



UNITED NATIONS POPULATION FUND

THE UNFPA STRATEGIC PLAN, 2014-2017

Annex 5

Alignment of the Strategic Plan with the QCPR

The Quadrennial Comprehensive Policy Review of operational activities for development of the United Nations system (QCPR) resolution “underscores the importance of ensuring that the strategic plans of funds and programmes are consistent with and guided by the comprehensive policy review...” (General Assembly resolution, 67/226, para 184). The matrix below does not present a comprehensive analysis of follow-up actions taken (or to be taken), but rather serves as a **high-level summary of how UNFPA has consciously aligned its Strategic Plan with the QCPR guidance together with information on actions already underway or implemented**. As highlighted in the below, efforts to address the QCPR have been included through the Strategic Plan and the accompanying annexes.

Note: Following a request by Member States that UNDG entities consolidate their follow-up process to the QCPR, the UNDG Advisory Group, in close consultation with DESA, has developed a UNDG QCPR action plan. The plan reflects key and time-bound QCPR priorities and mandates to be implemented in the short-to-medium term, including detailed actions, and an indicator framework. UNFPA has coordinated closely with other funds and programmes – particularly UNDP, UNICEF, UN-Women, and WFP – and included eight of the shared indicators in the Integrated Results Framework (labelled “shared QCPR” in the framework). The UNDG plan is intended to guide agencies, funds and programmes on key QCPR priorities as they align their SPs with the QCPR to enhance coherence, while minimizing the reporting burden. UNFPA will continue to work with DESA and DOCO to input into the QCPR follow-up process, and guide QCPR implementation internally in a strategic manner. Additionally, UNFPA has included a further six indicators in the Integrated Results Framework that will enable other aspects of the QCPR to be tracked (labelled “QCPR” in the framework).

| RELEVANT QCPR PARAGRAPHS | STRATEGIC PLAN RESPONSE |
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| SUBSTANTIVE FOCUS | |
| <p><u>Sustainable Development</u></p> <p><i>“Also recognizes that sustainable development should be given due consideration by the programmes, funds and specialized agencies ..., and invites them to further enhance the mainstreaming of sustainable development into their respective mandates, programmes, strategies and decision-making processes ...” (para 14)</i></p> | <p>The Introduction to the Strategic Plan (2014-2017) explains that the QCPR was particularly influential in the development of the strategic plan, and also explicitly makes reference to the Rio+20 process. The description of the strategic direction explains that while MDG 5a and 5b on maternal mortality and reproductive health are the central focus of the Fund’s work, it is important to recognize that improving maternal health has a number of broader developmental impacts for all the other MDGs, since “[e]nsuring universal access to family planning is an important component of a path toward sustainable development” (para 7). Additionally, sustainable development is explicitly included in Outcome 4 (“Strengthened national policies and international development agendas through integration of evidence-based analysis on population dynamics and their links to sustainable development, sexual</p> |

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| | <p>and reproductive health and reproductive rights, HIV and gender equality”). In this outcome sustainable development is explicitly mentioned as one of the development objectives that influence, and are influenced by, the work of the organization on population dynamics.</p> |
| <p><u>Poverty Eradication</u></p> <p><i>“Reaffirms that eradicating poverty is the greatest global challenge, and an indispensable requirement for sustainable development in developing countries, particularly in Africa, and underlines the importance of accelerating sustainable, broad-based, inclusive and equitable economic growth for the benefit of all people and the achievement of the internationally agreed development goals, including the MDGs.” (para 69)</i></p> <p><i>“Acknowledges that the eradication of poverty ... should continue to be a core area of focus for the UNDS, and that its development programmes and projects should attempt to address this greatest global challenge as their underlying objective.” (para 70)</i></p> <p><i>“Calls upon the organizations of the United Nations development system, including the funds, programmes and specialized agencies, in accordance with their mandates, to assign the highest priority to poverty eradication, and stresses that efforts in this area should be scaled up to address the root causes of extreme poverty and hunger;” (para 71)</i></p> <p><i>“Encourages the UNDS to share good practices, lessons learned, strategies, programmes and policies, such as capacity building, employment generation, education, vocational training, rural development and the mobilization of all possible resources, among others, which aim at achieving poverty eradication and promoting the active participation of those living in poverty in the design and implementation of such programmes and policies as mandated by the United Nations development system, with the aim of accelerating progress towards achieving the Millennium Development Goals and informing the process leading to the post-2015 development agenda.” (para 73)</i></p> | <p>Although UNFPA’s work has always been in the context of poverty eradication, the new Strategic Plan is more explicit about the organization’s poverty focus. The introduction to the Strategic Plan gives the context, stating that “[e]conomic growth has lifted millions from poverty but has not reduced inequality, and the disparities are stark” (para 3) and that “[e]ffective management of migration and urbanization will be key to improving living standards and finding a path out of poverty for the vulnerable and marginalized” (para 4). The above-mentioned description of the strategic direction that explains that UNFPA’s focus has an impact for all the other MDGs, with reference to MDG 1 goes on to say that “Reducing the complications of pregnancy and childbirth – with the associated costs – and the significant economic benefits of family planning both contribute to poverty reduction” (para 7). Poverty reduction is explicitly included under Outcome 4 as one of the development objectives which influence, and are influenced by, the work of the organization on population dynamics. Outcome 3 also includes a specific focus on the “most vulnerable and marginalized”, many of whom are coping with economic exclusion and poverty. Finally, across the Integrated Results Framework a number of indicators will be analysed using data disaggregated by wealth quintile.</p> |
| <p><u>Transition</u></p> <p><i>“Recognizes that the United Nations development system has a vital role to play in countries affected by natural disasters or conflicts that are in transition from relief to development ...” (para 94)</i></p> <p><u>Resilience</u></p> <p><i>“Emphasizes that building and strengthening resilience at the local, national and regional levels is critical to reducing the impact of disaster ..., and in this regard, while recognizing that building resilience is a long-term development process, stresses the need for continued investment in preparedness, prevention, mitigation and response capacity.” (para 109)</i></p> | <p>Both assisting countries that are in transition from relief to development and strengthening resilience are key elements of UNFPA’s humanitarian work. This is described in detail in annex 3 of the Strategic Plan, but is also the focus on a dedicated output in the Integrated Results Framework (output 5), as well as highlighted in other parts of the Framework (e.g., output 12). Resilience building is also mentioned as one of the main tenets of the theories of change as outlined in annex 2.</p> |

| CROSS-CUTTING ISSUES | |
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| <p><u>National Ownership and Capacity-Building</u></p> <p><i>“Reaffirming that each country must take primary responsibility for its own development and that the role of national policies and development strategies cannot be overemphasized in the achievement of sustainable development, and recognizing that national efforts should be complemented by supportive global programmes, measures and policies aimed at expanding the development opportunities of developing countries, while taking into account national conditions and ensuring respect for national ownership, strategies and sovereignty.” (Preamble)</i></p> <p><i>“Calls upon the UNDS to strengthen its focus on developing national capacities for development planning, disaggregated data collection and analysis, implementation, reporting, monitoring and evaluation, with an emphasis on the effective integration of the economic, environmental and social dimensions of sustainable development ...” (para 61)</i></p> | <p>National ownership, as one of the principles of aid effectiveness, remains an important foundation for the Strategic Plan, as reflected in the introduction (para 5) and in the annex 3 on the business model. One of the core tenets of the changes to the business model is that UNFPA needs to become more differentiated in how it operates in different settings, which will position the organization better to meet the needs of the countries in which it works, supporting the principle of country ownership.</p> <p>Developing national capacities remains the cornerstone of UNFPA’s work, as reflected in almost all the development outputs in the IRF (ref. para 35 with explicit reference to how it is “reflecting the importance of capacity development in the QCPR”), and many of the indicators. The introduction to the Integrated Results Framework (annex 1) describes this in more detail, while the theories of change contained in annex 2 provide additional information about how this is approached in each of the outcomes. The organizational effectiveness and efficiency part of the Integrated Results Framework also includes a dedicated indicator on the use of the common UNDG capacity measurement approach, when it is developed.</p> |
| <p><u>South-South and Triangular Cooperation</u></p> <p><i>“Reaffirms the increased importance of South-South cooperation, and in this regard calls upon the funds, programmes, specialized agencies and other entities of the United Nations system to mainstream support to South-South cooperation and triangular cooperation into the regular country-level programming ...” (para 74)</i></p> | <p>As per the business model, in order to put more emphasis on upstream work, UNFPA plans increased involvement in South-South and triangular cooperation (SSC and TrC)(para 44 and 50). The theories of change in annex 2 detail some of the specific uses of SSC and TrC, while the appendix to annex 2 also contains more information about UNFPA’s approach to the area (including the internal strategy that guides the organization’s work on SSC and TrC). The Integrated Results Framework includes a specific indicator on the organization’s activities in this area. Finally, a number of the Regional Offices have included SSC and TrC activities in the action plans that they are producing to describe the interventions at regional level in the context of the new Strategic Plan.</p> |
| <p><u>Gender Equality and Women’s Empowerment</u></p> <p><i>“Requests the organizations of the UNDS to substantially increase the investment in and focus on outcomes and outputs relating to gender equality and the empowerment of women in United Nations development framework programmes.” (para 81)</i></p> <p><i>“Calls upon the organizations of the UNDS, within their organizational mandates, to further improve their institutional accountability mechanisms and to include intergovernmentally agreed gender equality results and gender-sensitive indicators in their strategic frameworks.” (para 91)</i></p> <p><i>“Also calls upon the organizations of the UNDS to continue efforts to achieve gender balance in appointments within the United Nations system at the central, regional and country levels for positions that affect operational activities for development ...” (para 92)</i></p> | <p>The Strategic Plan highlights the fact that “[t]he promotion of gender equality is [a] central principle of the Fund’s work” (para 10). This emphasis is visible through the Strategic Plan. For example, the “bullseye” specifically identifies women as a key population on which the organization is focusing, while the Integrated Results Framework has a dedicated outcome on gender equality and women’s empowerment (Outcome 3: “Advanced gender equality, women’s and girls’ empowerment, and reproductive rights, including for the most vulnerable and marginalized women, adolescents and youth”). The Integrated Results Framework also addresses gender dimensions across all other relevant outcomes, outputs, and indicators, including by highlighting “gender-responsive” sexual and reproductive health services (outcome 1) and using sex-disaggregated data for analyses.</p> <p>The organizational effectiveness and efficiency section of the Integrated Results Framework includes specific indicators on the use of the gender marker for financial reporting (a shared QCPR indicator) and on the organization’s commitment to the UN System-wide Action Plan on gender equality.</p> <p>As a result of this emphasis on gender equality, the document notes that the organization’s strategic direction will benefit MDG 3, saying that “[i]n addition to the benefits of girls’ education, achieving universal access to SRH and realizing reproductive rights are fundamental to the</p> |

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| | attainment of full gender equality” (para 7). |
| <p>FUNDING</p> | |
| <p><u>Sustainability of Funding</u></p> <p><i>“Requests the United Nations funds and programmes [...] to report to their governing bodies at the first regular session of 2014 on concrete measures taken to emphasize the importance of broadening the donor base...” (para 35)</i></p> | <p>Diversification of the funding base is a priority for UNFPA, and “as a reflection of the priority accorded to this issue, additional human resources are being added at the regional level to build new partnerships and generate additional resources from non-traditional sources” (para 63). A dedicated indicator has also included been included in the organizational effectiveness and efficiency section of the Integrated Results Framework (2.2: “Dollar amount contributed by donors other than the top 15”).</p> |
| <p><u>Alignment between Resources and Strategic Priorities</u></p> <p><i>“Calls upon the funds and programmes, and encourages the specialized agencies, to carry out any changes required to align their planning and budgeting cycles with the quadrennial comprehensive policy review...” (para 121)</i></p> <p><i>“Encourages the governing bodies of the United Nations funds, programmes and specialized agencies, as appropriate, to ensure that all available and projected core and non-core resources are consolidated within an integrated budgetary framework, based on the priorities of their respective <u>strategic plans</u> ...” (para 41)</i></p> <p><i>“... noting the need to make non-core resources more flexible and aligned with <u>strategic plans</u> ...” (para 27)</i></p> | <p>UNFPA, like UNDP, UNICEF and other organizations, has already aligned its planning and budgeting cycles with the QCPR. The organization has, therefore, been able to take full advantage of QCPR guidance in the design of its Strategic Plan.</p> <p>For the first time, an Integrated Budget has been developed to encompass all of UNFPA’s resources for a four-year period (to align it with the Strategic Plan). The Integrated Budget was developed based on the priorities of the Strategic Plan to ensure that the budget acts as a vehicle to operationalize the plan. Also for the first time, the budget includes indicative allocations for each of the four outcomes of the Strategic Plan.</p> <p>The Strategic Plan describes the current issues associated with the split of resources into core and non-core, and the need to unify the funding architecture. This will be a multi-year process, but the end result will be a system that advances the QCPR’s push for ensuring that non-core resources are aligned with the Strategic Plan.</p> |
| <p><u>Cost Effectiveness and Cost Recovery</u></p> <p><i>“Requests the Executive Boards of the United Nations funds and programmes, ..., to adopt cost recovery frameworks by 2013, with a view to their full implementation in 2014, based on the guiding principle of full cost recovery, proportionally, from core and non-core resources, and a simple, transparent and harmonized methodology, providing incentives, including through differentiated cost recovery rates, and taking into account different volumes and nature of funds to increase core funding and more predictable, flexible and less earmarked non-core contributions that are aligned with the strategic plans adopted by the respective governing bodies.” (para 53)</i></p> <p><i>“Requests the United Nations funds and programmes ... to include estimated amounts to be recovered in their budgets and to report on actual cost recovery amounts as part of their regular financial reporting.” (para 54)</i></p> <p><i>“Requests the United Nations funds and programmes to further pursue reductions in management costs in the effort to minimize the necessary cost recovery rate within the existing budget framework.” (para 56)</i></p> | <p>With the start of the new Strategic Plan, UNFPA, like UNDP and UNICEF, will be implementing harmonized cost classifications and cost recovery rates, which will improve the transparency and consistency of development project costing, thereby addressing the long standing concern that core resources unduly subsidize non-core activities.</p> <p>The Integrated Budget reflects the new harmonized conceptual framework for defining and attributing organizational costs and a new harmonized methodology and rate for calculating non-core cost-recovery.</p> |

| OPERATIONAL IMPLICATIONS | |
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| <p><u>Simplification and Harmonization of Business Practices</u></p> <p><i>“Requests the United Nations development system funds and programmes, ... , to further pursue higher-quality, more effective and cost-efficient support services in all programme countries by reducing the duplication of functions, and administrative and transaction costs through the consolidation of support services at the country level.” (para 152)</i></p> <p><i>“Also requests the funds and programmes... to further invest in intra-agency rationalization of business operations and to present plans in this regard to their governing bodies by the end of 2013.” (para 153)</i></p> | <p>Under the Strategic Plan, UNFPA will continue to pursue – with UNDP and its other UNDG partners – more effective and cost-efficient support services at country level. The UNDG is currently piloting a Business Operations Strategy in 13 countries to increasingly consolidate back-office services (procurement, ICT, HR) across UN entities. An integrated operations centre is being established in Brazil as a first pilot.</p> <p>UNFPA played a significant role in the development of UNDG-approved Standard Operational Procedures (SOPs), which are expected to further enhance simplification and harmonization of business practices in areas such as finance, human resources, procurement, ICT, logistics, travel, and harmonized approaches to cash transfers.</p> |
| <p><u>Procurement</u></p> <p><i>“Recognizes that more cost-effective, efficient and harmonized procurement practices can help to achieve greater effectiveness and better results, and encourages the United Nations development system to consider options for greater collaboration in procurement at the country, regional and global levels.” (para 156)</i></p> | <p>UNFPA continues to be committed to the highest procurement standards under the Strategic Plan. The organization plays a leading role in this area across the entire UN development system, through the organization’s work chairing the HLCM Procurement Network Harmonization working group. In cooperation with HLCM/UNDG, highest value common procurement initiatives have been identified and are being implemented in several countries (e.g., roll-out of the new guidelines for joint procurement in the field, piloting common procurement teams, and harmonization of specifications and common procurement of key commodities).</p> |
| <p><u>Greening of Business Practices</u></p> <p><i>“Calls upon the United Nations system to improve the management of facilities and operations by taking into account sustainable development practices ...” (para 15)</i></p> | <p>A “Green Procurement Policy” is under development, with a draft already prepared in collaboration with Deloitte and with input from UNEP, WHO, UNDP, UNICEF, UNOPS, ISO, technical experts and academic partners, and it will be finalized prior to the start of the Strategic Plan. Additionally, a guidance document on the safe disposal and management of unused and unwanted contraceptives has been released, and plans developed for its implementation.</p> |
| <p><u>Business Model</u></p> <p><i>“Recognizes that the country-level presence of the UNDS should be tailored to meet the specific development challenges and needs of programme countries.” (para 115)</i></p> | <p>The approach to revising UNFPA’s business model is based entirely on this principle of becoming more tailored and responsive to the different context in which the organization works. (Indeed, analytical work done in the context of the QCPR informed the development of the Strategic Plan.)</p> <p>The new approach set out in the Strategic Plan and in annex 3 will significantly improve UNFPA’s ability to address the differing needs of the countries in which the organization operates.</p> |
| UN SYSTEM COORDINATION | |
| <p><u>RC System</u></p> <p><i>“Stresses that the resident coordinator system, while managed by UNDP, is owned by the United Nations development system as a whole and that its functioning should be participatory, collegial and mutually accountable within that system.” (para 122)</i></p> <p>(a)</p> | <p>As noted in the Strategic Plan (particularly annex 3), UNFPA has not engaged with the Resident Coordinator system strategically enough to date. UNFPA is committed to letting go of the ICPD agenda and helping others embrace it, and one key way to do this within the UN development system is ensuring that Resident Coordinators are adequately trained on the ICPD agenda and see that they can have a key leadership role in advancing it.</p> |
| <p><u>UNDAF and Joint Programming</u></p> | <p>As noted in the Strategic Plan, UNFPA “is an active supporter of</p> |

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| <p><i>“Requests the UNDS to take measures in full consultation with Member States to further improve the UNDAF as a strategic framework and to simplify the UNDAF process” (para 117)</i></p> <p><i>“Encourages the United Nations development system to further strengthen joint programming processes at the country level.” (para 118)</i></p> <p><i>“Requests the UNDS to identify and address challenges and bottlenecks, in particular at the headquarters level, which have prevented United Nations country teams in “Delivering as one” countries from fully realizing the efficiency gains under the “Delivering as one” approach and to report thereon as part of the annual reporting on the implementation of the present resolution for the consideration of the Economic and Social Council and the General Assembly.” (para 137)</i></p> | <p>Delivering as One, and will expand joint programming efforts” (para 53).</p> <p>UNFPA will also continue to be a strong supporter of the UNDAF approach and of joint programming. The theories of change (annex 2) explicitly describe some of the organization’s existing and planned joint programmes. More generally, the broader principle of letting go of the ICPD agenda will drive the organization’s efforts to ensure that key elements of the ICPD agenda are reflected throughout UNDAFs.</p> <p>In terms of addressing challenges at the headquarters level that work against delivering as one, UNFPA has been a leader in inter-agency harmonization efforts on results-based management in the context of preparing the Strategic Plan and also on the Standard Operating Procedures, and the organization will continue to play an active role in other areas.</p> |
| PARTNERSHIPS | |
| <p><i>“Reaffirms the central role of Governments in contributing to the work of the UNDS, while recognizing the importance of the UNDS increasing capacity to engage in results oriented innovative national, regional and global partnerships, with diverse stakeholders, including international financial institutions, civil society, the private sector and foundations, and encourages the United Nations development system to intensify its collaboration with these stakeholders.” (para 20)</i></p> | <p>As the Strategic Plan states, “[p]artnerships are central to the work of UNFPA” (annex 3), and without them the organization would not succeed in achieving the ambitious targets in the Strategic Plan. As noted above and described in the Strategic Plan (para 51-53 and annex 3), there are a number of concrete changes being introduced around how the organization approaches partnerships. For example, units across the organization will develop partnership plans to ensure that they are taking a strategic approach to engaging with partners, particularly newer ones such as the private sector. The theories of change (annex 2) stipulate that UNFPA will expand partnership across various stakeholders as part of the efforts to improve effectiveness and mitigate risks. Indeed, expanding and relying on partnerships – with line ministries, youth networks, UN Agencies (including UNDP, UNDESA, UNESCO, UNICEF, WHO, and WFP), community-led organizations, and academic institutions – is a central part of all the theories of change.</p> |
| <p><u>Regional Dimension</u></p> <p><i>“Encourages ... the UNDS to strengthen collaboration with regional and sub-regional intergovernmental organizations and regional banks, as appropriate and consistent with their respective mandates.” (para 145)</i></p> <p><i>“Calls upon the organizations of the UNDS, its regional commissions and other regional and sub-regional entities, ... , to intensify their cooperation and to adopt more collaborative approaches to support country-level development initiatives.” (para 148)</i></p> | <p>These two aspects of regionalization – strengthened engagement with regional entities and improved support to countries – are at the heart of the elements of the Strategic Plan addressing regionalization. UNFPA has had some notable successes in collaborating with regional bodies, but the organization has recognized the need to be more systematic about this (para 50 and in more detail in annex 3).</p> <p>To strengthen support to country offices, a number of changes are being made with regard to regional offices. For example;</p> <ul style="list-style-type: none"> • the division of labour between regional offices and headquarters is being clarified (e.g., so that regional offices focus more efforts on quality assurance); • the approaches that regional offices use are being tailored to the countries that they are supporting (via the business model); and • gaps in human resources at regional offices are being strengthened by adding staff in human resources management, partnerships, communications, and humanitarian programming. |
| RESULTS-BASED MANAGEMENT | |
| <p><i>“Affirms the importance of accountability, transparency and improved results-based management and further harmonized results-based reporting on the work of the United Nations funds, programmes and specialized agencies ...” (para 31)</i></p> | <p>A number of steps have been taken to strengthen results-based management.</p> <p>First, a new conceptual approach has been adopted with the introduction</p> |

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| <p><i>“ ... and underscores in that regard the need to further strengthen the delivery of results and the results-based frameworks of the funds, programmes and specialized agencies of the UNSD and to improve their reporting on outputs and nationally owned outcomes...”(para 34)</i></p> <p><i>“Requests the UNSD to promote the development of clear and robust results frameworks that demonstrate complete results chains that establish expected results at the output, outcome and impact levels and include measurable indicators with baselines, milestones and targets for monitoring, and in this regard requests the United Nations funds and programmes,..., to consult Member States during the production of results frameworks of their respective strategic plans, and report annually on implementation from 2014.” (para 170)</i></p> | <p>of an Integrated Results Framework that combines what were previously separate frameworks for development and management results. The new structure has results at the three levels spelled out in the QCPR: impact, outcome, and output.</p> <p>Second, the framework has been streamlined so that the organization is clearly focusing on a set of four development outcomes and 15 development outputs, a reduction from the Mid-Term Review of the 2008-2013 Strategic Plan (which was already a reduction from the original development results framework of that Strategic Plan).</p> <p>Third, a number of steps have been taken to improve the quality of the Integrated Results Framework. For example, there are now clear causal pathways that link output indicators to outcome indicators to impact indicators. There are also a number of new indicators that better capture the upstream advocacy and policy work of the organization. Baselines and targets have been included for all indicators (except a small number of cases in which additional inter-agency deliberations or other processes needed to be completed), as the result of an extensive effort to query every UNFPA country office about the plans for 2014-2017.</p> <p>Fourth, indicators that are shared with other funds and programmes have been added, including a set to measure progress on the QCPR.</p> <p>Fifth, theories of change for each of the four outcomes have been developed (annex 2). These provide information about how UNFPA will achieve the results in each outcome, and are an important new element to this Strategic Plan. By definition theories of change at the outcome level are high-level, so complementary ones for each output are already under development.</p> <p>Finally, metadata sheets are in the process of being finalized for every indicator in the results framework. These provide additional details on how each indicator is defined and calculated, including the source of the data and how the targets were set.</p> |
| <p>EVALUATION</p> <p><i>“Emphasizes the importance for organizations of the United Nations development system of having independent, credible and useful evaluation functions.” (para 173)</i></p> <p><i>“Calls upon members of the UNDS to further increase institutional and organizational capacity for the evaluation of operational activities for development...” (para 174)</i></p> | <p>A new evaluation policy has recently been adopted for UNFPA (DP/FPA/2013/5) and will drive the evaluations under the Strategic Plan. A new independent Evaluation Office is in the process of being established, and a draft transitional evaluation plan is under development. It is based on the Strategic Plan and will be finalized when the new director of the Evaluation Office is hired.</p> <p>Additionally, the Strategic Plan calls for a Mid-Term Review of the Plan, which will provide an opportunity to assess the performance and fine-tune the approach midway through the Strategic Plan.</p> |