



UN Country Coordination:
*building greater coherence
for capacity development*



United Nations
Development Group

The United Nations Development Group (UNDG) is an instrument for UN reform, created by the Secretary-General in 1997, to improve the effectiveness of UN development work at the country level. The UNDG brings together the operational agencies working on development. The Group is chaired by the Administrator of the United Nations Development Programme (UNDP) on behalf of the Secretary-General.

The UNDG develops policies and procedures that allow member agencies to work together and analyze country issues, plan support strategies, implement support programmes, monitor results, and advocate for change. These initiatives increase UN impact in helping countries achieve the Millennium Development Goals (MDGs), including poverty reduction.

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Synthesis of Resident Coordinator
Annual Reports 2006

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United Nations Development Group

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Foreword

Kemal Derviş

Chair, UN Development Group

The release of this year's Synthesis of RC Annual Reports comes at an important time for development: the mid-point towards the 2015 deadline for meeting the Millennium Development Goals, when there should be a great sense of urgency for all of us to mobilise resources and implement the policies that can give us a chance to achieve the MDGs.

The on-going challenge to achieve the MDGs, and other internationally agreed development goals, requires a UN system at its best. We must develop ways of doing business that reduce overlap and duplication between UN agencies and cut back the administrative burden we sometimes impose on national partners, while vigorously supporting national ownership. I am, therefore, pleased to see that the focus of this year's Synthesis Report is building coherence for capacity development. National capacity for owning and managing the development process is essential for achieving the MDGs. The Triennial Comprehensive Policy Review (TCPR) Resolution adopted by the UN General Assembly in December 2004 urged the UN development system to focus on demonstrating results achieved through capacity development and to share good practices and experiences gained. The UN system urgently needs to increase its coherence and improve synergies so that it can be more effective in its delivery of development assistance to the people we serve.

Last year, the preparation of the RC annual reports for 2006 coincided with the release of the report of the High-Level Panel and its recommendations on moving towards "delivering as one" in pilot countries. Today, the UN is in the midst of this effort to test different approaches. Initiated upon explicit request of eight governments, the "delivering as one" pilots takes the on-going efforts to increase system-wide coherence to a new level by bringing together the expertise, experience and capacities of the entire UN family in support of national development strategies.

However, as this Synthesis report makes clear, work on coherence is on-going in almost all countries, and UN Country Teams have been making much progress long before the recommendations of the High-level Panel were released. In fact, the examples from UN country teams across the world show how many recommendations of the High-level Panel are a continuation and reinforcement of the on-going reform efforts in the spirit of the 2005 World Summit, as well as the conclusions and directives of the 2004 TCPR.

Another clear trend evident in the annual reports of resident coordinators that strikes me as having important implications for the design of the "delivering as one" pilots is the increased focus on inclusiveness of reform approaches. The 2006 Synthesis Report provides many examples on how coherence initiatives that started off with a small number of UN agencies have now been taken up by many more agencies. To pick just one example, recent UN Development Assistance Frameworks have been signed by up to 20 resident and non-resident agencies that all come together in support of national partners and priorities. Underlying this trend is the renewed understanding that the richness and diversity of the UN system is one of the UN's greatest comparative advantages, but also one of its most under-utilized assets.

It is my hope that you will enjoy learning about the many good and innovative practices UN country teams have developed to improve coherence to best support national partners and priorities.



New York, June 2007

Introduction

Drawing on 134 annual UN country team reports, this synthesis provides an overview of the UN follow-up to the 2005 World Summit Outcome as well as the broader follow-up to the 2004 Triennial Comprehensive Policy Review (TCPR) and the 2005 Paris Declaration on Aid Effectiveness. It aims to show through concrete examples how UN reform translates into actual improvements of the UN's operational activities on the ground, and ultimately into greater development impact at country level. The report focuses on the work UN Country Teams (UNCTs) are doing together in the coordination of operational development activities and does not therefore include all aspects of the work done at country level by each organization or agency.

At the heart of this year's report are two concepts: coherence and capacity. The coherence imperative requires UN country teams to harness their normative and analytic expertise, their advocacy, and their operational and coordination capabilities to be more than the sum of their parts. Capacity is the common denominator uniting the initiatives and approaches described in this report. First of all, supporting national capacity development is a major objective of UN development cooperation as called for by member states. Second, simplifying and harmonizing UN systems frees capacities within the UN and of national partners, thereby allowing UN agencies and governments to re-focus cooperation from administration

to substance. Finally, appropriate capacity of UN country teams is the precondition for providing support to national partners.

In their work on supporting national capacity development, UN country teams are guided by the 2004 TCPR and the 2005 World Summit Outcome Document:

Recognizes that capacity development and ownership of national development strategies are essential for the achievement of the Millennium Development Goals, and calls upon United Nations Organizations to provide further support to the efforts of developing countries to establish and/or maintain effective national institutions and to support the implementation and, as necessary, the devising of national strategies for capacity building.

— Para 26, General Assembly Resolution 59/250, December 2005

To ensure that the United Nations funds and programmes and the specialized agencies support efforts of developing countries through the common country assessment and the United Nations Development Assistance Framework, enhancing their support for capacity building

— Par 22 (f), World Summit Outcome Document, September 2005

With this in mind, the UNDG agreed in 2006 on a UNDG Position Statement on Capacity Development, which challenges UNCTs to “articulate capacity development as the central thrust of the UN's country level activities” and “lays out a new framework for the UN's work at country level to enhance its contribution to national capacity development.”

The year 2006 also saw a continuing strong focus on harmonization and alignment with national systems and strategies in a concerted effort to increase aid and, ultimately, development effectiveness. The Paris Declaration Monitoring Survey conducted under the leadership of 34 governments provided a glance into UN country team efforts to support national partners in enhancing aid effectiveness and promoting mutual accountability.

This report consists of six chapters, each dedicated to a key area of joint UN country team action. The chapters contain a brief introduction, summaries of major activities and results, lessons learned, and recommendations from UN country teams. Country examples are highlighted throughout the report and in the Country Experience Annex.

Chapter 1, Support to the National Development Process: Achieving the MDGs, shows how UNCTs are undertaking a wide range of activities in support of the MDGs and other international development goals supporting the elaboration, implementation, and monitoring of national development plans and poverty reduction strategies. It also shows how UN country teams in dialogue with national partners prepared UN Development Assistance Frameworks, the collective response of the UN system to national priorities.

Chapter 2, National Capacity for Development Effectiveness, illustrates how UNCTs have come together to support capacity development of national partners and worked with other development partners to enhance aid effectiveness and move towards

implementation of the Paris Declaration and increased mutual accountability.

Chapter 3, Efforts on HIV/AIDS, Gender Equality, and Human Rights, highlights how UNCTs have worked towards two important MDGs — the reversal of the HIV/AIDS pandemic and the achievement of gender equality — and are basing their cooperation on a human rights-based approach.

Chapter 4, Greater Operational Coherence, Coordination, and Harmonization, looks at how the UN system has worked to simplify and harmonize programming at the country level through joint programmes, common services and premises, and joint offices.

Chapter 5, Strengthening the Resident Coordinator System, discusses efforts to improve the governance and accountability framework for the Resident Coordinator system as well as examines the resources and staff available.

Chapter 6, Coordination in Post-Conflict Situations and Post-Natural Disasters, describes how UN country teams have worked to ensure coordination and to support needs assessment and transition strategies in crisis and post-conflict situations.

Conclusion, summarizes the findings of each chapter, pointing at some of the future challenges for UN reform at the country level. It particularly focuses on the issues highlighted by UN country teams and their recommendations to address their main challenges.



Chapter 1

Support to the National Development Process: Achieving the MDGs

Since the adoption of the Millennium Declaration in 2000 by the member states of the United Nations, the Millennium Development Goals (MDGs) — and the internationally agreed development goals from which the MDGs derive — have become the internationally shared framework for development. As a follow-up to that commitment, at the 2005 World Summit member states resolved to prepare comprehensive national development strategies by 2006 to achieve the MDGs and other international development goals. In the UNDG Action Plan on the Development Outcome of the 2005 World Summit, UN agencies committed to “assist countries to prepare or revise their national development and/or poverty reduction strategies.”

Throughout the MDG process the UN’s role has been to foster national ownership, strengthen national analytical processes and products, and develop lasting national analytical and planning capacities. In 2007, the midpoint between the adoption of the Millennium Declaration and the MDGs target date of 2015, the UN has a critical opportunity to re-energize the international community in support of the goals, to raise public awareness, and to create ever greater momentum for success.

In 2005, UNCTs worked to support the MDGs through advocacy and campaigning, monitoring and reporting, analysis, capacity development, integration and implementation of the goals into national development plans or poverty reduction strategies, operational activities, as well as through the common country programming process.





UN Core Strategy on the MDGs

Campaigning & Mobilization: Supporting advocacy for the MDGs and working with partners to mobilize the commitments and capabilities of broad segments of society to build greater awareness of the MDGs.

Analysis: Researching and sharing best strategies for meeting the MDGs in terms of innovative practices, policy and institutional reforms, means of policy implementation, and evaluation of costing and financing options.

Monitoring and Reporting: Helping countries to track progress and report advancement towards the MDGs.

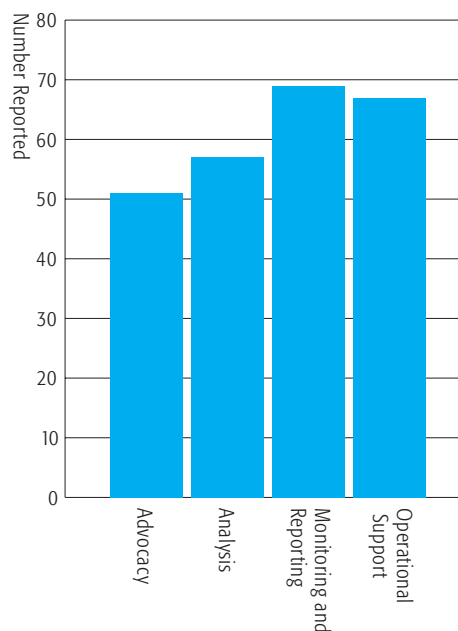
Operational Activities: Goal-driven assistance to support governments to tailor MDGs to local circumstances and challenges, and to address key constraints to progress on the MDGs.

UN Support to the MDGs in the National Planning Process

As part of the Internationally Agreed Development Goals (IADGs), the eight Millennium Development Goals provide a unifying framework for coherent UN system programming. The MDGs are unique in their ambition, concreteness, and scope. Proportionately, they have emerged as one of the most important points of reference in the international-cooperation landscape, guiding policy-making, advocacy, and measurement of progress by stakeholders at every level.

Guided by the UNDG Core Strategy and in support of the implementation of the UNDG *Action Plan on the Follow-up to the Development Outcome Document (2006-2008)*, UN Country Teams (UNCTs) have worked with national partners to support the achievement of the MDGs. The below graph demonstrates the number of UNCTs that reported work in the various areas of the UN Core Strategy in 2006.

UNCT MDG-Related Areas of Collaboration



Advocacy, campaigning, and mobilization

In 2006 the UN system sought to further devise new and innovative ways to create greater MDG awareness. UNCTs continued to raise awareness, building political will for the achievement of the goals that would enable national governments, civil society organizations, and the general public to take action. Some countries developed their own MDG icons to promote greater local and national recognition of the goals and to facilitate mass mobilization towards their realization; and numerous national and international celebrations and conferences were carried out along MDG themes.

UNCTs also supported strategic communications and parliamentary measures to ensure the MDG indicators were properly integrated into national planning and budgeting. For instance, the UNCT in Costa Rica supported the issuance of a Presidential Directive and provided technical assistance to ensure Millennium Declaration commitments would be integrated into the National Development Plan. In India, the UN Resident Coordinator (UNRC) office established a system for monitoring parliamentary debates on the MDGs.

Analysis

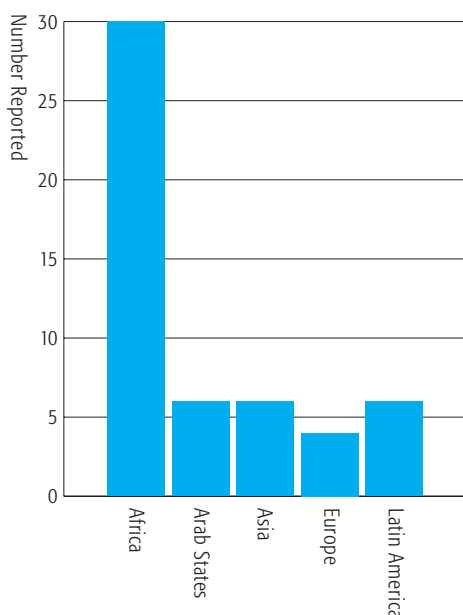
In 2006, UNCTs continued to provide support to address country demands for technical assistance throughout the development planning cycle: diagnosing development challenges and needs, formulating policies and strategies, and implementing them. Specifically, analytical support included providing national governments with tools and methodologies to adapt the MDGs to a country-specific context, to support MDG needs assessments, to build

capacity, and to strengthen policies in support of the goals — including macro-economic and budgetary analyses.

To ensure planning was MDG-based, 57 UNCTs provided substantive technical support in 2006 to countries in the formulation, revision, and implementation of National Development Strategies (NDSs) and Poverty Reduction Strategy (PRSs). The plans identified the required interventions and resources for each priority sector (rural development, urban development, health systems, education, gender equality, environment, technology, cross-national infrastructure, and public sector management) in order to achieve the MDGs. Moreover, in lead-up to the PRS period, UN agencies applied MDG needs assessment and costing mechanisms. Appropriate training on need assessments and costing models were also provided to key government officials.

Of the 57 UNCTs that reported in the area of analysis, 52 assisted national governments in conducting MDG needs assessments and costing. Many countries carried out MDG needs assessments as a first step towards preparing MDG-based strategies.

UNCT Assistance to Government with MDG Needs Assessments and Costing



Egypt – Joint ‘Sailing the Nile for the MDGs’ Initiative

‘Sailing the Nile for the MDGs’ was undertaken as a joint effort among UN, government, NGO, and private sector partners. Eight feluccas, representing each MDG, sailed down the Nile, stopping in eight governorates. The purpose of the project was to promote community participation in local and national MDG efforts; build active, caring communities (especially among youth and the deprived) that are sensitive and responsive to ongoing developmental needs; and ensure that these communities can be mobilized to act swiftly and effectively towards the achievement of the MDGs. The UN family and youth made significant contributions by passionately coordinating and investing in activities, engaging project partners, and devoting themselves to the steering and communications committees.

A successful communications strategy ensured strong media coverage, the production of eight documentaries prepared by youth trained as reporters, and advocacy efforts that trickled down to the local level. The Annual World AIDS Campaign, bringing together the UN and international and national partners, was further tied into the ‘Sailing the Nile’ initiative. Through training and technical and financial support, HIV/AIDS activities were mainstreamed throughout seven of the stops, and World AIDS Day celebrated in one of them. Considering the stigma and misinformation often surrounding this issue, the initiative also highlights a courageous confrontation with an often neglected issue. The project furthermore celebrated International Day against Violence toward Women, International Volunteer Day, UN Day as well as the launch of the UN Development Assistance Framework (UNDAF). The project won the UNDP Administrator’s Award 2006 for Innovation and Creativity.

Nicaragua – Politicizing the MDGs During an Election Year

2006 was an election year in Nicaragua and the UNCT promoted a series of activities “politicizing the MDGs,” i.e., aimed at achieving ownership and political will among the presidential candidates and their respective technical and political teams. UN sector expertise and technical assistance on MDG issues were made available upon demand to the political parties, and technical briefings were provided. The specific demands for policy advice were discussed, assessed, and coordinated on an ongoing basis by the UNCT — an essential factor in ensuring that agencies coordinated their work within a coherent system. It also demonstrated the scope of capacity that the UN can offer when it succeeds in jointly engaging in policy dialogue with key national partners. In addition, culture and gender sensitive MDG icons were developed in the framework of the ongoing MDG communication campaign, and these will be used by all agencies in their MDG advocacy efforts.

Nepal – The Millennium Development Goals Needs Assessment Report 2006

The Millennium Development Goals Needs Assessment Report 2006 for Nepal was prepared jointly by the government and the UNCT on behalf of all development partners and citizens of Nepal. The report was launched in October in an attempt to provide a strong analytical basis for future national development strategies and efforts. This work identifies the necessary interventions and resources required for the priority sectors (agriculture, irrigation, food security, roads and other rural infrastructure, drinking water and sanitation, health, and education) to achieve the MDGs by 2015. The tool is timely as the government is currently preparing to develop its next interim National Plan/PRS (2007-2010), which will be based on the MDGs in the spirit of the Millennium Declaration. The Nepal UNCT is helping the government prepare the strategic framework for the national plan by providing technical advice/inputs to the full process.

Gambia – MDG Based Needs Assessment and Costing Conducted for the Poverty Reduction Strategy Paper (PRSP)

During 2006 the UNCT supported the government in mainstreaming the MDGs into all of its planning processes and frameworks. Planning instruments and structures were developed to ensure that instruments such as the PRSP are MDG based. Assistance involved technical editing and reviewing of the draft PRSP document and the development of an Action Plan for PRS implementation. An MDG needs assessment and costing was conducted for the PRS period (2007-2011), and almost all UN agencies represented in Gambia participated. Training was also provided to key government officials on the use of Millennium Project models. Efforts are presently underway to develop this unified costing mechanism, which will be an essential component for developing a fully costed MDG needs assessment up to 2015.

The Millennium Village Initiative

The Millennium Villages initiative seeks to demonstrate how the eight Millennium Development Goals can be met in rural Africa within five years through community-led development. By working in 12 sites located in 10 African countries (Ethiopia, Ghana, Kenya, Malawi, Mali, Nigeria, Rwanda, Senegal, Tanzania, and Uganda), the Millennium Village initiative works directly with the respective communities, nongovernmental organizations, and national governments to show how rural African communities can lift themselves out of poverty and achieve the MDGs if they have access to proven and powerful technologies that can enhance their farm productivity, health, education, and access to markets.

To cite just one example, the Millennium Village Initiative in Ghana officially commenced activities in March 2006 following its official launching by senior government ministers and the UNCT. The initiative now has a full complement of staff and village committees, which serve as focal points for community mobilization. Core areas of interventions include adoption of new technologies for agricultural production, education (secondment of teachers, construction of physical facilities, advocacy in communities, and increases in school supplies), tackling malaria (supplying bed nets), provision of basic clinical services (training and capacity building at community level, construction and rehabilitation of health facilities, and recruitment/secondment of health staff), and rehabilitation of broken pumps in safe water points. The UNCT, through UNDP, is responsible for policy and strategic support, procurement, human resources, and financial and administrative oversight.



To assess and suggest ways in which UNCTs can reposition themselves to maximize their comparative advantages to assist effectively and strategically the national development process, the UNDG Working Group on MD/MDGs has contracted the Institute of Development Studies (IDS) of the University of Sussex. IDS will conduct a study in 2007 on the involvement of UNCTs in NDS/PRS and provide a set of recommendations and lessons learned to assist UNCTs to improve their effectiveness. The study should provide inputs to update the guidance note to UNCTs on their involvement in PRSs.

Operational activities

In 2006 the UN system offered targeted operational support to tie the MDGs to national development strategies. Of the 67 UNCTs that assisted countries last year through operational activities, 12 supported 'quick impact initiatives' and seven assisted the government in 'localizing' the MDGs. In addition, 25 UNCTs implemented or formulated joint MDG programmes, and 24 provided support towards strengthening national capacities in the areas of monitoring, statistical literacy, local development, pro-poor budgeting, and capacity assessments. UNCTs also supported 12 Millennium Villages in 10 African countries in cooperation with national governments and nongovernmental organizations (see box, left).

Quick impact initiatives

Besides signing up to support MDG-based national development strategies, UNCTs also assisted countries to adopt quick-impact initiatives, or 'quick wins', designed to bring vital well-being gains to millions of

people in a short amount of time. Examples of such quick wins in 2006 included:

- In **Burundi** the UN system supported a government initiative to waive fees for primary education nationwide (UN helped mobilize \$13 million).
- In **Namibia** a national Polio and Measles immunization campaign was undertaken in response to Polio outbreaks, reaching more than 95 percent of the population.
- In **Sao Tome and Principe** more than 40,000 free bed nets were distributed to pregnant women and children under 5; and school meal programmes were expanded in 79 primary schools and 77 pre-schools.

Localizing the MDGs

Adapting the MDGs to the country context is an integral part of the national ownership process for countries assuming responsibility for MDG achievement. Only when ownership is established — notably when targets are agreed upon — can the MDGs become a valuable tool for integrating different national development and planning frameworks. Ownership creates a meaningful link between global target-setting and national priorities. In 2006, UNCTs supported the localization of the MDGs in several countries:

- In **Guinea** the UNCT is working with local, regional, and government partnerships, focusing on localizing the MDGs and fostering economic and social development in a particularly vulnerable region, forested Guinea. The four targeted areas are: food safety, fighting HIV, access to basic social services, and governance.
- In **Kenya**, the UNCT has supported the government in the development of an Action Plan to mainstream the MDGs within planning, budgeting, and monitoring and evaluation within the framework.

Joint Programme: Implementing the Ukraine Millennium Development Initiative

The Ukraine MDGs initiative was jointly implemented by the Ukrainian Ministry of Economy and several UN agencies, including UNDP, UNICEF, UNFPA, ILO, and WHO. The initiative helps to develop and adapt new methods and approaches for effectively translating the MDGs into operational targets for improved policy. To accelerate progress towards realizing the MDGs in Ukraine, the initiative has worked on fostering national policy debate on MDGs-related issues. It has also sought to raise government capacity for policy-making; adapt the MDGs formulation to the sub-national level; and incorporate the MDGs into key government strategic planning documents. In the area of strategic MDG-linked capacity development, workshops were organized for provincial and district administrations and the heads of economic departments and central authorities.

Building Capacity in Tunisia: MDG Task Force Supports Strategic Pilot Project

The recently established MDG Task Force supported the development of a strategic pilot project in Tunisia, 'Regionalizing the MDGs'. Established in partnership with the Ministry of Development and International Cooperation, the project will result in 2007 the production of the first report on regional disparities using the MDG framework and will build national capacity for using DevInfo — the software program developed by the UN for reporting on the MDGs. Involving UNDP, UNICEF, and UNFPA, it is a first step towards a longer-term joint programme to build national capacity in MDG-based regional planning.

- In **Ghana** various districts were supported in the preparation of District Medium-Term Development Plans. This included workshops on goals formulation, which led to the generation of localized MDGs targets. The main objective was to enable district planning staff to document, monitor, and track progress made on the localized MDGs targets.
- In **Philippines**, UN agencies worked closely with some 20 MDGs Resource Cities that had adopted and demonstrated their capacity to meet local MDGs targets. Ten local government units were awarded for their outstanding performance and innovation, and these best practices have been documented as a basis for up-scaling around the country.
- In **Uruguay** an international meeting on cooperation and local development brought together more than two hundred participants, representing national and local government authorities, civil society, and donor agencies. Along with substantive debates on strategic planning to implement MDG-based local development, key topics included cooperation strategies and good practices.

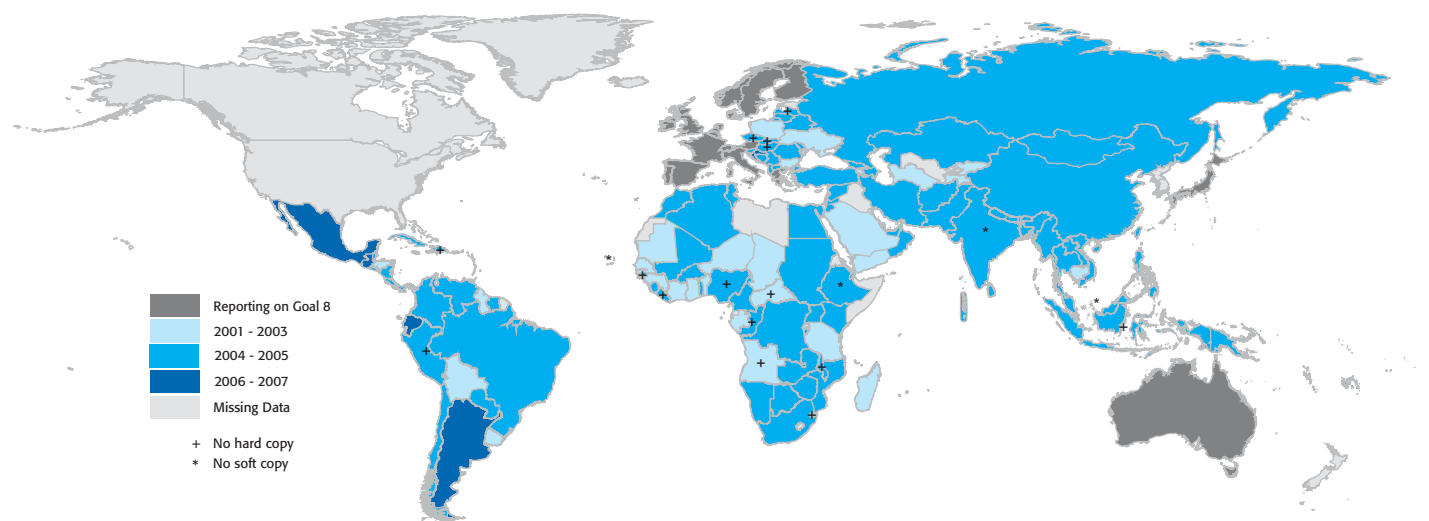
To respond to a growing demand from UNCTs for technical support around design and implementation of MDG-based national development strategies, UNDG launched a Policy Network in 2006. The UNDG Policy Network is composed of key experts from across UN agencies — at headquarters and in regional and country offices — and will provide integrated on-the-ground support to UNCTs and governments on matters concerning preparation and implementation of MDG-based strategies. During 2007 the UNDG Policy Network will concentrate on seven countries, with a possibility to provide its services to a larger group of UNCTs and governments at a later stage. Lessons learned from these countries will be consolidated and made available to other programme countries using MDGNet and other knowledge sharing systems.

Monitoring and reporting

By assisting national governments in the preparation of Millennium Development Goal Reports (MDGRs), UNCTs sought to ensure that countries aligned their development planning with MDG objectives. These reports provide brief statistical summaries on progress towards the MDGs. From 2001 until April 2007, 179 MDGRs have been published in 132 countries. In addition, 20 countries have independently reported on MDG 8.

In 2006, UNCTs supported access to more reliable statistics and information for policy formulation and decision-making. UNCTs recognized that they can play an instrumental role in supporting governments in tailoring reporting systems to particular national circumstances, enhancing local statistical capacity, aggregating sectoral data, highlighting indicator and data disparities, and providing analyses within the MDG framework. While governments were encouraged to take the lead, UNCTs focused particular attention on coordinating national planning and drawing budgetary linkages.

Overview of Millennium Development Goal Reports



Note: The boundaries and the names shown and the designations used on this maps do not imply official endorsement by the United Nations

Conclusion

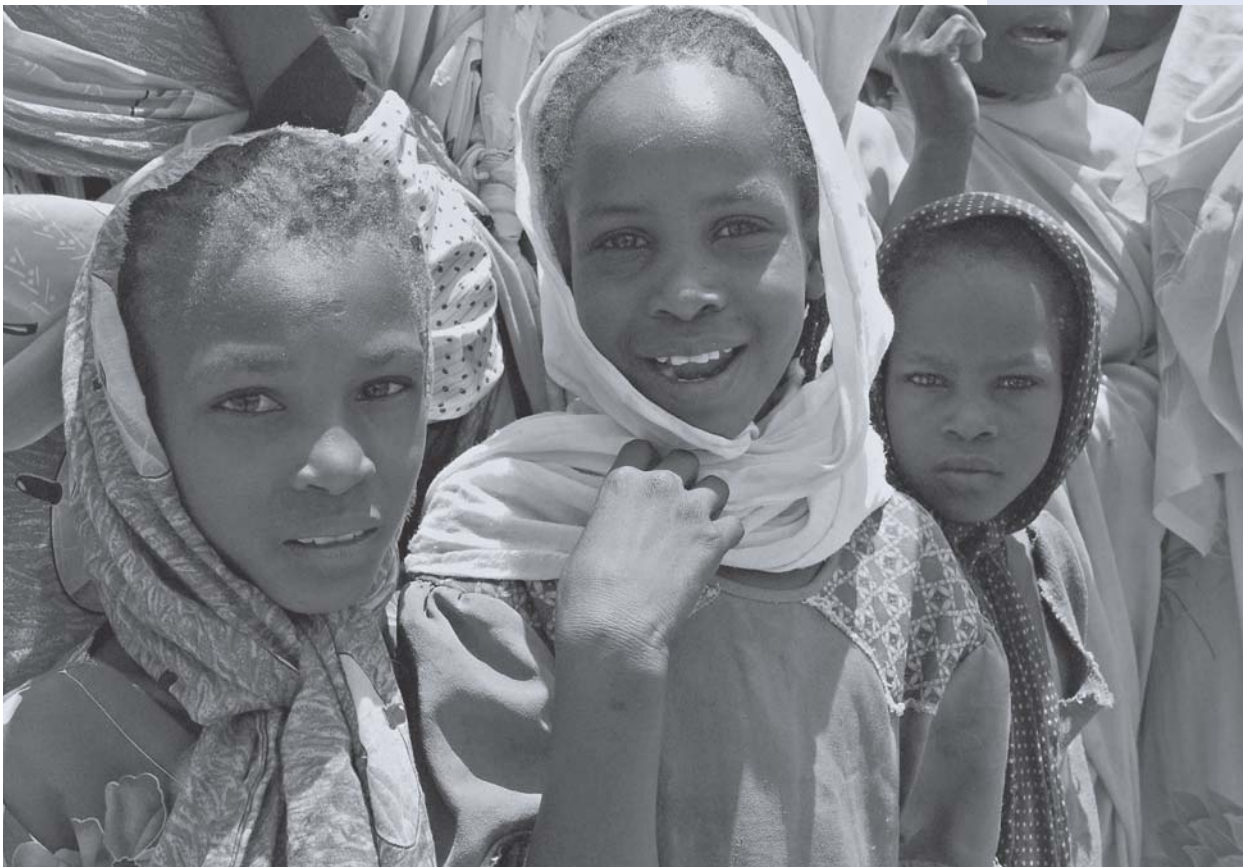
- While some progress has been achieved, there are several countries that are off track in achieving each goal. Therefore, UNCTs should redouble efforts to support capacity development and technical assistance provided to countries as they prepare and implement comprehensive MDG-based strategies at country level.
- In order to achieve the goals, the MDGs must be incorporated into nationally-owned development strategies and budgets. UNCTs can move beyond the preparation of strategy and support translation into annual plans and budgets.
- The RC Annual Reports show how UNCTs can take practical steps to support the scaling-up of efforts for the MDGs by

advocating for quick impact initiatives and identifying implementation bottlenecks and ways to overcome them.

- Although an unprecedented effort has been made to support countries in improving the availability, quality, and gender-disaggregating of MDG data, more needs to be done. UNCTs can assist countries to strengthen their statistical systems and advocate for their financing as part of national MDG strategies.
- To best support partner countries, headquarters and regional structures need to maximize their technical support and increase their resources to assist UNCTs in these efforts.

Syrian Arab Republic – Supporting Quality and Reliable Statistics and Analysis

Collectively, the UN has been supporting the Syrian Arab Republic in the production of and access to quality and reliable information, statistics, and analyses for policy formulation and decision-making in several areas: e.g., population, gender, and employment (UNFPA); children and women (UNICEF); women's political participation (UNIFEM); and human development (UNDP). Efforts have focused on building the national capacity for collecting and analyzing statistical data, especially in partnership with the Central Bureau of Statistics.



Nigeria – Preparing for UNDAF Development in 2007

During 2006 there has been an effort in Nigeria to increase awareness of common country processes, UN reform, and the competence areas (human rights-based approach [HRBA], results-based management [RBM], gender, and conflict analysis) required to produce a CCA/UNDAF. An ad hoc UNCT meeting on UN reform in March 2006 drew attention to the current situation regarding the UNDAF and elections. It also drew attention to the need to promote UN reform and coordination issues throughout the UN system. Five sensitization workshops on UN reform, common country processes, and the roles of Resident Coordinators (RCs), UNCTs, and RC offices (RCOs) were held for 90 national staff, with a particular emphasis on the concept of “One UN system, One leader, and One programme.” In addition, a one-week training session on developing CCA/UNDAF was held for the UNDAF Technical Working Group staff, comprised of 25 members from all UN agencies working in the country. The outcome of the High-level Panel on System Wide Coherence was shared with UNCT and the UN working groups on operations, UNDAF, communications, and the Theme Groups. Due to this intensive preparation, agency ownership and awareness about the UNDAF process has improved even before the actual beginning of the drafting process.

UN Positioning for Support to National Development – 2006 UNDAFs

The United Nations Development Assistance Framework (UNDAF) remains the central programming instrument for UN agencies working together at country level. By the end of 2006 nearly all UNCTs were following the common country programming process through UNDAF. The exceptions were a few special circumstance countries. These included countries in crisis/post-crisis situations or those with too small an UN presence to justify an UNDAF. Several countries, including Central African Republic, Liberia, Democratic People’s Republic of Korea, Uruguay, and Venezuela, for the first time agreed upon and initiated a harmonized programming cycle among UNDG Executive Committee agencies. Others, such as Mozambique and Zambia, prepared for their third UNDAF cycle.

In 2006 and the beginning of 2007, 39 UNDAFs were finalized, with seven more country teams finalizing their UNDAF by spring or early summer 2007. Five countries started their UNDAF process in 2006 but for various reasons postponed the development of their document until 2007. For 2007, eleven more countries are expected to develop their UNDAF (see box on Nigeria, left).

One country, Papua New Guinea, undertook an innovative process in drafting a UN Country Programme (UNCP) instead of an UNDAF. The UNCP incorporates a level of operationalization that is usually done through agencies’ programming documents, such as Country Programme Documents. Several other country

teams adapted the UNDAF to their specific country situations. The Fiji and Samoa country teams began development of the first regional UNDAF for some 14 Pacific island states. Kosovo, although not required to prepare an UNDAF due to its international status, developed the UNKT Strategic Plan 2005-2006. The plan identifies common principles and borrows the MDGs as a framework to develop four joint programme proposals. Bahrain is undertaking an ‘UNDAF light’ process in view of a limited in-country UN presence. And Somalia is developing a transitional plan for 2008-2009 to initiate the UNDAF in 2010.

As many UNCTs report, the Common Country Assessment (CCA)/UNDAF process — often guided by a working group or steering committee — functions as a driving force for increased inter-agency cooperation and coordination. UNDAF progress revolved around: (1) quality, (2) implementation, (3) alignment with national development planning, (4) common assessment and analytical work, (5) reviews and evaluations, and (6) UN agency country programming.

Quality

The UNDAFs developed in 2006 show a slight tendency towards fewer UNDAF outcomes, as recommended by the CCA/UNDAF guidelines. UNCTs are encouraged to focus on areas where the UN has an advantage compared to other international partners in the country. However, most of the 2006 UNDAFs still have very broadly defined outcomes.

The new 2007 guidelines include a clearer message for identifying comparative advantages prior to determining UNDAF outcomes. UNDAFs are becoming more focused, but country teams still struggle

with strategic positioning. In 2006, UNCTs increased efforts to strategically focus the UNDAFs on a more limited number of fields where the UN can make a difference. For instance, the India UNDAF promoted inclusion for the most disadvantaged, particularly women and girls (see box, right). While the new guidelines provide enhanced information, UNCTs often still require practical guidance on how results-based management should make UNDAF results matrices more focused and measurable.

Cross-cutting issues are increasingly being integrated into the new UNDAFs. As detailed in the gender and human rights chapters, numerous 2006 UNDAFs are formulated in terms of capacity building and a rights-based and gender perspective. A number of UNDAFs also include disaster-risk reduction efforts as one of the core outcomes (e.g., Bhutan, Maldives, and India). Environmental sustainability is also increasingly found in the UNDAF outcomes, both as a separate outcome and mainstreamed in other outcomes (in particular employment, income generation, and economic development).

Revised CCA/UNDAF Guidelines

In 2006, UNDG undertook a revision of the 2004 programming guidelines for CCA and UNDAF. Published in February 2007, the revised guidelines reflect new policies adopted by the UNDG since 2004 and bring programming guidance in line with recent developments in the aid environment. They underline the need for UNCTs to enhance coherence and coordination at country level, and stress full agency inclusiveness (including specialized and non-resident agencies) in the common country programming process. They provide greater flexibility to UNCTs to tailor their interventions to fit country needs and national processes. For example, UNCTs are no longer required to do a CCA if available analytic work can be used for the development of the UNDAF. Instead, they are urged to focus on supporting national analytical efforts. The revised guidelines also provide more practical guidance on cross-cutting issues, such as the human rights-based approach, gender equality, and environmental sustainability. In addition, they emphasize capacity development as the overarching goal; provide more detailed guidance on defining the UN's comparative advantage and on applying results-based management; clarify accountabilities; and include more resources on conflict prevention and disaster-risk reduction.

India – UNDAF Promoting Inclusion of the Most Disadvantaged

The overarching objective in the UNDAF's support to the government's national priorities is promoting social, economic, and political inclusion for the most disadvantaged. Particular focus is on women and girls, with four UNDAF outcomes and seven focus states. The first outcome is to support the large centrally sponsored schemes, especially on aspects of implementation. The second outcome focuses on contributing to strengthening elected and administrative governance systems at the district level. The third outcome focuses on convergence at the district level – mechanisms to create and maximize synergies (among government departments, agencies, and other partners) so that achieved outcomes are greater than the sum of their parts. In order not to lose development gains in the event of a disaster, the fourth outcome pays attention to reducing the vulnerabilities of the most disadvantaged to future disasters, such as environmental changes and public health threats.

2006 UNDAFs



Note: The boundaries and the names shown and the designations used on these maps do not imply official endorsement or acceptance by the United Nations

Cameroon – Addressing Difficulties in Implementing UNDAF

The UNCT pondered whether a long or a short UNDAF provides a better basis for implementation. While a detailed UNDAF is difficult to implement due to the different business processes of UN agencies, a short and concise UNDAF does not allow close collaboration and adequate follow-up, as it provides agencies too much flexibility and too little accountability.

To enhance results monitoring, the UNCT decided to dismantle the Thematic Groups as they did not produce proper agency ownership and effective results-monitoring (UNDAF was considered as parallel to their own programmes). The UNCT decided to replace the groups with a Programme Coordination Group under the supervision of programme heads. Advantages were fewer meetings and procedures, clearer authority lines, simpler coordination mechanisms, and easier follow-up for resource mobilization.

Implementation

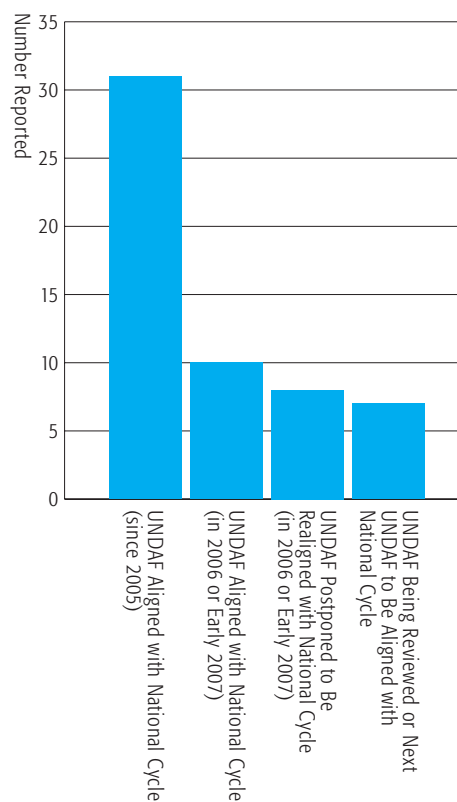
Most UNCTs in 2006 reported the existence and often central role of Thematic Working Groups or UNDAF Theme Groups in both UNDAF development and implementation. Many indicated that the close cooperation and effectiveness achieved during the UNDAF development process has been an inspiration to continue such coordination structures. Others indicated that enhancing active agency participation around joint priorities was problematic.

In 2006, UNCTs recognized the importance of ensuring and implementing effective monitoring and evaluation (M&E) frameworks, although these efforts at times also encounter difficulties (see box on Cameroon, left). A number of other country teams reported specific measures in this field. Bhutan, for instance, reported that the UNCT will formulate a two-year rolling plan, which will enable the Theme Groups to plan over a longer term and undertake activities that have a greater impact.

Alignment with national development planning

An ever growing number of UNCTs are changing the UNDAF cycle so as to better align the UNDAF with national planning processes and national development frameworks. UNCTs across the board report close involvement of the government in the drafting of UNDAF outcomes based on national priorities. They indicate that this process stimulates closer cooperation and

Reported Temporal Alignment with National Cycles



understanding between UNCTs and government agencies. Where possible, UNCTs have further aligned UNDAF timing with the national planning process. In 2006, 10 out of 39 countries that developed an UNDAF specifically reported that their UNDAF was fully aligned in timing (Bhutan, India, Liberia, Malawi, Mozambique, Rwanda, Sierra Leon, Syria, Togo, and Zambia). Others had reported on alignment in 2005 (China, Kazakhstan, Moldova, and Viet Nam). Seven countries specifically reported that existing UNDAFs would be reviewed to align better or are planning alignment for their next UNDAF. Eight country teams in 2006 requested to postpone the start of their UNDAF cycle in 2006 or 2007 to align with national planning cycles (see box, right). In post-crisis situations, efforts were made by five country teams to align (see box, right), and three countries in 2006 requested extension or postponement of UNDAF cycles due to other reasons such as political uncertainty (Cote d'Ivoire, Haiti, and Lebanon).

Since the adoption of the Paris Declaration on Aid Effectiveness in 2005 a little over 30 UNCTs have changed their cycle to align the UNDAF with the national planning cycle. Another 20 country teams are expected to fully align in the near future. Even in instances where timelines were non-aligned, UNDAF alignment took place in terms of substance and was based on national priorities.

CCA and other analytical work

The effort to use national analytical work rather than a separate CCA has continued and is now captured in the revised CCA/UNDAF guidelines. In Benin, for instance, the government survey on root causes of poverty will serve as analytical input for the 2007 UNDAF development,

Bridging to Align

- **Botswana** extended its current UNDAF by two years to align the new UNDAF in 2010 with the national development plan.
- **Bosnia & Herzegovina** requested bridging for 2007 to align.
- **Burundi** requested one year bridging for 2008 and revised its UNDAF to align it with the national peace-building priorities as presented in the finalized PRSP. The revised UNDAF, renamed "UN Strategy for Support to Peace Consolidation in Burundi," is the programmatic framework until 2009.
- **Mauritania** UNCT decided to undertake a transitional UNDAF for 2009-2010 in order to align with the new national development plan for 2011-2015. The existing UNDAF cycle (2003-2008) was also aligned from its inception to the national strategic framework against poverty, but the national plan was extended until 2010.
- **Mexico's** UNDAF process, started in 2006, was delayed until 2007 to align with the new government's National Development Plan.
- **Niger** requested one year bridging for 2008 to align in 2009 with the revised national framework.
- **Nigeria** extended the UNDAF to 2008 to align.
- **Pakistan** decided to extend the UNDAF for two years to align in 2011.

Aligning Post-Crisis

- **Afghanistan:** UNDAF country team outputs were realigned with the Afghanistan National Development Strategy and the Afghanistan Compact. Focus is on how the UNCT can support national benchmarks on security, governance, rule of law, and human rights.
- **Iraq:** The UN Assistance Strategy (2004-2007) was realigned to the Iraqi National Development Strategy (NDS), which covers the period 2005-2007 through its update in 2005 and 2006. The UN Strategy constitutes the UN's response through the cluster system to the national priorities as identified by the NDS.
- **Maldives:** In support of the National Recovery and Rehabilitation Plan, the UN-Maldives Strategic Framework for Recovery (SFR) was drafted to guide the operationalization of UN development assistance for the recovery process in the Maldives for the remainder of 2005 through to the end of 2007, thus superseding the first UNDAF (2003-2007).
- **Somalia:** UN Transitional Plan 2008-2009 is fully aligned with the National Reconstruction and Development Framework (RDF). (For more on Somalia, see the section on Post-Conflict Needs Assessment.)
- **Sudan:** The country is bridging 2007-2008 to start its first UNDAF in 2009.

Comoros – Developing UNDAF Without a CCA

The UNCT did not elaborate a CCA since the interim national plan, the PRSP action plan, was recently updated, highlighting key areas of development cooperation.

The UN undertook:

- A desk review of the PRSP to identify national priorities and determine the comparative advantage of the UN system.
- A thematic survey on mortality rates, health, and access to drinking water to determine priorities and vulnerable groups.
- The setting up of a Steering Committee consisting of a National Representative, UN resident agencies, and UN Working Groups on the MDGs. The committee was expanded to civil society and academics to ensure political and technical support.

Costa Rica – Including Internal Training in the CCA

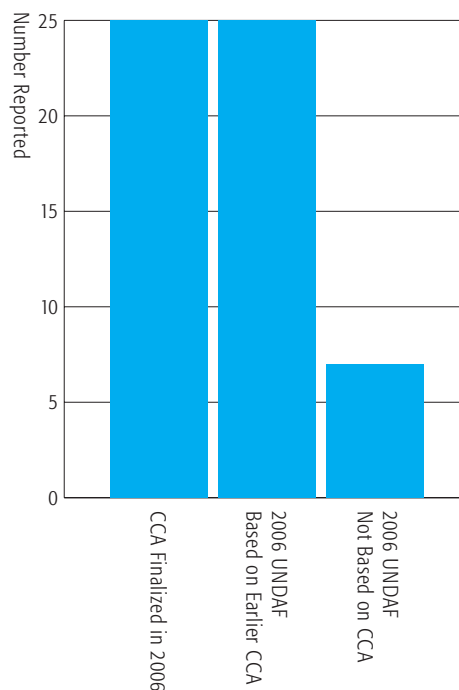
The CCA was completed in October 2006 after broad consultation and participation of government officials and civil society.

Reviewed by the peer support group, the document was highly rated and the formulation process has been suggested as a good practice. It involved: (1) Methodological training and preparation to support the joint programme team in strategic conceptual and methodological aspects for the CCA. (2) Internal analysis (UNCT with no consultants) of the 16 national problems affecting country development and inhabitants' quality of life in which the UN system can contribute significant value added. Working groups were set up to study and present a more detailed analysis of at least three of these problems. The analysis included a problem statement, an analysis of causalities, a problem tree, a rights analysis and capacity gap, a proposal on possible areas of cooperation, and other recommendations. (3) Workshops and feedback with government and civil society (participation of 120 people).

along with existing data analysis and the national strategic policy. In 2006 seven UNCTs (Central African Republic, Comoros, Malawi, Mali, Togo, Zambia, and Zimbabwe) indicated that they did not use a separate CCA.

Still, the majority of UNCTs did use the CCA for the basis of their 2006 UNDAF. Twenty-five CCAs were finalized in 2006, while 25 other countries based their UNDAF on CCAs undertaken in 2005 or 2004. CCAs now often have a strong focus on human rights, gender and other inequalities, and capacity gaps. While the human rights-based approach has been successfully adapted in numerous countries, it can create misunderstandings if the CCA is adopted without extensive government consultation. Some UNCTs are including training for UN staff in the CCA process (see box on Costa Rica, left). CCAs can be highly participatory exercises, including UN agencies, civil society, and national/sub-national government, as exemplified by Costa Rica, Jamaica, and Nicaragua.

Basis for 2006 UNDAFs



Reviews and evaluations

Eleven annual reviews and five Mid-Term Reviews (MTRs) were reported by UNCTs in 2006. Seven UNCTs were planning MTRs in 2007, and a few country teams are currently undertaking a final review of their UNDAF ending in 2006 (Egypt, Lao PDR, and Panama — see box, right).

MTRs, written in close cooperation and consultation with government, were often done in preparation for an UNDAF process or to refocus an UNDAF. In some instances, the UNDAF was considered too broad (e.g., Armenia) or needed to be better aligned with (new) national priorities (e.g., Azerbaijan). In Nigeria an annual review did not take place in 2006, but the UNCT decided to create a programme management team to review the UNDAF implementation process, ensure alignment, and develop an M&E calendar.

Some countries noted that the annual review improved the M&E framework, while others expressed that the M&E framework was weak or difficult to implement.

Panama – Conducting a Final Review

The Resident Coordinator Office is currently assessing UN cooperation interventions for UNDAF 2002-2006. In order to provide a high quality analysis of cooperation interventions, the review compiled and systematized all relevant programme, project, and cooperation information.

Although the UNDAF document included a section on the monitoring and evaluation framework, no sustained M&E process was implemented. Despite problems, the UN system development assistance was aligned with national priorities in consonance with the MDGs, human rights, and other relevant commitments. It is estimated that overall resources (core, mobilized, and administered by UN agencies) involved in UN system cooperation interventions between 2002 and 2006 amounted to approximately \$640 million. The various sectors and/or purposes included poverty reduction and employment generation, education, health, human rights protection and promotion, food security, HIV/AIDS, gender equality, and state and public sector reform.

Kenya – Embarking on a Preparatory Process for an UNDAF Review

In 2006 the UNCT collectively embarked on preparatory processes for an UNDAF review for the period 2004-2006. A primary goal was to facilitate a more strategic focus on UN support of national goals and development priorities. The exercise will be completed in 2007. The Executive Committee (ExCom) agencies' mid-term reviews of the Country Programme Action Plans (CPAPs) conducted in 2006-2007 will inform the collective UNDAF review. The UNDAF Review Committee held a planning retreat at which: (1) a work plan for the review process was developed; (2) M&E tools for the review process were developed; (3) ToRS for the review committee and consultants were developed; (4) a structure for UNDAF review was developed; (5) a first in-house UN newsletter on UNDAF review was produced; and (6) retreat report and briefings were provided to each theme group.



Thailand – Offering Recommendations on Operational Documents

Despite stronger incentives and tools put forward to “deliver as one,” discrepancies are still perceived between the global UN agenda and individual agency corporate policy. Harmonization of CPAPs/Annual Work Plans (AWPs) among ExCom agencies is a welcome development, praised by national counterparts. However, stronger linkages with the UNDAF results matrices are still needed. At present, each agency’s corporate format fails to show the direct flow of results from the UNDAF and CP outcomes to the specific programme outputs. As such, joint accountability for results can not be tracked. Further incentives and tools might also be provided to facilitate the development of joint programmes. At present, although good collaboration exists among agency programme staff, the tendency is to shy away from full-fledged joint programmes. This may be because of perceived extra administrative burdens due to different reporting systems and only modest encouragement received by respective corporate hierarchies.

Mozambique – UNCT Ensuring Unity of Action

A third generation of UNDAF was seen as an ideal opportunity to demonstrate how the UN family can ensure unity of action. The UNCT supported internal UN harmonization by ensuring that individual agency priorities and the UNDAF are aligned with national goals as set out in the PRSP (PARPA in Portuguese). A number of principles were agreed upon from the outset:

- Alignment of the UNDAF cycle (2007-2009) to PARPA II (2006-2009). The UNDAF Results-Based Matrix should be extracted directly from PARPA II. UNDAF should be complementary to what other donors and development partners are doing in Mozambique.
- All UNDAF outcomes/outputs involve at least two, preferably three or more, UN agencies. Single UN agency activities are not included.
- All UNDAF outcomes/outputs are based on tangible/measurable results, including baseline data and indicators.

These strict guiding principles forced the UNCT to adopt a much wider UN perspective and abandon the agency-specific UNDAF approach of the past. The UNDAF document was therefore a strategic programming framework that UN agencies utilized in full when developing individual CPAPs. To ensure consistency between the UNDAF and the CPAPs, both in formulation and in implementation, a joint UN workshop was organized in August 2006. An UNDAF M&E Reference Group was established to monitor progress in implementation of the UNDAF and agency programmes of cooperation.

Viet Nam – Harmonizing Programme Management

As part of One UN Initiative, Viet Nam is developing harmonized programme management guidelines among UNICEF, UNFPA, and UNDP. The guidelines should also enhance greater alignment with government systems while simplifying current business processes, reducing transaction costs for government counterparts and key partners. The guidelines also include the capacity development tasks for rolling out the Harmonized Approach to Cash Transfers to Implementing Partners (HACT). A Joint UN/government workshop was organized in January 2007 to review the draft guidelines that could be finalized by mid-2007.

UN agency country programming

An increasing number of UNCTs reported efforts to ensure consistency and coherence among the separate programming and operational documents of various agencies. These include CPDs and ExCom agency CPAPs (e.g., Brazil, Ethiopia, Gambia, Jamaica, Lao PDR, Mozambique [see box, left], Senegal, and Thailand). Joint submission of CPAPs for government signature was also increasingly reported (e.g., by Ghana, Guinea, Mauritania, Mongolia, Namibia, and Senegal). UNCTs have been flagging the need for consistency in view of effective implementation of the UNDAF.

Conclusion

Accomplishments

- In driving inter-agency cooperation and coordination, the new round of UNDAFs highlighted increased synergy and focused UN activity in fewer areas.
- UNDAFs were increasingly formulated in support of capacity development — as well as cross-cutting and core themes (e.g., HIV/AIDS, gender, human rights-based approach, and environmental sustainability).
- Government involvement in drafting UNDAF outcomes ensured that UNDAFs were aligned with national priorities and planning processes and development frameworks — both in terms of timing and substance.
- The trend towards using national analytical work, where it exists, rather than a separate CCA continued and is now captured in the revised CCA/UNDAF guidelines.
- UNCTs reported increased efforts to ensure consistency and coherence between separate agency programming and operational documents.

Challenges

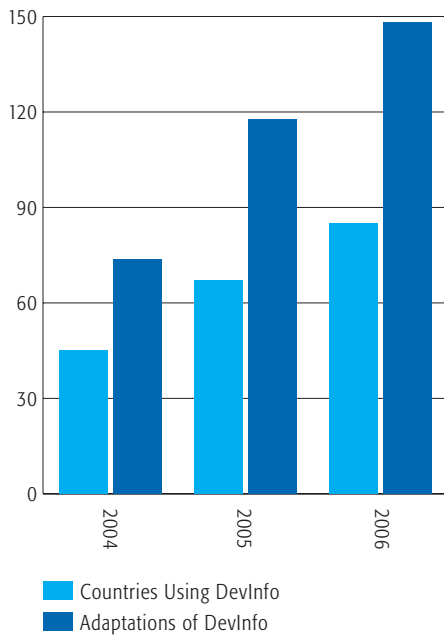
- While UNDAFs were considered more focused, UNCTs struggled with strategic positioning and the right balance between focus and inclusion. Enhancing agency participation around a limited number of joint priorities remained a struggle.
- The implementation of effective M&E frameworks was valued but still faced limitations; some UNCTs expressed that M&E frameworks were too weak or difficult to implement, partly due to a lack of agency commitment.
- When governments took a strong position, coordination was expedited. For this reason, one UNCT suggested that governments should be empowered to take on a more robust coordination role.
- UNCTs require on-going guidance on how RBM can make UNDAF results matrices more focused and measurable to enhance accountability.
- UNCTs struggle to ensure a consistent link between UNDAF and agency specific programming documents. Agency incentives and corporate policies do not yet fully support this.



Monitoring Progress – DevInfo

DevInfo represents a valuable tool in the UN reform process at country level, where it is often used as a common UN repository for CCA data or a device to monitor national plans. DevInfo also serves increasingly as an MDG monitoring system. For example, Niger's adaptation of DevInfo, NigerInfo, is being developed in partnership between the UNCT and the government as a response to the need for a harmonized framework for monitoring the country's UNDAF, PRS, and the MDGs. Since its inception in 2004, DevInfo usage at country level has grown steadily. In 2006, DevInfo v5.0 was released, an upgraded and web-enabled version. The cumulative number of customized versions of DevInfo surpassed 150 in 2006; and several UNCTs reported successful launches, including Honduras (ChildInfo Honduras), Macedonia (MakeInfo), and Swaziland (SwaziInfo).

DevInfo Usage



Roll-out activities and trainings

As part of the roll-out activities for the new DevInfo v5.0, regional workshops for UN staff and national partners were carried out in nine locations around the world. In these workshops, approximately 65 percent of the professionals trained were national counterparts and 35 percent were UN staff members. In addition, various activities were held at country level: introductory briefings in Malaysia, orientations in Yemen, sensitization workshops in Namibia, and national training work-

shops in the Dominican Republic, India, Kosovo, and Mauritania. In Papua New Guinea, as a way of introducing the system to stakeholders, demonstrations were held for participants from various government departments and research institutes. In Ghana, 250 Ghana Statistics Service and M&E regional staff were trained, thus significantly promoting GhanaInfo.

Monitoring & capacity building

As a result of UNCT efforts, DevInfo was successfully incorporated into wider projects to support and strengthen statistical systems. DevInfo was part of data analysis trainings, MDG monitoring, data management, and reporting exercises. In Morocco, for instance, training and MDG sensitization were carried out as part of the DevInfo project. In Brazil the UN worked to enhance national institutional capacity to use DevInfo for MDG monitoring at the municipal level. In Bulgaria government officials were trained in statistical literacy, social development indicators, and DevInfo for monitoring human development and the MDGs. In North Korea training events were organized to strengthen government and UN staff capacity to use KorInfo and statistical analysis for evidence-based policy.

Cost-sharing

Agency cost-sharing and UNCT funding of DevInfo activities is a common practice, as reported for example by Fiji's PacificInfo and Lesotho's MalutiInfo. Some UNCTs, such as Armenia, Venezuela, and Viet Nam, reported the development of joint DevInfo projects. When agency roles are clearly defined, the expected outputs and resources for joint projects provide a strong inter-agency basis for the implementation of DevInfo at national level.

Conclusion

- DevInfo, a common UN repository for CCA data and device to monitor national plans, represents a valuable tool in the UN reform process at country level.
- In 2006 the cumulative number of customized versions of DevInfo surpassed 150.
- As a result of UNCT and national efforts, DevInfo support now includes strengthened statistical capacity, data analysis trainings, MDG monitoring, data management, and reporting exercises.
- When agency roles are clearly defined, joint activities and measurable results provide a strong inter-agency basis for the implementation of DevInfo at national level.



Serbia – DevInfo Developed for Monitoring Purposes

DevInfo Serbia was developed for monitoring the PRS, the national MDGs, and a number of national strategies on HIV, youth health, etc. The database contains over 400 indicators on human development, some with data up to the third sub-national level. The UN has actively supported the Statistical Office in Serbia to take over the management of the DevInfo Serbia database starting in 2007. To this end, individual and institutional capacity building (national and international) has been provided and a well-trained DevInfo team has been established within the Institute. The UN has provided additional support for the web-enablement of the database, which will dramatically increase access to the information. In addition, local DevInfo databases have been installed in 16 municipalities to monitor indicators for children that have been identified through local plans-of-action for children.

Timor-Leste – UN-Government Partnership Sees DevInfo Launch

As a product of close collaboration between the UN and national authorities, in 2006 Timor-Leste launched Timor-Leste DevInfo v1.0. This database contains approximately 90 indicators on demography, economy, education, environment, health, nutrition, and protection, and serves as a monitoring tool for the MDGs and the National Development Plan 2003-2007. The database collates data from various sources, including the most recent population and housing census, the Demographic and Health Survey (DHS), the Multiple Indicator Cluster Survey (MICS), the suco (village) survey, statistical publications, and health and education management information systems. The system includes a total of 21 indicators for regional, district, and sub-district levels. The wealth of data contained in the system makes it a key instrument for strategic decision-making. In order to serve the needs of different users, Timor-Leste DevInfo is available in three languages: English, Portuguese, and Tetun.

Timor-Leste DevInfo is a good example of UN-government partnership. A Timor-Leste DevInfo Task Force composed of technical staff from the government and UN agencies oversees the database development activities. The Director General of the National Statistics Directorate is the chair of the Task Force, and the Vice-Minister of Planning and Finance provides valuable guidance for the development of the database. Various UN agencies also provided financial and technical support for the design of the system.

Chapter 2

National Capacity for Development Effectiveness

The 2006 UNDG Position Statement, “Enhancing the UN’s Contribution to National Capacity Development,” challenges UNCTs to articulate capacity development and its underlying principles as the central thrust of the UN’s role in the country. While crucial to achieving development goals, national capacity is also an enabling factor to make aid more effective and therefore an integral element of the 2005 Paris Declaration. True national ownership, leadership of aid coordination, and use of national systems by development partners all depend on national capacity. This chapter provides an overview of how UNCTs have increased their efforts in support of national capacity development and have enhanced aid effectiveness in line with the Paris Declaration on Aid Effectiveness. The chapter also provides an update on the implementation of the Harmonized Approach to Cash Transfer (HACT), a tool for UNCTs focused on capacity development and enhancing aid effectiveness.





CD Position Statements

In October 2006 the UNDG produced a position statement on capacity development to guide UN country teams in mainstreaming capacity development and strategically position the UN system to support national capacity development efforts. The position statement underlines the centrality of capacity development to the activities of the UN in supporting national priorities, and identifies four key entry points to render UNCT work more effective in terms of country level capacity development: (1) articulating capacity development as the central thrust of the UN's country level activities; (2) situating this work within national policy and development plans; (3) drawing on or feeding into national or sector capacity assessments and capacity development strategies; and (4) 'unpacking' capacity development into tangible components that, addressed together, provide the necessary capacities to reach development goals in the context of a rights-based approach.

The capacity components are: human resources; public sector accountability; access to information, development knowledge, and technology; inclusion, participation, equity, and empowerment; financial resources; material resources; environmental resources; and external/international relations. Each of these components are seen as critical and cross-cutting dimensions of capacity development, relevant to different sectors and the UNCT as a whole.

Capacity Assessment

Bulgaria: The UN worked on capacity assessment reports on municipalities and district administrations, businesses, and NGOs. Public discussions were held on the capacities of the local development actors to work with the EU Structural Funds and the Cohesion Fund.

Nigeria: UNDP and UNICEF strengthened the capacity of three key national institutions on poverty tracking and conducted assessments with seven states. Following the UN system lead – in cooperation with the UK Department of International Development (DfID), the European Commission (EC), and the World Bank – support was given to the government to undertake an exercise aimed at assessing the capacity of the 36 states and Federal Capital Territory to deliver effective programmes based on four benchmarks:

- (1) transparency and accountability;
- (2) budget and fiscal management;
- (3) service delivery; and (4) policy.

The National Planning Commission has taken full ownership of the process and continues to undertake assessments, with states becoming more enthusiastic about participation.

Turkey: Assisted by a mission team, the UN in Turkey completed an assessment of the national capacity on monitoring and evaluation.

Capacity Development

Introduction

The principles and practical approach enshrined in the UNDG Position Statement have been incorporated into the revised CCA/UNDAF guidelines of February 2007. The guidance on capacity development indicates that UNCTs should apply capacity development and its underlying principles as the central thrust of the UNDG's role in a country. In turn, the vital role of capacity development is captured in the CCA or other analytic work and the UNDAF. UNCTs are expected to ensure a collective approach towards capacity development, maximizing the strengths and comparative advantages of both resident and non-resident UN agencies. While UNCTs are increasingly reporting activities in the field of capacity assessment and capacity building, a more systematic and comprehensive approach that draws on the complementary strengths of UNCT members is only slowly starting to emerge.

Capacity assessments

Existing policies already require UNCTs to review national and institutional financial management capacities during the CCA and UNDAF exercise. This is being achieved through micro and macro-assessment under the Harmonized Approach to Cash Transfers (see HACT, left). In addition, the Position Statement developed in October 2006 suggests that capacity assessments must be broadened beyond the public financial management systems.

According to the CCA/UNDAF guidelines, the UNCTs are required to focus analytical work on identifying the root causes of key development problems. UNCTs now must also focus on the

capacity gaps that prevent effective action to redress such problems. Capacity development and a rights-based approach must go hand-in-hand in this analytic work. The findings from the analytic work should translate into UNDAF outcomes aimed at enhancing capacities from a rights-based perspective.

Although capacity figures prominently in CCAs developed in 2006, few UNCTs reported systematic work on capacity assessments. While the Togo UNCT did not undertake a CCA, the team decided to do a separate capacity assessment in preparation of their UNDAF. The assessment was followed by the ongoing elaboration of a programme to strengthen national capacities. The Bulgarian, Nigerian, and Turkish UNCTs also reported joint work on capacity assessments (see box, left).

Capacity development at the center of supporting national development

As per above, the new generation of UNDAFs produced in 2006 largely reflect a focus on capacity development. Many results matrices are at least partially formulated to increase the capacity of government and other actors within priority areas. These areas include a clearer focus on the capacities of rights-holders and duty-bearers.

Although many UNCTs report capacity building activities by agencies in different fields, fewer country teams report specific activities to mainstream capacity development in the UN's work as a whole. However, interesting field examples — particularly in relation to UNDAF — are numerous.

- **Bosnia and Herzegovina** focused all cooperation areas on important elements of capacity building. For example, joint action was undertaken in the context of a UNDP programme to build the capacity of the War Crime Chamber (WCC).
- **Botswana** identified capacity in the UNDAF review report as part of the development 'niche' for the UN. Agency-specific country programmes integrated capacity development as a cross-cutting issue.
- **Guatemala** supported the strengthening of 30 municipal governments. Community councils were legalized and institutionalized, optimizing their civil participation functions.
- **India** held a workshop on integrating capacity development into its new UNDAF and drafted the UNDAF outcomes from that perspective
- **Namibia** focused one of the three UNDAF outcomes on capacity. The capacity outcome included strengthening national and regional institutions capacities to deliver essential services for vulnerable groups, as well as improving national statistical systems for evidence-based decision-making and gender, HIV/AIDS, and environment mainstreaming.
- **Nicaragua** enhanced the scope of capacity development activities to counterparts and allies through the Global Development Learning Network.
- **Panama** included discussions of capacity development in at least two of its ordinary meetings during 2006. Government capacity needs assessments will be carried out by sector and/or purpose in 2007.
- **Venezuela** focused on four new joint programmes on strengthening national capacity towards the achievement of the MDGs.

Senegal – Building and Strengthening National Capacities on M&E

In 2005, spearheaded by UNICEF, UNFPA, and UNDP, the UNCT helped the Senegal Government launch SENEVAL, a network to support a national sustainable process for M&E capacity building. The forum contributes to the definition of norms, methodologies, and professional practices linked to PRSP and MDGs monitoring, knowledge management, and capacity strengthening. In 2006 further agencies were included. The achievements of the network include support and sensitization of governmental, civil society, NGO, and private sector actors; the institutionalization of M&E practices via seminars evaluating advancements in national capacities; context-related training through support of academic and research institutions; and the exchange of best practices and competencies through a website to be operational in 2007.

Bangladesh – Capacity for Implementation of International Norms and Standards

The UNCT in Bangladesh has helped the Government of Bangladesh adopt and internalize many international norms through legislation, rules and regulations, action plans, compliance monitoring, and capacity building. Such initiatives include FAO's codex alimentary standards; ILO's norms for general labor standards and for eradicating the worst forms of child labor; UNESCO's standards for safeguarding cultural diversity and for the recognition of diplomas and degrees in higher education; UNHCR's standards for refugee camps and transit; UNFPA criterion for accreditation of skilled birth attendants; and WHO's emergency preparedness protocols for SARS, avian flu, and other infectious diseases.

Internal UNCT Capacity Assessment

In **Macedonia** the Human Rights Theme Group completed a mapping of UNCT staff capacity and activities in the field of human rights to determine further national capacity building needs for advocating, promoting, and protecting human rights. The theme group's advocacy was instrumental in the creation of an Inter-Sectoral Government Body on Human Rights, which was established in March 2006 and became the theme group's main counterpart. Similarly, in **Uganda**, the UN Theme Group on HIV/AIDS undertook an analysis of the UN's capabilities. It also conducted a division of labor exercise to establish the Joint UN Team on AIDS (JUNTA) and develop a Joint Programme on HIV/AIDS.

Finally, many UNCTs reported on agency capacity development aimed at building government institutions in different fields. Agencies focused particularly on developing capacities for HIV/AIDS policies, health, and education. Specific emphasis was placed on data collection and the monitoring of national plans (see box on Senegal and chapter on DevInfo). Much support is also provided by UNCTs in building government capacity to formulate policy and monitor the achievement of the MDGs (see chapter on MDGs). A number of UNCTs also reported activities specifically to build up the national capacity to manage assistance flows (see Aid Effectiveness, below). Capacity building through the promotion of normative standards exemplifies one of the key comparative advantages of the UN (see box on Bangladesh).

Capacity development in transitional situations

As per the Coordination in Post-Crisis Situation later in this report, capacity development takes on a particular importance in post-conflict and transitional situations. A good example of the UN focus on capacity building is Iraq.

Since 2003 institutional strengthening and capacity development in Iraq have been essential to UNCT response to recovery, reconstruction, and development challenges. A deliberate effort has been made in almost all projects to ensure that required institutional mechanisms are made functional and the skills of concerned officials are sharpened. Through its support to the Ministry of Planning and Development Cooperation, the UNCT is supporting manpower planning. And through the project "Iraqis Rebuilding Iraq," the UNCT has enabled expatriates working in the diaspora to provide much needed technical expertise to specialized fields.

Internal capacity assessment of the UNCT

UNCTs must themselves have the appropriate capacity to adapt to new modalities and demands at country-level. A number of UNCTs are therefore reporting efforts to assess their own capacity to deliver on the priorities envisaged (see box, left). The revised CCA/UNDAF guidelines encourage UNCTs to include an internal capacity assessment in the UNDAF development process. This helps country teams define what comparative advantages and capacity the UN has to contribute to national policy priorities.

Conclusion

- 2006 UNDAFs reflect a strong focus on capacity development as a key UN comparative advantage.
- There are relatively few systematic UNCT-wide capacity development efforts that draw on and maximize the strengths of UNCT members and non-resident agencies.
- Similarly, few UNCTs report systematic work on capacity assessments beyond HACT.
- Internal assessments of the UNCT's own capacity are increasingly reported, reflecting the need to continuously review and adjust UNCT skill sets.

Aid Effectiveness: Implementing the Paris Declaration

Development assistance works best when it is fully aligned with national priorities; this is the key message of the Paris Declaration on Aid Effectiveness of March 2005. To ensure implementation of the Paris Declaration across the UN system, the UNDG published an Action Plan three months later. The Action Plan focuses on three areas: (1) putting national development plans at the center of UN country programming, (2) strengthening national capacities, and (3) strengthening national systems. The 2006 Resident Coordinator Annual Reports provide insights into the UN response.

For the UN system, the Paris Declaration and the broader aid effectiveness agenda has two dimensions: externally, the UN supports governments to improve aid effectiveness through capacity development and its role as broker and facilitator; internally, the aid effectiveness agenda challenges UN agencies to review implications for UN operations and programming. This section is organized along these lines.

Overall, 2006 saw increasing awareness and action taken by UNCTs to improve the effectiveness of development work both at the national and sub-national levels. More than two thirds of UNCTs reported providing support to the implementation of the harmonization and alignment agenda.

The UN System and the Paris Declaration in 2006

External Dimension

Facilitator Broker Convener Participant	Capacity development, including for use of aid modalities and aid management	Broadening dialogue
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Internal Dimension

Internal organization for impact (division of labor)	Alignment of UN instruments and processes with partner-country processes	Common commitments for aid effectiveness	Changes in programming and operations
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External dimension of UN engagement

Externally, UNCTs continued to: (1) facilitate aid coordination mechanisms; (2) broaden and deepen the dialogue on aid effectiveness; and (3) develop capacity for use of aid modalities and aid management. In 2006, 25 UNCTs reported that the UN chaired or co-chaired aid effectiveness and coordination fora. Drawing on agency expertise, UNCT members also actively participated in sector working groups and in the development and implementation of sector-wide approaches (SWAs).

With a view to broadening dialogue and participation, UNCTs advocated for the

inclusion of line ministries, non-state actors, and parliamentarians in the aid effectiveness dialogue. The UNCT in Ghana, for example, advocated for space for civil society organizations (CSOs) in the Consultative Group Meeting and the 2007 budget dialogue process. The dialogue allows CSOs to advocate for a stronger emphasis on social sectors and disadvantaged areas.

In 2006 capacity development support for aid management and use of aid modalities as highlighted in the TCPR focused on three broad areas: (1) support to government aid coordination cells or units;

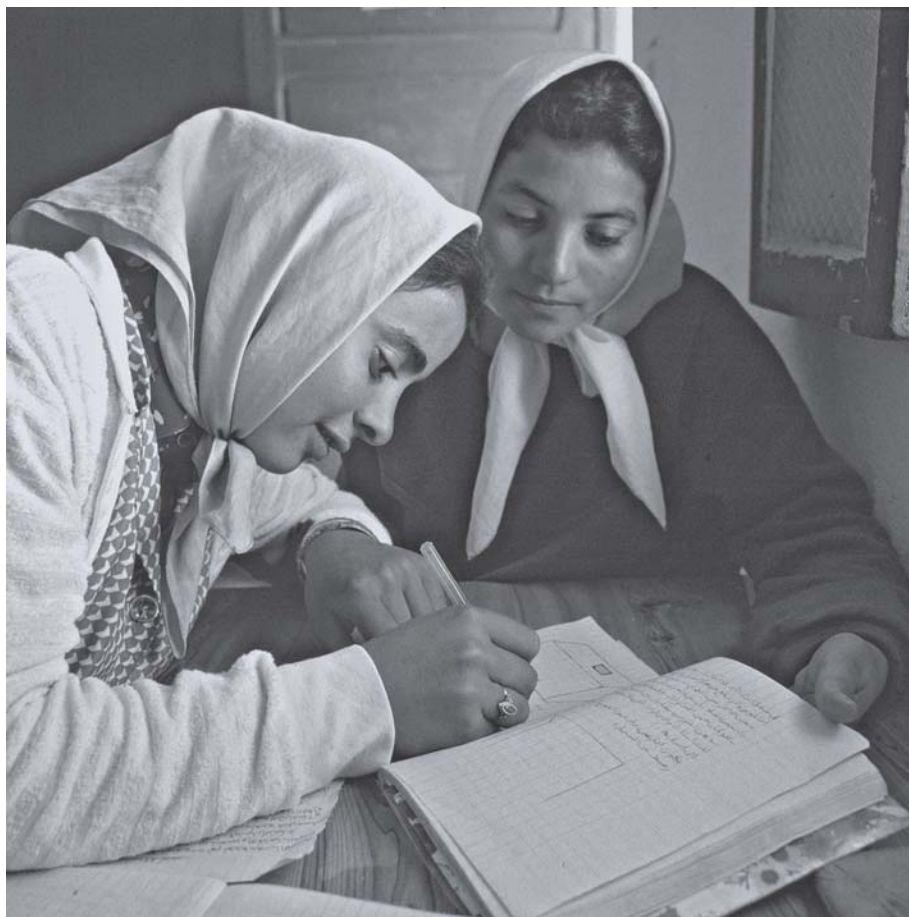


UN Participation in the Paris Declaration Monitoring Survey

The 2006 Paris Declaration monitoring survey provided an opportunity for UNCTs to engage in aid effectiveness issues. The UNDG Guidance Note on the Role of the UNCTs in the Paris Declaration Monitoring Survey specified the dual UN role as facilitator and participant. The note highlighted the opportunity to review local aid partnerships and enhance aid effectiveness. Together with the European Commission, the UN system was the only development partner participating in all 34 survey countries. A review of the survey results concluded that:

- UNCTs have made considerable progress on alignment with national priorities and increasing national ownership.
- Comparatively little progress has been made with the use of national systems, such as monitoring and evaluation, reporting, public financial management, and procurement.
- Only 30 percent of UN assistance is currently reflected in government budgets.
- While many missions are technical in nature and follow specific government requests, the overall number of UN missions remains high.

UNDG sought to consolidate the progress made and to tackle outstanding issues. UNDG mainstreamed key aid effectiveness principles in the revised CCA/UNDAF guidelines, thereby making them the default way of working. It also began to remove specific obstacles that hinder the use of national systems.



(2) South-South cooperation for peer-learning on aid effectiveness; and (3) facilitation of intra-government dialogue on aid effectiveness, particularly focused on the strengthening of line ministries in the dialogue. The most frequently cited activity in this area was support to aid coordination units. In line with MDG 8 of building a global development partnership and the Paris Declaration's goal of mutual accountability, UN support focused primarily on deepening dialogue mechanisms, developing aid policies, and harmonizing and aligning actions plans or localized versions of the Paris Declaration. For instance, in Cambodia the UN supported the government review of the Consultative Group process and its evolution into the Cambodian Development Cooperation Forum. In Burundi the

UNCT supported a government visit to Rwanda to hear the Rwandan aid policy experience. Similarly, UNCTs in Nicaragua and Honduras facilitated governmental exchange of experience on the Paris Declaration Monitoring Survey.

Internal dimension of UN engagement

Internally, UNCTs working in the changing aid environment and in seeking to implement the Paris Declaration were active in four main areas: (1) innovative internal organization for maximum impact through division of labor agreements; (2) alignment of UN instruments and processes with partner-country processes; (3) joint commitments on improving aid effectiveness; and (4) changed operational and programming practices in line with aid effectiveness principles.

Innovative internal organization

UNCTs recognize that internal organization is often a precondition for effective advocacy and impact in the larger partner country/donor environment. UNCTs developed innovative schemes for division of labor and UNCT participation in policy dialogue and aid coordination mechanisms (see box, right). UNCTs stressed that the division of labor agreement process was difficult, but that the outcome — a strengthened voice of the United Nations in policy dialogue — was well worth the effort. The goal of such UNCT initiatives was to (1) contribute to a larger country-wide division of labor exercise in the context of a Joint Assistance Strategy, and (2) respond to the proliferation of sector working groups and other policy dialogue mechanisms.

Alignment of UN instruments and processes with partner-country processes:

As outlined in the section on UNDAF development, in 2006 seven countries chose to replace the UN Common Country Assessment with full involvement in the process of national strategy development. Similarly, 10 countries undertook specific actions to align the UNDAF programming cycle with the national cycle. UNCTs also increasingly participated in and used annual (sector) review exercises. The UNCT Ethiopia, for example, reported that the UNDAF M&E framework was aligned with the national M&E framework, including sector reviews.

With regards to sector-wide approaches, UNCTs reported increasing activities throughout all stages of SWAp development and implementation. Because the UN is not primarily a funding agent, UNCTs reported mainly non-monetary contributions to SWAps, such as policy advice, advocacy, and building national capacity. UNCTs also provided services

UN Division of Labor Arrangements for Participation in Policy Dialogue

Ghana

Ahead of the next High-Level Forum on Harmonization and Aid Effectiveness in Ghana in 2008, donor sector groups have been established in 13 sectors. UNCT membership and participation were reviewed and rationalized, allowing a variety of contributions from UN agencies. This was accomplished in a coordinated manner with a lead agency being designated for each sector. UN agencies chair and co-chair some of these groups, notably Health and Education.

Mozambique

The UNCT ensured enhanced harmonization with development partners by engaging more proactively in the various SWAps and the Programme Aid Partnership (PAP) Working Groups, taking on convening roles in a number of sectors (health, HIV/AIDS, gender, education, agriculture and rural development, poverty analysis, and monitoring systems). The UNCT also identified the working groups that might play a particular active role, nominated lead UN focal points for each group, and developed a ToR on lead agency responsibilities. All this facilitates the promotion of one UN voice, which is widely acknowledged and appreciated by the government and development partners.

Tanzania

To enhance UN coherency in the context of the rationalization and harmonization of policy dialogue and transaction costs, the UNCT agreed on an internal division of labor (DoL) to speak with one voice. The UNCT introduced internal organizations and behaviors to promote 'jointness' and increased communication to facilitate joint UN positions. This organizational change was deemed a pre-requisite for an effective internal UN division of labor. First results in fact demonstrate that the UN DoL has led to an articulation of concerted UN positions in policy dialogue and contributed to reduced transaction costs for government.

Papua New Guinea – Working Together for SWAp Development and Implementation

In Papua New Guinea, WHO, UNICEF, and UNFPA – along with two bi-laterals and the Asian Development Bank (ADB) – were driving forces for the establishment of the Sector Wide Approach in the Health Sector. The government appreciated the streamlining of health sector support and development partner interaction (planning, reporting, and financing procedures). Better coordination and collaboration were achieved among the various partners. For example, responsibility and costs for a yearly sector evaluation by an Independent Monitoring and Review Group are jointly born by the different agencies and the National Department of Health (NDoH). The central branches at the NDoH and the provincial health offices gained more flexibility on how to use their resources, which created more ownership and responsibility for programme implementation. The commonly used trust account improved accountability and transparency in the sector. The sometimes over-bureaucratic nature of the trust is about to be addressed.

Nicaragua – Defining the Role of the UN in a DBS Environment

The Nicaraguan UNCT reported that the UN has a significant potential to support the efforts of implementing DBS. The UN also may enhance the impact of public service delivery through capacity development, institutional strengthening, and implementation of performance assessment frameworks. Currently, the UN is participating in the Budget Support Group and its Technical Working Groups with “observer” status and as a link with the Donor/Global Roundtable. There is a clear perception among the UNCT that the role for the UN is not in the provision of DBS per se. Rather, the UN can contribute to the improvement of the enabling environment necessary to scale up the application and efficiency of such aid mechanisms.

In this context, some possible opportunities for the UN programme portfolios have emerged:

- Increased support to the government in monitoring the targeting and impact of public sector interventions, e.g., through Public Expenditure Tracking Surveys or common country (sector) assessments, human rights-based reviews, etc.
- Contributions to the development of Institutional Capacity Needs Assessments to implement targeted technical assistance and capacity development efforts.
- Increased support to strengthen the capacity of sector roundtables to perform sector reviews and aid coordination, including follow-up on Performance Assessment Matrix indicators.

such as fund management or integrated procurement support and capacity development. In Ghana, for instance, the activities of the UNDAF Theme Group on Education were aligned with the Education SWAp work programme; and the UN was selected by all donors to chair the Education donor group. UNCTs further reported aligning their projects with national policy and coordinating programmes in the framework of SWAps. A number of individual UNCT members, however, also contributed funding to pooled funds managed by government.

The emergence of direct budget support (DBS) as an important aid modality in a number of countries has posed challenges for UNCTs. While DBS is predominantly a funding modality, framework agreements usually go beyond funding and include specific policy dialogue mechanisms. As the UN does not provide direct budget support, it usually either does not participate in these mechanisms or maintains an observer role. In Tanzania, for example, the UNCT reported that the DBS Annual Review of 2006 highlighted the significant challenges to non-DBS donors, including the UNCT. A number of key policy issues were discussed between government and DBS donors in this framework. While it was invited and participated in the review exercise, the UN role was limited to a strict observer role. Nicaragua and Ghana also reported observer status in the DBS-related coordination mechanisms.

Joint commitments on improving aid effectiveness

In 2006 a number of UNCTs reported their commitment to aid effectiveness principles. In the country context, this meant signing localized versions of the Paris Declaration such as the Vientiane Declaration in Laos. Another example was the Development Partnership Framework on

Coordination of Government and Donor Practices for Aid Effectiveness in the Republic of Moldova. Usually signed by the RC on behalf of the UN system, these documents are strong statements of joint UNCT commitment to aid effectiveness principles.

Following often long preparation phases, a number of Joint Assistance Strategies (JAS) were finalized in 2006 and emerged as increasingly important instruments for aid coordination and the implementation of the Paris Declaration. Because the comprehensiveness and degree of government leadership of these strategies varies, there is no commonly agreed definition that captures all varieties. In principle, however, a JAS complements a national development plan; it outlines the “how” of development cooperation. It therefore usually includes (1) the aid policy of the government, often based on the Paris Declaration principles, and (2) a division of labor among development partners.

In 2006, UNCTs from Ghana, Kenya, Kyrgyzstan, Tanzania, and Zambia reported involvement in Joint Assistance Strategies (see box, right). To follow-through on the high-level commitment shown through participation in JAS or local aid effectiveness partnerships, UNCTs committed to progressively adjust their programming and operations. The Tanzanian UNCT, for example, reported that through implementation of the UNDAF II it is committed to progressively moving towards programme-based approaches, including use of basket funds.

UN Involvement in Joint Assistance Strategies in 2006

Kyrgyzstan: In October 2005 the World Bank (WB) in Kyrgyzstan proposed to the donor community to develop a Joint Country Support Strategy (JCSS) to coordinate donor priorities and support the government’s Country Development Strategy. Five donors agreed to work together in partnership for the JCSS: the WB, Asian Development Bank (ADB), Swiss Development Cooperation (SCD), Dfid, and the UN. Three UN agencies – UNDP, UNICEF, and UNHCR – actively participated in the planning process throughout, providing ongoing feedback to the UNCT regarding JCSS process and substance. It became clear in the JCSS development process that the UN was more than just another donor; it brought with it its global mandate to support the follow-up with international commitments. Within the JCSS development process, the UN placed a clear focus on the MDGs, human rights, poverty reduction, child rights, gender, and the environment. The JCSS development process became an indirect mechanism for capacity building for high-level government decision-makers. Early outcomes indicate that the JCSS: (1) became a reference for other donors, putting the UN in a solid position to influence the JCSS priorities; (2) can be the major donor-government interface for the Country Development Strategy; and (3) is a long-term process for formal dialogue and advocacy with other critical donors and with the government.

Zambia: In mid-2006 agreement was reached between the Government of Zambia and its cooperating partners (CPs) on the preparation of a Joint Assistance Strategy (JASZ) to serve as the collective response to the 5th National Development Plan (NDP). The JASZ provides a sectoral division of labor among the CPs, including the UN. It defines the principles that will guide the CPs in providing development support to the 5th NDP in a coordinated fashion. Under this arrangement, the UN will provide co-leadership in five areas: HIV/AIDS, gender, health, environment, and governance. Furthermore, the RC will be part of a troika arrangement (with Sweden and the EU) responsible for coordinating the implementation of the harmonization and alignment agenda with the government. The third Zambia UNDAF is fully aligned with the JASZ and provides the organizational framework for UNCT participation.

Drawing on their recent experience, UNCTs reported a number of lessons learned:

- The UN can proactively propose a Joint Country Support Strategy.
- Full UNCT engagement is required.
- The often intense negotiations increase the value of the UN’s brokering role.
- Agreeing to and following-through on principles of aid effectiveness established in a JAS can prove challenging for UNCT and may require major adaptations.
- Participation in JAS division of labor agreements requires UN-internal division of labor agreements.
- Aligned with or adapted to the JAS, the UNDAF can organize UN participation.

Changed operational and programming practices in line with aid effectiveness principles

Much of the UN progress in the implementation of the Paris Declaration was achieved at the programmatic level. Furthermore, a number of UNCTs spearheaded approaches to bring operations in line with aid effectiveness principles. In this context, UNCT reporting focused mainly on the on-going simplification and harmonization efforts in the context of UN reform, described in other chapters of this report, such as joint programming. In this sense, the UN simplification and harmonization agenda can be seen as the intra-UN implementation of the Paris Declaration.

In this context, a further step towards achieving accountability for development resources and results is the reflection of UN assistance on the national budget, which can be shared with legislatures and citizens. UNCTs are challenged to provide timely, transparent, and comprehensive aid information to partner authorities.

UNCT Tanzania reported that strengthening the policy-budget link has been a major undertaking in 2006, with the UN jointly providing aid projections over the time-frame of the Medium-Term Expenditure Framework (MTEF). While not yet perfected, the exercise is seen as a concrete step towards further empowering national planning systems and the management of increased aid inflows through the Treasury. UNCT Indonesia also reported efforts to provide clearer indications on the amount of UN assistance to the government. UNCT Kenya went a step further and continued its innovative practice of aligning its programming cycle with the government's fiscal year as well as with aligning fiscal disbursements. Finally, a major (though not yet fully implemented) change in UN operations programmes in line with aid effectiveness principles is the Harmonized Approach to Cash Transfer to Implementing Partners (HACT).



Conclusion

The Paris Declaration Monitoring Survey 2006 provided rich opportunities for UNCTs to reflect and act upon their role in enhancing aid effectiveness. While they reported increasing activity and interest in this area, UNCTs also mentioned a number of outstanding challenges:

- Increased staff training and internal capacity development on both aid effectiveness and the implications of the Paris Declaration for UN operations are still required.
- UN internal division of labor agreements have been reported as a precondition for full participation in partner country processes. Arriving at these agreements is easier if a global division of labor exists, such as in the HIV/AIDS area.
- Alignment and integration of UN instruments and process with partner country processes was perceived as real and pragmatic steps towards country-level implementation of the Paris Declaration.
- In complex and multi-partner processes, such as the development of Joint Assistance Strategies, the UN role of brokering and facilitation increases in importance. A number of governments explicitly called for the UN to play this role.
- UNCTs reported that capacity development for aid modalities and aid management is currently strongly focused on central aid coordination units. Collaborative UNCT efforts could contribute to expanding this assistance to line ministries and other partners.
- Follow-through to aid effectiveness commitment and principles poses challenges for UNCTs constrained by multiple UN systems, procedures, and policy positions — and current regulations.
- UNCTs also call for increased efforts to communicate the distinct role of the UN in relation to the new aid modalities and environment.

External Dimension

Participation in Dialogue and Aid Effectiveness Mechanisms

Ghana: UN participated as observer in direct budget support mechanisms.

Philippines: The UN actively participated in the Philippines Development Forum through its seven working

groups, pursuing advocacy and accelerated implementation of MDG goals via joint actions of the UN Thematic Groups.

Facilitation, Brokering, Convening – Leadership in Aid Effectiveness Mechanisms

Cambodia: The UN supported the government review of the Consultative Group process and its evolution into the Cambodian Development Cooperation Forum

Congo: By the end of the year, 19 donors, representing 90 percent of ODA, agreed to join the combined UNDAF and CAS, known as the Country Assistance Framework (CAF).

Maldives: The government, jointly with UN Maldives, initiated the Maldives Partnership Forum, which provided an avenue for the government and development partners to interact and coordinate efforts.

Bosnia/Herzegovina: In 2006 the UNCT established a Donor Coordination Forum including the 17 largest donors to BiH to increase donor coordination and aid effectiveness. Five meetings took place.

Support to Paris Declaration Monitoring Survey

Cape Verde: UN supported the government through coordination of donor survey input.

Ukraine: The UNCT advocated for the endorsement of the Paris Declaration by Ukraine.

Honduras: The UNCT promoted the exchange of South-South experiences with Nicaragua on the process of government/donor harmonization.

Capacity Development for Use of Aid Modalities and Aid Management

Burkina Faso: UNCT supported the aid coordination secretariat.

Burundi: UNCT supported the aid coordination agency through supporting South-South cooperation with Rwanda.

Cape Verde: The UN is supporting the internal aid coordination mechanisms of the government by a team of UN Volunteers working within the Ministry of Foreign Affairs.

Ethiopia: UNICEF and UNFPA provided capacity development support to the government in the area of procurement. In line with the Paris Declaration, UN agencies continued working towards using government procurement systems in the longer term.

Guatemala: The UN system has played a leadership role to push the alignment process and has supported the National Planning Secretariat with technical assistance to coordinate the international cooperation and follow-up to the commitments from the Paris Declaration.

Zambia: The UN carried out a macro-assessment of the public financial management system and supported the establishment of a Development Assistance Database at the Ministry of Foreign Affairs and National Planning.

Internal Dimension – Implications for UN Operations

UNCT Organization for Participation in Aid Effectiveness Mechanisms

Myanmar: The UN Joint Team assisted the government in developing a multi-sectoral national strategic plan in the area of HIV/AIDS.

Ghana: UNCT reviewed and rationalized participation in 13 donor sector working groups. Lead agencies were assigned to ensure that UN contributions draw on full UNCT expertise and are presented in a coherent manner.

Tanzania: The UN internal division of labor led to UN ability to articulate concerted UN positions in policy dialogue, and has contributed to reducing transaction costs to the government.

Bhutan: UNCT agreed to developing common positions for the round-table meetings between the government and donors. As a result, two UN system joint statements were tabled on issues of common interest.

Alignment of UNCT Instruments and Processes with Partner Country Processes

Ethiopia: UNDAF monitoring and evaluation aligned with the national monitoring and evaluation frameworks, including sector reviews.

Mozambique: The UN and donor databases were merged and the user-friendliness of databases improved.

UN programme staff were trained on how to enter and update information in the database.

Common Commitments and Changes in UN Operations and Programming

Moldova: The UN RC signed the Development Partnership Framework, a localized version of the Paris Declaration.

Kenya: UNCT jointly committed and implemented alignment of the UN programme planning cycle with the government's fiscal year and worked with the government on the alignment of fiscal disbursements.

Bangladesh: A first attempt to conduct a joint annual review of the country programmes was conducted in December, establishing a mechanism for jointly monitoring UN programme results and significantly reducing transaction costs for the government.

The Harmonized Approach to Cash Transfers (HACT)

- HACT introduces a significantly simplified and harmonized set of procedures to request, disburse, and report back on the use of funds, which is expected to significantly reduce transaction costs for partners and agencies.
- HACT introduces a change in the way cash transfers to partners are managed, emphasizing the need to increasingly use national systems and build national capacities.
- HACT establishes a system of managing risks when working with implementing partners as opposed to using a control-based management system.
- Risks related to transferring cash to partners will be assessed on the review of these partners' financial management capacities and internal control systems.
- Risks identified will be addressed through a set of assurance activities, with stronger assurance being directed at partners with weaker systems.

The Harmonized Approach to Cash Transfers to Implementing Partners (HACT)

The significance of HACT in the context of the Paris Declaration implementation is threefold. First, HACT firmly establishes the goal of using national systems as much as possible. It provides a step-by-step mechanism to reach this goal through the introduction of a shift from a control-based to a risk-management approach. Second, HACT challenges UNCTs to systematically approach capacity development of the public financial management system. It clearly outlines a trajectory from assessing capacity of national systems to strengthening and using financial management systems. HACT is fully integrated into the Common Country Programming Process. As such, it makes capacity assessments of the national public financial management system (macro assessment) a mandatory element of the CCA. Addressing capacity gaps then becomes a key activity in the UNDAF framework. Finally, HACT replaces the multiplicity of UN procedures and rules with a simplified and harmonized mechanism for the transfer of cash assistance to government. HACT is therefore expected to reduce transaction costs for government, reduce time constraints, and increase resources and capacities for more substantial and productive cooperation.

Background and implementation update

In April 2005, HACT was launched by the Executive Directors of the UNDG ExCom agencies. HACT is mandatory for UNDP, UNICEF, UNFPA, and WFP in all programme countries. Country teams with harmonized programme cycles were expected to begin full implementation of HACT when their new cycles commenced, but no later than January 1, 2008.

From September 2005 until the end of 2006, 15 regional orientation workshops were organized: four in Africa; three in Asia and Pacific; three in Latin America, two in Europe/CIS, and two in the Arab States region. Of these, ten were conducted in 2006. A total of approximately 430 country focal points in 126 countries have been oriented. This represents over 90 percent of the total countries targeted.

Based on progress reports as of end of March 2007, of the 126 countries, the following has been achieved:

- 83 countries (66 percent) have undertaken UN staff orientation about HACT.
- 64 countries (51 percent) have introduced HACT to government and/or local donor representatives.
- Macro-assessments have been initiated or completed by 55 countries (44 percent).
- Only 37 countries (29 percent) have reported that clauses in CPAP documents are being or have been updated.
- 38 countries — or approximately one in three — have initiated or completed micro-assessments.
- 12 countries (10 percent) are currently using the Funding Authorization and Certificate of Expenditures (FACE) form for cash transfers.

Feedback received from UNCTs suggests that as the implementation of HACT progresses globally, the level of initial anxieties among government partners and UN staff decreases, and the pace of implementation improves. Many UNCTs make a significant effort to use HACT as a tool for fostering more consistent work on increasing local partner capacity to manage public funds and facilitate proper internal control systems. Still, the implementation remains scattered, with country offices moving ahead at different paces.

According to the below table, 75 countries were expected to have begun using HACT by January 1, 2007. Another 27 countries were lagging behind, defined as having not yet initiated a macro-assessment. And 12 countries were already using the FACE form.

Region	Countries with 2007 deadline only	Delayed (macro-assessment not yet initiated)	Using FACE
Africa	29	11	4
Asia-Pacific	12	2	4
Europe/CIS	16	5	2
Latin America, Caribbean	13	6	2
Middle East	5	3	0
TOTAL	75	27	12

Conclusion

- HACT implementation is still in an early phase and a detailed assessment whether HACT indeed becomes a catalyst for changed behavior of UN agencies at the country level, including in terms of promoting greater use of national systems, is not yet possible.
- The key task for 2007 is to ensure full implementation of HACT in all roll-out countries.
- This in turn will allow for a much clearer evaluation on whether HACT objectives are indeed reached.



Lessons Learned from HACT Implementation

- RC and Agency Head leadership is key to the success of the HACT implementation progress. Management of the roll-out process by an inter-agency committee, with a well-defined action plan and leadership for specific activities shared among participating agencies, yields better results.
- Linking the dialogue on HACT to relevant national processes is very helpful (e.g., in Madagascar). HACT is being seen by the government and partners as part of the broader Alignment, Appropriation, and Harmonization Process (AAH).
- Closer linkages between the common country programming process and HACT generally ensures better acceptance of the new practices and a more harmonious implementation process.
- Partnerships with the Bretton Woods Institutions and bilateral donors on assessments are important to discussions on capacity gaps and capacity building measures.
- Effective implementation of HACT requires careful advocacy and training of partners. Some countries, e.g., Bosnia and Herzegovina, have developed manuals on HACT for national partners, which have proved to be very useful.

Chapter 3

Increasing Efforts on HIV/AIDS, Gender Equality, and Human Rights

The integration of HIV/AIDS, gender, and human rights into the broad range of UN activities is at the heart of the ongoing efforts of UN reform. Coherence within the UNCTs plays an important role in ensuring that agencies and development partners exploit their comparative advantages to jointly focus support on national capacity development in these three core and cross-cutting areas.

At the 61st Session of the General Assembly the Secretary-General affirmed the progress made towards universal access to HIV prevention, treatment, care, and support, including the 2006 adoption of the Political Declaration on HIV/AIDS, which brought greater coherence to the accelerated international response to the pandemic. In terms of gender, the global consensus that the UN facilitated on the centrality of gender equality to development forms a powerful basis for coherent UNCT support for gender equality and women's empowerment in line with national priorities. Furthermore, in response to the call of the Secretary-General, an increased number of UNCTs in 2006 undertook joint activities in the field of human rights, many as part of the Action 2 programme. Finally, the deeper commitment of the entire UN system to mainstream the human rights-based approach (HRBA) throughout programming increasingly ensures that capacity is developed so that rights holders can claim their intrinsic human rights and duty bearers will meet their corresponding obligations.





Reversing the HIV/AIDS Pandemic

AIDS remains one of the leading causes of death worldwide, and by the end of 2006 an estimated 39.5 million people were living with HIV infection. The scale of the epidemic threatens achievement of the Millennium Development Goals (MDGs) — in particular the goal to “have halted by 2015 and begun to reverse the spread of HIV/AIDS.” But HIV/AIDS similarly endangers the goals on poverty, education, gender equality, child mortality, and maternal health.

In the face of this exceptional challenge, the international community has strengthened its commitment to scaling up capacity to reverse the spread of HIV and the annual AIDS death toll. At the High-Level Meeting on AIDS held at the UN General Assembly on 2 June 2006, a new global objective was declared: moving towards the goal of universal access to comprehensive prevention programmes, treatment, care, and support by 2010.

The universal access commitment set a major milestone on the road towards the achievement of the MDGs. The Joint UN Programme on HIV/AIDS played a leading role in its formulation through a country-led process supported by more than 120 UNCTs. Harmonization and alignment are guiding UN efforts to build capacity to make universal access a reality. The Rome and Paris agendas for harmonization and aid effectiveness, as well as the principles guiding UN reform, have been adapted to the AIDS response through the “Three Ones” principles and the recommendations of the *Global Task Team on Improving AIDS Coordination Among Multilateral Institutions and International Donors*.

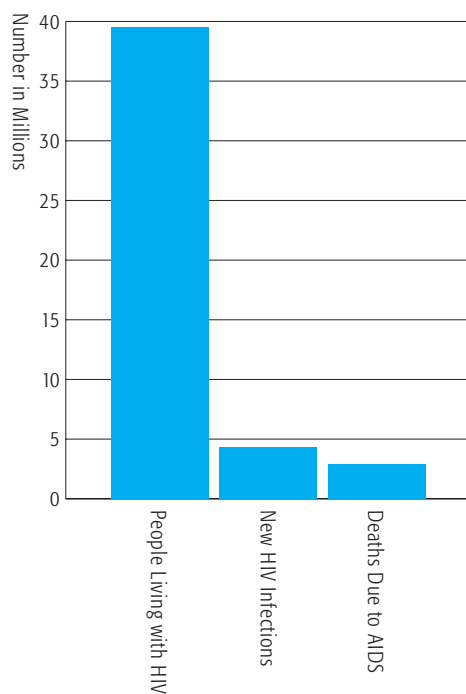
Harmonization and alignment of AIDS responses

In 2004 the adoption of the “Three Ones” principles brought greater coherence to the dramatic acceleration of the international response to AIDS. The global community embraced a comprehensive and country-owned national response guided by one national AIDS action framework, one national coordinating authority, and one monitoring and evaluation system. Subsequently, in 2005 a high-level multi-stakeholder Global Task Team, chaired by UNAIDS and the Government of Sweden, recommended specific actions by multilateral institutions and international partners. The aim was to empower inclusive national leadership and ownership, increase alignment to national priorities, better harmonize multilateral support, and improve accountability and oversight.

A major contribution to the implementation of the Global Task Team recommendations was the establishment of joint UN programmes and teams on AIDS within the UNCTs, following a December 2005 directive by the UN Secretary-General.

- By the end of 2006 at least 65 UNCTs had established a Joint UN Team on AIDS, consisting of operational-level UN staff working on AIDS.
- The joint teams provide more effective UN support under the authority of the UN Resident Coordinator (RC) and with the facilitation of the UNAIDS Country Coordinator.
- Joint teams are developing detailed joint programmes of support, which generally include a technical support plan, an advocacy and communications strategy, a resource mobilization strategy, and other tools required to operationalize a coherent UN response to AIDS at country level.
- All elements are aligned with the UNDAF or national programming frameworks and then translated into an annual work plan.

Global HIV Estimates for Adults and Children



Working through this improved structure, UNCTs reported UN achievements on harmonization and alignment, including:

• **Monitoring and evaluation (M&E):**

The establishment and maintenance of a comprehensive M&E system in each country is essential to obtain all the necessary information for evidence-informed policy development, sound programme management, and continued programme improvement. Dominican Republic, Honduras, India, Morocco, Philippines, Rwanda, Serbia, Swaziland, Thailand, Togo, Turkey, and Zambia were among the UNCTs that highlighted M&E work in their annual reports. In Myanmar, UNAIDS facilitated the production of strategic information on HIV and assisted the National AIDS Programme with data collection from all partners against a harmonized indicator set. Used for advocacy and resource mobilization, the data offered the basic building blocks for the National Response Progress Report.

• **AIDS response reviews:** Support to inclusive reviews or external evaluations of the national AIDS programme were reported by UNCTs in Burundi, Colombia, Dominican Republic, DR Congo, Equatorial Guinea, Iran, Morocco, Romania, and Sri Lanka. Such AIDS reviews are becoming routine in an increasing number of countries. However, additional efforts are needed to make them inclusive, widely collaborative, and fully aligned with other ongoing efforts. In 2006, UNAIDS developed the Country Harmonization and Alignment Tool (CHAT) to assist country efforts in gauging national and international partner involvement and adherence to good practices in harmonization, alignment, transparency, and accountability. CHAT also serves to help catalyze a national dialogue and support the participation and self-determination of those affected by HIV (see box, right).

The Zambia Joint UN Programme of Support on AIDS, 2007–2010

In Zambia a full Programme of Support was completed and endorsed by the UN Theme Group on HIV/AIDS in early October 2006. To develop the programme within the context of the 2007-2010 UNDAF, the Joint UN Team on AIDS aligned the comparative advantages of the 13 in-country UN organizations with Zambia's AIDS Strategic Framework 2006-2010.

The Joint Programme consists of the following components

- A four-year results matrix with four outcomes and 16 corresponding outputs
- A work plan with key results and activities for 2007
- A technical support plan for 2007
- Management and funding arrangements
- A monitoring and evaluation matrix

Within the Annual Work Plan, each key result is linked to individual and joint organization activities with a specific source and amount of funding. The work plan reflects programme areas where a single organization is responsible for a set of activities as well as areas supported jointly by two or more UN agencies.

CHAT Pilot in the Democratic Republic of Congo

Recommendation 4.1 from the *Global Task Team on Improving AIDS Coordination among Multilateral Institutions and International Donors* called on UNAIDS to develop a "scorecard-style accountability tool." The resulting Country Harmonization and Alignment Tool (CHAT) functions as a "barometer" of the current status of harmonization and alignment at country level. CHAT also helps identify where real or perceived blockages lie, and it serves as an advocacy tool for strengthening accountability, focusing dialogue, and driving progress.

CHAT was piloted in 2006 in Botswana, Brazil, DR Congo, Indonesia, Nigeria, Somalia, and Zambia. In DR Congo the piloting process provided evidence that not all relevant ministries were involved at the same level, and that CHAT represents an opportunity to stimulate greater involvement and identify the gaps. The stakeholders in DR Congo see CHAT as a policy development and advocacy tool, and not only as a monitoring tool. The Ministry of Health and the Chair of the UN Theme Group on HIV/AIDS co-chaired the CHAT Reference Group. To ensure that the CHAT outcomes trigger national discussion on harmonization and alignment, the stakeholders realized that those who work on policy and institutional development should be overseeing the use of the tool.

Increased Support and Rights for Those Living with HIV/AIDS in China

Supported by the UNCT, the National Five Year Plan for the control of AIDS in China (2006-2010) was developed and launched. The plan has ambitious targets in AIDS prevention, treatment, care, and support. These fit well with the global roadmap for universal access. In addition, in January 2007 the National AIDS Regulations were issued, specifying the responsibilities of government departments and citizens in the response to AIDS, enunciating the rights of people living with HIV and their relatives, and prohibiting stigma and discrimination. During the year a joint programme on AIDS was finalized to bring together the efforts of all UN agencies in one framework, in line with the National Five Year Plan and AIDS Regulations. Other notable UN achievements in China in 2006 included: mobilization of additional Global Fund resources to fight AIDS, TB, and malaria; strengthened involvement of China's civil society in the response to AIDS; and support to the development of the National Stop TB Plan 2006-2010. The latter will, inter alia, address multi-drug resistance, given that China has an estimated 30 percent of global cases.

Universal access

The High-Level Meeting on AIDS included an agreement to translate the universal access commitment into a set of ambitious national targets. Since then, UNCTs have assisted governments to set targets and overcome the critical obstacles to scaling up that were identified during inclusive country consultations.¹

- By the end of March 2007, 92 countries had set targets for universal access.
- 36 countries had incorporated these targets into their national strategic plans and costed their new, accelerated efforts.
- This process has offered partners a much more goal-oriented approach to scaling up prevention, treatment, care, and support by 2010.

As well as supporting national target-setting, UNCTs reported UN support to national efforts to scale up through:

- **Mainstreaming:** UNDP, the World Bank, and the UNAIDS Secretariat are jointly strengthening national capacity to mainstream AIDS priorities into national planning efforts — particularly through Poverty Reduction Strategy Papers (PRSPs). Seven countries were selected for the first phase of the programme (Ethiopia, Ghana, Mali, Rwanda, Senegal, Tanzania, and Zambia), and seven additional countries were supported in 2006 (Burkina Faso, Burundi, Kenya, Madagascar, Malawi, Mozambique, and Uganda).
- **Resource mobilization:** Technical and financial support was provided for the development of 56 proposals for Round 6 of the Global Fund to Fight AIDS, Tuberculosis, and Malaria. Twenty-eight of these proposals were approved for

funding (80 percent of all successful proposals), corresponding to a two-year grant value of \$467 million and a lifetime grant value of \$1.15 billion.

- **Building capacity and increasing involvement:** In China, for instance, the UNCT is focused on building the capacity of persons living with HIV, particularly women and poor and rural families affected by AIDS. By promoting the socio-economic empowerment of women living with HIV, and increasing access to micro-finance services for poor families affected by AIDS, the UNCT and Government of China were able to produce replicable models of empowerment to lift people living with HIV out of poverty.

- **Dispelling stigma and discrimination:** There is growing awareness of the importance of strengthening efforts to address the social drivers of this epidemic. These include the low status of women, homophobia, HIV-related stigma, and inequality. For example, stigma and discrimination against people living with HIV discourages many people from taking an HIV test and determining their status. In an effort to promote understanding and acceptance of HIV testing, in 2006 heads of UN agencies in Papua New Guinea publicly underwent voluntary counseling and HIV testing. Several national leaders, including the Minister of Health, civil society representatives, athletes, youth leaders, students, and others took part in the event organized as part of activities commemorating United Nations Day in Port Moresby.

¹ See *Towards universal access: assessment by the Joint United Nations Programme on HIV/AIDS on scaling up HIV prevention, treatment, care and support*, UN General Assembly document A/60/737, 24 March 2006.

Conclusion

- In 2006, UNCTs strengthened national capacity to mainstream AIDS priorities into national planning.
- About half of the UNCTs have established a Joint UN Team on AIDS, providing more effective and better aligned support. Many of these teams have developed a detailed joint programme, including a technical support plan, communications and resource mobilization strategies, and other tools.
- Because the majority of countries have set targets for universal access, development partners are provided with a goal-oriented approach to scaling up prevention, treatment, care, and support.
- Comprehensive M&E systems remain essential to evidence-informed policy development.
- Additional efforts are needed to make AIDS reviews inclusive, collaborative, and fully aligned with other ongoing efforts.
- The Country Harmonization and Alignment Tool was developed to catalyze a national dialogue and to gauge good practices in harmonization, alignment, transparency, and accountability.
- While UNCTs further seek to strengthen capacity for women and rural families affected by AIDS, they are also drawing attention to the underlying social drivers. These include the low status of women, homophobia, HIV-related stigma, and inequality.

Community Capacity Enhancement Against AIDS in Tanzania

The Joint UN Programme on HIV/AIDS in collaboration with TACAIDS and the Prime Minister's Office for Regional Administration and Local Government decided to help scale up HIV/AIDS responses at the community level by placing a national United Nations Volunteer (UNV) in 22 local councils. The UNVs will help build the capacity of the Council Multi-Sectoral AIDS Committees at district, ward, and village levels. They will also help communities plan and implement local interventions, rally youth and women's groups, and encourage people living with HIV to play a more active role in fighting stigma and discrimination in their communities.

Mobilizing Resources for Universal Access in Burkina Faso

At the sixth annual session of Burkina Faso's National AIDS Commission, President Blaise Compaoré called for a scaling up of the AIDS response towards universal access to HIV prevention, treatment, care, and support. Universal access targets were set through a process that includes national, international, and civil society partners, and the targets have since been incorporated into the strategic plan for the national AIDS response. This plan was costed by the secretariat of the national AIDS programme using tools developed by the World Bank, UNAIDS, and WHO. A resource mobilization meeting was held on July 3, 2006, leading to a general commitment from financial partners to cover 75 percent of the \$239.7 million budget for the period 2006-2010. A Global Fund Round 6 proposal was later approved, covering the other 25 percent of the budget.

Universal Access Targets in Cambodia

In Cambodia comprehensive, robust, and ambitious universal access targets were agreed upon through a process involving a wide range of national and international stakeholders. These stakeholders included government institutions, the private sector, trade unions, faith-based organizations, civil society organizations, national NGOs, national networks, international NGOs, bilateral donors, and the Joint UN Team on AIDS. The effort has stimulated inclusive national ownership (government and civil society) of the national response; increased attention to most-at-risk populations and underserved areas; and reanimated the discussion on HIV prevention. The national targets will also figure in the Joint UN Programme of Support, clarifying the United Nations' contribution to making universal access a reality.

A national communication campaign led by the national AIDS authority is planned to ensure that every Cambodian knows the universal access targets, why they are important, and what can be expected in terms of accountability. In 2007 the national strategic plan will be revised with joint UN support; and the development of a proposal for Round 7 of the Global Fund is already being guided by the targets.

The Call to Pursue Gender Equality in the Triennial Comprehensive Policy Review

The Triennial Comprehensive Policy Review (TCPR - A/Res/59/250) called upon all organizations of the UN system to pursue gender equality in their country programmes and to articulate country-level goals and targets on gender equality in accordance with the national development strategies. It urged the RC system to make gender specialists available in key sectors; work with national counterparts to generate sex disaggregated data; ensure clear mandates and needed resources for gender theme groups and specialists; and avail itself of UNIFEM's technical expertise. The TCPR also called on the RCs to ensure that information on gender equality was included in their annual reports and encouraged progress on achieving gender balance in appointments.

Promoting Gender Equality

The Millennium Declaration commits States to promote gender equality and women's empowerment as effective ways to combat poverty, hunger, and disease. It also commits to stimulate sustainable development; combat all forms of violence against women; and implement the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Taken together, the global consensus that the UN has facilitated on the centrality of gender equality to development — as enshrined in the Beijing Platform for Action, CEDAW, Security Council Resolution 1325, and the Millennium Development Goals — form a powerful basis for strong and coherent UN support to countries to advance gender equality and women's empowerment in line with their national priorities.

Yet as the mid-point for achieving the MDGs approaches, the rate of progress on gender equality and women's empowerment is cause for concern. Globally and regionally, more adult women (15 years or older) than ever before are now living with

HIV. The 17.7 million women living with HIV in 2006 represent an increase of over one million compared with 2004. Women's political participation is increasing at a snail's pace — reaching only 17 percent of representatives in national parliaments by 2006. While maternal mortality has been high on the international agenda for two decades, ratios of maternal mortality seem to have changed little in regions where most deaths occur (sub-Saharan Africa and Southern Asia). Unreliable data and wide margins of uncertainty make trends difficult to measure. In addition, the world missed its first MDG target in 2005: parity in school enrolment between girls and boys.

Urgent action is needed, and there are positive indications that the UN system is strengthening its mechanisms of support for gender equality:

- The past three RC Annual Reports (2004–2006) demonstrated incremental improvements in the substance of reporting and inclusion of gender equality in UNDAFs and work plans.
- The UNDG is strengthening capacity development and accountability for gender equality by endorsing a set of indicators to assess UNCT performance and strengthening the gender equality dimension of all UNDG-sponsored RC system training.
- Based on data from July 2004 to June 2006, within the RC system the number of female RCs increased 21 percent, to 32.5 percent.²

² OHRM data from 1 July 2004 to 30 June 2006.

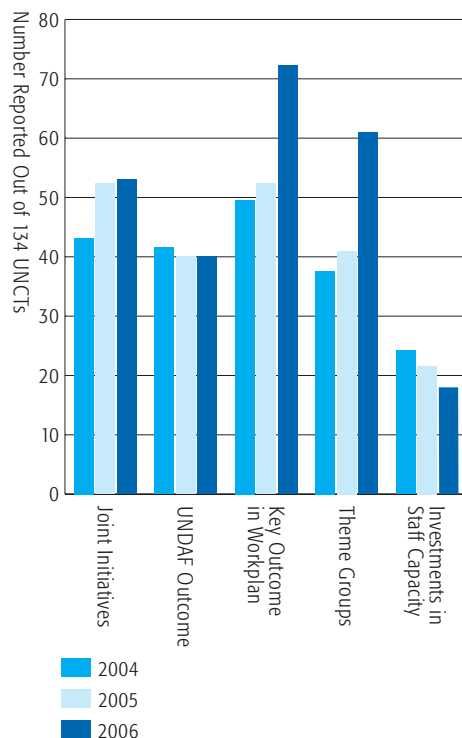
Support for gender equality

The UNDG Task Team on Gender Equality³ review of RC Annual Reports for 2004, 2005, and 2006 shows an overall positive trend towards strengthened support by UNCTs for gender equality.⁴ Among key areas of progress based on 134 annual reports submitted by resident coordinators:

- Forty-five RC reports in 2006 highlighted UNCT efforts to mainstream gender equality in national development processes, compared to 20 in 2005 and 17 in 2004.
- Seventy-two UNCTs highlighted gender equality or women's empowerment in the outcomes for their work plans, as compared to 52 in 2005 and 49 in 2004.
- There was a small increase in reporting on joint initiatives on gender equality, rising to 53 in 2006, from 52 in 2005, and 43 in 2004.
- There are indications that the number of Gender Theme Groups (GTGs) increased to 61 in 2006, compared to 41 in 2005 and 37 in 2004.⁵

The number of UNDAF frameworks that contained gender equality and women's empowerment in at least one outcome statement remained the same at approximately 40 across the three years. And there was a slight decrease in the number of UNCTs reporting on capacity development of staff in gender equality issues: 18 in 2006, from 21 in 2005 and 24 in 2004.

Tracking Changes in UNCT Reporting on Gender Equality Initiatives



Nicaragua: Building Internal and External Capacity for Action on Gender Equality

The Inter-agency Gender Committee (IGC), composed of UN organizations and members of the donor community, has proven to be a strong driver in the UNCT. The IGC is currently conducting a mapping of present and future interventions, and is funding commitments of the UN system and donor community in support of the National Program for Gender Equity (NPGE). The map will serve as a framework for a future sector-wide approach (SWAp) to support implementation of the NPGE. The IGC also supports capacity building to strengthen the technical and political structures of the National Council of Women and the planning capacities of the Nicaraguan Institute of Women (INIM). The IGC has coordinated trainings with UN system regional experts for the use of gender-sensitive analysis in the CCA. Furthermore, it prepared guidelines and a gender and human rights analysis matrix. The matrix included key gender-specific indicators available in the Gender-focused Indicator System of the National Institute of Statistics and Census, according to each MDG, economic, and governance areas covered by the CCA.

³The task team is chaired by UNIFEM and consists of 17 member organizations: IFAD, ILO, FAO, DAW, UNDP, ECOSOC, UN-HABITAT, UNEP, UNESCO, UNFPA, UNICEF, UNIFEM, UNODC, OSAGI, the United Nations Permanent Forum on Indigenous Issues, WFP, and WHO.

⁴Please note that the information reported here is not an indication of the performance of UNCTs. It is, rather, a reflection of what Resident Coordinators are reporting. Reporting was also enhanced in 2006 by changes in guidelines that called for more substantive reporting in specific areas.

⁵The UNDG does not systematically track the number of theme groups. The number for 2006 may have increased because the reporting guidelines in that year included a reporting line on GTG activities.

Kazakhstan: Progressing toward Gender Equality in its UNDAF

The UNCT in Kazakhstan made good progress towards the cross-cutting outcome on gender equality in its UNDAF: *“Legislative base and policy for promotion of gender equality and the advancement of women strengthened.”* UN agencies supported the National Commission on Family Affairs and Gender to support a National Gender Equality Action Plan (NAP), which was approved by the Government of the Republic of Kazakhstan in June 2006. The NAP sets specific tasks and allocates responsibilities to state bodies in executing these tasks, which signifies an important achievement in providing the National Commission with real authority to implement the Gender Equality Strategy adopted in 2005.

Supported by UN agencies both technically and financially, participatory discussion of the draft NAP put a number of gender priorities on the government’s agenda.

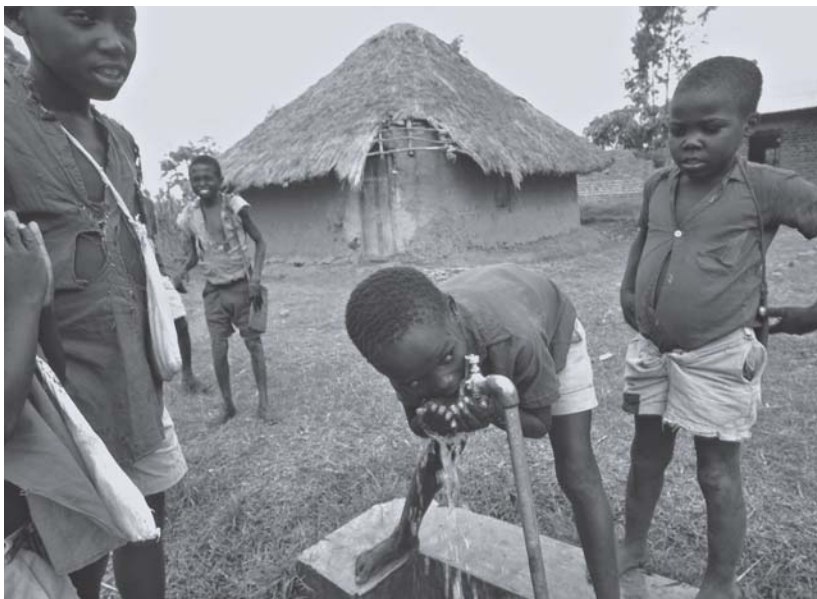
One is a commitment to finalize preparation and submit to Parliament two important pieces of legislation: (1) on equal rights and equal opportunities of men and women, and (2) on domestic violence. Another is the incorporation of a gender-disaggregated statistical approach in state programming and monitoring. And yet another is a commitment to study, adapt, and ultimately apply gender responsive budgeting. The UN Theme Group on Gender coordinated the flow of information to ensure that there would be no duplication of UN activities in assisting the National Commission in implementing the NAP. In accordance with the NAP, UNIFEM spearheaded a joint project to support the drafting of a Law on Equal Rights and Equal Opportunities. The draft was discussed at national roundtables with active participation of civil society, state officials, and parliamentarians. After incorporating wide ranging suggestions, the draft law was submitted to Parliament, with anticipated adoption in 2007.

Areas of support

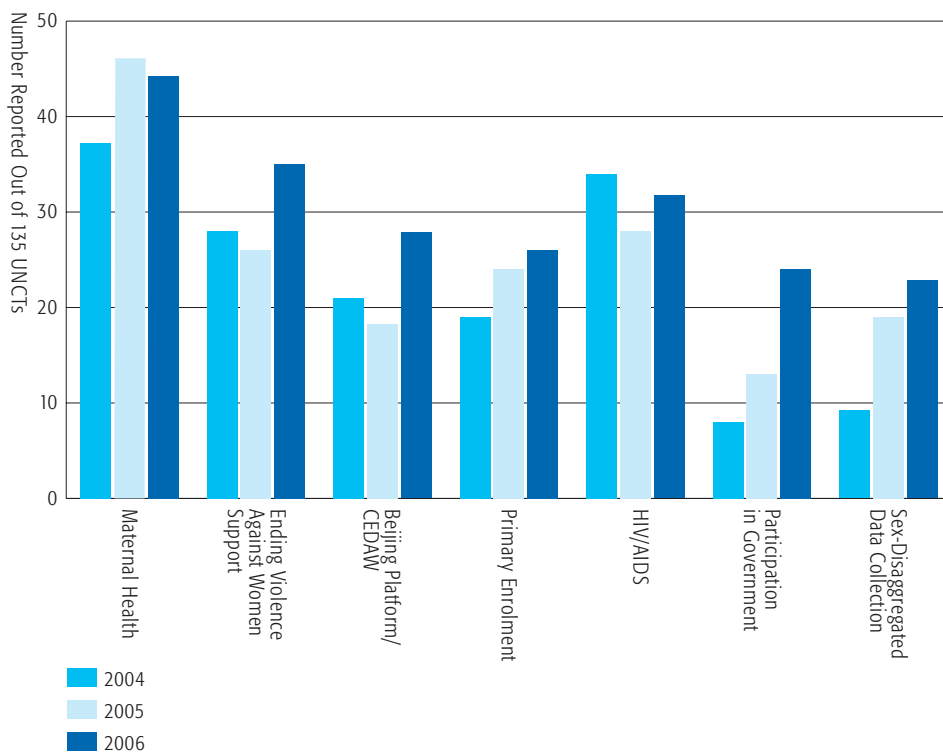
The areas of gender equality programming that were most frequently reported were:

- Strengthening reproductive health and reducing maternal mortality (44 examples in 2006, 46 in 2005, and 37 in 2004).
- Ending violence against women (35 examples in 2006, 26 in 2005, and 28 in 2004).
- Supporting women’s empowerment in HIV/AIDS programmes (32 examples in 2006, 28 in 2005, and 34 in 2004).
- Assistance in implementing and/or reporting on the Beijing Platform for Action and CEDAW (28 examples in 2006, 18 in 2005, and 21 in 2004).
- Supporting girls’ enrolment in primary school (26 examples in 2006, 24 in 2005, and 19 in 2004).
- Enhancing women’s participation in government (24 examples in 2006, 13 in 2005, and 8 in 2004).
- Strengthening collection of sex disaggregated data (23 examples in 2006, 19 in 2005, and 9 in 2004).
- Capacity development support for National Women’s Machineries (NWMs), i.e., agencies mandated to address women’s rights and gender equality within government, such as Ministries of Women’s Affairs or gender desks (21 examples in 2006, 16 in 2005, and 11 in 2004).

Most notable are the areas in which there were exponential increases. For instance, there was an approximate doubling between 2004 and 2006 in the number of RCs that reported on mainstreaming gender equality into national development processes, supporting NWMs, and strengthening collection of sex disaggre-



UNCT Initiatives on Gender Equality by Area of Support



gated data. And there was a tripling between 2004 and 2006 in the number of RCs that reported on support for women's political participation. The fact that these activities align with MDG priorities may be a contributing factor.

Challenges and recommendations

While overall reporting indicates increased activity by UNCTs, the review also highlighted a number of challenges:

- Despite a significant emphasis on the critical role the UN can play in addressing sexual violence in crisis and conflict countries, little information on UN action is provided in this regard.
- There is still too little information in the RC annual reports on the extent to which UNCT action has contributed to achieving concrete results.
- There is scant reporting on UNCT joint programming and UNCT-wide actions in

support of gender equality and on the processes that enable all UN organizations — including non-resident agencies — to work together, from their areas of comparative advantage, to provide coordinated support. The example from the UNCT in Egypt remains the exception rather than the rule.

A number of actions being taken by the UN system in 2007 could contribute to better analysis in the coming years:

- A set of performance indicators on UNCT gender equality programming will be field-tested and rolled out in 2007, as will an action learning initiative to support UNCTs in devising holistic approaches to support the achievement of gender equality.
- The Chief Executive Board (CEB) has approved a system-wide policy and action plan on gender equality that is also scheduled to be rolled out in the coming months.

Kenya: Supporting the Development of a National Gender Policy

Capacity building efforts of the Ministry of Gender and the National Gender Consultative Forum & NGO Thematic Forum contributed to the passage of the Sessional Paper on Gender Equality and Development into law by Parliament in October 2006. The Sessional Paper commits the government to a wide range of initiatives to combat violence against women. These include: (1) the implementation of the National Action Plan to combat violence against women; (2) the enactment of a Family Protection bill; and (3) amendments to the Penal Code to ensure that domestic violence (including domestic assault and marital rape) are criminal offences. In addition, the government plans to make it mandatory for police officers to record statements and follow-up on cases of domestic violence.

Egypt: Sharing Responsibilities through Joint Initiatives

The UNCT in Egypt reported on a number of joint initiatives on gender equality, demonstrating how responsibilities can be shared across the system with UN organizations leading in their areas of comparative advantage. The UN joint Girls' Education Initiative, led by UNICEF, helped to ensure the adoption of national teacher performance standards and improve the quality of teaching methodology standards. As a result, in 2006 the number of girl-friendly schools in Egypt rose to more than 500. The UN system also worked together to address HIV under the UN Joint Programme on HIV/AIDS and through the Joint Team on AIDS established in January 2006. Several joint projects continued and new ones were established in 2006, such as the first outreach project targeting female sex workers.

With joint support to the National Council for Women and coordination from UNIFEM, the National Five Year Development Plan gathered information from various governorates. Gender budgeting, gender auditing, and performance-based budgeting were piloted in selected ministries. Ten UN agencies came together to address the rights of children, youth, and mothers through the National Council for Childhood and Motherhood (NCCM). The NCCM sought to develop an integrated national five-year plan of action to facilitate long-term and integrated interventions. In the area of female genital mutilation/cutting (FGM/C), community dialogue and joint activities continued among NCCM, relevant ministries, and UN agencies. Two agencies joined forces in major evaluations of FGM/C programmes in order to produce joint final recommendations feeding into one national strategy and a joint work plan. Progress was also made in efforts to utilize the media to advocate against FGM/C.

- The UN Evaluation Group has committed to assessing performance on gender equality in the One UN pilots.
- At least ten UN organizations have joined together in the UN Action on Sexual Violence, which will focus on enhancing UN joint responses on the ground.
- WHO, UNFPA, and UNICEF, in partnership with multiple stakeholders, are rolling out the Road Map for Maternal and Newborn Health (MNH) in the African region to accelerate attainment of the MDGs.

Conclusion

- The steady increase and improvement in reporting on gender equality is probably due to factors such as changes in reporting guidelines that encourage more specific information on UNCT support to national gender priorities.
- The improvements may also be demand-driven, reflecting more intensive action by countries in creating laws, policies, and action plans on gender equality and women's empowerment.
- A more rigorous and systematic process of evaluation of UNCT performance on gender equality and women's empowerment on the ground is still required. This would provide a greater in-depth analysis and understanding of how UNCTs most effectively support countries.
- Actions being taken in 2007 should contribute to more systematic monitoring of performance. They include performance indicators on UNCT gender equality programming, the action learning initiative, the system-wide policy and action plan, and the evaluation of UN pilots.
- These actions, as well as the results of inter-governmental debates on a strengthened UN architecture for gender equality, hold great potential for enhancing UN system support for gender equality and women's empowerment.

Advancing Human Rights

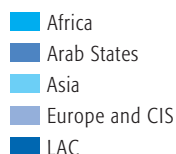
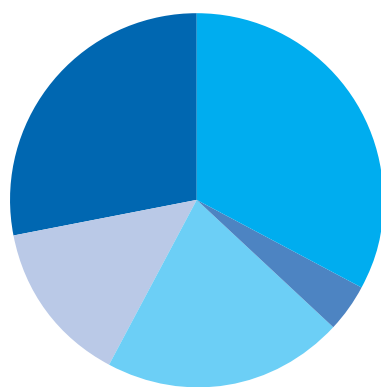
International human rights standards have little bearing if they are not enforced at the country level. Therefore, all programmes of development co-operation, policies, and technical assistance should further the realization of human rights as laid down in the Universal Declaration of Human Rights and other international human rights instruments. In drawing on the assets of its entire system, the UN has a fundamental and crucial role to play in collectively assisting host governments promote and protect international human rights standards at the national, regional, and local level.

In 2006, to make certain that rights holders claim their intrinsic human rights and duty bearers meet their corresponding obligations, the UN widened its commitment to mainstreaming the human rights-based approach (HRBA) throughout programming. UNCTs further strengthened their support to the development of joint human rights activities with national partners. Specific support included support from the Action 2 Global Programme, which continued to tailor human rights strategies to national needs and build UNCT human rights capacity (see box, right).

New CCA/UNDAF guidelines and the human rights based approach

In stating that UNCTs must support actions that help member states fulfill their international legal obligations on human rights, the new CCA/UNDAF guidelines now place a much stronger emphasis on human rights (see UNDAF and capacity building sections of this report). The guidelines further identify the HRBA as one of the five inter-related principles that must be applied to the national planning process. All UNCTs must implement the HRBA to support country analysis, advocate for priorities in the national development framework, and prepare an UNDAF demonstrating strategic use of UNCT resources and expertise.

Distribution of Areas of Staff Training



Joint human rights activities

Unlike with gender and HIV/AIDS, reporting on joint UNCT activities on human rights is not yet a requirement under reporting guidelines. While reporting might not reflect the full scope of human rights activities, an increased number of UNCTs still reported joint activities in the field of human rights in 2006. Some of these occurred as part of the Action 2

Common UN Understanding of Rights-Based Approaches to Development Cooperation

1. All programmes of development cooperation, policies, and technical assistance should further the realization of human rights as laid down in the Universal Declaration of Human Rights and other international human rights instruments.
2. Human rights standards contained in, and principles derived from, the Universal Declaration of Human Rights and other international human rights instruments guide all development cooperation and programming in all sectors and in all phases of the programming process.
3. Development cooperation contributes to the development of the capacities of "duty-bearers" to meet their obligations and/or of "rights-holders" to claim their rights.

Action 2 Global Programme

As a response to the second action point of former Secretary-General Kofi Annan's *2002 Strengthening the United Nations: An Agenda for Future Change*, Action 2 calls for joint UN action to strengthen human rights at the country level. The Action 2 Global Programme has been endorsed by 21 Heads of Agencies and is managed as a joint programme through an Inter-Agency Task Force, composed of OHCHR, UNDGO, UNDP, UNICEF, UNFPA, UNIFEM, and OCHA.

The overarching goal of Action 2 is to tailor human rights strategies to national needs and build UNCT capacity through strengthened and sustainable human rights support systems. To reach this goal, Action 2 provides support to UNCTs, including seed funding for human rights activities, guidance tools, learning resources, human rights advice, networking, and knowledge-sharing.

Action 2 has so far approved 40 projects for implementation worldwide (a quarter stemming from post-conflict countries) and ten requests for human rights advisors for deployment in 2007. Action 2 also supports a special initiative for the Great Lakes Region in Africa.

In 2006 a comprehensive learning package on the HRBA was developed, featuring a reference manual, a workshop and trainers' guide, and a collection of learning tools and materials. The learning package is being rolled out globally in 2007 and it is expected that the system-wide implementation of the learning package will significantly contribute to a coherent system-wide understanding and application of HRBA.

programme, while numerous others were developed outside the programme.

According to RC reports worldwide, 12 Joint Programs were developed or implemented under a narrowly defined Human Rights theme in 2006; nine others dealt with human rights issues but were attributed to Governance, bringing the total number to 21. By comparison, in 2005 only eight joint programmes were reported under a consolidated Human Rights & Governance theme. The increased human rights focus in 2006 was reported primarily in Africa and Europe & CIS. The joint human rights activities spanned over a wide range of innovative approaches, including advocacy activities such as establishing information centers within national ministries, drafting national citizens' human rights charters, initiating human rights theme groups, and supporting the establishment of national human rights commissions. UN country teams also made active use of Theme Groups on Human Rights to organize their joint activities. A quick survey conducted in May 2007 showed that 42 country teams had a functioning inter-agency theme group on human rights (out of 95 UNCTs responding).

A survey of 2006 RC annual reports reveals five key areas of joint human rights activities: (1) joint programming; (2) capacity building for national partners; (3) promotion of international human rights standards; (4) cooperation and linkage with human rights mechanisms; and (5) UNCT staff training. The following represents examples of these human rights initiatives at country level in 2006.

1. Joint programming

The Macedonian Under-represented Minority Internship Programme

A new UN Under-represented Minorities Internship Programme was initiated in

2006 to provide graduate-level students from ethnic minorities in Macedonia with the opportunity to obtain valuable work experience as interns within a UN agency. The programme has so far recruited four interns for two projects in UNDP and is currently in the process of recruiting interns for the International Organization for Migration (IOM) and UNIFEM. UNHCR, WHO, and UNFPA have also expressed an interest to recruit interns under this programme later in 2007. The programme will in a second phase be rolled-out to other organisations (universities and NGOs) to widen the recruitment base and broaden the opportunities for inclusion in this programme.

2. Capacity building for national partners

Strengthened Support for the Human Rights Commission of Sri Lanka

The Human Rights Commission (HRC) in Sri Lanka developed a number of major programmes in the area of protection of human rights. In particular, a special unit in the HRC was established to monitor relief issues in the wake of the tsunami, which successfully combined the capacity-building strengths of UNDP, the child protection agenda of UNICEF, and the internally displaced persons focus of UNHCR. This has in turn translated into strengthened support for the regional offices of the HRC in tsunami and conflict affected areas. The project also undertook a series of People's Consultations in more than 1,000 affected communities, which led to the creation of a new Ministry of Disaster Management and Human Rights.

Moving forward, the collaborative agencies now should be further integrated into one comprehensive package. This is particularly important at the local level, where regional offices have had additional staff and resources come on line through different project streams. This was flagged as a priority challenge in the new UNDAF, and will be the basis of joint programming in the future.

3. Promotion of international human rights standards

Linking UNDAF to International Human Rights Standards in Kenya

Orientation sessions were held for inter-agency staff to improve the understanding of human rights principles and the link to and among the UN Charter, Declaration of Human Rights, MDGs, and the UNDAF review process. The training highlighted the Action 2 programme and objectives, the human rights-based approach, and UNCT mechanisms that promote human rights locally. The approach used was very participatory and involved learning experiences from civil society, government, UN agencies, and development partners, including practical and participatory presentations and plenary discussions. The trainings were extremely well attended by partners outside the UN system, such as donors, national ministries, the National Commission on Human Rights, NGOs, indigenous and minority groups, religious groups, and other development partners.

Mongolia Incorporates Human Rights Standards in the National Development Strategy

A special session for parliamentarians resulted in a 2005 bill and resolution on Mongolia-specific MDGs targets. The resolution included an additional MDG 9: "Strengthening human rights and fostering democratic governance." MDG 9 targets include respecting and abiding by the Universal Declaration of Human Rights, ensuring freedom of mass media and access to information, mainstreaming democratic principles and practice into daily life, and creating an environment of zero-tolerance for corruption. In March 2006 the President of Mongolia issued a decree to develop a National Development Strategy (NDS) based on MDG targets and established a working group chaired by the Prime Minister. The working group is comprised of ministers, the president's advisors, political party

leaders, academics, researchers, and civil society and private sector representatives. The MDG-based NDS includes human rights indicators and will guide medium-term programmes, sectoral strategies, and donor cooperation programmes.

Philippines Human Rights Task Force Advocating for Visit of the Special Rapporteur

The governance portfolio of the UNDAF includes capacity development and strengthening of institutions working on issues of rights of children and human rights. Building on this platform, a small task force was formed within the UNCT in direct response to the increase in reported unexplained killings. The task force sought to interact with the government and key partners such as the EU and the Commission on Human Rights. The goal was to advocate for the earliest invitation to be issued to the Special Rapporteur on Extra-judicial Summary or Arbitrary Execution to the Philippines, and identify immediate, short-term, and long-term solutions to address the issues of human rights violations.

4. Cooperation and linkage with human rights mechanisms

New Theme Group in Iran Receiving HR Complaints and Forwarding to HR Mechanisms

Established in 2006, a new theme group on Human Rights and Good Governance has initiated dialogue about a more formal link with the Office of High Commissioner for Human Rights (OHCHR). In this context progress was made on juvenile justice reforms, although it remains to be seen whether this progress will lead to an effective halt of executions of minors or the abolishment of the death penalty against adolescents in Iran. A list of 23 adolescents on death row was handed over to the High Commissioner for Human Rights as well as to the Chairperson of the Committee on the Rights of the Child in Geneva in June

2006. Several UN agencies are directly involved with a number of human rights cases, receiving reports and complaint letters from various individuals, which are regularly shared with OHCHR.

5. UNCT staff training

Angola – Improving the Use of the HRBA in the UNDAF

In order for the UN system to be able to perform its supporting role, as a first step the knowledge within UNCTs on human rights standards and principles and of the human rights-based approach must be strengthened. A workshop on HRBA was organized by OHCHR Angola Office for the UNCT in April 2006, which introduced HRBA programming to the UN agencies in the country. The workshop also included a one-day session focusing on poverty reduction strategy to which government officials and NGOs were invited. These events led to significantly increased awareness and interest within the country team, and to various joint programmes on human rights being prepared or improved. The workshop was followed up with specific trainings for each agency. More importantly, the workshop also led to the UNCT deciding to hold a retreat with focus on the same issues as a preparation for the Midterm Review of UNDAF. This retreat concluded with a decision to go more thoroughly into the UNDAF than a normal midterm review, and recommended that the UNDAF outcomes should better reflect human rights standards and that the processes should adhere to human rights principles. The UNCT even considered a redrafting of the CCA. This process will now also feed into the preparation of the next CCA/UNDAF process for the period from 2009 onward, which is planned to get well underway later this year.

Conclusion

Because reporting on joint UNCT human rights activities is still not a requirement under the reporting guidelines, a clear assessment of human rights support is difficult to address.

- Nevertheless, 21 joint programs were reported under Human Rights and/or Governance in 2006, in comparison to eight joint programmes in 2005.
- At least 42 UN country teams currently have a functioning Theme Group on Human Rights.
- Mongolia took the innovative step of establishing an additional MDG 9: “Strengthening human rights and fostering democratic governance.” MDG 9 targets include abiding by the Declaration of Human Rights, ensuring freedom of the press, and mainstreaming democratic principles into daily life.
- Theme groups on human rights streamlined associations with the likes of the Office of High Commissioner for Human Rights, and thus facilitated progress towards issues such as justice reform.
- HRBA trainings and workshops helped further improve UNCT human rights awareness, joint programmes, and UNDAF outcomes.



Chapter 4

Greater Operational Coherence, Coordination, and Harmonization

With the aim of improving UN coordination and effectiveness in supporting national development goals, the countries have focused on three important initiatives: (1) Joint Programmes; (2) Common Services and Common Premises; and (3) Joint Offices. The measures are intended to increase coherence, coordination, and harmonization of UN activities — while reducing transaction and operational costs for national governments, donors, national counterparts, and the UN itself. This simplification and harmonization programme is also central to the UN's effort to implement the Paris Declaration. While cost-efficiency is one of the motivations for these reforms, the common denominator is the facilitation and support of coherent programmatic initiatives towards increased national capacity.





What is a Joint Programme (JP)?

A joint programme is a set of activities contained in a common work plan and related budget. A JP is implemented and funded by two or more UN organizations and (sub-) national partners in support of a common result. The work plan and budget form part of a JP document, which also details partner roles and responsibilities in coordinating and managing joint activities. In the case of the UN ExCom Agencies, the common work plan takes the form of an annual work plan (AWP) developed from a Country Programme Action Plan (CPAP), based on an Approved Country Programme Document and UNDAFs.

Effectively Working Together: Joint Programmes

Context

To enhance the efficiency and effectiveness of the UN system, UN agencies are engaging in Joint Programmes (JPs) and strengthening joint initiatives with governments and other local partners. JPs add value as a rational response to addressing national priorities in a coordinated and cost effective manner. While drawing on UN agency comparative advantages and expertise, they build capacity and maximize synergies among national partners.

Innovations

For 2006, in response to agency concerns, the UNDG Resident Coordinator's Annual Report (RCAR) matrix included a one page JP template for data collection. The template required that UNCTs specify project duration, funding modality, managing agents, national partners, total budget, and other key elements. As a result, reporting quality was notably improved.

With the understanding that the programmatic dimension should be at the heart of closer UN cooperation, UNCTs reported that they are increasingly seeking to achieve the vision of the “Three Ones” framework — One programme, one team, one leader — through the elaboration of joint programmes. UNCTs cited that collaborative programming experiences further strengthened team building across operational cadres of UN agencies' staff. Some country offices noted that JPs encouraged multiple disciplinary insights and approaches to issues with a distinctive “UN brand.” While some UNCTs reported implementing programme interventions through JPs, others took steps to house “joint teams” in one location to facilitate collaboration and pooled funding.

Statistics summary

As shown in the charts and diagram below, in 2006, 76 out of the 134 UNCTs worldwide — approximately 57 percent — reported having developed or been in the process of implementing at least one joint programme. Other countries that have ongoing JPs may not have reported theme again in that year. The JP database

Theme Reported	JPs Reported (Millions USD)	JPs Reported (%)	Budget Reported (Millions USD)	Budget Reported (%)
HIV/AIDS	38	22%	141	33%
Gender	18	10%	17	4%
Health	17	10%	63	15%
MDGs	16	9%	12	3%
Children/Youth	13	8%	33	8%
Human Rights	12	7%	5	1%
Conflict/Disaster	12	7%	44	10%
Food Security	10	6%	19	4%
Education	10	6%	7	2%
Governance/Democracy	9	5%	53	12%
Poverty Reduction	7	4%	20	5%
Community Development	7	4%	14	3%
Sustainable Development	4	2%	1	0%
Total	173	100%	429	100%

currently lists a total of 345 JPs. By comparison, 71 UNCTs reported having developed a JP in 2005, and only 29 in 2004. The regional breakdown of reporting UNCTs for 2006 was: 56 percent in Africa; 35 percent in Arab States; 74 percent in Asia; 63 percent in Europe & CIS; and 52 percent in LAC.

Out of all the joint programmes reported, 173 indicated the theme of the JP. These themes somewhat overlap and subsume each other, and are thus difficult to either aggregate or disaggregate. Further, not all joint programmes listed a theme or a budget. Nonetheless, the most common themes undertaken were: HIV/AIDS, Gender, Health, MDGs, and Children/Youth. The highest budgets were apportioned to HIV/AIDS, Health, Governance/Democracy, and Conflict/Disaster.

Last year the funding modalities of 158 JPs were reported globally, and were broken down as: 76 (48 percent) Parallel; 34 (22 percent) Pooled; 21 (13 percent) Pass-through; and 27 (17 percent) a combination. As also indicated in the accompanying graphs, there was wide agency support in JP planning and implementation, including 115 cases of participation of one or more specialized agencies.

Honduras – Scaling up Capacity for Youth Development through Joint Programming

Utilizing a combined pooled and parallel funding modality, UNFPA, UNICEF, and WHO – in alliance with GTZ and CIDA – established the “Programmes for the Promotion for the Development of Adolescents and Young People.” The main objective of this project, which stemmed from a human rights and public policy perspective, is to promote and strengthen national efforts within the government, civil society, and youth groups to nurture youth development in Honduras.

Through this program the UNCT facilitated the approval of the Comprehensive Development of Honduran Youth Law Framework; the creation of the Alliance for Children, Adolescents, and Youth; and the signing and implementation of the Pact for Children, Adolescents, and Youth of Honduras. The JP equally contributed to the operationalization of the National Youth Institute, the strengthening of the municipal programs for youth; the strengthening of national capacities for the promotion of youth development, with emphasis on the prevention of violence and HIV/AIDS; and the increase in participation of adolescents and young people in development programmes and projects.

Cuba – Scaling up Capacity through Joint Programming

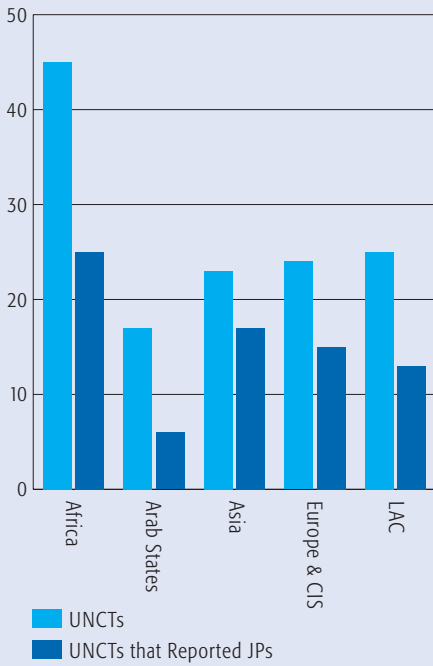
Eight agencies participated in the Local Human Development Programme (PDHL) JP that supports local capacity building on public policy management in nine provinces. Administered by UNDP, this pass-through project is a Governance themed initiative with a total budget of \$24 million. With five bilateral donors and over 300 decentralized entities, the private sector and developing countries collaborated in this initiative.

Implementing approximately 180 projects, the PDHL JP promoted innovative experiences in the achievement of the MDGs at the local level. The JP was managed in a participatory way, with 44 projects including inter-agency content. The ability to replicate some of the initiatives at the national level reflected the success of the programme, and the collected experience offered a reference for a participatory methodology in several global forums (in Canada, Spain, and Venezuela).

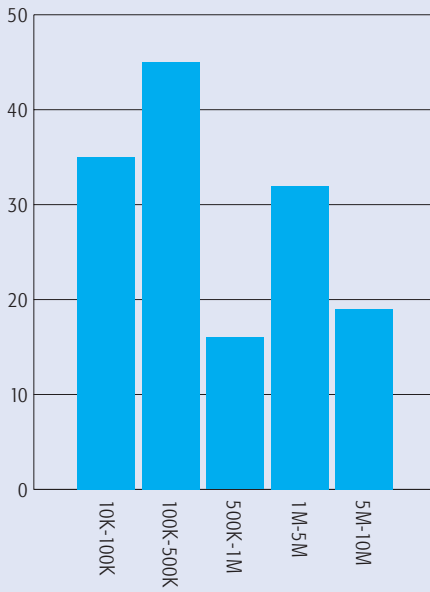


Joint Programme Statistics Summary Charts

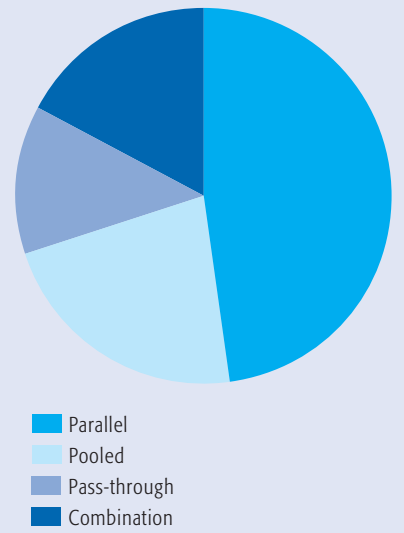
Country JPs by Region



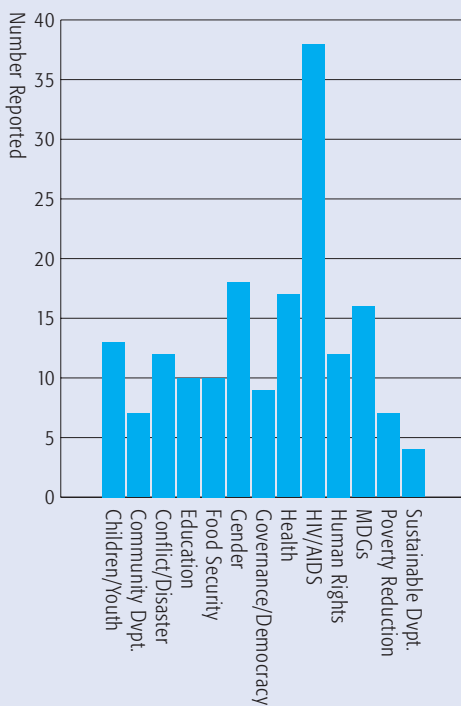
Joint Programmes Budget Size



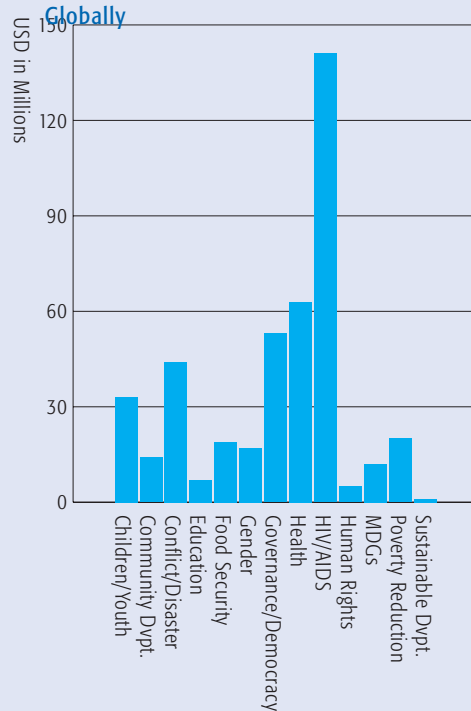
Number of Joint Programmes Globally by Funding Modality



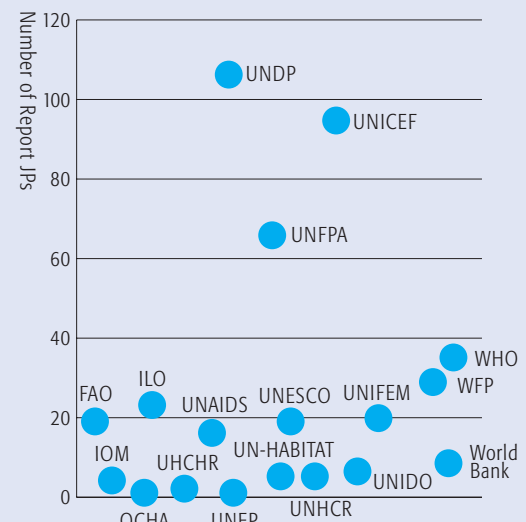
Joint Programmes by Theme Globally



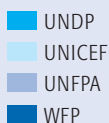
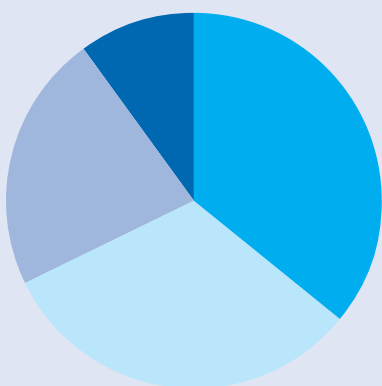
Joint Programmes Budget by Theme Globally



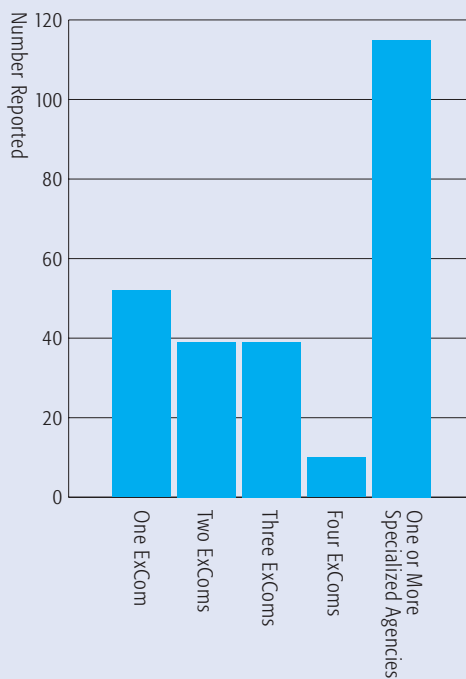
2006 Participation in JPs



ExCom Agency Participation in JPs



Agencies Coordination in Joint Programmes



Reported advantages of Joint Programmes

In 2006, UNCTs continued to report on the advantages of engaging in JPs, and noted:

- Improved coordination of UN interventions among agencies, especially at field locations.
- Increased support from local authorities when dealing with multiple agencies.
- Multiplied disciplinary insights and approaches to issues, with distinctive UN branding.
- Reduced programme duplication and greater UN agency synergies in supporting same sector/priorities.
- Enhanced development impacts and strengthened team building across UN staff operational cadres.

Reported challenges in Joint Programmes

UNCTs reported numerous challenges in terms of JP development, tools, financial procedures, and donor involvement:

JP Development

- Development of JPs is time intensive, particularly in relation to working out the mode of cooperation.
- Agencies do not have formally established mechanisms/incentives to motivate staff to participate in joint activities.
- Joint activities should be reflected in staff member' annual work plans that properly assess participation. Otherwise, staff members might continue to give overriding priority to agency-specific work tasks.

JP Tools

- Although good collaboration presently exists among agency programme staff, the tendency is to shy away from full-fledged JPs. Further tools may be needed to facilitate the development of JPs.
- Some staff had insufficient knowledge of existing JP tools and cost-recovery issues.
- Current JP tools do not adequately measure the increase in efficiency and the reduction in observed transactions costs.
- Perceived institutional restrictions on co-location and pooled agency funding currently hinder JPs. Clear joint guidelines are required on how to pool resources and co-locate staff members.
- Some reluctance to participate in JPs continues due to perceived extra administrative burdens, different reporting systems among agencies, and the only modest encouragement received from the respective corporate hierarchies.

Financial Procedures

- Required agency administrative costs were an obstacle.
- Cash transfer procedures between agencies were still cumbersome and time-consuming.
- Diversity in the financial system platforms impeded rapid response.
- Agency internal administrative and financial procedures were not harmonized.
- Agencies used diverse cost recovery policies.
- There were different trends of HQ clearance for participating agencies.
- The multi-bilateral funding practice of some donors was not conducive to encouraging JPs.

Turkey – Mobilizing Partners through a Joint Programme

The UNCT in Turkey formulated its first joint programme ever, a two-year UN Joint Programme on Promoting and Protecting Women and Girls' Human Rights. UNFPA is the management agent for this \$1.5 million pooled funding project that was officially launched in March 2006 and has completed its first nine months of implementation. The JP is a product of the UN Gender Thematic Group, which agreed to use it as a pilot in six cities and expand implementation throughout the country. The preparation process was participatory and, in addition to the UN system, involved the governmental, nongovernmental, and private sectors as well as academia and donors. In line with the Paris Declaration on Aid Effectiveness, this programme provided leverage for combining and rationalizing bilateral aid for gender equality to avoid duplication while still providing a forum for active partnership.

Conclusion

In 2006, UNCTs across regions stressed how national partners perceive joint programmes as pooling UN expertise, promoting synergies, strengthening capacity, and streamlining efficiencies. JPs encourage multi-disciplinary insights and reduce programme duplication. Nevertheless, in 2006, UNCTs continued to stress the financial and procedural constraints and to call for more relevant JP tools.

- Several UNCTS recommended that UN financial systems and policies should be simplified and unified to facilitate JPs.
- Individual management and governance structures often hinder rather than facilitate collaboration between agencies and synchronized support to national partners.
- One UNCT commented that agencies should assess their staffing skills and competencies to best position UN technical

comparative advantage. Other country offices underlined that necessary agency behavioral changes could in fact be achieved by co-locations and a single work-plan.

- UNCTs still describe problems in quantifying, attributing, and reporting concrete joint capacity development results and impacts.
- Because JPs are still very new, reported JPs also include little to no monitoring and evaluation (M&E) frameworks. However, some UNCTs cited an M&E component for future JPs.

An evaluation of the new wave of JPs should help demonstrate whether joint programmes are more effective than single agency programmes in delivering enhanced capacity development results.



Effectively Working Together: Common Premises and Services

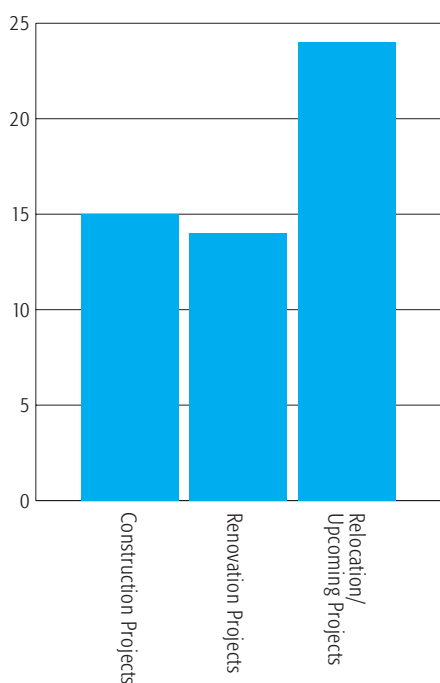
A crucial component of UN reform is to increase shared and integrated operational activities. The objective is to strengthen system coherence at country level and realize efficiency gains. In 2006, UNCTs continued to focus on improving and developing common services and establishing common premises.

Common Premises

The main purpose of establishing and maintaining Common Premises (CP), including UN Houses, is to co-locate UNCTs and other relevant inter-agency staff groupings. CP creates closer ties among UN staff, facilitates cooperation and promotes a more unified, cost-effective in-country presence.

The 60 UN Houses designated up to now were comparatively easy to establish. Although there were a number of challenging cases, the process primarily consisted of designating pre-existing common premises provided by host governments.

Premises Project Inventory



Going beyond the 60 currently existing UN Houses represents more of a challenge to the UN system, both at country level and at headquarters as it includes renovation and construction projects. The new construction-focused nature of UN House/CP projects will require further capacity to support the oversight and management of developers; comprehensive models and design standards; and on-the-ground expertise and authority.

The Working Group on Common Premises (WGCP) consists of senior facilities managers from UNDG ExCom agencies. WGCP has been tasked with providing substantive premises related guidance and support to UNCTs. It drafts and audits proposals, assesses funding eligibility, and determines support packages. The WGCP active case load at the end of 2006 included 15 constructions, 14 renovations, and 24 relocations or upcoming projects.

Common Services

In 2006 the majority of UNCTs reported on plans and achievements in the area of Common Services (CS). African, Asian, and Pacific countries reflected particularly high levels of activity.

Examples of frequently implemented internal services in 2006 included: common banking services, leading to lower bank charges and increased service level; medical dispensary services, ensuring staff and dependents access to satisfactory medical facilities; shared translation services and competitively negotiated conference and meeting arrangements, thereby reducing costs; shared travel services arrangements, facilitating travel and reducing prices; and common procurement arrangements, lowering costs and simplifying processes and supplier relationships. This list shows that the bulk of common services did not cover core business functions.

Common Premises and United Nations Houses

The minimum definition for a **UN House** has three elements: (1) it is designated by the Secretary-General; (2) it has common premises housing for the office of the UN Resident Coordinator and the offices of all resident Country Directors/Representatives of the member agencies of the UNDG Executive Committee; and (3) there is agency commitment to developing a framework for cost-effective, high-quality, and timely common services. Optimally, all member organizations of UNDG will house their resident Country Directors/Representatives in the designated United Nations House. Other UN entities and the Bretton Woods Institutions are encouraged to join the United Nations House.

A building will be regarded as a **UN Common Premises** (though not formally a UN House) when 2 or 3 agencies are sharing it with the RC's office, even though more ExCom Agencies are present in the country.

The first UN House was established in 1996 in South Africa. At the end of 2006 a total of 60 UN Houses had been designated.

Bulgaria – Bulgarian Agencies Participate in UN House and Coordinate Efforts

The agencies participating in the UN House (UNDP, UNICEF, WHO, UNFP, the Joint UN Programme on HIV/AIDS, ILO, UNDOC, and IOM) coordinated their efforts to develop more and better Common Services. Additional operational efficiencies were gained in the following areas:

- (1) Security: A professional security company with significant experience was hired to provide daily security of the building and surrounding area.
- (2) Travel: An RFP process was undertaken and a UN Travel Agent was selected. The company is well established and provides a full range of travel and hotel booking services. The location of the travel office in the UN House enabled the participating agencies to fully outsource the travel process, contributing greatly to increased efficiency.
- (3) Archiving: UNDP began using the service of a professional archiving company, substantively decreasing archiving costs and freeing up office space. The participation of other agencies would lead to further savings.
- (4) Maintenance: Cleaning and office maintenance services were also outsourced.
- (5) Information Technology: All UN House agencies share the same IT network and common hardware and software. The IT management and system administration to the entire UN House is provided by the UNDP IT department, allowing for a) substantive cost savings for all agencies and b) better overall IT management, including constant development and upgrade of UN House hardware and software.
- (6) Communications: The UN House agencies share the same phone and internet providers.

While these CS are not new, 2006 saw developments in quality, primarily through the use of more programme oriented CS intended to support efficient delivery and joint initiatives such as: shared field and sub-offices; common training/learning initiatives; commonly managed transport fleets supporting joint field missions; and common consultant rosters. In the area of common travel services, direct negotiations with the airlines resulted in better and more transparent pricing structures. In the area of procurement, UNCTs reported cost/benefit analyses, including increased buying power and time savings. Finally, UNCTs reported greater usage of common network management and service arrangements, due primarily to the availability of well managed networks with higher bandwidth at reduced prices.

Virtually all UNCTs emphasized the central role of Operation Management Teams (OMTs) in the process of developing, establishing, and managing common services. One UNCT emphasized the importance of using senior representatives from each agency to speed up decision-making processes and stressed the importance of focusing solely on core service requirements.

Another UNCT made direct reference to the lack of a well defined accountability mechanism requiring reporting on the achievement of specific and quantifiable results. The Regional Directors Team (RDT) structure could well provide the appropriate accountability mechanism.

Challenge – assessing and documenting efficiency gains from Common Services

It was expected that the pilot introduction of the Common Services Management System would result in an ability to demonstrate the overall achievement of measurable results. This was not achieved in 2006.

- Even CS pilot countries more experienced in the practice — selected based on the presence of a comprehensive common services action plan and the in-country presence of a Common Services Expert — faced difficulties in quantifying results in monetary terms.
- A key issue is that while the planning for joint expenditure for common services is undertaken on a joint basis, the resulting savings and value added are achieved internally by the participating agencies.
- Any planning for and subsequent realization of planned savings and avoided cost require internal and agency-specific action and reporting.

Conclusion

- The new construction-focused nature of CP projects requires further capacity to support the oversight of developers, comprehensive models and design standards, and on-the-ground expertise.
- While CS successfully assisted UNCTs in obtaining the necessary support tools, the tools were not used to harmonize or share core business activities. This resulted in missed opportunities for process and structure integration and joint programme implementation.

- In 2007 the One UN Pilot Countries will be supported to apply the CS approach to the central business activities such as finance, procurement, interactive communications technology, and human resources. To the extent they prove feasible, successfully tested and demonstrated practices will subsequently be shared with non-pilot countries.
- An encouraging 2006 development was the increased emphasis on CS that support and facilitate joint programming initiatives such as joint field offices.
- The Common Services Management System will be used by pilot countries to facilitate country-based management and oversight, results accountability to RDTs, and shared good practices.

Effectively Working Together: The Joint Office Initiative

In consideration of the UN reform process, the 2004 Triennial Comprehensive Policy Review and ECOSOC referred to “joint offices” as a way to respond to national needs and plans. Joint offices are intended to build on the strengths of the UN system and guarantee greater aid effectiveness and coherence at the country level.

In 2006 the first joint office, called the United Nations Office of Funds and Programmes in Cape Verde, was initiated by the four Executive Committee agencies (UNDP, UNFPA, UNICEF, and WFP). This was followed by an initiative in Viet Nam to work towards One UN, a process led by the Government of Viet Nam.

Cuba – A Joint Procurement and Importation Process

As a follow up to a consultation process in which the Operations Management Team (OMT) analyzed the amount of time, energy, and resources that each agency spent in the acquisition of equipment, furniture, and materials, the OMT realized a first joint procurement and importation process. In a national context characterized by limited offers on the local market and difficulties for commercial importations, the OMT identified and negotiated acquisitions with a sole supplier thus benefiting from economies of scale. The savings from this joint purchase amounted to an average of 30 percent. Additionally, the OMT evaluated a positive effect of a joint effort in terms of time saved in the bureaucratic, administrative, and financial processes. The opening to the international market permitted access to products unavailable on the local market as well as higher quality and faster delivery.

Achievements included: joint identification of suppliers, efficient bidding process, and a unified negotiation mechanism; economies of scale and reduction in transportation costs and delivery time; access to products not available on the national market and of higher quality; beneficial payment agreements with the supplier; and satisfaction in relation to quality and guarantee of products.

The lessons learned included: organizational learning during the process of identification, negotiation, delivery, and payment of merchandise; strengthening of joint negotiation capacities; harmonization in the area of operational processes; and the realization of financial incentives for joint negotiations on bulk purchases.

India – A Fully Operational Common Services OMT

The Operations Management Team for common services in India was fully operational in 2006. The OMT introduced a rotating Chair for a period of six months among UN agencies. The OMT also established state OMTs where UN agencies were present.

The numerous achievements include awarding a joint travel contract, institutionalizing a common UN ID card system, implementing joint procurement of Personal Protective Equipment Kits for avian flu, and appointing a stress and well-being counselor. A joint vendor database is being developed and will be ready in 2007. Along with a joint orientation for new UN staff, in November 2006 the OMT organized the first ever joint UN Administration & Finance Workshop for State Administration and Finance Assistants. Besides fully acquainting participants with a CS workshop, the event provided an opportunity to piece together a comprehensive work plan. Participating agencies included UNICEF, UNDP, UNFPA, and WFP.

Finally, a Local Spouse Employment Association (LESA) was formed. It commissioned a study on enabling a legal environment for spouse employment and formed partnerships with other India-based groups to increase employment options for UN spouses.

The Joint Office Initiative

The Triennial Comprehensive Policy Review in 2004 and ECOSOC resolutions describe the rationale for the Joint Office Initiative (JOI): "The United Nations...must find ways to reduce its administrative costs that hobble the delivery of development aid. Freeing up additional resources and channeling them to nationally driven programme work is imperative. In countries where the United Nations system presence is very small, the combined representation, staffing, and support costs of United Nations agencies are often excessive in proportion to their small programme budgets. The Joint Office model is designed to improve the effectiveness of the United Nations in such countries by rationalizing representation and improving the ratio of programme to support costs." (ECOSOC Resolution E/2005/CRP1)

Cape Verde – Main Findings from the Cape Verde Joint Office Review

Accomplishments:

- The common country programme (CCP) was prepared and adopted, and was translated into a Common Programme Action Plan and Annual Work Plans. Overlap and competition have been addressed and collaboration has been fostered among agencies.
- The government and donors in Cape Verde were unanimously positive about the advantages of having one representative for the four ExCom Agencies, which has led to reduced transaction costs.
- Interaction between government and donors was facilitated, leading to increased UN agency visibility in the country.
- A significant reduction in the administrative and procedural burdens of the UN and its national partners was achieved; the 2006 disbursement rate of the common country office was over 90 percent.

Challenges:

- The Joint Office was still deemed a work in progress; the UN system and agency support remain a necessity.
- Ownership is critical for successful implementation.
- Continuity of leadership and continuous dialogue with senior government counterparts, especially during Joint Office negotiation and preparatory phases, are necessary to ensure prompt and effective decisions.
- Challenges remain on how to mirror country-level business process changes with regional and headquarter-level changes in order to attain greater coherence and synergies.
- Challenges remain on how to be inclusive without undermining progress towards the agreed upon common country programme document (CPD), country program action plan (CPAP), and current operational arrangement.

Cape Verde: A milestone in reform

While still at an early stage, the pilot in Cape Verde is the first ever Joint Office (JO), representing a unique breakthrough in the history of United Nations country operations. The UNDG ExCom agencies established a fully integrated office in Cape Verde whereby one team is supporting the implementation of a common programme based on one set of business practices and systems. The RC acts as the empowered leader, and functions as representative for all four participating agencies operating in Cape Verde. Although it is too early to evaluate the programmatic impact, an inter-agency review took place in December 2006 (see box, left). The goal was to identify lessons learned for forthcoming joint offices. Overall, the review concluded that while some aspects require further improvement, the Cape Verde Joint Office model is a favorable development, providing a unified presence and allowing for more coherent and integrated programme delivery.

Other initiatives to pursue the joint office initiative

Following the TCPR request and UNDG efforts to initiate the establishment of 20 Joint Offices by 2007, many UNCTs initiated consultations both externally and internally for possible joint office implementation. Efforts were made to realign programme activities with management structure and operation costs.

Country examples include:

- **Bangladesh** prepared a strategy paper outlining key development pillars for the One UN initiative and UN agency principles of engagement.
- In **Fiji** the UN ExCom agencies enhanced the visibility and presence of UN agencies by introducing the lead agency approach, whereby UNFPA, UNDP, and UNICEF set up UN agencies in the island sub-regions.
- In **Uruguay** and **Djibouti** roadmaps on moving towards a Joint Office were developed to promote programmatic synergies and joint cost-efficient operations. Field operation arrangements were also concluded in **Bulgaria** between UNICEF and UNDP.
- In **Papua New Guinea** an important accomplishment has been the common United Nations Country Programme (UNCP). The UNCP highlights a comprehensive roadmap for programme harmonization and UN reform implementation.
- **Montenegro** showed strong interest in rationalizing the country presence of the five resident agencies. The UNCT, in close consultation with the newly independent country, agreed on key strategic programmatic areas and committed financial and human resources for the implementation plan.
- **Malawi** made significant progress towards positioning the UN in the changing aid environment. The UNCT agreed on a UN vision and undertook a capacity assessment to implement effectively their business plan. As a result, the UNDAF was turned into an UNDAF resource mobilization strategy, reducing administrative procedure.

Conclusion

In 2006 calls for enhanced UN coherence increased, as reflected in the establishment of the Secretary-General's High Level Panel on System-Wide Coherence. The High Level Panel Report on Delivering As One, in calling for a more strategic and effective contribution to national priorities and international commitments, substantially accelerated the pace of country-level reform in eight pilot countries: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay, and Viet Nam.

- Challenges remain and lessons learned can be drawn from the Joint Office process, in particular:
- Government leadership and dialoguing are necessary to ensure effective decisions — especially during the initial joint office negotiation and preparation phase.
- Difficulties lie in identifying the best way of working together, while not losing individual agency ownership, visibility, and accountability. The Joint Programming concept (where agency visibility and accountability is preserved within a shared plan and added-value support) offers a potential solution.
- Challenges remain regarding the harmonization of country-level changes with existing headquarters and regional business processes.



Viet Nam – A Process Lead by the Government

While a joint office was originally deemed more appropriate for countries with modest UN operations, larger countries, such as Viet Nam, are leading the way to rationalize in-country UN presence.

The progress made in Viet Nam is largely due to the government leadership in driving the process within the context of recommendations of the High Level Panel on System-wide Coherence (HLP). The “Agreed Principles, Objectives, and Instruments” and the Tripartite National Task Force (TNTF) were established at an early stage to guide the implementation of the Delivering as One/One UN initiative.

The “One Plan” was developed on the basis of the UN Development Assistance Framework (UNDAF 2006-2010). This was further complemented by the CPDs and CPAPs of the participating agencies.

The ExCom agencies (UNICEF, UNFPA, and UNDP) and UNAIDS, UNIFEM, and UNV are exploring ways to further the One Leader concept. The agencies seek to empower the RC with greater authority over the development of the One Plan and allocation of resources from the coherence fund.



Chapter 5

Strengthening the Resident Coordinator System

Governance and Accountability

The Resident Coordinator (RC) system provides the structure, processes, and resources for coordinating UN development activities at the country level. As representative of the Secretary-General for development operations, the RC acts on behalf of the other agencies in advocating for international and national priorities, instruments, and standards. The RC coordinates the United Nations Country Team (UNCT), including resident and non-resident agencies (NRAs), so that the UN acts in an efficient and coherent manner. This is done through various means, including the UN Development Assistance Framework (UNDAF) and, where possible, joint programming and joint operations/common services. As the RC is given greater responsibilities in the UN system, it is important to have a clear accountability framework for the RC and UNCT supported by a performance appraisal system, sufficient financial and human resources, updated tools, and improved capacity.

As a trusted development partner, UNCTs helped countries put HIV and gender at the centre of national development plans and strategies; built national capacity to mobilize all levels of government and civil society for a coordinated and effective response; and promoted the rights of women and of people living with HIV.

Resident Coordinator appraisal systems

The key achievement of 2006 was the global pilot of an inter-agency performance appraisal system for RCs. The new system includes an appraisal of RCs based on: (1) key results achieved against planned goals, and (2) country team assessment of leadership behaviors. The two areas are appraised by inter-agency Regional Directors Teams (RDTs) that review inputs on RC performance from various agencies, including the UNCT members. This is a major step in holding RCs and UNCT members accountable for his/her performance vis-à-vis the UNCT and individual agencies. RC key results in support of the UNCT are established at the beginning of the year and appraised at year-end by the Regional Directors. Leadership is appraised by the RDT, using the web-based 180 Degree Competency Assessment instrument completed by the RC and members of the UNCT. The 180 tool was piloted in 2006 in two groups: first in 20 UNCTs in Latin America and Asia Pacific; later, 100 UNCTs and some 800 individuals participated globally. The 180 offers RCs, agency representatives, and their supervisors feedback on individual and team leadership competencies. These results represent a key input in the appraisal of RCs and, progressively, agency representatives. The outcomes also help guide individual and team development plans.



Cambodia – Addressing Stress Management

The Cambodia UNCT considers stress management an important issue to be addressed collectively. Stress management must be viewed within the context of stress in the workplace, ongoing UN reform, procedural changes, and the psycho-social considerations of an influenza pandemic or natural disaster preparedness and recovery.

The UNCT therefore instigated dialogue with the UN Department of Safety and Security, given its leadership in facilitating skills development in stress management within country teams. In addition, an integrated approach to this issue was developed through dialogue with the Security Management Team as an ongoing staff health concern. With the assistance of the UN Dispensary, the UNCT has been examining the root causes of the majority of medical consultations (increasingly stress-related) and will in 2007 establish a learning strategy to (a) enable staff to identify and manage stress, and (b) enable managers to implement stress-reducing management practices and support a healthy work/life balance.

Challenges and way forward for RC Appraisal

The RC appraisal system highlighted the importance of team roles for both RCs and UNCTs. It also underlined the need to continue and expand inter-agency RDT appraisal processes, whether through 180 feedback or other agency input. A follow-up to the 180 should be developed to address weak-performing/assessed RCs and UNCTs and draw on the skills and experience of high-performing RCs.

“You are all our RCs, the agencies are involved in your selection and your appraisals.

RCs should realize that if they work well with the agencies, they will get good results, recognized by the RDT.”

(Agency RDs LAC)

Moving forward, agencies will need to continue integrating the 180 assessment into their own representatives' assessments. Key results for other UNCT members should be introduced into individual personnel appraisals, holding them accountable for their contribution to the team.

Accountability Framework

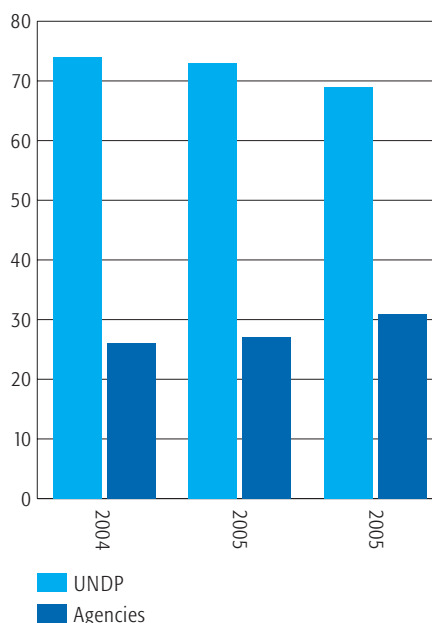
A series of discussions among agencies in 2006 resulted in an agreement on RC principles of accountability. The discussions were based on key decisions of the UN system⁶ and challenges to UN system-wide coherence in meeting international development goals as recognized by Members States and reflected in the 2005 Summit Outcome document. This RC Accountability Framework recognizes RC system management by UNDP on behalf of the UN system, and RC system ownership by all agencies in the UN system. This reaffirms

UNDAF as the agreed strategic framework for most in-country UN operational development activities in response to national plans, priorities, and strategies. This also emphasizes the RCs role in developing, monitoring, and mobilizing resources for the UNDAF. UNDP has started to introduce Country Directors to manage the UNDP programme, so resident coordinators are fully available for their tasks. In 2006, UNDP deployed 28 country directors to allow the RC to devote more attention to UN system responsibilities and to strengthen UNDP operations.

Challenges in RC selection and accountability

While there is still need for more highly qualified RC candidates from agencies other than UNDP, the percentage of RCs from UNDP fell from 74 percent in 2004 to 69 percent in 2006. However, there are still only 26 percent of RCs who are female.

Agency Affiliation of Resident Coordinators 2004-2006



⁶ 1999 ACC Guidelines on the Functioning of the Resident Coordinator System, the 2004 TCPR (Res. 59/250), the 2005 World Summit Outcome document, the Framework for Accountability for the United Nations Security Management System, and 2005 and 2006 CEB decisions.

RCO Capacity, Resources, and Training

To efficiently support UNCT activities, RCs need coordination capacity in terms of both human and financial resources. They use the annual RC fund allocation (average \$100,000) for the most basic capacity, and then raise funds from other agencies or local donors for larger operations.

In that sense, 2006 once again proved challenging given that demands on UN coordination staff kept increasing while RC support funds did not go up. Mirroring the statements of many UNCTs, the Cuba Team reported that: “The implementation of reforms at the national level demands more in terms of coordination. Attending to the growing list of responsibilities requires human and financial resources. While it is true that we should avoid the growth of coordination industries, the current growing workload for RCs is not commensurate with the human and financial resources available to undertake the job.”

In response to this situation and to expand the RC office (RCO) capacity, UNCTs strengthened their efforts for (1) mobilization of additional resources at the country level, and (2) cost-sharing arrangements of UNCT members or staff secondments. Efforts to strengthen capacity were reported mainly in the areas of M&E, human rights, and strategic planning. Apart from expanding RCO capacity, resource mobilization strategies were implemented to fund UN system advocacy activities, inter-agency program activities, disaster response, and activities in crisis and post-conflict situations.

Current RCO capacity

A recent 2006 rapid mapping of RCO human resource capacity indicated the continuous wide range of staffing scenarios and capacities across countries. According to the mapping, RCO staff varies from one or two to a maximum of 12. Current HQ efforts are focused on ensuring consistent minimum capacity in all RC offices while insisting that RCs get the technical support needed by the local UNCT from the relevant agencies, and not through building up RCO capacity.

RCO human resource capacities can be defined by three categories:

- (1) Minimum structure with one international or national officer and, sometimes, an administrative assistant.
- (2) Moderate structure with two to three coordination officers (international and national) and one assistant. This is the most common structure.
- (3) Expanded structure with a range of international and national technical advisers/specialists who have long coordination experience or expertise in fields such as human rights, economics, monitoring and evaluation, aid coordination, and communications, as well as administrative support staff.

Training, development, and knowledge sharing

As another way of strengthening RC office capacity, UNCTs have continued to build capacity through trainings, workshops, training manuals, and other forms of skills building. In 2006 staff training focused on UN reform; joint programming (including modalities, financial management elements, lessons learned, and UNDAF outcomes); joint capacity assessment; UNDAF monitoring and evaluation; human rights-based approach

Countering Resource Constraints: Cost-sharing for RC Office Capacity and UNCT Activities

In Panama the RC office continuously stresses and reminds agencies and theme groups that SRC funds are “seed money” and are meant to mobilize initiatives where more than one UN agency is participating and a strategic and/programmatic impact will be achieved. When conceiving an inter-agency initiative, agencies are encouraged to allocate funds, no matter how little, and the SRC funds are offered as complementary funds. Agencies that for some reason cannot offer funding are nonetheless welcomed.

Nepal – Providing Media Training

In collaboration with the Reuters Foundation, the Nepal UNCT organized a one-day media training in March for heads of agencies. Proposed by the OCHA media focal point, this workshop identified simple processes for performing well in a variety of media scenarios. Key elements included direct coaching on interview techniques for print and broadcast and practical exercises to polish skills. In giving participants the appropriate skills, the workshop intended to protect UNCT members against ill-informed or biased reporting, and to help them promote issues effectively. In their feedback, participants pointed out that the workshop should be held each year so that new UNCT members can sharpen their media skills.

RCs for the UN System – Stronger Focus on Agency Mandates and Priorities in RC Training

In 2006 an enhanced RC induction, orientation on agencies' mandates, and training on strategic planning was introduced. First-time resident coordinators, including Deputy Special Representatives of the Secretary-General (DSRSGs), were provided with induction training on communication and media relations, negotiation, political analysis, team building and management skills, UN reform, and RC roles and functions. Through the addition of a week of training in Europe and renewed efforts in New York, a much greater focus was placed on agency briefings. Delivered by 20 funds, programmes, departments, and specialized agencies, the briefings paid specific attention to mandates and priorities.

Barbados and Dominican Republic – Integrating NRAs

In Barbados, NRAs were fully integrated in the UN Sub-regional Team, participating in annual retreats and chairing at least one UN HoA meeting annually with presentations of strategic priorities. The involvement of NRAs proved critical to the effectiveness of the team and the successful development, implementation, and monitoring of joint programmes, building on the strengths and comparative advantages of agencies such as the UN Economic Commission for Latin American and the Caribbean (ECLAC), UNESCO, FAO, and ILO.

In Dominican Republic efforts were made so that non-represented UN agencies could provide technical assistance. An inter-agency meeting was organized to define work and cooperation guidelines and to encourage agency presence in country. Logistics support was provided for various agency missions, and the RCO maintains a current UN system portal for shared information on joint actions.

(HRBA); gender mainstreaming and integration; memoranda of understanding; avian influenza; media; and first aid.

As in recent years, UN staff in the UNDAF roll out countries could benefit from training support on Common Country Programming Processes, HRBA, and result-based management (RBM) organized in collaboration with UNDGO and facilitated by the UN System Staff College (UNSSC).

The UN Coordination Practice Network — a global virtual discussion forum for UN coordination — continued to serve as the primary platform for knowledge sharing across the whole range of UNCT functions and responsibilities. In 2006 its membership expanded from 600 to almost 1000 UN staff from 11 agencies, funds, programmes, and the UN Secretariat. Thematically, network members focused in 2006 on issues including UNCT resource mobilization, UNDAF M&E, design and administration of Joint Programmes, and inter-agency advocacy and communications. In addition, the Coordination Practice Network (CPN) served to share valuable and practical “how to” knowledge on topics such as RBM, NRA contributions to the UNDAF Results Matrix, and strategic UNCT support to national development planning. Furthermore, as a first-time event, 15 of the most active CPN members participated in a global workshop to strengthen relationships among network members, exchange valuable experiences, and discuss and recommend ways to further strengthen the relevance and services of the CPN. Finally, 2006 saw the creation of CPN

sub-networks with a focus on specific areas, such as the Harmonized Approach to Cash Transfers (HACT), quality support and assurance for UN system programming, and RC/UNCT performance appraisal.

Leveraging expertise of NRAs

Apart from increased efforts from both NRAs and resident agencies to contribute to the UNDAF as described in the previous section, leveraging NRA expertise focused on fostering an environment of active participation in core UNCT activities. A participatory environment includes timely UNCT notification, information sharing, and the introduction of NRA focal points. A number of UNCTs reported that periodically holding extended UNCT meetings and inviting NRAs to major UNCT events provided good opportunities to explore strengthened collaboration and joint programming.

Strengthening RDT Support to UNCTs

In December 2004 the undg Executive Committee (ExCom) Agency Principals agreed to pilot an initiative to strengthen the work of the UN in southern Africa. The Regional Directors, covering 10 countries in southern Africa, were asked to form a UN Regional Directors' Team to support UNCTs in their efforts to increase their impact on the 'Triple Threat' (HIV/AIDS, weakened governance, and food insecurity) to attain the MDGs. A detailed governance structure was implemented to guide RDT operations, and a secretariat was established to support the RDT. In addition, a Programme Support Group (PSG) was created to provide the RDT with analyses of country support needs and recommendations.

Following the RDT pilot in Johannesburg, RDTs have been established and have become increasingly active in the six global regions: Africa (two regions: Western-Central and Eastern-Southern), Asia-Pacific, Arab States/MENA (Middle East and North Africa), Europe-CIS, and Latin America-Caribbean. In 2006 various co-location and regional hubs agreements were made: Western-Central Africa: **Dakar**; Asia-Pacific: **Bangkok**; and Latin America-Caribbean: **Panama City**. Co-location feasibility studies are currently underway to determine inter-agency regional hubs for Eastern-Southern Africa, Arab States/ MENA, and Europe-CIS.

While RDTs became more active in 2006 and functioned more equally across regions, a number of challenges remain. The co-location of regional inter-agency hubs and alignment of regions is not complete, and the roles of the Regional Economic Commissions and global support providers in relation to the RDTs need to be clarified. Finally, the responsibilities of RDTs for quality support and assurance (QSA) have been expanded. RDT oversight and support responsibilities reach beyond the development of the CCA and UNDAF, demanding ongoing support to UNCT with substantive programming advice and expertise on human rights, results-based management, etc.

Conclusion

- **Appraisal:** The RC appraisal system highlighted the importance of country team roles and the need to expand inter-agency RDT appraisal processes using either 180 feedback or other agency input. Agencies need to continue integrating the 180 assessment into their own representatives' assessments.
- **Staffing and Resources:** The demands on UN coordination staff are continuously increasing, while core resources provided by UNDP have seen no corresponding increase. UNCTs are therefore pursuing innovative resource mobilization and cost-sharing arrangements at the country level.
- **Staffing and Resources:** RCO capacity ranges from understaffed and under-funded offices to large structures that have built up expertise and activities in agency-specific areas. Ensuring a balanced support structure for UN coordination at the country level is therefore a key challenge.
- **CPN:** In 2006 the UN Coordination Practice Network continued to provide a platform for knowledge sharing, whereby its membership expanded from 600 to almost 1000 UN staff.
- **NRA:** UNCTs reported that periodic UNCT meetings with NRAs provided strong opportunities to explore strengthened collaboration and joint programming.
- **RDTs:** There is still a need to clarify the roles of the Regional Economic Commissions and global support providers in relation to RDTs. Given that support now reaches beyond CCA and UNDAF processes, RDTs require regional expertise and capacity to deliver the most up-to-date guidance and tools.



RDT Latin America-Caribbean – Co-locating a Regional Hub

The RDT Latin America-Caribbean, spearheaded by a Deputy Regional Directors Task Force on Regional Premises, undertook a comprehensive feasibility study to determine options and modalities for an inter-agency regional hub in response to the Government of Panama's offer of the Ciudad del Saber as a possible hub. A study was commissioned with private sector entities to determine whether one building or separate buildings (within the Ciudad de Saber) were most feasible. Findings revealed that one common UN regional building was ultimately the clearest choice. Legal, administrative, and financial arrangements, a cost-benefits analysis, cost recovery dimensions, and a resource mobilization strategy (including contributions from the Government of Panama and donors) were salient issues included in the study. A final recommendation will be submitted to ExCom Deputy Executive Directors.

Involvement of Non-ExCom & Specialized Agencies in Regional Director's Teams

Until recently, RDT composition primarily involved ExCom agencies (UNDP, UNICEF, UNFPA, and WFP) with limited non-ExCom agency and specialized agency involvement varying by region (e.g., UNAIDS, OCHA, WHO, FAO, UNIFEM, and OHCHR in the RDT Eastern-Southern Africa; and PAHO, UNIFEM, OCHA, and CEPAL in the RDT Latin America-Caribbean). At the UNDG ExCom Global Regional Directors Meeting on 5 March 2007 in Rome, it was agreed that RDTs should seek greater engagement with non-ExCom and specialized agencies.

Chapter 6

Coordination in Post-Conflict Situations and Post-Natural Disasters

Efforts towards greater system-wide coherence and UN reform implementation are of particular importance in crisis and post-conflict contexts, when transaction costs for nascent or fragile governments and national partners must be minimized. In 2006, through tools such as the Post-Conflict Needs Assessment (PCNA) and the transitional strategy, UNCT work focused on supporting peace consolidation efforts, building sustainable institutions, and creating the necessary preconditions for development. Over the past year UNCTs also continued to provide critical planning and coordination support for natural disaster recovery and reconstruction as well as avian influenza preparedness.

Post-Conflict Needs Assessments

In recent years the PCNA methodology has been developed jointly by UNDG and the World Bank to help national actors undertake a systematic, conflict sensitive and inclusive assessment of priority needs. The PCNA has been used in Iraq (2003), Liberia (2003-2004), Haiti (2004), Sudan (2004-2005), Somalia (2005-2006), and Darfur (2006). The methodology includes needs assessment, costing, and a prioritization of results in an





Somalia and Sudan – Undertaking Joint Needs Assessments

Since late 2005, in an effort to support Somali-led efforts to deepen peace and reduce poverty, the Somalia UNCT has been undertaking the Somali Joint Needs Assessment (JNA). The JNA seeks to assess needs and develop prioritized reconstruction and development initiatives. The Reconstruction and Development Programme (RDP) was prepared in late 2006, based on the JNA findings. The RDP lays out national priorities with a fully costed results-based matrix for the next 5 years, including national and regional plans for Somaliland, Puntland, and South-Central. The final rounds of consultations were organized in early 2007 to create a platform for additional national inputs. Moreover, they provided the opportunity for further national ownership of the JNA and RDP. Serving as the foundation for the UNCT's Transition Plan for 2008-2009, the final RDP volumes are expected to be finalized in mid-2007.

In June 2006 in Sudan, as mandated in the Darfur Peace Agreement (DPA), the Darfur Joint Assessment Mission (D-JAM) began to identify key early recovery and long-term reconstruction and development needs for Darfur. The D-JAM process was led by the parties to the DPA, the Government of National UNITY, and the Sudanese Liberation Movement. Co-coordinated by the UN and World Bank, D-JAM also received support from the international and regional community, particularly the African Development Bank (AfDB). For the D-JAM a multi-track approach was adopted, based on two mutually re-enforcing tracks. The first track (Track I) focused on immediate priority needs for internally displaced persons (IDPs) and refugees who return to areas of choice and re-establish their livelihoods. The second track (Track II) focused on post-conflict economic recovery, reconstruction, and development needs to achieve the MDGs. Urgent priorities in Darfur, agreed to by the parties in the D-JAM, are focused on restoring peace, security, and social stability; establishing the physical, institutional, and social infrastructure required by IDPs, refugees, and conflict-affected Darfuris to re-establish their livelihoods; and strengthening civil administration to perform their basic functions. Initial recovery efforts should lay the foundation for, and speed up the transition from, relief to development. In late 2006 the D-JAM came to a temporary halt due to the prevailing insecurity in Darfur, and remains pending.

accompanying Transitional Results Matrix (TRM). One of the overall aims of the PCNA is to help governments develop nationally defined priorities. Another is to identify the interventions and financial requirements necessary for establishing peace and to lay the groundwork for essential recovery and reconstruction activities. Led by national authorities and co-coordinated by the UN and World Bank, the process includes wide-ranging collaboration and consultations with national and international stakeholders.

The PCNA is focused on supporting the fragile peace through selective near-term action, building capacity in communities and institutions for state and non-state actors, and supporting economic stabilization and recovery. The value of the PCNA lies not only in the outcome, but in the nature of the participatory process itself. While strengthening or creating strategic recovery partnerships, the process promotes peace-building, confidence building, and capacity building.

The PCNA is also an excellent example of UN reform in action. The process helps ensure that all UN agencies and the World Bank work closely together with national and international partners to create a common, and nationally-driven, vision for peace-building and recovery in a country emerging from conflict. To better support these multilateral exercises in the future, the UN Development Group Office (DGO) established in 2006 a Joint Programme agreement for the UNDG and the World Bank. The agreement will facilitate joint coordination of future PCNAs, allowing donors to contribute financing through one easily-activated mechanism.

Lessons Learned: The UN/WB PCNA Review

A joint review of PCNAs began in 2006 to consolidate global PCNA lessons learned and improve existing tools and practices. This information will form the basis for more structured plans, commitments, and guidance surrounding the PCNA. It will also offer an opportunity to better institutionalize past lessons learned and improve PCNA preparations, conduct, implementation, and follow-up.

Phase One included the production of 5 PCNA Case Studies, two comparison cases, and the Sudan JAM lessons learned. Phase Two, conducted with additional field missions, outreach, and analysis, focused on 5 key themes that emerged from Phase One: operational, strategic, state-building, peace-building, and security. The review and its multilateral validation workshop led to numerous recommendations to improve process operations, substance, implementation, monitoring, and transparency.

The recommendations seek to improve upon the executable transitional results matrices and nationally owned strategies for post-conflict reconstruction, which come out of the PCNA/TRM. Additional recommendations for the PCNA/TRM exercise include to:

- clearly articulate the stabilization and transformation measures to avoid reversal and reestablish the foundation for the MDGs;
- more explicitly address ownership, sequencing, prioritization, accountability, integration, and legitimacy challenges;
- strike a balance between urgency and comprehensiveness, inclusiveness, and national ownership;
- entail a pre-assessment phase to include scenario planning, analysis of state and non-state institutions and capacity, and to identify critical cross-cutting issues and assure adequate resourcing from the outset;

- entail an initial conflict/risk analysis, in pre-assessment phase, to establish the prioritization of the peace-building stabilization and transformation measures;
- ensure that prioritized TRM results constitute the most critical actions around which international resources and efforts are aligned;
- ensure that the TRM is embedded with an implementation platform with results and resources monitoring/tracking systems, governance structures, and communications strategies;
- enhance UN and World Bank in-house capacity to carry out PCNAs more efficiently and strengthen partnerships.

Present DGO and World Bank efforts are further refining the PCNAs practical tools and guidance for all stakeholders. In addition, to assure better support for future exercises, efforts are being aimed at strengthening internal UN and World Bank policies, operational practices, and linkages with political, security, and humanitarian actors. For more information, visit www.undg.org/pcna.



The Recovery Framework in India

The UN Recovery Framework is the 'one' programme that outlines the expected results and the combined UN systems' efforts in Tsunami recovery for the period of January 2005 to December 2008. The Recovery Framework is made up of 10 projects. Lead agencies have been identified for each of the projects; and Joint Annual Work-plans (AWPs) have been developed for each project, outlining the annual outputs, activities, and the division of work among agencies. The office also supports a number of cross-cutting programme areas on social equity, communication, and monitoring and evaluation. During the months of August and September 2006, a comprehensive mid-term review of tsunami recovery programmes was undertaken by the government of Tamil Nadu and its key partners, with the UN playing a lead role in this exercise. The comprehensive discussion on achievements, constraints, lessons learned, and recommendations of the recovery work is the basis for a currently ongoing update of the UN Tsunami Recovery Framework 2005 - 2008. At the end of 2006, UN agencies, including the World Bank and the Asian Development Bank, completed a joint progress report on Tsunami Recovery in India. Based on this report and the analysis on the way forward, joint annual work plans have been developed for 2007. Apart from 'one programme' and 'one joint UN office', the UN Team for Recovery Support created a system of common operational services with a 'pooled funding' modality.

Transitional Strategies and Response to Crises

In countries that have experienced conflict or natural disasters, UNCTs have developed specific strategies aimed at focusing the UN presence on the transition from relief to longer-term development. Guided by the OECD Development Assistance Committee (DAC) principles for Good International Engagement in Fragile States, these strategies focus on alignment with national priorities, full government ownership and leadership as well as capacity development for designing, implementing, and monitoring transitional strategies. In places where the entire country has been affected by a crisis, transition strategies have replaced the more development focused UNDAF. While based on the same planning principles as the UNDAF, transitional strategies are usually of shorter duration to account for the greater uncertainty and rapid changes. They seek to achieve a balance between responding to immediate needs and establishing the foundations for longer-term development and reconstruction, including a strong emphasis on capacity building. In 2006 such overarching transition strategies were either being developed or already operational in places such as Cote D'Ivoire, Haiti, Iraq, Lebanon, Somalia, and Sudan. In cases such as Burundi and Sierra Leone, existing UNDAFs were reviewed and re-designed to adapt to changing realities on the ground. Such UNDAFs focus the UN's activities supporting national authorities around critical peace-building objectives. Many were developed and informed by previous experiences in other countries, captured in the recently finalized UNDG/Executive Committee on Humanitarian Affairs (ECHA) Working Group on Transition's "Guidance Note on Transition Strategies."

Significant efforts have been made to ensure consistent and coherent responses between the UN and other international actors. In some cases such efforts have resulted in complete harmonization. In Cote d'Ivoire the UN's response to the protracted humanitarian, security, and development crisis was articulated around 5 sectoral notes, providing the programmatic basis for a number of other partners, including the World Bank. In the Democratic Republic of Congo the UNCT has played a leading role in the development of a common programmatic framework, the Country Assistance Framework (CAF). The UN, the World Bank, and 19 bilateral donors, representing over 95 percent of ODA to the country, have chosen to participate in the framework, expected to be implemented in 2007.

In other countries where a crisis is restricted to specific geographical areas, UNCTs have usually developed localized responses within the larger framework of a development UNDAF. UNCTs have chosen this approach both in the case of natural disasters — as was the case with the Peru floods, Indonesia tsunami, and Java earthquake — and man-made crises. The latter include the targeted response and appeal for Somali refugees in Kenya, the UNCT assistance to the Lebanese in Syria, and the humanitarian initiatives in southern Philippines. In Pakistan, in support of the 2005 earthquake recovery and reconstruction efforts, the RCO led the creation of a joint Government-UN Early Recovery Plan. Helping overcome the difficult transition period, the plan achieved even closer coordination between the government and humanitarian operations. The plan was extended at the end of 2006 at the request of the Pakistani authorities.

In those cases, UN transition strategies or crisis focused strategies supplement regular programming. In the Maldives for example, the outputs from the Tsunami Recovery Strategy were integrated with the annual UNDAF outcomes and the national development plan, while UN agencies continue to implement recovery programmes.

Coordination

In a number of countries the UNCTs have chosen to coordinate their responses to crisis through the Cluster Approach, promoted by the Office for the Coordination of Humanitarian Affairs (OCHA) through the Inter-Agency Standing Committee (IASC). This approach ensures that agencies and other partners come together under thematic groups. These groups align and coordinate programmes and interventions under the leadership of a designated agency. Experience has shown that the effectiveness of the cluster approach — used for Iraq, Sudan, Somalia, and the cholera outbreak in Uganda, among others — can often be dependent on the coordination skills of cluster leaders. Steps are being taken to strengthen the implementation of the cluster approach.

UN Country Team response to the avian influenza epidemic

In response to the growing threat of the avian influenza epidemic, a vast system-wide effort was undertaken to mobilize UNCTs contingency planning and support to national partners. Showcasing quick response capacity, 134 out of 140 UN country teams drafted a pandemic preparedness plan following a request from the UN Secretary-General. These preparedness plans focused on: (1) staff health and safety, (2) operational continuity, and (3) support to the pandemic preparedness

and response capacity of national authorities. The overall efforts were coordinated by the Office for UN System Influenza Coordination (UNSIC). UNSIC also prepared guidance for UNCTs on how to conduct simulation exercises that helped to test assumptions of and identify gaps in national and UN preparedness plans. While focused on pandemic contingency planning, these efforts have also informed overall UN work on crisis preparedness.

Finance Mechanisms for UNCT in Post-Crisis Settings.

Funding flows during the transition from relief to development remain a challenge and constitute one of the main characteristics of the transition 'gap'. There is compelling evidence of the linkages between risk reduction and development. Still, it is much easier to mobilize support for relief efforts and even longer-term development than for recovery activities. In the post-crisis context, these funding constraints can be articulated around two challenges: (1) how to increase both the amounts and the flexibility of resources mobilized, and (2) how to adapt funding flows and instruments to national absorptive and implementation capacities. To answer those challenges, UNCTs in 2006 have used a number of approaches.

In particular, the UN system has had to make increased use of the appeal approach. The scope of appeals has thus expanded to include funding for activities designed to bridge the transition from relief to development. Building on lessons learned, in 2006 the UNDG developed specific guidance on how to incorporate

Cambodia – Preparing National Partners, UN Staff and Families for Avian Influenza

The Avian Influenza Joint Programme has shown that the UN working together is greater than the sum of its parts. Since Cambodia has been a front-line state in the struggle with avian influenza, a UNCT joint programme (JP) concentrated on avian influenza surveillance (human and animal) nationwide, advocacy campaigns, and pandemic preparedness. This UN JP of nearly \$20 million was fully funded by a number of donors. Likewise, the huge common effort in preparing UN staff and their families for a possible pandemic has helped the UNCT bond around a common purpose. The advances in Cambodia have further entailed a technical exchange with the Nigeria and Egypt UNCTs to support their establishment of effective avian and human influenza coordination mechanisms.

The UNDG Iraq Trust Fund

The UNDG Iraq Trust Fund window of the International Reconstruction Fund Facility for Iraq (IRFFI) continued to provide the main source of funding for UNCT activities in Iraq. The fund is complemented by core and bilateral programmes and projects of several UN agencies, including UNDP, UNICEF, UNHCR, and WHO. Cumulative donor deposits to the UNDG ITF reached \$1.1 billion for the May 2004 to December 2006 period. As of December 2006 cumulative approvals amounted to about \$886 million for 116 programmes and projects executed by the 16 participating UN organizations within the UNCT 7 clusters.

The UNDG Iraq Trust Fund (UNDG-ITF) is the largest single MDTF, with deposits amounting to \$1.1 billion in support of Iraq's recovery, reconstruction, and development. The trust fund contributed significantly to the strengthening of the cluster approach, the agreed UNCT coordination model.

recovery activities in appeals beyond the traditional humanitarian focus. This guidance informed the development of such "transitional" appeals in Haiti, for example. However, more traditional appeals issued by OCHA, including such "Flash Appeals" as the one launched in Kenya for Somali refugees — where humanitarian activities are predominant — also included recovery interventions. Overall, UNCTs launched 22 country or region-specific appeals in 2006 through the formal Consolidated Appeals Process (CAP), for a total of over \$5 billion and a 67 percent funding rate. In addition, UNCTs such as Haiti also developed and presented transitional appeals to donors.

In addition, various UNCTs have used appeals to fund transition activities, including coordination capacities. In many cases UN humanitarian assistance was extended in the post-crisis phase, when greater access often translates into increased opportunities for relief. Such assistance was also provided through global thematic funds, such as the Human Security Funds. This fund channeled resources to a broad range of sectors and needs, such as the response to the floods in Venezuela.

There was also, among a number of UNCTs in post-crisis settings, an increased understanding and use of Multi-Donor Trust Funds (MDTF). In 2006, drawing on the Iraq experience by which UNDG has managed a UNCT-member Trust Fund since 2004, new mechanisms were established for Lebanon and Somalia. And plans to establish an MDTF were initiated in Liberia, Nepal, and Southern Sudan. At the global level, a

UNDG Trust Fund was established to channel resources to UNCTs involved in emergency avian flu responses. UNCTs also accessed resources through a number of World Bank-managed MDTF, notably in Afghanistan, the Great Lakes Region, Indonesia (for the Tsunami recovery efforts), and Sudan.

The development of UNDG managed Multi-Donor Trust Funds was informed by a number of assessments and lessons learned exercises. Notably, the UNDG/ECHA Working Group on Transition commissioned a review that confirmed the potential that such instruments have in ensuring greater aid coherence and national alignment. A number of weaknesses, both within the UN system and the UN-World Bank partnership, were also highlighted.

Finally, in many places, even in the absence of a Multi-Donor Trust Fund, UNCTs opted for the pass through funding modality to finance joint programmes for both conflict and natural disaster responses. This modality, where external financial assistance is pooled and managed by one designated UN agency and transferred to other participating agencies, allows for a reduction of donor and recipient transaction costs. It also increases transparency and focus.

Still, despite the development of new tools, resources made available to UNCTs in post-crisis situations often remained limited in size and scope. Predictable and adequate funding remains an acute obstacle in supporting countries transitioning from relief to development.

Conclusion

- In post crisis, UNCT activities must be aligned under a single imperative of peace consolidation and stabilization. This often implies a shift in approaches, scope, methodologies, and timeframes.
- Coordination capacity for resident coordinators in transition remains under-addressed and under-funded. Surge capacity should be provided early on and for a sustained period.
- Successful coordination in transition is dependent on alignment and handover from humanitarian structures. Joint recovery/humanitarian coordination support offices can facilitate alignment and help leverage comparative advantage.
- To bring coherence to their presence, UNCTs must focus programmes on nationally defined priorities. Needs assessments help forge broad consensus around these priorities and mobilize resources.
- Joint Programmes also streamline coherence, reduce transaction costs, and focus UNCT resources on key interventions. However, the use of JPs in transition remains limited; greater sensitization, training, and regional and headquarter-level support is required.
- Stronger donor advocacy would ensure more adequate and timely resources for a country's transition from emergency response to recovery and development. Funding requests must be strategic, disciplined, and focused on key interventions where the UN has a demonstrated track record, expertise, and appropriate systems to guarantee success.



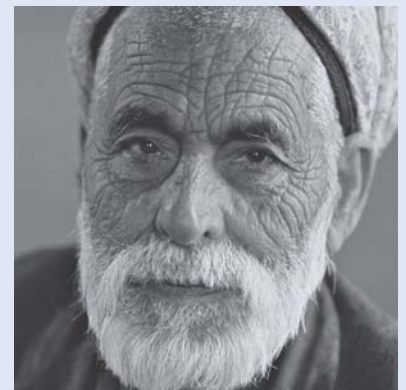
UNDG/ECHA Multi-Donor Trust Fund Review

In 2006 the UNDG/ECHA Working Group on Transition commissioned a review of Multi-Donor Trust Funds to assess their effectiveness in providing adequate and timely support to national recovery efforts. The review was completed in June 2006 and led to the following main findings:

- MDTFs provide a coherent vehicle for donors to finance a national recovery plan and reduce transaction costs for governments.
- MDTFs offer a structure to engage with a nascent government and allow a larger numbers of donors to participate in transition.
- MDTFs can improve complementarities and coordination among donors and within the UN Country Team as well as the UN-World Bank strategic partnership.
- MDTFs suffer overall from significant delays and therefore may not be able to contribute to early recovery needs.
- Government and national involvement in the governance structure of MDTFs needs to be systematic.

- MDTFs should not replace or skew existing coordination mechanisms.
- The UN and the World Bank are strategic partners in a country's recovery phase; therefore, their collaboration on MDTF-related issues needs to be strengthened.
- To manage MDTFs or participate in MDTFs more effectively, UN agencies, funds, and programmes need to further harmonize their policies and procedures, and increase their collective oversight/quality assurance mechanisms for MDTFs.

In response, the UN system has strengthened its capacity to participate in and manage such pooled funding mechanisms through the creation or strengthening of dedicated expertise within agencies. At the inter-agency level, systems and procedures, including standard agreements, have been established to reduce both transactions costs and the time required for the UN to establish an MDTF in which agencies can participate and channel resources to transition activities. The review is accessible at www.undg.org.

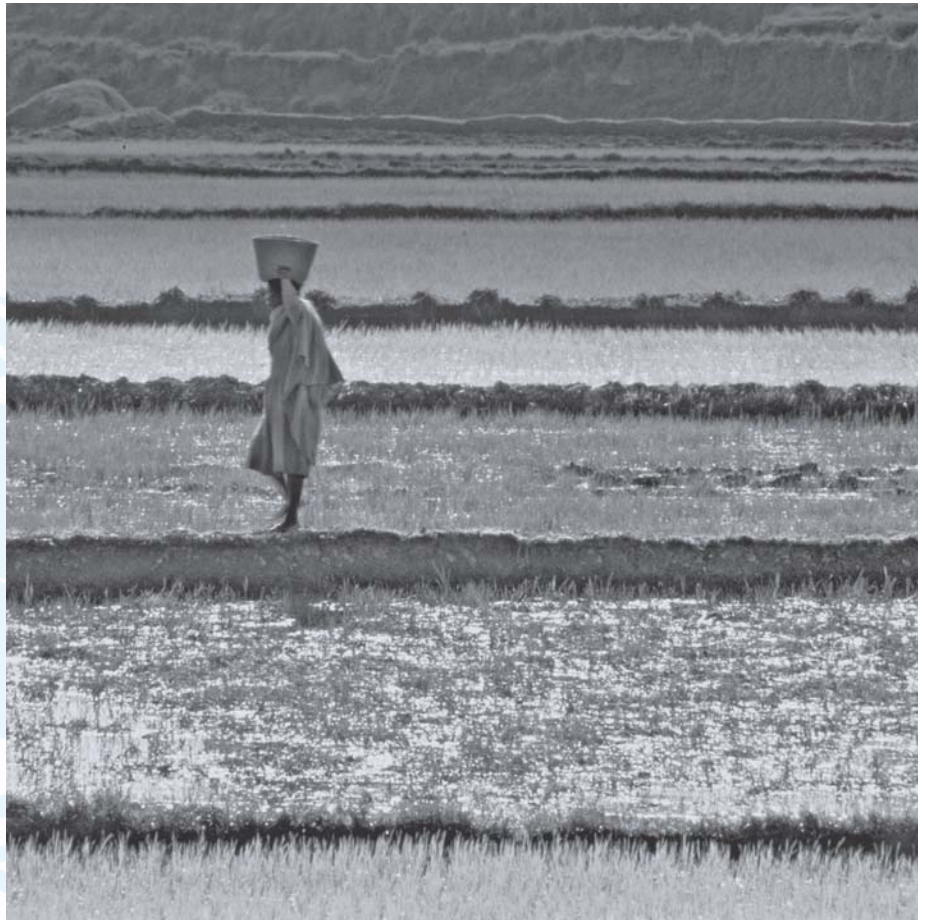


Conclusion

Looking Ahead

The RC Annual Reports provide a panorama of UN reform at the country level, and each chapter in this report has underscored how UN country teams have come together to provide the best possible support to partner countries. Reform initiatives that were introduced just a couple of years ago have now become the default way of working for the UN system at country level.

The reports also demonstrate that country level reality and UN country team repositioning in a changing environment have often outpaced Headquarters' policy guidance and adaptation of rules and regulations. UN country teams are clear in their message that more flexible processes and a swifter translation of UNDG policies into agency guidance is needed.



While UNCTs made a host of specific recommendations in each of the major areas, four key messages emerge that underpin all areas of UN cooperation:

(1) Integration and harmonization of UN processes and instruments with partner country processes have advanced far. However, increased efforts are needed to avoid duplication and to strengthen national processes and capacities wherever possible

(2) Following through on the vision outlined in the **UNDG Capacity Development Position Statement** and truly making capacity development the thrust of UN activities at the country level will require major changes in the work of the UN at country level and in the staff profiles required.

(3) UN country teams are called upon to reach out to non-resident agencies and regional commissions to ensure that UN cooperation draws on the full normative and analytical capacity, experience, and expertise available within the UN system.

(4) Incentives and career tracks of UN staff continue to follow agency lines. Ensuring that contributions of agency staff to joint UNCT activities are adequately captured in agency performance assessment frameworks is therefore highly important.

Addressing each of these issues will have important implications for coherence and capacity of UN country teams as well as their effectiveness in supporting partner countries.

Recognizing that UN reform remains an on-going challenge, UN country teams have throughout their reports identified a number of issues that require further action at the HQ or country level.

In order to achieve the **Millennium Development Goals** (MDGs), nationally-owned development strategies and budgets must be aligned with the MDGs. UNCTs should redouble efforts to support capacity development and technical assistance provided to programme countries as they prepare and implement comprehensive MDG-based strategies. Although an unprecedented effort has been made to support countries in improving the availability, quality, and gender disaggregating of data on the MDGs, more needs to be done. UNCTs can assist countries to strengthen their statistics systems and advocate for their financing as part of their national strategies to achieve the MDGs. Headquarters and regional structures need to maximize their technical support and increase their resources to assist UNCTs in these efforts. The **2006 UNDAFs** are part of a new, sometimes third, generation of UNDAFs and clearly demonstrate how the UNDAF has become a tool for inter-agency coordination and a clear statement of collective UN support to national partners. Still, several challenges continue — notably, finding the right balance between focus and inclusion and enhancing agency participation around a limited number of joint priorities. UNCTs also reported difficulties with developing effective monitoring and evaluation frameworks for the UNDAF. Finally, UNCTs grappled with ensuring a consistent link between UNDAF and agency-specific programming document as incentives, and corporate policies are still primarily agency-focused.

The 2006 **UNDG Position Statement on Capacity Development** outlines an ambitious vision of comprehensive capacity development support that draws coherently on the various strengths of all actors in the UN system. The analysis of the RC annual



reports, however, paints a mixed picture. While 2006 UNDAFs reflect a strong focus on capacity development as a key UN comparative advantage, the reports show relatively few systematic UNCT-wide capacity development efforts that draw on and maximize the strengths of UNCT members and non-resident agencies. Similarly, few UNCTs report systematic work on capacity assessments, with the notable exception of the assessments of financial management systems conducted in the framework of the Harmonized Approach to Cash Transfers (HACT). Expanding capacity assessments beyond HACT is therefore a key challenge for UN country teams. Finally, an increasing number of country teams report efforts to assess their own capacity, reflecting the need to continuously review and adjust the UNCT skill set. The UN family (at HQ, regional and country level) is challenged to systematize these internal capacity assessments — particularly during UNDAF development — as well as to provide reliable follow-up mechanisms to address identified capacity gaps.

In 2006 the Paris Declaration Monitoring Survey provided rich opportunities for UNCTs to reflect and act upon their role in enhancing **aid effectiveness**. The UN role as broker and facilitator was well recognized in 2006, and governments explicitly called on the UN to play this role in a number of cases, particular in complex and multi-stakeholder processes. UN assistance for aid coordination is currently concentrated on central units and could through collaborate efforts be expanded to include line ministries and other partners. Adapting to new aid modalities and following-through on global and country-level aid effectiveness commitments remains difficult for UN country teams hampered by multiple administrative systems, procedures, and

policy positions as well as current rules and regulations. An emerging area of great potential for more coherence and capacity are division of labor agreements within the country team. Facilitating these country level divisions of labor agreements through global agreements or code of conducts would add practical value for UNCTs. Finally, UNCTs continue to call for increased staff training on the implications of the Paris Declaration for UN operations. Situated at the critical junction of capacity development and aid effectiveness, the **Harmonized Approach to Cash Transfer** has the potential to become a catalyst for changed behavior of UN agencies at the country level. Therefore, moving aggressively towards full implementation of HACT in 2007 remains a key challenge.

Joint UNCT efforts to reverse the **HIV/AIDS pandemic**, to promote **gender equality**, and to advance **human rights** provide examples on how UN country teams can address complex and cross-cutting issues drawing on respective strengths of UNCT members. In particular, UNAIDS efforts to enhance coordination around HIV/AIDS continue to spearhead innovative approaches, such as Joint UN Teams and global division of labor arrangements that could usefully be transferred into other areas of UN cooperation. Advancing gender equality has increasingly become an important focus of UN cooperation. The past three RC Annual Synthesis Reports (2004-2006) demonstrate incremental improvements in the way UN country teams jointly tackle the challenge of improving gender equality, including through inclusion in the UNDAF. Still, a more rigorous and systematic process of evaluation of UNCT performance on gender equality and women's empowerment on the ground is still required.

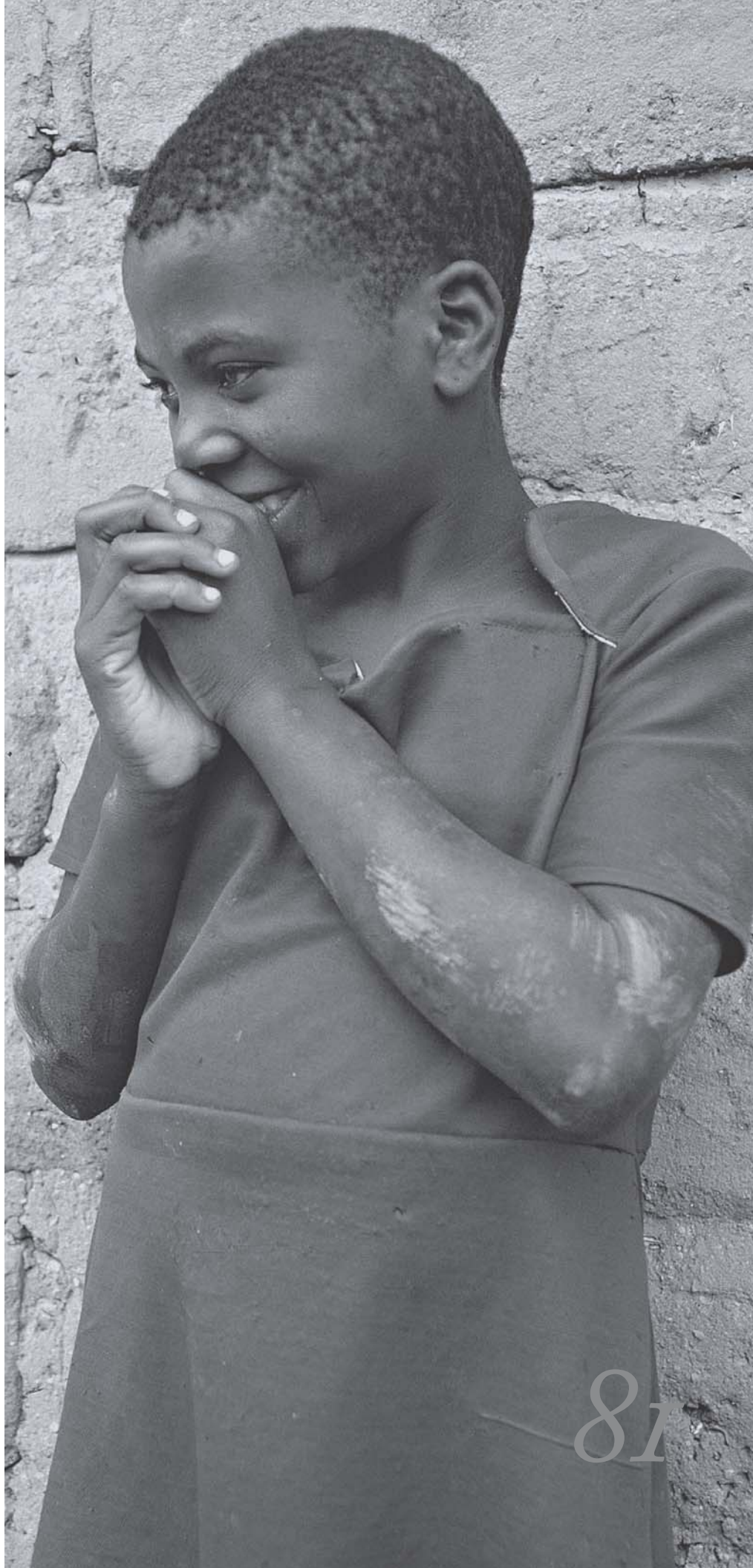
With a view to improving UN coordination and effectiveness in supporting national development goals, UN country teams continue to develop **joint programmes**, introduce common premises and services, and take concrete steps towards the goal of Joint Offices. UNCTs stressed how national partners appreciate JPs as a means of pooling UN expertise, promoting synergies, strengthening capacity, and creating efficiencies. Apart from further deepening and expanding the preparation of joint programmes, priority efforts at HQ should be focused on simplifying current rules and at country level on developing joint monitoring and evaluation frameworks that would allow determining the impact of joint programs. With regards to common services the key challenge — for HQ and country level alike — remains introducing **common services** that cover the central, rather than the current peripheral, business activities.

To adequately support UN coordination, the **RC system** requires clear accountability and review mechanisms, sufficient resources and capacity. On the one hand, understaffed and under-funded offices continue to exist with a bare minimum of coordination resources, which undermines effective collaboration. On the other hand, some RC offices are perceived as having developed into overly large structures and built up expertise and activities that would better be drawn from agency staff. Ensuring a balanced support structure for UN coordination at the country level is therefore a key challenge. This would also allow RC offices to keep their costs at a reasonable level. The RC office should be owned and supported by all country team members while avoiding the currently existing extremes on each side of the spectrum of RC office capacity.

UN **coordination in post-conflict and post-natural disaster situations** takes on

a particular urgency. To cope with peace consolidation or crisis recovery, UNCTs need surge capacity for coordination, needs assessments, and development of transitional strategies. Substantially, UN support must focus even stronger on nationally defined priorities and mainstream capacity development dimensions throughout the process. Finally, joint programmes remain an underutilized tool in transition periods. Their potential to increase coherence, reduce transaction costs, and focus UN interventions on key areas could add particular value in transition periods.

The preparation of the RC annual reports coincided with the release of the report of the High-Level Panel and its recommendation to press forward with the “Delivering as One” approach already implicit in the 2004 Triennial Comprehensive Policy Review (TCPR) decision on country coherence. Although the “One UN” pilots are being implemented in only eight countries — Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay, and Viet Nam — the RC annual reports demonstrate how the discussions around the work of the High-level Panel unleashed renewed momentum in all countries to implement on-going reform initiatives mandated under the TCPR. The approaching midpoint between the 2000 adoption of the Millennium Declaration and the 2015 target date for the realization of the MDGs challenges UN country teams to demonstrate how reform initiatives have strengthened their support of partner country efforts to reach the MDGs and other internationally agreed development goals.



Annex of UN Team Experiences

Capacity Development

Tajikistan

Capacity Development for the National Development Strategy

In the framework of the formulation of the national development strategy (NDS), the UNCT has focused on building up the capacity of national counterparts and assisting them in taking ownership over the development agenda. In order to improve the Government's capacity to more effectively coordinate international assistance, the UNCT worked closely with the Government's Aid Coordination Unit, particularly on mechanisms for information sharing. This work was complemented by various sectoral initiatives. In the education sector the UN coordinated the work of the Education Donor Group for the implementation of the Fast Track Initiative and strengthened the capacity of the Ministry of Education to undertake reforms through the development and implementation of the Action Plan for 2006. In the health sector, UN agencies played an active role in increasing the capacity of the Ministry of Health, notably in the area of immunization. The UN also continuously provided support to the Secretariat of the National Coordination Council on HIV, TB and malaria, with the strategic goal of building sufficient national capacity for the next rounds of Global Fund grants. In the area of HIV/AIDS, the National Strategic Plan for 2007-2010 was developed by the Government with significant technical support from various UN agencies. Through its Disaster Risk Management Programme, the UN continued building the capacity of the Ministry of Emergency Situations, both in terms of disaster preparedness and reaction. The Ministry of Emergency Situations now chairs the REACT partnership, initially established by the UN, and which brings together all organizations working on disaster reduction and relief.

Thailand

Building Statistical Capacity at the Provincial Level

The MDGs were monitored at the provincial level and statistical capacity was strengthened for evidence-based planning. Provincial development planning was successfully geared towards the achievement of the MDGs. Local statistical capacities were further enhanced. Disparities within the Kingdom were highlighted and data were provided for informed development planning in vulnerable provinces.

Mozambique

Implementation of Education for the Reduction of Vulnerability Project

The Education for the Reduction of Vulnerability project was funded by UNDP and UNESCO and implemented by the Ministry of Education through the Institute for the Development of Education (INDE). The project sought to build educational capacity for the empowerment of local communities through the effective implementation of relevant local curriculum and teacher and development agency training. The project resulted in the production of a comprehensive teacher manual on local curriculum integrating content for the reduction of vulnerability in local communities. The project made a significant contribution to the strengthening of government institutional capacity to deliver and coordinate government, UN system, NGOs, and civil society.

Sao Tome and Principe

Capacity Building Initiative Targets Mayors

Capitalizing on the recent local elections and appointments, a capacity building initiative targeted mayors and their decentralized government structure. Conducted through the RC Office the initiative was developed to provide local authorities with the basic concepts related to development planning and community's participation. It also sought to convey that the MDGs must be a commitment of the community. The training was further aimed at building capacity for decentralized governance and ensuring the implementation and development of future action plans. The UNCT is supporting this preliminary investment with on-site technical assistance, including through an MDG indicator table.

Liberia

Special Representative of the Secretary-General Establishes County Support Teams

In 2006, the Special Representative of the Secretary-General established the County Support Teams (CSTs). The CSTs provide direct support to local authorities, in particular the offices of the superintendents. In conjunction with the CST, a joint UN programme in support of local administration was signed in September 2006. The intention was to build the capacity of local administration in assessing, planning, coordinating and raising resources for, and delivering essential services in support of the consolidation of civil authority and recovery. The purpose of this initiative is to

demonstrate the UN's commitment to Government's decentralization efforts as well as to ensure a coherent and consolidated UN approach to addressing country challenges. The initiative also intends to build capacity of Government institutions so that they can increasingly take over responsibility for security, reconstruction and development.

Algeria

Concerted Gender Coordination Effort

In 2006 the Gender Technical Group (GTG) focused its efforts along two principal axes: (1) collection, analysis, and exchange of information; (2) capacity building and integration. The GTG centered its work on the reinforcement of the internal UN capacity for gender analysis: 24 UN colleagues were trained on institutionalizing gender strategies and 20 programmes were formed on gender-based budgeting. The GTG developed a series of tools and practical guides for gender integration by the GTG. A list of gender related associations and research centers was finalized; a gender database was set up; a gender mainstreaming programming guide was devised; and a document on the international instruments for the protection and promotion of women's rights ratified by Algeria was updated. The GTG also established a forum for information sharing regarding gender equality in Algeria.

Macedonia

Peace and Development Advisor Deployed

A Peace and Development Advisor (PDA) was deployed to support the UNCT. Financed by UNDP, this was a joint initiative between UNDP's Bureau for Crisis Prevention and Recovery (BCPR), Regional Bureau for Europe and CIS (RBEC), and the UN Department of Political Affairs (UNDPA), who jointly formulated the concept for the post and the ToR. Lending expertise not normally represented in development agencies, the PDA reported directly to the RC and ensured critical programming linkages. The PDA's main obligations were to provide political analyses, analyze development implications and recommendations, and train staff to integrate conflict prevention capacities and considerations into programming. As the advisor was fully funded and administered by UNDP, only minor transaction losses were incurred. Yet, significant efficiencies were generated because UNCT members were granted sound and timely information in a highly volatile and complex post-conflict situation.

National Development Plans and Poverty Reduction Strategies

Republic of Congo

Supporting the Coordination in the PRSP Development Process

The UNCT supported the coordination and development of the PRSP. The Agency heads put in place consultation mechanisms to ensure inclusive, participatory support to the PRSP development process. The framework enabled wide development partner input and a fair distribution of technical support and financial resources based on comparative advantage. The process led to theme groups, participatory consultations, and support to M&E capacity building. Division of labor ensured support to national structures and efficiency gains and improved documentation quality. These arrangements also ensured an emphasis on core UN System activities in gender, human rights, and other UN core priorities.

Sri Lanka

Early Joint Input to the Preparation of the National Development Strategy (NDS)

With the participation of all UN agencies and the IFIs, the UNCT prepared a Joint Note to provide early input on the preparation of the National Development Strategy (NDS). Aligned with the thematic areas outlined in the UN Common Country Assessment – namely poverty reduction, good governance and the consolidation of peace – the note encouraged the Sri Lanka Government to consider items highlighted in the UN's Analysis for consideration in framing the NDS. The submission of the joint response to the Government and early open lines of communication allowed the UN to involve the Government effectively in the development of the UNDAF. In turn, the Government has been responsive and supportive of the UNDAF process.

Guinea-Bissau

Developing Capacity for PRSP Preparation

The UNCT strongly supported the Government's 2005-2008 Poverty Reduction Strategy Paper (PRSP) preparation. The PRSP was finalized and approved in September 2006, focusing on four priorities: (1) reinforce good governance, modernize the public administration, and ensure macroeconomic stability; (2) promote economic growth and job creation; (3) increase access to social services and basic infrastructure; and (4) improve the livelihood of the most vulnerable segments of the population. The UNCT supported the Government through training on needs assessment and MDG costing for key line ministry staff. Furthermore, additional training was provided on budget, macroeconomics, as well as result-based management.

Mauritania

Supporting the Strategic Poverty Reduction Framework

The UN System supported the government both technically and financially in its review and reformulation of its Strategic Poverty Reduction Framework 2006-2010 (French acronym: CSLP). This was achieved through various technical sectoral committees and theme groups. The UNCT further advocated for the integration of environmental and children's agendas in the CSLP. In terms of alignment with the MDGs, the new strategy represents a clear improvement.

Nigeria

Developing National Economic Empowerment and Development Strategy II (NEEDS II)

The Head of the National Planning Commission (NPC) participated in the UN Heads of Agency Retreat to present the road map for NEEDS II finalization. The UNCT prepared a joint UN review of NEEDS I with recommendations for NEEDS II. The UN continued to support the finalization of SEEDS (for states) and piloted, with DfID and other development partners, a participatory methodology for developing a local equivalent (LEEDS). This methodology is now under preparation for institutionalization with the NPC. The NPC has institutionalized the SEEDS benchmarking process and continues to promote it with the support of the UN System. The UNDAF II will be aligned with the national planning cycle and as the PRSP is yet to be fully realized, there is sufficient opportunity to align the UNDAF II with the next PRSP, or NEEDS II. In addition, the UN System has provided technical inputs on the most recent Government MDG Report, however, adequate baseline data and monitoring mechanisms remain a key concern. The UN System provided coordination for a workshop on MDG costing, facilitated by UNDP HQ and the Nigerian Government. An action plan is under preparation to further the outcomes.

Laos

Supporting the National Socio-Economic Development Plan (NSEDP)

The UN System provided substantive support to the development of the National Socio-Economic Development Plan (NSEDP) through the sector working groups. The NSEDP document clearly recognizes MDGs as being at the centre of national development efforts. The UNCT also provided secretariat and substantive support to the preparation of the Round Table Meeting, during which donors pledged over US\$ 400 million in support for NSEDP implementation. The NSEDP M&E system has yet to be finalized.

Yemen

First UN Joint Programme to support MDG-based Development Plan for Poverty Reduction

The UNCT established a UN Core Group which coordinated the UN system's support to the national development planning exercise, including UN/donor engagement and technical discussions on support, evaluations, missions, and other resources requirements. The group agreed on terms of reference and met regularly. The coordination mechanism ensured that the process of UN engagement remained informed and could continuously review its response to the emerging problems and the bottlenecks in the national development planning process. There were no financial transaction costs involved, however the Core Group did require a sustained commitment from UN agencies in terms of staff time devoted to the work of the group.

Macedonia

Supporting the First National Development Plan

The UNCT supported the government in preparing its first National Development Plan, which covers the period 2007-2009. The UNCT advocated for an inclusive process. The municipalities were consulted in the plan's first ever preparation and the priorities expressed in the local MDG-based development plans (prepared with UNCT support) were considered. The plan addressed a major shortcoming: the lack of a coherent development plan or an agreed Poverty Reduction Strategy. With the launch of this new plan, the UNCT is now well positioned to advocate for, and support the achievement of, the MDGs in the local development arena.

Serbia

Coordinating and Implementing the Poverty Reduction Strategy

The UNCT worked closely with the Serbian Government Team to support the implementation of the Poverty Reduction Strategy (PRS). A conference was organized to demonstrate the progress in strategy implementation and collecting best practices. In addition, the UNCT supported implementation of the PRS through the National Plan of Action for Children and its localization in 16 municipalities. Together with key national and international institutions, UN Agencies are now actively participating on developing local coordination mechanisms. The initial task of the respective working group is to map municipal development of local strategies and related bodies.

Djibouti

Development of New Participatory UNDAF

The process of conducting the new CCA, including the mid-term review of the UNDAF 2003-2007 and the formulation of the UNDAF for the period 2008-2012, were all characterized by a high level of participation by the Government and civil society. Both the CCA and the findings of the mid-term review constituted the basis for the formulation of the new UNDAF. The mid-term review of the 2003-2007 UNDAF consisted of an assessment of the progress made towards attaining the national and UNDAF objectives. It also included an adaptation, where necessary, of planned activities to improve UNCT response to changing realities. The formulation process started in December with a participatory strategic workshop jointly chaired by the Minister for International Cooperation and the Resident Coordinator, and involving government and civil society as well as UN agencies. The first draft of the 2008-2012 UNDAF was developed, with the final document to be signed in early 2007. The three domains of cooperation (local development, basic social services and good governance), collectively identified by the participants in the process, complement the National Social Development Initiative as launched by the President of Djibouti in January 2007.

Cambodia

2006-2010 UNDAF Aligned with Prior National Strategic Development Plan

The UN's Development Assistance Framework was prepared and signed in 2005, after the completion of the National Strategic Development Plan (NSDP). The four priorities in the UNDAF match the NSDP framework and approach, particularly in terms of Cambodia's own Millennium Development Goals (CMDGs). The UNDAF clearly reinforces UN alignment with the national strategic plan, successfully positions the UN as a collective, and increases UNCT awareness to the NSDP and other relevant agency commitments.

Tunisia

Assessing UN Cooperation

The UNCT decided not to conduct a final UNDAF review given a number of limitations in the UNDAF. The monitoring framework of the 2002-2006 UNDAF was weak, given that it was a first generation product. Moreover, the culture of results-based management and the capacity for monitoring and evaluation was uneven in the UNCT and its counterparts. As there was no regular review over the period of UNDAF implementation (other than a mid-term review in November 2004), progress towards achieving its outcomes was not easily captured. According to the UNCT, the UNDAF did not play a major role in influencing the direction or content of the individual agency programmes. In essence, it proved to be a loose framework, with limited ownership and did not provide a strategic focus for action around which UN support could be coordinated. However, a quick assessment was carried out in 2006. The assessment revealed that in general UN cooperation was viewed positively by partners. The UN's policy dialogue and development interventions were deemed relevant to country priorities and have influenced the preparation of Tunisia's 11th National Development Plan. UN support in the field of capacity building and technical assistance, specifically in the areas of planning and management, were appreciated.

Panama

UN Contribution to National Development Process

At the request of the Government, the UN System in Panama facilitates the "Concertación Nacional" process. The process aims at reaching sustainable national agreements on key development issues. This engagement contributed to the strengthening of democracy, the consultative setting of national priorities, and allowed the UNDAF to be properly aligned with national priorities.

Jamaica

Participatory CCA and UNDAF Process

The formulation of the CCA was a truly participatory and inclusive process, incorporating hundreds of stakeholders from every sector and level of society, including several rounds of consultation with the Government, civil society, international development partners, and the private sector. The UN System priorities were decided at the Strategic Planning Retreat (SPR), held at the end of January 2006. A series of working sessions with UN Programme personnel followed the SPR to build on the preliminary Results Matrix agreed to in the SPR and to develop the M&E Framework. Final drafts of these matrices were produced and shared with key partners and the feedback subsequently used to produce a first UNDAF draft. After feedback from all local partners and the Regional Support Team this first draft was finalized and shared with the Government of Jamaica in May 2006.

South Africa

Development of the UNDAF 2007-2010 Based on Paris Declaration Principles

The intended purpose of this process was to ensure that the UN positioned itself in South Africa as a more relevant and effective development partner. The goal was to ensure that the process was nationally owned at all levels, and that the UNDAF results matrix was fully aligned with the Government of South Africa's development priorities and national Programme of Action. While the UNDAF was developed with full involvement of the Government, the CCA was prepared by the Government and is now being used as the basis for engagement with other donor agencies. The Department of Foreign Affairs was successful in mobilizing a significant number of key Government departments to engage in the process, specifically at the UNDAF prioritization workshop. The UNDAF, as a product, now reflects the principles of national ownership, alignment, and mutual accountability.

Uruguay

UNDAF Process Carried Out in Non-UNDAF Country

The UNCT in Uruguay decided to carry out the UNDAF process in a non-UNDAF country. The voluntary character of this process was a key factor in enabling the UNCT to be proactive, develop a true sense of ownership, and learn throughout the whole process. The UN strategic planning process sought to align the CCA/UNDAF with the governmental period and the new government's national objectives and programmatic and budgetary priorities. Furthermore, agencies for which the UNDAF is not the mandatory common planning tool identified opportunities to establish closer links and synergies with national authorities, other agencies, programmes, and funds.

Yemen

Creating a UN Core Group to Develop the CCA and UNDAF

The UN Core Group (UNCG) was tasked to develop the CCA and UNDAF as a follow up to the work done in support of the MDG Needs Assessment. This process allowed UN agencies to support the national technical coordination structures within their respective mandates and commonly address national and UN priority gaps, namely the HRBA and gender dimensions. The UN's strategic positioning behind gender equality and women's empowerment as an UNDAF outcome encouraged the Government to strengthen these dimensions in the national development plan. To strengthen Resident Coordinator and UNCT capacity in managing the various critical components of the CCA/UNDAF process, a Senior Economist/Advisor was hired by UNDP to in part, support the alignment of UN development priorities with those of the Government and oversee the work and coherent integration of the UNCG's inputs in the CCA and UNDAF documents. This intervention ensured that the CCA/UNDAF process was indeed country-office led without the need to involve external consultants and fostered ownership of the common programming process and its outputs as well as an effective team-oriented environment. Additionally, the UNCG empowered participating UN agency staff in terms of their valuable role in the Group's initiatives, which was recognized by the UNCT and their respective agency Representatives.

Fiji and Samoa

Development of a First Regional UNDAF

When starting their UNDAF process, the UNCTs in Fiji and Samoa set two ambitious targets: (1) to align assistance programmes with the Pacific Plan, pursuing a regional approach reflecting broader impacts across Pacific Island nations, and (2) to unite the work of both UNCTs under one UNDAF, ensuring efficiency and synergy of the limited deployments of UN agencies in the Pacific. In doing so, the UNCT emphasized both national ownership and partnerships. The first outline of a regional UNDAF was prepared based on a rigorous analysis of national and regional development plans, reports and evaluations. The direct feedback from recipient governments and development partners to the UN Pacific Framework for Action – and its review by UN Headquarters – led to a further refinement of thinking, allowing UNCT Fiji and Samoa to design the first regional UNDAF matrix reflecting the comparative advantages of 14 UN agencies covering 16 countries. In an effort to deal strategically with the high diversity among the Pacific Island countries, the UNDAF is closely associated with the Pacific Plan that serves as a blue print for regional cooperation and integration. In 2007, the UNDAF will go through a process of triple scrutiny; national priority, alignment with donor programmes, and operational linkages to the regional architecture.

Malawi

Developing UNDAF without a CCA

The UN system contributed to the analysis for the Malawi Growth & Development Strategy (MDGS) collaborating closely with Government counterparts. The UN contribution focused on a human rights, gender, capacity development, and disaster-risk reduction perspective. As the UNCT actively participated in and influenced the MDGS, it could serve as the basis for the preparation of the UNDAF (2008-2011) and no separate CCA was organized.

Bolivia

Developing a CCA in Close Consultation with Government

The CCA was finalized through a total of 12 workshops, in which 50 officials of the UN System participated. It was based on a detailed examination of the progress made towards the achievement of the MDGs and the main challenges to development in Bolivia. The process benefited from the participation of the vice-ministers for Planning and Public Investment as well as External Finance.

Maldives

Initiating Consultations to strengthen the CCA and the National Development Plan

Joint UN and Government Teams undertook community consultations in the atolls and islands considered most vulnerable to the problems initially identified in the CCA and NDP. These consultations aimed to validate and strengthen the analysis of the CCA and the National Development Plan. They also sought to seek community perspectives on the respective roles and contributions to the planning process. The consultations enriched the CCA and national development planning process and also improved Government capacity to practice participatory and consultative processes for better governance.

Guinea-Bissau

Supporting the Government's Poverty Reduction Strategy Paper

The UNCT strongly supported the preparation of the Government's 2005-2008 Poverty Reduction Strategy Paper. Support was provided to the Government by the UNCT through UNDP, for training on needs assessment and costing of the MDGs. Additional training was also provided on budget, macro-economics, as well as result-based management. The Government and its development partners discussed the document at a technical workshop.

Millennium Development Goals

Dominican Republic

Common Assessment to reach the MDGs in the Province of Seib

This inter-agency exercise, jointly realized by the Presidential Commission of the Millennium Development Goals and the office of the First Lady of the Republic, was drafted with the intention of assessing the necessary local level requirements and costs to achieve the MDGs. Agency staff, enriched by the experience of identifying and working toward common goals, interacted with the community to inform and empower the province of Seib vis-à-vis the MDGs. Lessons learned included the clarification of joint agency work, the promotion of the MDGs at the local level, and the empowerment of the local communities in formulating their own solutions to achieve MDG targets.

India

RC Office Established System for Monitoring Parliamentary Debates on the MDGs

In order to advocate effectively with Parliamentarians and Legislators, the UNRC office established a system for monitoring Parliamentary debates on the MDGs. As part of the knowledge association between the UN and the elected representatives, the UN will facilitate the preparation and dissemination of 'issue briefs' on UN thematic areas for Parliamentarians/Legislators.

Panama

Fostering National Ownership of the MDGs through Strategic Partnerships

A collaborative agreement to promote the MDGs was signed with La Prensa, the top-selling newspaper in the country. The agreement included the training of newspaper journalists on MDG topics and the publication of a number of MDG articles. At least 40 articles on MDGs were written and all relevant information was disseminated nationally. While journalists were trained on the important MDG related-themes, national ownership of the MDGs was further enhanced. And due to the success of a strategic alliance with La Prensa, a top TV and radio company is interested in implementing a similar exercise with the UN system throughout 2007. The UN System was also successful in implementing an alliance to mobilize resources with a key private sector media partner.

Bhutan

UNCT Supports MDG Needs Assessment and Costing Exercise

An extensive MDG needs assessment and costing exercise was supported by the UNCT and jointly funded by the resident UN agencies. The report is expected to be finalized in mid 2007. The process of the MDG needs assessment and costing exercise involved training on the methodologies of assessment and costing. The outcome was significant development of national counterpart capacity to integrate MDGs concerns into national development planning. The Report of the MDG Needs Assessment and Costing Exercise will be used as an important input to the government's 10th Five-Year Plan formulation.

Uzbekistan

MDG Report Paves the Way for Broader UNCT Advocacy

The official launch of MDGR in early 2006 paved the way for a broader national advocacy by the UNCT. To focus special attention on the youth, the UN targeted different institutional layers and the population at large. A series of events on national health MDGs were organized for medical workers nationwide. An MDG Report was presented to local authorities, NGOs, and academia in ten regions. A number of MDG student conferences with UN experts were held and the MDG Youth Network, currently supported by the Resident Coordinator's Office, was created. As such, students from various universities became involved in volunteer work by promoting and advocating for MDGs among their peers and in local communities. In addition, a UN Model "MDGs +6" was organized so students could debate key issues and promote the global partnership to fight AIDS.

Sao Tome and Principe

Develops MDG Icons and Launches Campaign

The country developed its own MDG icons, using as reference the MDG icons from Brazil and a few African nations. The launching of these icons coincided with the International Poverty Eradication Week and UN Day special events. These events had been preceded by the launch of the Millennium Campaign "Stand Up Against Poverty - Stand up for MDGs", simultaneously implemented in all major cities of all six districts and the autonomous Principe region. The campaign involved a wide cross section of partners, opinion leaders, and other members of local communities.

Costa Rica

Strategic Actions Supported to Incorporate MDGs into National Planning

Strategic actions were supported to ensure that the MDGs and indicators continued to be incorporated in national planning, and specifically in the National Human Development Plan. As a concrete result of this action, a Presidential Directive was signed, requiring institutions responsible for compliance with MDGs to include corresponding actions and goals in their planning. This was done within the frame of the international commitments assumed by the country in the 2000 Millennium Declaration. The publication of this directive and technical assistance from agencies such as UNDP, UNICEF and UNFPA ensured that the Millennium Declaration commitments would be a referent for the new National Development Plan.

Peru

Establishment of a Special Committee for the Achievement of the MDGs

A significant achievement was the coordinated UN System support to the establishment of a special Committee within the National Congress for the achievement of the MDGs. Since its creation in July 2006, this Committee has been very active, summoning different government authorities to periodically report on MDG-centered policies and measures. Furthermore, the Committee gathers opinions from CSO representatives with respect to the role of the state in the fulfillment of MDGs, and then proposes legislation to reinforce or reorient the government's actions towards a "needs-based approach". Another important milestone was the Congressional decision to formally incorporate the MDGs in the national budget. This was accomplished through a legal commitment stating that the resources devoted to MDG-related activities and projects (measured as budget percentage) can never be under a certain level – effectively "shielding" MDG related programmes.

Millennium Development Goals *(cont.)*

Uzbekistan

UNCT Names Two Communities “MDG villages”

After a series of visits and the careful consideration of a number of communities, two communities were chosen as MDG pilots. Qualifying characteristics for the two communities included the absence of drinking water, the shortage of natural gas in winter, poor electricity infrastructure, and a lack of access to education. Pilot business projects and microfinance products are to be launched in these communities to improve living conditions. At the initial stage of UN support, one village was supported in the furnishing of a secondary school and the provision of a drip irrigation system for a grapes plantation. The construction of a drinking water pipeline is also in the works. Other UN agencies will soon contribute to education and health initiatives and organize capacity building activities in both pilot communities.

Kenya

Planning for Pilot Millennium Districts

Various initiatives were established by the Government, civil society organizations, UN agencies and other development partners to facilitate MDG attainment. Kenya is one of the four African countries that have piloted the Millennium Project since 2004. The Millennium Project aims at the development of country specific strategies, including local interventions towards poverty reduction and the achievement of the Millennium Development Goals by 2015. The Government is now considering a pilot concept of Millennium Districts. In recognition of the importance of complete stakeholder participation, the Government has developed an Action Plan to mainstream the MDGs within planning, budgeting, and monitoring and evaluation. The plan has also been influenced by the collective and continuing advocacy of the UNCT. One clear example of the associated successes is that the national health budget rose from 11 billion Kenya Shillings to 32 billion as a result of MDG-based budgeting and planning.

Ghana

Supporting District Medium Term Development Plans

The MDGs have now been localized in Ghana. With UN support, localization was launched in all pilot districts. The districts were supported in preparations of District Medium Term Development Plans. This included workshops on goals formulation, which led to the generation of localized MDGs targets. The main objective was to enable district planning staff to document, monitor, and track progress made on the localized MDGs targets. The MDGs with their localized targets have since been translated into local languages.

Philippines

Working with MDGs Resource Cities to Meet the MDGs

The localization of the MDGs formed an important thrust of the work of the UN system in 2006. UN agencies worked closely with some 20 MDGs Resource Cities that had adopted and demonstrated their capacity to meet local MDGs targets. Ten local government units were awarded for their outstanding performance and innovation to meet the MDGs. These best practices have been documented as a basis for up-scaling around the country.

Uruguay

Convening an International Meeting on Cooperation and Local Development

An International Meeting on Cooperation and Local Development was convened by the Presidency's Budget and Planning Office and the Ministry of Foreign Affairs, supported by UNDP, UNFPA and the Spanish Agency for International Cooperation. The UNDP/UNFPA Programme Support to Local Development and Governance was launched at this meeting. It involved the gathering of more than two hundred participants, representing national and local governments' authorities, civil society, and donors' agencies. Along with substantive debates on strategic planning to implement MDG-based local development, key topics included cooperation strategies and good practices. Environmental sustainability, social services sustainability, local economic development, gender, local governance, and poverty and equity were discussed in specific workshops.

Ethiopia

UNCT Supports Government Led MDG Needs Assessment

The UNCT — instead of performing its own UN-led CCA in preparing for UNDAF II — supported the Government led MDG needs assessment (MDGNA) in collaboration with the Millennium Project and the donor community. The findings of the MDGNA informed the formulation of the UNDAF II as well as the preparations of the national development plan, the PASDEP. The results have included consensus and considerable gains in terms of harmonization and alignment. The MDGNA exercise was a unique opportunity for stakeholders, the UN, donors, IFIs and Government to work together in a broad, consultative process. The exercise provided opportunities for engaging in Government-owned analysis and research as well as dialogue and partnerships. The experiences gained during the preparations of the MDGNA and UNDAF opened opportunities for further harmonization and alignment with national processes and ensured that the UNDAF II was closely aligned to PASDEP and the MDGs.

Saudi Arabia

Media Activities to Promote the MDGs

In promotion of the MDGs, media and communications activities included a painting contest, a football tournament, and a joint media conference. The national painting contest involved nine girls' schools from the three main cities in the Kingdom, Jeddah, Riyadh and Dammam, and produced more than 100 paintings representing the 8 MDG goals. The football tournament involved several boys' schools with the participation of national football stars (including Captain Sami Al Jaber, UNDP's Goodwill Ambassador). These two events highlighted the role of Youth in achieving MDGs and the importance of public private partnership for MDGs' achievement. The third event was a conference jointly organized with the Ministry of Information. The conference, which gathered more than a 100 media people, academicians, and civil society representatives from within and outside Saudi Arabia, focused on education, gender, and environment. As a result, these three MDG goals received full media attention which highlighted their importance to Human Development and economic competitiveness for Saudi Arabia. The event also contributed to reflecting a more positive image of the UN in the country.

DevInfo and Monitoring the MDGs

Ethiopia

DevInfo Implemented as EthioInfo

In February 2006, the Central Statistics Authority (CSA) successfully launched the customized version of DevInfo, named "EthioInfo", with the support of the UNCT. The Government is, by implication, positioning EthioInfo as a tool for monitoring growth, poverty reduction and development. To this end, a variety of technical assistance and support packages were provided in 2006 through the Resident Coordinator's office. Due to its comparative advantages, UNICEF assumed technical leadership of support by the UNCT. By the end of December 2006, 174 officials drawn from Government departments, NGOs and UN agencies have been certified proficient in the EthioInfo package.

Malaysia

DevInfo Customized as MalaysialInfo

The UNCT customised the web-based database "MalaysialInfo" based on the DevInfo framework. In June 2006, an introductory briefing was given to forty UN staff members and staff from various Government agencies on the database. MalaysialInfo provides capabilities for inputting comprehensive multi-sectoral data and creating user-friendly report capabilities. It also facilitates data sharing across Government and UN agencies. The final product will be handed over to the Department of Statistics of Malaysia which has agreed to take ownership.

Cambodia

DevInfo Implemented as CAMInfo

Cambodia's adaptation of DevInfo, CAMInfo, was first launched in April 2004 and has been managed by a team at the National Institute of Statistics. It benefits from wide support from the UNCT Cambodia, GTZ, and UNESCAP. CAMInfo is considered an important element of the UN's efforts to support capacity development at the National Institute of Statistics and the General Directorate of Planning in Cambodia. Version 3.0 of CAMInfo, to be released in 2007, is based on the DevInfo v5.0 platform. This new version features, in both English and Khmer, the latest data from the Cambodia Demographic and Health Survey (CDHS); the Commune Database, which provides village-level data; and all key indicators for the Cambodia Millennium Development Goals (CMDG) and the National Strategic Development Plan (NSDP). The country plans to disseminate CAMInfo 3.0 at both national and sub-national levels through a series of user and administrator trainings. In order to render the database accessible to a wider audience, there are also plans to launch an on-line version of CAMInfo.

Aid Coordination and Effectiveness

Tanzania

Development of the Joint Assistance Strategy for Tanzania

The Government of Tanzania and Development Partners signed in 2006 a Joint Assistance Strategy for Tanzania (JAST). It seeks to make aid more effective and efficient by strengthening national ownership of the development process and the government's accountability to the citizens of Tanzania. The JAST sets the rules of game through a number of principle level agreements. Development partners are expected to subscribe for a number of changes in line with aid effectiveness principles and the aid policy of the Government as well as to reach a better division of labor through greater specialization of activities by development partners and a move towards reformed, more demand-driven and untied technical assistance oriented towards long-term capacity development. Throughout the development of JAST the UN role has been significant, especially through facilitation of consultations and brokering of the JAST principles. This brokering role around the Memorandum of Understanding (MoU) contributed to the fact that all active Development Partners Group members signed the statement of understanding. The UN Resident Coordinator signed the (MoU) on behalf of the UN system.

Lesotho

Supporting Aid Coordination

In support of government efforts to implement the Paris Declaration on Aid Effectiveness, the UNCT engaged development partners in strategic dialogue to strengthen the Government's institutional capacity for aid coordination, resource mobilization and harmonization of development assistance. The RC acted as the Chairperson for the Development Partners' Consultative Forum (DPCF) since its establishment in 2005, and coordinated the Forum's participation in the process leading to the Population and Household Census 2006, the preparation of the Ninth Donor Round Table Conference, as well as the preparations for the general elections in 2007. As one example of support to aid coordination in a specific area, the UN led the development partners' collective support to scale-up the response to HIV/AIDS. The Resident Coordinator, in consultation with the Country Team and other development partners, expanded the co-chairmanship of the UN Theme Group on HIV/AIDS to the European Commission and the Embassy of the United States of America. The Theme Group comprises of UN Heads of Agencies, the Government (through the Ministry of Health and Social Welfare), Development partners, the National AIDS Secretariat, NGOs and Faith-Based Organizations.

Namibia

Defining a Baseline for Improving Aid Effectiveness

To define an aid effectiveness baseline and inform further efforts, the UNCT commissioned a report on the degree of aid harmonization and the implementation of the Paris Declaration in Namibia. The UNCT also initiated regular Development Partner Group Meetings in 2006. These meetings provided an opportunity for Government and development partners to exchange information on areas of support and to identify potential areas for co-operation. On the sectoral level, the UN System played a key role in the organization and facilitation of the Donor Round Table for the Education Sector Improvement Programme. The forum provided by the Development Partner Group Meetings helped to fill existing financial gaps for the successful implementation of this programme. Similarly, the UNCT assists the Government in the identification of potential areas for the development of Sector-Wide Approaches, especially on rural development.

Indonesia

Support to Humanitarian Coordination

The RC/HC Office continued support to humanitarian coordination through monitoring and reporting to the international community. In the interest of aid effectiveness, the HC/RC Office chaired monthly UN/NGO/donor coordination meetings for the UN humanitarian agencies, donors, international NGOs, and ICRC/IFRC. This facilitated sharing of information on security and humanitarian issues, updating of ongoing or planned activities, and discussion of common policy issues. Specific meetings were also arranged as specific emergencies developed. At the internal level, the UN Technical Working Group (TWG) for Disaster Risk Reduction actively worked to improve inter-agency coordination in managing disaster risks and responding effectively to disasters.

Thailand

Implementing the Paris Declaration and Enhancing Aid Effectiveness

The UNCT partnered with the Royal Thai Government, a signatory country to the Paris Declaration. Particular emphasis was placed on enhancing Thailand's capacity as a significant emerging donor. A workshop with relevant Thai agencies, through Thailand International Development Cooperation Agency recommended twelve key policy messages to guide Thailand's implementation of the Paris Declaration and eventually Thailand's ODA alignment with the Paris Declaration. Also, a Thematic Working Group on Global Partnership for Development (with members from UN agencies, IFIs, and bilateral donors) was recently established to ensure a harmonized approach in providing capacity development support to Thailand on aid effectiveness.

Iraq

Strengthening National Capacity for Aid Management

The UNCT assisted the Iraqi Ministry of Planning and Development Cooperation in establishing an Aid Coordination Unit where the capacity of 50 staff was developed and the unit assisted in the formulation of the National Development Strategy. In addition, the UNCT assisted in the creation of a Donors Assistance Database (DAD) which is being used as an instrument in the overall management of resource flows from various donors to the different programmes and projects. The database should be instrumental in maximizing the benefit of international donors assistance to Iraq's reconstruction drive.

Rwanda

Adoption of Aid Policy Document

The Development Partners Coordination Group was established in 2002 and has been co-chaired since by the UN Resident Coordinator and the Minister of Finance and Economic Planning based on a strong partnership between all stakeholders. The government initiative and leadership is visible in the development of the Rwanda Aid Policy Document. This aid policy was approved by the Cabinet in July. Following the policy document, an implementation plan and a joint donors response was prepared.

Ghana

Aligning UNDAF Activities on Education

The activities of the UNDAF Theme Group on Education were aligned with the work programme of the Education SWAp. The UN was selected by all donors to chair the Education donor group. Emphasis was placed on gross primary enrollment, with rates reaching 87% by mid 2006 up from 81% in 2004. The gender parity index is narrowing. These positive developments are due largely to better targeting of the poor through the elimination of government-controlled fees, introduction of capitation grants and the school-feeding programme.

Nigeria

Aid Coordination for an Effective Response to HIV/AIDS

The UN acts as the secretariat for the Donor Coordination Group (DCG) on HIV/AIDS. In 2006, the DCG raised awareness on the importance of the 'Three Ones' at all levels in Nigeria leading to high awareness among civil society, sub-national state actors, international partners, and the federal government. 2006 also saw a move towards more substantial coordination as the Donor Coordination Group has progressed from a focus on information sharing to a more thorough assessment of the availability of HIV/AIDS resources, current gaps, and a prediction of what future support is needed, and in which areas it should be focused. This assessment was followed by internal and external advocacy to create momentum and mobilize the necessary resources. To support this work, the French Embassy agreed to finance a full-time coordinator which will be based in UNAIDS.

Moldova

Development Partnership Framework signed and PD Monitoring

UN agencies participated together with Government and development partners in a special task force on aid coordination and effectiveness which prepared a "Development Partnership Framework." While this framework does not represent a legally-binding document, it lays down principles, processes and procedures to achieve greater aid effectiveness in Moldova. As a flexible and open document, it remains open to endorsement by donor organizations willing to join it. In a sign of shared commitment to aid effectiveness, the UN Resident Coordinator signed the framework on behalf of the UN Agencies present in Moldova. The process was further enhanced by Moldova's adherence to the Paris Declaration on Aid Effectiveness and the Paris Declaration Monitoring Survey. The Survey was prepared with the support of the UN and pointed to a number of gaps in donor alignment and coordination such as the unavailability of mechanisms to share Government's development plans and facilitate donors' assistance alignment with those plans of donors' overuse of separate missions and individual analytical works.

Ukraine

Aid Coordination and Advocacy for Paris Declaration Implementation

The UNCT has been actively engaged in promoting the Paris Declaration on Aid Effectiveness (which Ukraine will adhere to in early 2007), and has played the lead donor role in the aid coordination dialogue. The UN provided consultative and advisory support to the government, in particular, to the Ministry of Economy. As a result of this, a new architecture for Donor-Government aid coordination was established. Approved on the highest level by the Cabinet of Ministers, this architecture includes national theme groups and subgroups chaired by the relevant ministries and a lead donor.

Macedonia

Ongoing Support to the Aid Coordination Unit

The UNCT continued to support the work of the government aid coordination unit and the Donor Assistance Database. The support also enabled the government to convene monthly donor aid coordination meetings and prepare a donor profile document during the course of the year. The assistance facilitated aid effectiveness and government ownership of aid management and coordination.

Joint Programmes

Turkey

Formulation of a First Joint Programme

The UNCT formulated its first joint programme ever, a two-year UN Joint Programme on Promoting and Protecting Women and Girls' Human Rights, which was officially launched in March. The programme is a product of the UN Gender Thematic Group, which agreed to use it as a pilot in six cities and expand implementation throughout the country. The preparation process was participatory and in addition to the UN system involved all sectors, governmental, non-governmental, private sector, academia, and donors. In line with the Paris Declaration on Aid Effectiveness, this programme provided leverage for combining and rationalizing bilateral aid for gender equality to avoid duplication while still providing a forum for active partnership.

Azerbaijan

Conduct a Countrywide, Gender-Disaggregated Labor Force Survey

The UNCT supported the second countrywide and gender-disaggregated Labor Force Survey joint programme. Spearheaded by UNDP and UNFPA, the joint programme built capacity within the State Statistical Committee and Ministry of Labor and Social Protection. The result was the successful completion of the 2006 Labor Force Survey, yielding gender-disaggregated data in line with international standards. The Statistical Committee now has capacity to conduct future surveys in compliance with international standards on its own.

Cambodia

Joint Frameworks in Gender, Human Trafficking, and NSDP Monitoring

The UN Joint Frameworks developed in 2006 established agreed upon UN priorities, coordinated and streamlined approaches to government support, and furthered the strategic platform for capacity development and programme. The UN Joint Frameworks provided a structure so individual agency contributions could be highlighted and appropriately positioned, with partnerships, gaps, and overlaps identified. Within Cambodia's active and diverse donor community, where One UN cohesiveness is extremely vital, both the process of joint framework development and its use as a future reference has been invaluable.

Ecuador

Considering a Territorial Approach to Conflict Prevention

The Peace and Development Programme (PDP) is an initiative of the Office of the Resident Coordinator of the UN System in Ecuador. An innovative and ambitious way of promoting UN Reform on the ground, it represents a territorial approach to conflict prevention for the UN System in a complex border zone. This is done through strategic inter-agency coordination, coupled with joint analysis, planning and monitoring. The Programme includes training in conflict analysis and conflict sensitive programming. The PDP also strengthens key national capacities, while linking UN System work to relevant government policies. The MDGs are a guiding framework for the Programme. And in this spirit, Provincial MDG Reports are being developed for the border area that will serve as a baseline for measuring the impact of the Programme. The PDP goes beyond formal joint programming by providing a coherent framework for the whole UN System — represented by 12 agencies — including formal joint programmes and inter-agency coordination mechanisms.

Cuba

Participating in the Local Human Development Programme

Eight agencies participated in the Local Human Development Programme (PDHL) Joint Programme which supports local capacity building on public policies. Five bilateral donors and over 300 decentralized entities — including from the private sector and developing countries collaborated in this initiative. Supporting local capacity building, this programme implemented approximately 180 projects managed in a participatory way (44 of which had an inter-agency content). The whole programme promoted innovative experiences in the achievement of the MDGs at the local level. As a result of these achievements, and in consideration of this bottom-up approach and methodology, Cuban national government together with the UNCT identified Local Human Development as one of the five concentration areas for the 2008-2012 UNDAF.

Guyana

Working Jointly to Strengthen Human Rights Support

UNICEF, UNDP, UNFPA, UNAIDS and PAHO worked jointly to provide technical support to strengthen national legislation on children's rights, rights of the disabled, and rights of juvenile offenders. The UNCT also sought to strengthen national protection systems by providing human rights training to the Judiciary, as well as the Guyana Police Force and Prison Service.

In conjunction with national human rights institutions and duty-bearers, the UNCT launched a special initiative on sexual violence against women, including a training module for police prosecutors on sexual violence cases; a feasibility study for setting up a sexual assault referral centre; and a national survey on sexual violence case reporting. In addition, the UNCT has begun promoting a culture of peace by building Human Rights awareness in the education system. With the arrival of the new government in August 2006, the UNCT is further seizing on the opportunity to harmonize joint capacity building activities in the area of Human Rights Based Approach.

Kosovo

Focusing a Joint Programme on Gender Equality

In the absence of an UNDAF, the UNCT has used the MDGs as a framework to develop a number of joint programme proposals, one of which is specifically built around MDG 3. The "Gender Equality and Women's Empowerment Programme in Kosovo" (2007-2009) is a joint initiative of UNICEF, UNFPA, UNHABITAT, UNDP, OHCHR, and UNIFEM. The joint programme focuses on institutional capacity building, strengthening and better utilization of social services, civil society empowerment, advocacy and awareness-raising, policy development for mainstreaming gender in development processes and facilitating effective coordination among all stakeholders and implementation of gender mainstreaming in line with the MDGs, the CEDAW, Beijing Platforms for Action, the Anti-discrimination and Gender Equality laws of Kosovo and the National Action Plan on the Achievement of Gender Equality in Kosovo.

Mozambique

Children's Voice in the Community

Because radio reaches more people than print, the programme invested in the creation of the first Community Radio Network (FORCOM), currently encompassing 50 community radios. The coordination efforts between UNESCO and UNICEF strengthened community radio work and laid the ground for new partners to support this community-based initiative, including the private sector. Youth participation in Mozambique is limited by an environment non-conducive to a more active role of children and young people. UNICEF, UNESCO, and FORCOM thus initiated The Children's Voice in the Community joint programme. This resulted in 12 radios stations around the country joining the child-to-child radio programmes network; 110 children producing and presenting programmes that reach all provinces; and 12 libraries and 12 youth radio clubs have been established.

Joint Programmes (cont.)

Afghanistan, Iran and Pakistan

Together for Health: Regional Co-Operation in Health and Nutrition

To promote regional co-operation the UNCT is facilitating a joint programme on health among the countries of Afghanistan, Iran and Pakistan focusing on six key areas critical to achieving the Millennium Development Goals: polio eradication, salt iodisation, tuberculosis, HIV/AIDS, pandemic influenza and malaria. The initiative has the backing of Afghan

President Karzai as well as the Minister for Public Health and seeks to turn the Kabul Declaration on regional collaboration in health, signed by these 3 countries in April 2006, into a tri-laterally agreed action plan of implementation. The joint programme, involving UNAMA, UNICEF and WHO, was presented to donors in Kabul in June 2007 where it was favourably received. The initiative envisages adding an international co-operation component to existing health strategies with a view to: (1) facilitate the sharing of good practices, including through exchanges, visits, study tours, joint conferences and

identification of priorities exchange actions; (2) develop and endorse an operational joint work plan to address cross-border health issues with a time frame and supporting partners endorsed by the three countries; and (3) assign inter-country standing committees with representation from the three countries to work on the defined six main areas of collaboration. Similar joint programmes involving the three countries and supported by the UN Country Teams are being developed on Population Movements (led by Iran) and Disaster Management (led by Pakistan).

Common Premises and Services

Montenegro

Establishment of the World's First Ever UN Eco Shared Premises

The UNCT in Montenegro is engaged in a project of establishing the world's first ever UN Eco Shared Premises. In December 2006, the UN Eco Building was launched, encompassing all relevant partners. The UN Agencies in Montenegro approved the final floor plan/internal design produced by a winning architectural practice. The partners agreed on the 2008 timeline for project implementation. The UN Working Group on Common Premises and Services supported the concept, approved the project, and encouraged UNCT Montenegro to pursue the engineering services contracting and quality oversight components of the project.

Bulgaria

Establishment of Joint UNDP and UNICEF Operations Model

UNICEF operations were integrated with those of UNDP and performed in accordance with UNDP rules and regulations. This arrangement permitted the quicker start-up of the UNICEF office and programme. The joint office allowed the Representative to concentrate more on programme development and management. It was also very cost-effective. Rather than hire separate operations staff and manage a separate bank account, UNDP was reimbursed for operations support. And this did not require any additional staff on either end. Human resources, financial services, goods procurement, services contracting, IT management, travel, and administrative support are among a wide range of services that UNDP manages for UNICEF.

Humanitarian Preparedness and Coordination Efforts

Afghanistan

Concerted and Coherent UNCT Response to Humanitarian Issues

To boost future efforts to mitigate natural catastrophes, a UN Disaster Assessment and Coordination mission was arranged by the UNCT. The mission recommended ways forward in improving planning and response measures. Consequently, two drought appeals were submitted to the CERF (Central Emergency Resource Fund) for consideration and both were generously funded in-country and by the CERF. This allowed UN agencies to provide immediate relief to the neediest. The menace of bird flu resulted in the UNCT developing a plan and assisting government in producing its own plan for the event of a humanitarian crisis.

Indonesia

Cluster approach in Yogyakarta Earthquake Response

A Cluster Approach was used to coordinate the earthquake response. The response, was marked by a high level of participation among the humanitarian community and provided a more structured coordination mechanism than previously experienced. Each cluster developed specific terms of reference and a response plan outlining objectives and indicators. This resulted in realistic objective setting and coherence in implementation between cluster members. As there was no set precedence for the cluster approach at the time of the Java earthquake, a high degree of flexibility and innovation on the part of Cluster Leads was needed to make the system work. As coordination skills varied from cluster to cluster, a need for training in basic coordination and facilitation skills was identified.

Mauritania

Coordinated Mobilization of Central Emergency Relief Fund

Faced with a forgotten and under-financed nutritional crisis, Mauritania benefited greatly from the availability of Central Emergency Relief Fund. The UNCT demonstrated strong coordination in the financing, planning, and intervention phases. WFP, UNICEF, and WHO pooled their efforts with the Community Food Center and the Nutritional Recovery Center activities. A clear and consensual division of labor and contributions were established. The coordinated response facilitated a proper overlay of interventions and targeted recipients based on jointly selected criteria.

Humanitarian Preparedness and Coordination Efforts *(cont.)*

Eritrea

Mobilization of the Central Emergency Relief Fund

The immediate availability of Central Emergency Relief Fund (CERF) enabled agencies (UNICEF and WHO) to take action in the health, nutrition and water sectors. This led to rapid programme implementation to strengthen health information systems, provide timely information to the health cluster, and coordinate health activities among partners. In cooperation with the Ministry of Health UN agencies conducted nationwide campaigns focusing on urgent measles immunization covering 73 per cent of the country's children under five and double the Vitamin A supplementation covering 97 per cent. These activities reduced the number of children susceptible to measles and avoided significant deaths among children.

Sri Lanka

IASC Country Team Established to Ensure Consolidated Mechanism

Following the decision of the Principals of the Inter Agency Standing Committee (IASC), a IASC Country Team (CT) was established to ensure a consolidated mechanism for humanitarian coordination in response to the evolving humanitarian crisis. The UN Humanitarian Coordinator chairs the IASC country team, which includes 26 members, among them UN agencies, international NGOs and civil society organizations. The IASC CT is recognized by all stakeholders including the Government of Sri Lanka and donors as a very efficient and instrumental forum representing all categories of humanitarian agencies. The IASC CT is the main focal point and counterpart of the government in relation to the humanitarian issues

in the North and East. The IASC CT has reached out to all non-UN partners thus ensuring much better coherence in planning and implementation of operations, facilitating access, which is a particular value added in the operational coordination between the UN, the ICRC, and the NGOs.

Avian and Human Influenza Response

Mauritania

Drafting of a Contingency Plan for the Avian Influenza

The UNCT avian influenza contingency plan was well received. The two major objectives, preparing staff and supporting the government, were achieved through the following actions: (1) sensitizing staff and their families to the methods of protection; (2) guaranteeing the correct operation procedures and the necessary funds; (3) supporting the improvement of the national response plan (along the various themes: animal health, human health, and communications); (4) helping the Government organize a round table; and (5) beginning to mobilize the necessary resources for implementation. While the benefits of the exercise were multiple – especially on an analytical, organizational and human level – the actual costs proved to be marginal.

Azerbaijan

UN Coordination Response: Leadership and Strategic Effect

Because of their respective expertise and mandates, UN agencies were well-positioned to assist the Government in handling the AHI outbreak. At the onset of the crisis, the UNRC set up a Task Force to ensure the coordination and complementarities of UN responses in support of the Government's efforts. A multi-task WHO team was deployed to Azerbaijan to build capacity within the Ministry of Health for handling human cases – from enhanced surveillance and monitoring, through to clinical management, infection control, and epidemiological investigation. On the animal side of the crisis, the AHI Task Force Coordinator strived to establish an FAO presence in the country. In response, several experts were deployed to the Ministry of Agriculture, and an FAO resident officer post was established, filling a critical gap. Beyond this, the clear leadership of the UN Task Force prompted a wider strategic effect. Critical players rallied behind the UN effort, including the World Bank, ADB, USAID, JICA, ICRC, as well as representatives of the US, British, French, German and Japanese embassies, and civil society organizations (CSOs). The expanded Task Force was then able to leverage the combined financial, political, and technical capacities of its respective members. Smooth cooperation with the Government was achieved by establishing highest-level contacts in key ministries. The UN AHI Communication Group was created to tackle the vital "public information" component of the response, and worked closely with relevant government ministries to devise and implement the nation-wide campaign.

Cambodia

Avian Influenza Coordination

From the start of the outbreaks, the AHI response was driven largely by the Ministry of Agriculture, Forestry and Fisheries (MAFF), and the Ministry of Health (MoH), with support from FAO and WHO, respectively. The RCO gradually assumed coordination responsibilities to promote better cooperation between animal and human health, and integrate communications campaigns and pandemic preparations. A UN Joint Programme was signed and revised. For national pandemic preparedness, Cambodia decided to strengthen an existing multi-sectoral coordination structure for disaster risk reduction, the National Committee for Disaster Management (NCDM), which is chaired by the Prime Minister. The NCDM Secretariat is in the process of being restructured and extending its capacity to be able to accommodate health emergencies with a primary focus on pandemics. And the UN system itself focused on its AHI and pandemic preparedness needs and commenced a process of AHI contingency planning, pandemic preparedness, and awareness raising among staff. Staff health and safety and business and programme continuity are now all factored into UN system contingency plans. The UN system as a whole, initially through the SMT and later through the established UNCMT (reporting to the UNCT), works as one to ensure strong inter-agency coordination.

Improved Communications

Brazil

Improved Communications for the MDGs

In 2006, the UNCT took up the challenge of better communicating its activities and achievements. The Communications Theme Group designed a media approach that can be highlighted as a best practice for its high effectiveness, wide impact and low costs. On the one hand, the strategy aimed at improving the Heads of Agencies' personal communications skills when dealing with journalists. Representatives underwent an intensive workshop to practice clear and concise communication techniques, including print and broadcast interview simulations. On the other hand, the approach focused on bridging the gap between the UNCT and the national press regarding the awareness and understanding of the MDGs and other Human Development issues. The Communications Theme Group organized round tables on the MDGs, with agency specialists and high profile journalists. The debate resulted in the production of a handbook with resources for journalists interested in improving the national media's coverage of MDG related themes.

Maldives

"One UN" Voice Joint Communications

The UNCT in the Maldives exercised very close coordination and collaboration and expressed a "One UN" voice in the handling of sensitive issues, notably those related to tsunami recovery and political issues. Projection of a coherent and coordinated UN strongly influenced the ability of the UN System to build increased partnerships with international donors and to further promote development. The weekly media monitoring set-up through the inter-agency Communications Group kept the UNCT informed of major events and critical issues. It also allowed the team to respond and adapt quickly.

Lithuania

"Time to Help Others" National Awareness Raising Campaign

The Time to Help Others campaign established an alliance between four UN agencies (UNDP, WFP, UNICEF, UNESCO) in promotion of development cooperation and strengthened country capacity. Partnerships included the Government, private sector (five major Lithuanian and multinational companies), national TV/radio and other media as well as major Lithuanian Youth organizations. This initiative made a contribution to the realization of MDG8 – a global development partnership. The initiative also contributed to unprecedented UN visibility, including daily media coverage and international exposure.

Macedonia

Joint Communications Activities

The UN system in Macedonia created its own UN Communications Group in 2005. The main objectives of the group were to strengthen inter-Agency cooperation in the field of communications and to further increase the media and public profile of the UN activities at national level. In 2006, coordination of joint communications activities were initiated in order to enhance the effectiveness of the joint UN work, generate broader legitimacy to the joint communication activities, and better incorporate all Agency members. The establishment of a dedicated RC communications capacity improved work efficiency and reduced transaction costs. The Communications Officer and Communication Associate's salary are shared between the RCO and UNDP. This cost sharing model was also used to hire a senior Communications Consultant to devise the UN's new joint Communications Strategy.

The effectiveness of the UN Communications Group can be measured in the successful coordination of joint events which included the sharing and issuing of joint press releases, development of joint advocacy messages and joint organizing of events, and the impact of common messages and advocacy in the media. A joint communications strategy is now being developed to further strengthen UN branding and advocacy messages that will be projected throughout the whole country.

Zambia

Development of a Joint UN Communication Strategy

As part of the reform process, the UNCT in Zambia has developed its first UN Communication Strategy to support the new UNDAF (2007-2010). The UN-Communication group (consisting of all the communication officers within the UNCT) was mandated to draft the strategy under the leadership of the Resident Coordinator's Office (RCO). The strategy focuses on three main objectives: An Eye on Issues, to raise awareness and support for joint advocacy on key common issues; An Eye for Image, to promote a positive, coherent and relevant UN; and An Eye towards the Inside, to improve internal communication and coordination.

Russian Federation

Local Media Take Part in Joint UNCT Thematic Seminars

Local media took part in joint UNCT Thematic Seminars on human development, HIV/AIDS, and gender. UNCT discussed the concept of the seminars, agreed on the experts and staff, and linked the seminars to UNFPA planned events. By analyzing what has already been planned by individual UN agencies, UNCT combined UN agency efforts and minimized costs. Rather than holding separate seminars, the UNCT added an additional day to existing agendas, minimizing travel and organizational costs. Achievements include the establishment of a regional media network; numerous articles on presented topics; and support for UN efforts by regional journalists.

Strengthened System Coordination

Liberia

Regional Coordination in the Mano River Region

The UNCT hosted in September 2006 the 4th consultative regional meeting of UNCTs from the Mano River Union Countries, Sierra Leone, Guinea and Cote d'Ivoire. This meeting led to the development of a Joint Actions Matrix on a set of issues identified as regional priorities. These issues were youth, HIV/AIDS, small arms and light weapons control, child protection, women's trafficking and reintegration.

Maldives

An Inclusive UNDAF process driven by a Dedicated Core group

UN Heads of Agencies and senior programme staff formed an inter-agency CCA/UNDAF Core Group (UNCG) that took part in capacity building activities such as human-rights mainstreaming and Results-based Management. The UNCG met weekly, chaired multi-sectoral Theme Groups, provided technical inputs, and drafted and reviewed the CCA/UNDAF documents. The UNCG showcased successful inter-agency collaboration ensuring system-wide ownership of the CCA process and UNDAF outcomes by the UN Maldives. The UN Maldives actively sought the participation of non-resident agencies (NRA) in the CCA/UNDAF process. The inclusion of NRAs in the UNDAF Strategic Prioritization Retreat and Joint Strategy Meeting ensured that the UNDAF was rights and gender-based. Such a participatory process also allowed NRAs the opportunity to plan their agency development assistance and align it with national development priorities.

Cambodia

Assessing UN System Programming through Strategic UNCT Field Trips

In 2006 the UNCT instigated a regular process for field visits to look collaboratively at issues of national priority and UN programme implementation and partnerships. The programme consisted of one or more formally organized field trips with members of the UNCT, as well as ad-hoc field events that revolved around a particular concern. For instance, the 2006 field visit to Battambang focused on issues of gender and education. The RC and several country team members met with the provincial governor, parents, and teachers forging an understanding of local governance and decentralization that was gained through dialogue on province and community level planning processes and increasing the decision making of women at the commune level.

Lao PDR

Establishment of Virtual UN House

The establishment of the "virtual UN House" led to a greater information sharing, knowledge building, and networking among agency personnel at all levels. This ensured closer working contacts and facilitated synergies. Because the UNCT events calendar was maintained and shared, non-resident agencies could synchronize their meetings/events. The calendar also facilitates the coordination of incoming missions and ensures that UN agencies and the Lao Government are not overburdened. Non-resident agencies have expressed their appreciation for the better coordination efforts and proactive virtual information-sharing.

Barbados

Including Non-Resident Agencies in Joint Programming

The UNCT devised a strategy for full integration of the non-resident agencies through their participation in joint programme formulation, implementation and monitoring. In the view of the UNCT, building on the strengths of various UN agencies is critical to an effective UN system and the successful development and implementation of the joint programmes and UN Reform agenda. The UNCT reports that this approach promoted a harmonious working climate and enhanced UN System effectiveness and impact. Innovative practices included participation of non-resident agencies in annual retreats and the organization of meetings dedicated to presentations of NRA strategic visions and programmatic priorities.

Lesotho

Reaching out to Non-Resident Agencies during UNDAF Preparation

The UNCT made particular efforts to design an inclusive UNDAF preparation process. In this spirit, representatives of the Non-resident Agencies (NRAs) were involved in all discussions/consultations in preparation for the development of the new UNDAF. Throughout 2006, the Country Team liaised with Non-resident Agencies, namely ILO, UNESCO, UNODC and UNOHCHR to identify strategic areas for joint programming and project support, and to explore opportunities for resource mobilization. These efforts resulted in a number of strategic partnerships with the relevant resident agencies, as well as joint projects in the areas of HIV/AIDS, youth and employment, education, gender and human rights. This joint system-wide effort enabled the UNCT to raise the UN's profile in areas that previously had not received sufficient attention.



Glossary

180 Degree Assessment Tool

The 180 degree assessment tool aims to assess Resident Coordinator and UNCT performance against key competencies. It is a web-based instrument that enables RCs and UNCT members to appraise each other's performance in a structured manner, providing feedback on their contributions to the work of the team.

Common Country Assessment (CCA)

The CCA is an assessment and analysis of the key causes of poverty within a UN programme country and is a key tool for developing unified responses. The assessment identifies priority areas where the UN can collectively make a difference, and responds to national priorities, especially those designed to achieve the MDGs. The entire UN country team participates in producing a CCA. To ensure integration with the national development process, the country team seeks full government participation, as well as input from civil society organizations, international development partners and regional institutions. The CCA does not need to be a stand alone document in countries where other analytical processes cover the collective concerns of the UNCT.

Common Country Programming Process

The common country programming process refers to the collaboration between UN country teams to adopt innovative and results-focused methods of coordination around joint advocacy, communications and campaigning; monitoring and reporting; and operational support to national development strategies. The common country programming process has an array of programmes and tools in order to achieve these goals.

Common Services Management System

The CS Management System is a web-based tool primarily designed to support the in-country management, transparency, accountability and oversight of Common Services in-country. The system also facilitates corporate results monitoring and the exchange of good practices.

Common Services Programme

The aim of the Common Services Programme is to improve efficiency and effectiveness of both the administration and operations of UN agencies at a country level. Sharing of UN services brings many benefits, is a critical element of UN reform and increases the impact of programme delivery. Through this programme, tools are being offered to all country teams.

DevInfo

Sound, reliable and comparable statistical data is indispensable for the formulation and implementation of policies to achieve the MDGs. Increasing the national capacity for generating reliable, relevant statistics is a growing area of support from UNCTs that use a tool called DevInfo. This powerful software, developed by the UN for reporting on the MDGs, allows for analysis of both standard and customized indicators. It was released in May 2004, and already more than 40 countries already have customized DevInfo systems.

Flash Appeal Mechanism

A Flash Appeal is the way that the many agencies responding to a sudden humanitarian crisis coordinate their response and present a unified set of needs to donors. It provides a concise overview of urgent life-saving needs and a plan to address acute needs for up to six months based on the best available information at the time of writing.

Harmonized Approach to Cash Transfers and Implementing Partners

A Harmonized Approach to Cash Transfers to Implementing Partners (HACT) was launched in April 2005. It aims to reduce transaction costs pertaining to UNDG ExCom Agencies' cooperation through the simplification and harmonization of rules and procedures; improve implementing partners' capacity to effectively manage resources and help manage risks related to the management of funds and increase overall effectiveness.

Joint Office

A joint office consists of one UN office for participating agencies, one person (who also acts as RC) representing the participating agencies and one country programme encompassing the activities of all participating agencies and one operations system.

Joint Programme

A joint programme is a set of activities contained in a common work plan and related budget, involving two or more UN organizations and sub-national partners. The work plan and budget form part of a joint programme document, which also details roles and responsibilities of partners in coordinating and managing the joint activities.

Joint Programming

Joint programming is the collective effort through which the UN organizations and national partners work together to prepare, implement, monitor and evaluate the activities aimed at effectively and efficiently achieving the MDGs and other international commitments arising from UN conferences, summits, conventions and human rights instruments. Through joint programming, common results and the modalities for supporting programme implementation are identified.

Multi-donor Trust Fund (MDTF)

Multi-donor trust funds provide a mechanism for donors to coordinate their resources in supporting a common set of objectives agreed to with the national government, circumventing the need to set up a number of different programmes and individual financing processes.

Post-Conflict Needs Assessment (PCNA)

A complex analytical process led by the national authorities and supported by the international community and carried out by multilateral agencies on their behalf, with the closest possible collaboration of national stakeholders and civil society. The needs assessment aims to overcome consequences of conflict or war, prevent renewed outbreak and shape the short-term and potentially mid-term recovery priorities as well as articulate their financial implications on the basis of an overall long-term vision or goal.

Poverty Reduction Strategy (PRS)

The PRS is a key planning document that describes a country's macroeconomic, structural and social policies and programmes designed to promote growth and reduce poverty. It also identifies associated external financing needs. A PRS is prepared by governments in consultation with civil society and development partners, the World Bank, the International Monetary Fund and other development partners including the UN System. UN country teams are expected to take the PRS process as the foundation for their strategic planning.

Sector Wide Approach

A SWAp implies a sustained partnership between government and development partners in which all significant funding for the sector supports a single sector policy and expenditure programme, under government leadership. SWAps adopt common approaches across the sector, progressing towards relying on government procedures and systems to disburse and account for all funds. Most SWAps, even well established ones, are still evolving as support is broadened to all sources of funding and projects, resulting in comprehensive coverage for the sector.

“Three Ones” Principles

The “Three Ones” principles aim to provide a basis for coordinating national HIV/AIDS responses. The Principles are: One agreed HIV/AIDS Action Framework that provides the basis for coordinating the work of all partners; One National AIDS Coordinating Authority, with a broad-based multisectoral mandate; One agreed country-level Monitoring and Evaluation System.

Transitional Results Matrix (TRM)

The Transitional Results Matrix (TRM) is a planning, coordination, and management tool that national stakeholders and donors can use to better prioritize actions necessary to achieve a successful transition in fragile states. The TRM helps launch a poverty reduction strategy (PRS) approach in these environments, either by acting as an early framework to lay the groundwork for a PRS or, later, as a way to operationalise poverty reduction strategies in low capacity and post-conflict countries.

UN Development Assistance Framework (UNDAF)

The UNDAF is the common strategic framework for UN operational activities within a country. Tantamount to the country team's business plan, it is based on the national development strategy and the main concerns identified by the CCA. It sets out the key results that will be supported by UN agencies and links them directly to individual agency country programmes. The UNDAF is designed to bring sharper focus and greater synergy to UN programmes, while also identifying opportunities for joint initiatives. The UNDAF process also measures impact of the cooperative efforts through a Results Matrix (see below) and Monitoring and Evaluation Plan.

United Nations Development Group (UNDG)

The UNDG is one of four Executive Committees established by the Secretary-General in the main sectoral areas of the UN's work – peace and security, humanitarian affairs, development and economic and social affairs. Its main purpose is to improve the effectiveness and coherence of UN system activities at country level by developing policies and procedures that facilitate cooperation among member organizations in analysing country issues, planning support strategies, implementing support programmes, monitoring results and advocating for change. Responsible for elaborating guidelines for the Common Country Assessment (CCA) and the UN Development Assistance Framework (UNDAF), UNDG is supporting the efforts of countries to meet the MDGs.

UNDAF Results Matrix

The Results Matrix lists the UNDAF outcomes and links them to the contributions of individual UN agency country programmes, showing how the unified process guides each agency. It is used as the basis of on-going planning and monitoring throughout the programme cycle. The Matrix provides a "snap-shot" view of UN system support in a country and acts as a common management tool for ongoing planning and monitoring. It helps define programme content, reduce duplication and increase accountability.

UNDG Executive Committee

The UNDG Executive Committee consists of the four funds and programmes that report directly to the Secretary General: UNICEF, UNFPA, WFP and UNDP. The Executive Committee focuses on reforming the work methods of the funds and programmes and manages the mechanisms of the UNDG.

UN HIV/AIDS Implementation Support Plan (UN-ISP)

The UN ISP is a clear statement of the UN's strategic contribution in support of the National HIV and AIDS Strategic Plan or national HIV and AIDS priorities, focusing on those areas where the UN has a comparative advantage and can bring added value.

UN House

A UN House provides common premises at the country level for UN agencies. This creates closer ties among UN staff and promotes a more unified presence at the country level, in a cost-effective manner. It must house the office of the United Nations Resident Coordinator and the offices of all resident Country Directors/Representatives of UNDP, UNFPA, and UNICEF and, as appropriate, WFP and the UN Country Team must demonstrate commitment to developing a framework for cost-effective, high quality and timely common services.

World Summit

The 2005 World Summit was the largest gathering of world leaders in history. From September 14-16, more than 100 Heads of State met at the United Nations to forge an action plan for promoting international security and for achieving the Millennium Development Goals by 2015. The final Summit outcome document provided a global endorsement of the Millennium Development Goals, and built on the major international agreements of recent years.

Acronyms

AHI	<i>Avian and Human Influenza</i>
AWP	<i>Annual Work Plan</i>
BWI	<i>Bretton Woods Institutions</i>
CAP	<i>Consolidated Appeal Process</i>
CCA	<i>Common Country Assessment</i>
CPN	<i>Coordination Practice Network</i>
CPAP	<i>Country Programme Action Plan</i>
CPD	<i>Country Programme Document</i>
CSO	<i>Civil Society Organization</i>
DGO	<i>United Nations Development Group Office</i>
DO	<i>Designated Official</i>
ECHA	<i>Executive Committee on Humanitarian Affairs</i>
ExCom	<i>Executive Committee agencies</i>
HACT	<i>Harmonized Approach to Cash Transfers to Implementing Partners</i>
HC	<i>Humanitarian Coordinator</i>
HRBA	<i>Human Rights-Based Approach</i>
IASC	<i>Inter-Agency Standing Committee</i>
IDP	<i>Internally Displaced Person</i>
ISP	<i>UN HIV/AIDS Implementation Support Plan</i>
JAS	<i>Joint Assistance Strategies</i>
JNA	<i>Joint Needs Assessment</i>
LDC	<i>Least Developed Country</i>
LIC	<i>Low Income Country</i>
M&E	<i>Monitoring & Evaluation</i>
MDG	<i>Millennium Development Goal</i>
MDTF	<i>Multi-Donor Trust Fund</i>
MTR	<i>Mid-Term Review</i>
NRA	<i>Non Resident Agency</i>
OCHA	<i>United Nations Office for the Coordination of Humanitarian Affairs</i>
OECD/DAC	<i>Organization for Economic Co-operation and Development/Development Co-operation Directorate (DAC)</i>
OHCHR	<i>Office of the High Commissioner on Human Rights</i>
OMT	<i>Management Team</i>
PCNA	<i>Post-Conflict Needs Assessment</i>
PRS(P)	<i>Poverty Reduction Strategy (Paper)</i>
QSA	<i>Quality Support and Assurance system</i>
RBM	<i>Results-Based Management</i>
RC	<i>Resident Coordinator</i>
RDT	<i>Regional Directors Team</i>
RR	<i>Resident Representative</i>
SIDA	<i>Swedish International Development Cooperation Agency</i>
SRC	<i>Support to the Resident Coordinator funds</i>
SWAp	<i>Sector-Wide Approach</i>
TCPR	<i>Triennial Comprehensive Policy Review</i>
TRM	<i>Transitional Results Matrix</i>
UNCT	<i>UN Country Team</i>
UNDAF	<i>United Nations Development Assistance Framework</i>
UNDSS	<i>UN Department of Safety and Security</i>
UNSIC	<i>UN System Influenza Coordination</i>



UNDG Members

1. UNDP – *United Nations Development Programme*
2. UNICEF – *United Nations Children's Fund*
3. UNFPA – *United Nations Population Fund*
4. WFP – *World Food Programme*
5. UNHCHR – *United Nations High Commissioner for Human Rights*
6. UNIFEM – *United Nations Development Fund for Women*
7. UNOPS – *United Nations Office for Project Services*
8. UNAIDS – *Joint United Nations Programme on HIV/AIDS*
9. UN Habitat – *United Nations Human Settlements Programme*
10. UNODC – *United Nations Office on Drugs and Crime*
11. WHO – *World Health Organization*
12. DESA – *Department of Economic and Social Affairs*
13. IFAD – *International Fund for Agricultural Development*
14. UNCTAD – *United Nations Conference on Trade and Development*
15. UNESCO – *United Nations Educational, Scientific and Cultural Organization*
16. FAO – *Food and Agriculture Organization of the United Nations*
17. UNIDO – *United Nations Industrial Development Organization*
18. ILO – *International Labour Organization*
19. UNDPI – *United Nations Department of Public Information*
20. *Regional Commissions*
21. OHRLLS – *Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries & Small Island Developing Countries*
22. SRSGCAC – *Special Representative of the Secretary-General for Children in Armed Conflict*
23. UNEP – *United Nations Environment Programme*
24. UNHCR – *United Nations High Commissioner for Refugees*
25. *Office of USG - Special Advisor on Africa*
26. UNWTO – *United Nations World Tourism Organization*
27. WMO – *World Meteorological Organization*
28. ITU – *International Telecommunications Union*
29. *World Bank – World Bank* Observer
30. UNFIP – *United Nations Fund for International Partnerships* Observer
31. OCHA – *Office for the Coordination of Humanitarian Affairs* Observer
32. *Spokesman for the Secretary-General* Observer
33. *Director, Office of the Deputy Secretary General* Observer



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