to the Steering Committee by the second quarter of the year.

4. Human resources

Through consultation, UNFPA and UNICEF identified the existing human resources and capacity areas needed to implement the Global Programme. The structure of the teams working on child marriage varies across offices; however, a cross-sectoral approach and a coordination mechanism among the relevant sectors constitute common themes. All the relevant UNICEF sectors (adolescent development and participation, child protection, Communication for Development (C4D), data and analysis, education, evaluation, gender, social policy, health and HIV) are increasingly linking their specific programmes and work for a coordinated response. UNFPA country and regional offices draw on staff with expertise in adolescent sexual and reproductive health, gender, and population and development, including data.

UNFPA and UNICEF are strengthening their human resources at country, regional and headquarters levels to expand their work on child marriage and deliver the Global Programme outcomes. With few exceptions, the organizations' personnel working on the programme are being drawn from existing staff capacity assigned to various programme areas.

With the overall strategy being multisectoral, most of the offices' workplans have identified specific strategies to be carried out by the sections responsible, with a child marriage focal person appointed in each section, and the convening of regular multisectoral planning and progress update meetings to ensure close coordination and collaboration across sections.

Staff positions are determined by country programme and office management plans, and country and regional offices have initiated recruitment for a limited number of posts directly linked to the programme of work on child marriage. Where needed, short-term consultants are brought on board. Having a dedicated staff to manage the Global Programme in each office is important to ensure coordination, synergies, joint planning and implementation. Country offices are allowed to allocate up to 15 per cent of their budgets to cover human resources (national and international staff).

²² United Nations Development Group, Standard Operating Procedures for Countries adopting the "Delivering as One" Approach, Guidance Note on Joint Programmes, UNDG, New York, August 2014, <<https://unsdg.un.org>>.

5. Fund management

The Global Programme brings together UNFPA and UNICEF with distinct mandates for enhanced impact at a large scale. The programme is designed to enhance clarity about the roles and responsibilities of each partner, to help identify complementarities and minimize duplication of effort, and to ensure mutual accountability on the delivery of the results. To achieve this, the Global Programme primarily uses a pass-through funding modality, while accommodating parallel contributions based on donor restrictions, following UNSDG guidelines. In this way, UNFPA and UNICEF are jointly working towards a common goal and from a common results framework that is clearly defined, while each organization is accountable for its own mandate-area results. UNICEF has taken on the role of administrative agent and convening agent.

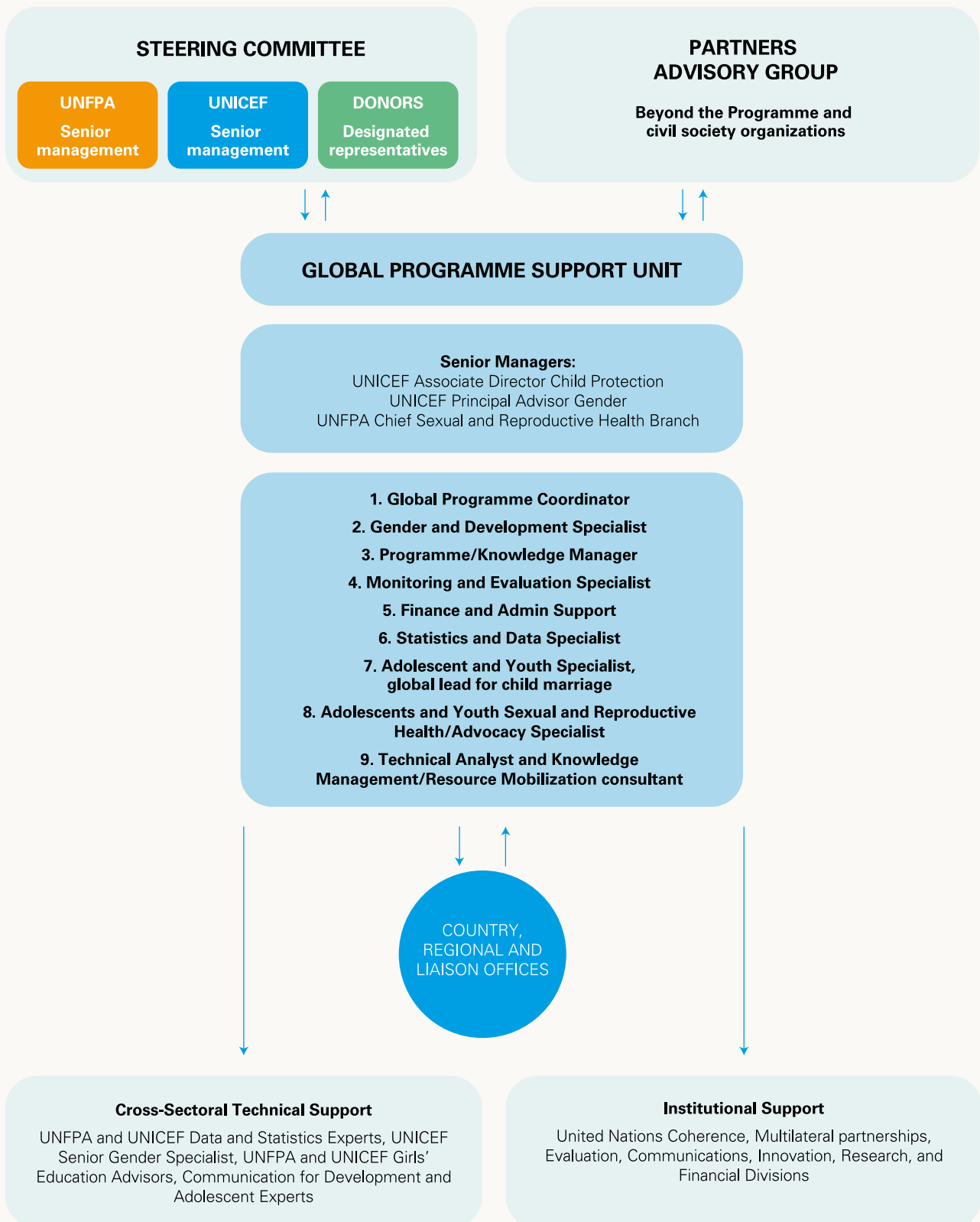
According to the UNSDG guidelines, the administrative agent is accountable for:

- Effective and impartial fiduciary management and financial reporting
- Financial management
 - Receives donor contributions
 - Disburses funds to participating United Nations organizations based on Steering Committee instructions
 - Consolidates periodic financial reports and a final financial report
- Programme governance and management
 - Day-to-day administration
 - The administrative agent is entitled to a fee of 1 per cent on total contributions.

The convening agent is accountable for:

- Coordination of programmatic activities and narrative reporting
- Operational and programmatic coordination
 - Coordinates all the Global Programme partners
 - Coordinates and compiles annual workplans and narrative reports
 - Coordinates monitoring of annual targets
 - Convenes and reports on Steering Committee meetings
 - Facilitates audits and evaluation
 - Reports back to the Steering Committee
 - May be involved in resource mobilization
 - Involvement in day-to-day coordination, but does not hold any financial or programmatic accountability
- The convening agent is entitled to charge coordination costs directly to the Global Programme budget.

Figure 2. Management structure of the UNFPA–UNICEF Global Programme to End Child Marriage ²³



²³ Adapted from UNFPA-UNICEF Global Programme to End Child Marriage Phase II Programme Document 2020–2023.

Annex 3:

UNFPA–UNICEF Joint Programme
on the Elimination of Female Genital
Mutilation programme governance
and management²⁴

1. Global Joint Programme Coordination Team
2. Human resources
3. Fund management
4. Programme design: workplans
5. Programme monitoring
6. Financial reporting
7. Accountability

²⁴ Edited extracts from: United Nations Population Fund and United Nations Children's Fund, Joint Programme on the Elimination of Female Genital Mutilation: Accelerating change. Proposal for Phase III of the UNFPA–UNICEF Joint Programme, UNFPA and UNICEF, New York, undated, <<https://www.unicef.org/documents/proposal-phase-iii-unfpa-unicef-joint-programme-elimination-female-genital-mutilation>>.

1. Global Joint Programme Coordination Team

Day-to-day programme and financial management and administrative work will be handled by the Joint Programme Coordination Team at Headquarters level. The team will be responsible for the following main tasks and responsibilities.

- Promote partnership, undertake advocacy initiatives at the global level, and support resource mobilization.
- Engage with and solicit technical inputs from relevant units of UNFPA and UNICEF headquarters to benefit from the institutional knowledge base and expertise.
- Develop knowledge on social change and emerging issues, and facilitate documentation of best practices and knowledge management.
- Ensure timely preparation and submission of workplans at headquarters, regional and country office levels.
- Provide technical support and follow-up for programme implementation and financial management.
- Implement capacity-building initiatives for the Joint Programme team.
- Prepare the global annual report for the Joint Programme based on inputs from regional and country offices.
- Organize annual consultation meetings for the Joint Programme.
- Facilitate and ensure the smooth conduct of Steering Committee meetings and serve as a secretariat to the Steering Committee.
- Respond to requests from the Steering Committee, donors and senior management of UNFPA and UNICEF.
- Facilitate evaluation of the Joint Programme.
- Represent the Joint Programme on various technical forums and at advocacy events.

²⁴ Edited extracts from: United Nations Population Fund and United Nations Children's Fund, Joint Programme on the Elimination of Female Genital Mutilation: Accelerating change. Proposal for Phase III of the UNFPA-UNICEF Joint Programme, UNFPA and UNICEF, New York, undated, <<https://www.unicef.org/documents/proposal-phase-iii-unfpa-unicef-joint-programme-elimination-female-genital-mutilation>>.

2. Human resources

A programme coordinator at UNFPA will lead the Joint Programme Coordination Team with close support from the joint technical team at both UNFPA and UNICEF. For UNFPA, the Joint Programme will be situated within the Gender, Human Rights and Culture Branch of the Technical Division (based in Addis Ababa, Ethiopia), while it will be within the Child Protection Section under the Programme Division for UNICEF (based in New York, United States). The governance and programme modalities will continue to be characterized by UNFPA and UNICEF co-management at global, regional and country levels.

Regional offices will have direct responsibility to follow up on programme implementation at the country level, to support monitoring and reporting on results, and to provide specific technical support required by country offices. Regional offices will also develop a plan of action to support regional and country efforts. The Joint Programme will fund specific posts at regional offices while benefiting from the existing senior advisors for gender, child protection, and monitoring and evaluation funded by other resources of the regional offices of UNFPA and UNICEF. To strengthen the partnership with the African Union (AU), the Joint

Programme will have staff and/or consultants in Addis Ababa to work closely with the AU to ensure coordination among the AU units, civil society organizations (CSOs), and UNFPA and UNICEF.

Country offices will develop an annual workplan in a consultative process engaging partners at the national level, which will also take into consideration the comparative advantages of UNFPA and UNICEF. All country offices will officially designate a focal person to follow up on the management and implementation of the Joint Programme. The Joint Programme will fund staff at the country office level based on expressed need and availability of funding on a case-by-case basis.

Both government and (international) non-governmental organizations (NGOs) will be eligible to apply for funding from the Joint Programme. Government partners and national CSOs may receive funding at the country level, while international CSOs can receive funding via their headquarters. CSOs will be key partners at regional and country levels. (International) NGOs may have their own administrative and operational support costs, which are negotiable at the time of signing an agreement.

3. Fund management

UNFPA continues to be the administrative agent and as such is responsible for:

- Signing a new memorandum of understanding with UNICEF
- Negotiating and signing a standard administrative arrangement with donors contributing to the Joint Programme
- Receiving financial contributions from donors
- Disbursing funds to UNFPA and UNICEF for programme implementation in accordance with instructions from the Steering Committee, approved annual workplans and fund availability (written request from Joint Programme Coordination Team will be presented to the administrative agent whenever there is a fund transfer request)
- Consolidating financial statements and reports, incorporating submissions from UNICEF, and presenting and submitting them to the Steering Committee

4. Programme design: workplans

The development of results-based workplans with detailed budgets follows a bottom-up approach to ensure that the work reflects the regional and national/subnational contexts and interventions are designed to achieve the intended results. Countries will prepare and submit a joint biennial workplan engaging all implementing partners in a consultative process. Workplans will be jointly reviewed by regional advisors and the global coordination team to provide feedback to country teams. Countries will then submit final workplans.

Regional offices (UNFPA and UNICEF) will develop and submit a joint biennial workplan for review by the global coordination team. Global-level implementing partners will develop workplans on specific agreed areas to be managed either by UNFPA Headquarters or UNICEF Headquarters. UNFPA Headquarters and UNICEF Headquarters will work closely together in identifying and managing global-level partners. The global coordination team will compile all biennial workplans for review and final approval. Approved workplans will serve as a basis for resource allocation to all offices.

5. Programme monitoring

Programmatic and financial performance will be closely monitored throughout the year at the country, regional and global levels. Annual consultations involving all country offices, regional offices and the global coordination team will be organized at the country level on a rotational basis.

6. Financial reporting

Country offices and regional offices will submit joint results-oriented annual progress and financial reports (one per country and one per region) that systematically summarize all interventions and achievements in a given year. However, implementing partners – both governmental and (international) NGOs – at all levels are expected to submit quarterly progress and financial reports as per the internal guidelines of UNFPA and UNICEF.

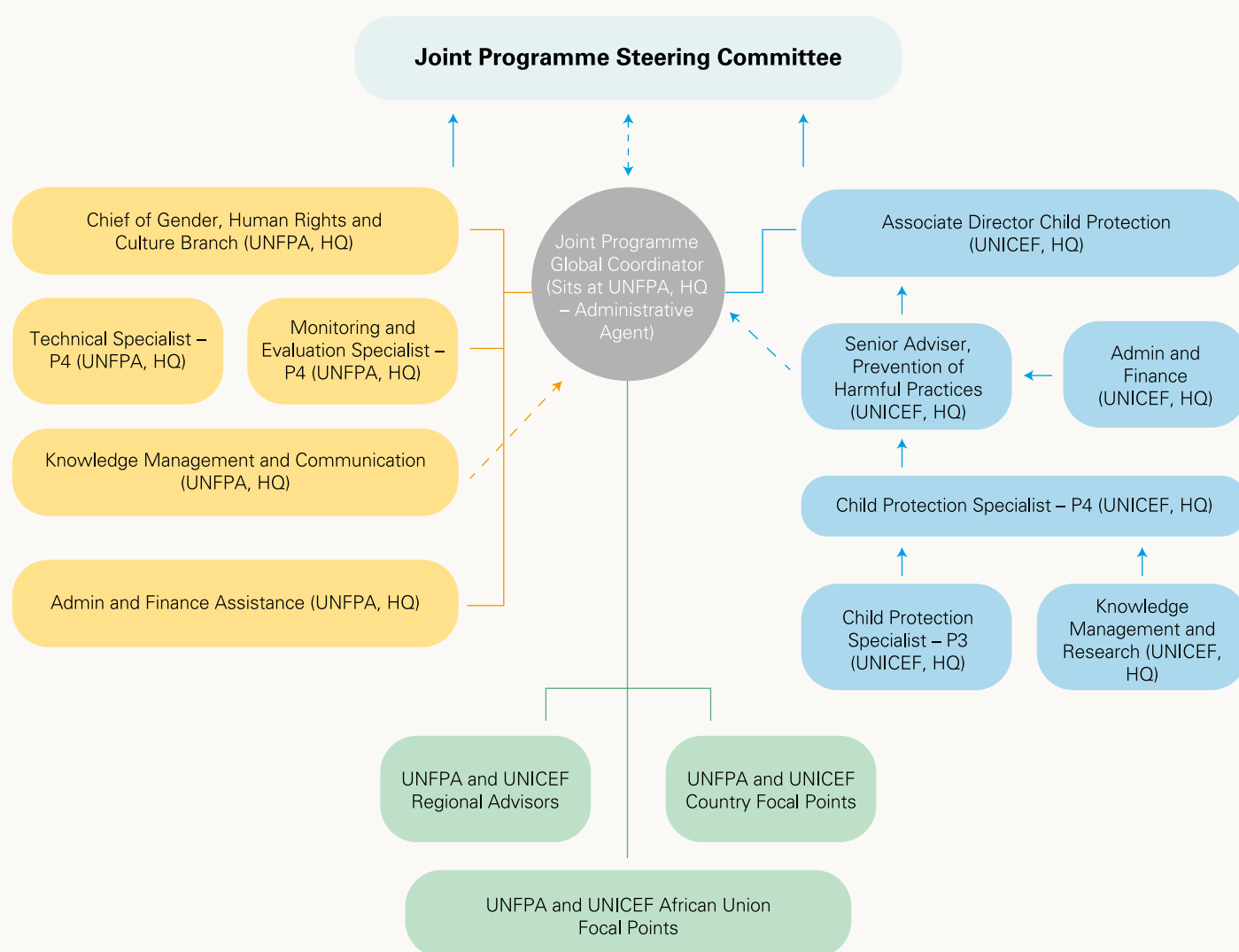
The global coordination team will prepare a comprehensive consolidated annual progress report for the Joint Programme for wider public circulation. UNFPA, as the administrative agent, will prepare a certified financial statement on an annual basis for submission to the Steering Committee and donors (and any others that require it). Financial records of implementing partners are subject to financial audit based on the internal rules and regulations and the accountability framework of UNFPA and UNICEF.

7. Accountability

Accountability for programme implementation and financial management rests with the implementing units at different levels (country offices, regional offices, global level). At the country level, where a significant proportion of the financial resources is expected to be utilized, UNFPA and UNICEF country representatives are responsible for programme implementation (ensuring the technical quality, relevance and timeliness in delivery/planned results) and financial management under the system of the United Nations resident coordinator. Regional

directors are similarly accountable for all regional-level initiatives in addition to overseeing country-level programme implementation. Global-level responsibility entails following up on the overall programme implementation at the country and regional levels, in addition to leading global-level initiatives. In general, efforts will be made to enhance capacity and institutionalize results-based management throughout the implementation of the Joint Programme at different levels.

Figure 3. Management structure of the UNFPA–UNICEF Joint Programme on the Elimination of Female Genital Mutilation: Accelerating Change ²⁵



²⁵ Adapted from United Nations Population Fund and United Nations Children's Fund, Proposal for Phase III of the UNFPA-UNICEF Joint Programme Elimination of Female Genital Mutilation: Accelerating Change, UNFPA and UNICEF, New York, October 2017, p. 33, <www.unicef.org/media/71786/file/JP-FGM-Phase-III-Proposal.pdf>.

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