SYNTHESIS OF RESIDENT COORDINATOR ANNUAL REPORTS 2008

UN Country Coordination: Contributing to Development Effectiveness

Final Draft
OCTOBER 2009

Acronyms

ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
AI	Avian influenza
AWP	Annual work plan
CAP	Consolidated appeal process
CCA	Common country assessment
CCF	Country Coordination Fund
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CERF	Central Emergency Response Fund
CFA	Comprehensive Framework for Action
CPAP	Country programme action plan
CPD	Country programme document
CSO	Civil society organization
DaO	Delivering as One
DCF	Development Cooperation Forum
DDR	Disarmament, demobilization and reintegration
DGO	United Nations Development Group Office
DO	Designated Official
DOCO	Development Operations Coordination Office
DRR	Disaster risk reduction
EC	European Commission
EU	European Union
ExCom	Executive Committee agencies
GTG	Gender theme group
HACT	Harmonized Approach to Cash Transfers to Implementing Partners
HC	Humanitarian Coordinator
HFA	Hyogo Framework for Action
HLCM	High-Level Committee on Management
HLTF	High-Level Task Force
HRBA	Human-rights-based approach
IADG	Internationally agreed development goal
IASC	Inter-Agency Standing Committee
IFRC	International Federation of Red Cross and Red Crescent Societies
ICT	Information and communication technology
ISDR	International Strategy for Disaster Reduction
JAS	Joint assistance strategy
JCSS	Joint country support strategy
JNA	Joint needs assessment
JPO	Junior Professional Officer
LTA	Long-term agreement
MCF	Medium-term cooperation framework
M&E	Monitoring and evaluation
MDG	Millennium Development Goal
MDG-F	Spanish MDG Achievement Fund
MDTF	Multi-donor trust f

MTR	Mid-term review
NDS	National development strategy
NRA	Non-resident agency
OECD/DAC	Organization for Economic Co-operation and Development/Development Co-operation Directorate (DAC)
OMT	Operations Management Team
PBSO	Peacebuilding Support Office
PCG	Programme Coordination Group
PCNA	Post-conflict needs assessment
PRS(P)	Poverty Reduction Strategy (Paper)
QSA	Quality support and assurance system
RBM	Results-based management
RC	Resident Coordinator
RCAR	Resident Coordinator Annual Report
RCO	Resident Coordinator Office
RCS	Resident Coordinator system
RDT	Regional Directors Team
RR	Resident Representative
SGBV	Sexual- and gender-based violence
SIDA	Swedish International Development Cooperation Agency
SOT	Sector outcome team
SRC	Support to the Resident Coordinator funds
SRSG	Special Representative of the Secretary-General
SWAp	Sector-wide approach
TCPR	Triennial comprehensive policy review
TRM	Transitional results matrix
UNAB	UN apartment building
UNCG	UN Communications Group
UNCT	UN country team
UNDAF	United Nations Development Assistance Framework
UNDG	UN Development Group
UNDMT	UN Disaster Management Team
UNGA	UN General Assembly
UNSSC	UN System Staff College
UNSSS	UN Security and Stabilization Strategy
UNV	UN Volunteer
WB	World Bank

Foreword

This is a difficult time to be pursuing a development mission and the Millennium Development Goals (MDGs). The global economic crisis, recent experiences of high food and fuel prices, and the impacts of a changing climate and an influenza epidemic all impact on the countries in which we work.

Yet it is still possible – and indeed more important than ever – to be pursuing the MDGs and promoting sustainable development. It is in all our interests that these Goals, with their promise of a better tomorrow for billions of people, are achieved.

With only six years left to the 2015 deadline for achieving the MDGs, it is imperative that all parts of the UN development system work seamlessly together, with each fund, programme and agency committing the full potential of its expertise and comparative advantage.

The same is true of the urgency with which we must rise to meet the challenge of climate change, and ensure that we combine our efforts in support of programme countries' mitigation and adaptation agendas.

As this Synthesis of UN Resident Co-ordinators' Annual Reports for 2008 attests, the UN development system is increasingly strengthening its co-ordination. More and more it is aligning itself with national priorities, as called for in the Paris Declaration and last year's Accra Agenda for Action. It is adjusting its mix of expertise and assistance to match the changing needs of those it serves. It is also moving to harmonize and simplify its procedures, work more efficiently, and make its programmes more coherent, inclusive, and relevant.

In the "Delivering as One" pilot countries, and in other countries where governments and UN agencies are applying enhanced co-ordination approaches, we are seeing the UN playing a more effective role, as its many players come together to provide coherent policy advice and support to help meet national development priorities.

New partnerships with the European Commission and the World Bank were formed in 2008 to provide concerted support for countries recovering from crisis or conflict. And services are being scaled up to

help countries respond to climate change, and to access emerging financing options to adapt to and mitigate its effects.

We must continue to build on this progress, and work closely together to overcome remaining obstacles. Throughout, we must always keep our eye firmly on achieving better delivery for better results. This is not about co-ordination and reform for their own sake.

We must also continue to build strong and inclusive partnerships with all the stakeholders who contribute to development, including governments, civil society organizations, international financial institutions, and the private sector.

Business as usual approaches are not sufficient to maintain traction on development at this time. As a UN development system, we must do whatever we can at the country, regional, and global levels to support the achievement of national development goals.

Out of crisis comes opportunity to look at fresh ways of doing things and to innovate. That is what we must do now as we pursue our development goals and strengthen the ongoing process of UN reform so that we truly can deliver as one.

Helen Clark
Chair, United Nations Development Group

Introduction

This synthesis of the annual reports submitted to the Secretary-General by over 130 Resident Coordinators in 2008 provides an overview of the activities of the Resident Coordinator system and the United Nations Development Group (UNDG) in support of countries' efforts to achieve the Millennium Development Goals (MDGs).

The Resident Coordinator system is the global network for the coordination of UN operational activities for development under national ownership and leadership. The UNDG brings together 32 UN agencies, funds, programmes, and departments to establish system-wide guidelines and agreements for development operations at the country level.

The work of Resident Coordinators and of the UNDG has been driven most recently by General Assembly resolutions 62/208 on the triennial comprehensive policy review and 62/277 on system-wide coherence and by resolutions and decisions of the Economic and Social Council and the governing bodies of the various UN entities. Together, the Resident Coordinator system and UNDG are at the forefront of reforms to improve the coherence, effectiveness and relevance of UN support for countries.

This annual synthesis documents the work of the UN development system in countries in support of national development strategies and priorities. It also summarizes the most significant steps that UN country teams (UNCTs) are taking to better coordinate their activities, the key challenges they face in doing so, and the lessons that we can all learn. It complements the report of the Secretary-General to the Economic and Social Council (E/2009/76) on the functioning of the Resident Coordinator system with a focus on experiences reported from the country level.

Highlights of Progress Noted in Resident Coordinators' Annual Reports

Delivering Aid More Effectively to Achieve the MDGs: The Resident Coordinator Annual Reports for 2008 indicate that UNCTs are increasingly working more coherently in support of national government strategies to attain the MDGs. More and more, UN agencies are cooperating to provide demand-driven policy guidance and technical assistance and they are engaging development partners to ensure that all

contributions reflect national priorities. Overall, UN development cooperation is becoming more effective through increased support for national ownership, alignment with national development strategies, coordinated support for capacity development, joint missions and joint analytical work.

Integrating Activities in Post-Conflict Settings: The UN system is further refining and expanding its unique and vital role in multidimensional peacebuilding and early recovery. UN operations in transition countries are becoming increasingly integrated, which is deepening the impact of our interventions. Through agreements with key international partners such as the European Commission and the World Bank, we are increasingly conducting joint or coordinated assessments, analyses and planning, which in turn support more coherent responses.

Responding to the Food Crisis: UNCTs responded to the global food crisis by supporting rapid food distribution, contingency planning capacity and commitments to develop long-term strategies to protect and secure food stocks. In doing so, UNCTs demonstrated that they can respond effectively to emerging priorities while still promoting sustainable development.

Supporting Disaster Risk Reduction: UNCTs supported national efforts to develop policy, legislative and institutional frameworks for disaster risk reduction. They helped countries to track progress, increase their capacity to manage risks and address underlying risk factors by reducing human and social vulnerabilities.

Mainstreaming Human Rights: Increasingly, UNCTs are supporting national efforts to build systems that protect human rights through improved laws, reporting to UN treaty bodies and programmes aimed at protecting the most vulnerable groups.

Promoting Gender Equality: Through joint initiatives, more UNCTs are harnessing the collective support of the UN system to help national partners to promote gender equality and women's empowerment and end violence against women.

Strengthening the Resident Coordinator System and UNCT Capacity: The changing aid environment, new challenges and programme countries' increasingly complex needs all require the UN system to adapt and provide more effective assistance. There are indications that the quality of UN programming

and operations is improving thanks to better staff capacity for common country programming and coordination. In some UNCTs, UN agencies have decided to support greater coherence by allocating some of their resources to enhance coordination capacity. Regional Directors Teams are implementing their responsibilities to provide quality support and assurance and other forms of support for UNCTs. Despite these improvements, Resident Coordinators consistently report that to properly fulfil the mandates given to us by Member States, the UN development system needs more coordination capacity at all levels.

Common Programming: UNCTs are making tangible progress in using the UN Development Assistance Framework (UNDAF) as their main strategic instrument for joint programming at the country level. Some 75 UNCTs report that their UNDAF cycles are fully aligned with national cycles, and 100 UNCTs say their UNDAFs are aligned with national priorities. Reports also indicate the UNDAF is being used to strengthen the link between normative and operational work and to increase the effectiveness of UN assistance.

Joint Communication: Resident Coordinators report stepped-up efforts to coordinate and strengthen UN communications at the country level through UN Communications Groups, joint strategies, and common websites, products and activities. UNCTs are increasingly applying a strategic approach to communication that seeks to enhance the reputation and profile of the UN system and individual agencies, and support policy advocacy for poverty reduction, the MDGs and other cross-cutting development objectives.

Common Services/Premises and Harmonized Business Practices: Efforts to increase efficiencies and synergies in operations are continuing. Nearly all UNCTs report implementing some common business arrangements, chiefly through common long-term agreements for travel and banking services. Some innovative initiatives on common ICT and procurement are also under way. There is much more that can be done in these areas. Many Country Teams are interested moving into common premises, but are constrained by a lack of funding for renovation and construction.

Common Budgetary Framework: Some Resident Coordinators report that using a common budgetary framework helps UN agencies to coordinate their programmatic and operational activities, facilitates the mobilization of resources, increases predictability, transparency and accountability for those resources,

provides an overview of UN spending in the country, and reduces the time and effort host Governments need to allocate to overseeing UN activities.

Joint Resource Mobilization: Resident Coordinators report that mobilizing resources together at the country level helps UN agencies to plan and use resources more effectively. UNCTs are increasingly using joint resource mobilization to support relatively large, coherent programmes that have the potential for longer-term impact.

Delivering as One: Since their launch in 2007, the eight pilots have developed innovative ways of responding effectively to national priorities in a more coherent and coordinated way. Many useful lessons are emerging from the pilot process, notably that in many cases there is increasing demand for the UN system to focus on more technical support and policy advice. The pilots are also driving the UN system to confront persistent challenges in areas such as funding, reporting, efficiency, and business practices.

The ongoing challenge to achieve the MDGs and other internationally agreed development goals requires a UN system at its best. With the focus shifting from *why* we coordinate to improving *how* we coordinate to achieve better results on the ground for the countries we serve, we are increasingly seeing a UN development system that works in a much more coherent manner to meet the expectations of partner Governments and citizens.

Deborah Landey

Director
UN Development Operations Coordination Office

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CHAPTER 1

Supporting National Leadership

Delivering Aid More Effectively to Achieve the MDGs

How does this contribute to development effectiveness?

As a complement to other sources of financing for development, development aid plays an essential role in facilitating the achievement of the internationally agreed development goals, in particular the Millennium Development Goals (MDGs). Increasing the volume, quality and effectiveness of aid is more important than ever in light of the severe impact that the current global financial and economic crisis is having on developing countries. National ownership of development strategies, capacity development, alignment of development assistance with national priorities and harmonization of development efforts all contribute to better, more sustainable development outcomes.

Key Messages

- The UN system is committed to supporting national ownership and leadership of development plans, strategies and processes. In 2008, United Nations Country Teams (UNCTs) provided policy guidance and technical assistance when requested by national Governments and facilitated consultation and engagement of development partners in order to ensure that development efforts truly reflect national priorities. Particular attention was given to strengthening national efforts to coordinate and manage aid effectively and to assess its impact.

- The aid effectiveness agenda is part of the broader financing for development agenda. At the Accra High Level Forum on Aid Effectiveness held 2-4 September 2008, the United Nations Development Group (UNDG) stressed the importance of capacity development and the use of country systems; and called for untying aid, limiting conditionalities and making aid more predictable to complement growing new sources of development finance.

- UNCTs in the 55 developing countries that chose to participate in the 2008 Survey on Monitoring the Paris Declaration used the survey to identify their own progress in delivering aid more effectively as called for in the 2007 triennial comprehensive policy review (TCPR) of operational activities for development of the United Nations system. The UN has made clearest progress in support of country ownership, alignment with national development strategies, coordinated capacity development support, joint missions and joint analytical work. Increased

use of national public financial management, procurement and monitoring and evaluation systems remains a central challenge for UNCTs.

UNDG commitment to aid effectiveness

UNCTs will further align programming with national plans, planning cycles and systems; work to see that national development plans incorporate agreed global development goals and commitments; provide timely and substantive technical assistance tailored to local needs for capacity development; and promote national dialogues, including with the legislature and civil society.

UNDG member organizations will improve their policy and analytical expertise and will harmonize and simplify their financial systems.

UNDG will track on its performance against Paris Declaration indicators; develop comprehensive guidelines linking aid effectiveness commitments, UN reforms and national development strategies; and leverage its unique legitimacy, neutrality and objectivity to strengthen mutual accountability between development partners.

UNDG Initiatives

In July 2008, UNDG members participated in the first Development Cooperation Forum (DCF), one of the principal new functions of a strengthened UN Economic and Social Council. The DCF produced policy guidance and recommendations on how to improve international development cooperation and provided strategic input to the Accra High Level Forum on Aid Effectiveness and the Doha Follow-up International Conference on Financing for Development to Review the Implementation of the Monterrey Consensus.

At the Doha conference, the UNDG jointly called for a reformed, stronger and more inclusive multilateral system to better respond to the unprecedented challenges posed by the global financial and economic crisis. The UNDG further stressed the need to firmly anchor the aid effectiveness agenda in the broader financing for development agenda. The resulting Doha Declaration on Financing for Development reaffirms the 2002 Monterrey Consensus and the international community's commitment to tackle global poverty and achieve the MDGs.

The UNDG is in the process of a thorough review of its Action Plan, including the Implementation of the Paris Declaration to adjust it to meet its 2007 TCPR mandate as well as commitments on the effectiveness of aid for development arising from the Accra Agenda for Action and the Doha Declaration on Financing for Development. The UNDG will accordingly issue a guidance note to UNCTs in line with the UNDG position paper *Response to the Changing Aid Environment* (January 2008).

Trends and Progress

2008 OECD Survey on Monitoring the Paris Declaration

Fifty-five developing countries participated in the 2008 OECD Survey on Monitoring the Paris Declaration. The survey served as mid-term stocktaking to assess progress towards the targets set for the year 2010. UNCTs used the Survey to identify their own progress in delivering aid more effectively as part of their response to the 2007 TCPR mandate established in paragraph 44 of General Assembly resolution 62/208 for "concrete, effective and timely action implementing all agreed commitments on aid effectiveness, with clear monitoring and deadlines." In 26 countries, the UN system also coordinated the donor responses for the survey so as to ensure harmonized reporting. Building on the lessons learned from the first Paris Survey in 2006, UNDP conducted regional preparation workshops for UNCTs and the UNDG provided ongoing support through a help desk in DOCO.
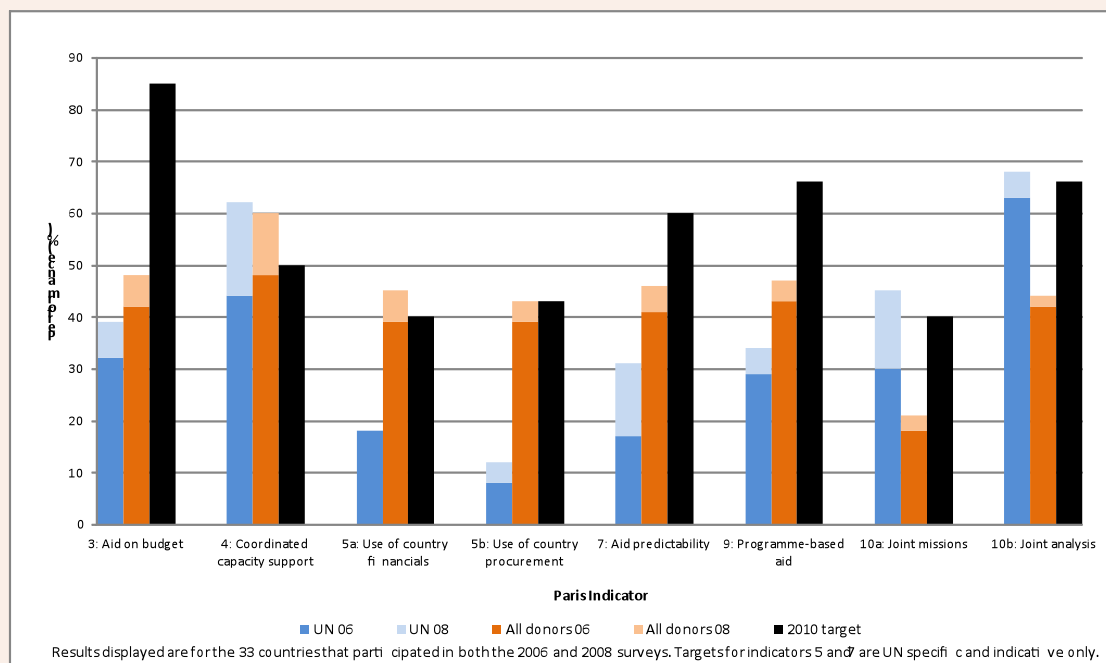
The findings of the survey are clear: Progress is being made but developing countries and their external partners need to make more rapid progress in order to meet their international commitments for more effective aid by 2010.

UNCTs have made some encouraging progress since 2006: for three of the nine applicable indicators, the global targets have already been achieved – three years ahead of the 2010 deadline. UNCTs now provide the vast majority of their capacity development support through coordinated programmes that are consistent with national development strategies (Indicator 4: 62 per cent in 2008 compared to 44 per cent in 2006). UN agencies coordinate their field missions better (Indicator 10a: 45 per cent in 2008 compared to 30 per cent in 2006) and conduct more than two thirds of their analytical work jointly (Indicator 10b: 68 per cent in 2008 compared to 63 per cent in 2006). By reducing the number of parallel project implementation units (PIUs), national capacities would have been further strengthened (Indicator 6: 9.0 per country in 2008 compared to 10.1 in 2006).

Progress in other areas has been slower, however. In an effort to make aid more predictable, funds are now increasingly released according to agreed schedules in annual or multiyear frameworks. Yet, only less than a third of the overall aid disbursements currently meet these criteria (Indicator 7: 31 per cent in 2008 compared to 17 per cent in 2006). More aid is now reported on national budgets (Indicator 2: 39 per cent in 2008 compared to 34 per cent in 2006) and a higher proportion is provided in the context of programme-based approaches (Indicator 9: 34 per cent in 2008 compared to 29 per cent in 2006). The use of public financial management systems (Indicator 5a: 18 per cent in 2008 as in 2006) as well as national procurement systems (Indicator 5b: 12 per cent in 2008 compared to 8 per cent in 2006) leaves the greatest room for improvement.

The 2008 OECD Survey on Monitoring the Paris Declaration points to tangible progress in several key areas. In this context, UNDG is building on the promising initiatives of several countries to develop an indicator framework to help UNCTs to enhance the quality of aid and to increase its impact in line with the 2007 TCPR mandate.

UN system and donor performance in the Paris Declaration Monitoring Surveys, 2006/2008

Results displayed are for the 33 countries that participated in both the 2006 and 2008 surveys. Targets for indicators 5 and 7 are UN specific and indicative only.

Indicator 3: Aid flows are aligned on national priorities — Percentage of aid flows to the government sector that is reported on partners' national budgets.

Indicator 4: Strengthen capacity by coordinated support — Percentage of donor capacity-development support provided through coordinated programmes consistent with partners' national development strategies.

Indicator 5: Use of country systems — Percentage of aid flows for the government sector that use public financial management systems (a) and national procurement systems (b).

Indicator 7: Aid is more predictable — Percentage of aid disbursements released according to agreed schedules in annual or multiyear frameworks.

Indicator 9: Use of common arrangements or procedures — Percentage of aid provided as programme-based approaches.

Indicator 10: Encourage shared analysis — Percentage of (a) field missions and/or (b) country analytic work, including diagnostic reviews that are joint.

Strengthening Inclusive National Ownership

National ownership of development strategies is now widely recognized as a fundamental cornerstone for achieving sustainable development. National leadership of the development process not only ensures that external assistance is closely aligned with national priorities, it also facilitates the strengthening of national capacity. National ownership must be viewed within the context of broad, inclusive partnerships that extend beyond Governments. It must also focus on building effective societal participation. The Resident Coordinator Annual Reports (RCAR) of 2008 indicate an increasing recognition of the important role civil society and the private sector play in poverty alleviation efforts and the achievement of the MDGs. UNCTs in Ghana, Indonesia, Libyan Arab Jamahiriya, Mauritania, Peru, Swaziland, and Uruguay supported wide consultative processes with civil society on aid effectiveness that resulted in the participation of several civil society organizations in the Accra Civil Society Parallel Forum on Aid Effectiveness.

National Development Plans and Poverty Reduction Strategies

UNCT assistance to Governments in the formulation of their National Development Plans (NDPs) and Poverty Reduction Strategies (PRS) has facilitated broad national ownership of development goals and policies, through both policy advice and support for comprehensive consultation with stakeholders. In Guatemala, Guyana, Liberia, and Panama, for example, UNCTs contributed to sector papers or strategies and facilitated nation-wide stakeholder consultations and national dialogues.

In 2008, 103 UNCTs supported the formulation and implementation of NDPs and PRS. The most active areas of UNCT engagement in PRS include technical assistance (63), followed by capacity development (30), advocacy (29) and policy dialogue (21). As shown in the 2008 RCARs, 67 per cent of UNCTs have assisted national Governments in successfully integrating MDGs into national development or PRS-based plans.

Another significant area of UNCT contributions to national development processes is the mainstreaming of cross-cutting issues such as human rights-based programming, gender and environment (Colombia, Gabon, Kosovo, Sao Tome and Principe, Togo, and Yemen).

UNCT engagement in Poverty Reduction Strategies

Guyana: The UNCT actively engaged with the Government in the preparation of the PRS by facilitating extensive multi-stakeholder consultations in the country's ten administrative regions. The UN was also engaged in sectoral and thematic stakeholder consultations and was able to coordinate effectively its contribution to the national planning framework.

Kyrgyzstan: The UN system was actively involved in the revision of the Country Development Strategy and provided technical expertise to the Government throughout the process. The UN system is widely credited with having provided key technical support in areas of social policy, gender equality, health, environmental sustainability and the MDGs.

Togo: In response to poverty and food insecurity, the UNCT provided financial and technical support to the design and formulation of Togo's PRS with a view to ensuring a focus on the vulnerable. The UNCT developed inter-agency joint programmes for poverty reduction in Savanah and Kara, some of the poorest regions in Togo, and mobilized and sensitized national actors to the MDGs.

Yemen: The UNCT provided technical assistance and advice to the PRS process with the objective of maintaining the centrality of MDGs in national development plans and strategies. The UNCT advocated for greater attention to income poverty, food security and population issues.
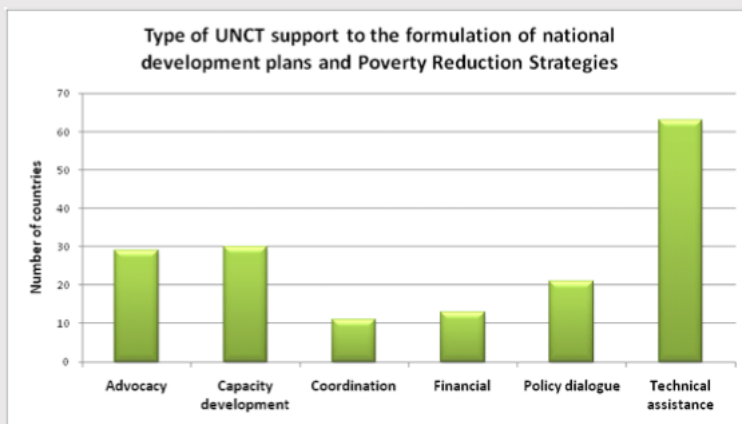
National Capacity Development

Supporting country capacities to manage development resources and deliver on their development objectives is one of the most important forms of development cooperation as it reduces reliance on donor systems and increases sustainability. The UN system provides vital technical assistance, training and resources to support national capacity development efforts. UNCTs also build partner countries' capacities for evidence-based development planning and policy formulation that integrates human rights, gender and other cross-cutting issues into the development process and enhances the delivery and quality of services.

Over 80 UNCTs provided capacity development assistance at national and/or local levels in 2008. While much of their capacity development support is primarily targeted at central ministries, UNCTs are moving towards working more closely with authorities at regional and local levels as noted in the 2008 RCARs.

Some of the capacity development activities reported in 2008 include initiatives such as facilitating the completion of the Lao Civil Service Capacity Development Study; capacity-gap assessment for the social sectors in four out of Ethiopia's ten regions; building statistical capacities in education, health and social protection services in preparation for the national census in Bosnia and Herzegovina; and strengthening the capacity of the National Planning Commission to monitor the localization of national social policies in Guatemala.

The UNDG is endeavouring to provide enhanced support to UNCTs for developing more comprehensive, coordinated and joint approaches to capacity development at the country level.

Type of UNCT support to the formulation of national development plans and Poverty Reduction Strategies

Building national capacity for institutional development

Djibouti: The UNCT provided technical assistance and institutional support to the Ministry of Foreign Affairs and International Cooperation and the Ministry of Finance and Economy, which are responsible for aid and donor coordination at the national level.

Georgia: The Resident Coordinator's Office continued to serve as the Secretariat for the Donor Coordination Group, playing a critical role in supporting policy dialogue between the donor community and the Government, especially in the post-August crisis situation.

Ghana: The UNCT strengthened capacities for nationally led coordination in 2008. As chair of the Heads of Cooperation Group, the Resident Coordinator mobilized development partners around Ghana's national priorities in an effort to increase aid effectiveness. The UNCT also supported the Government in the drafting of the aid policy, highlighting and reinforcing ownership based on a vision of development embodied in the national long term plan.

Jamaica: The Resident Coordinator's Office convened the 14th Annual Retreat of International Development Partners to align donor development plans with Jamaica's national development plans and to enhance joint partnerships for more effective development assistance to achieve national priorities and MDGs. The conference was attended by donors, UN agencies and Government representatives.

Lesotho: Building on the Accra Agenda for Action, the Development Partners' Consultative Forum was reinvigorated in close collaboration with the Government. The Forum has helped to increase transparency and facilitate strategic dialogue to strengthen the institutional capacity of the Government for aid coordination and management.

Uganda: Together with the World Bank, the UN proposed an Aid Coordination Platform to the complement the division-of-labour exercise by providing financial data regarding "on-and-off-budget" allocations in an effort towards greater transparency and accountability.

Harmonizing External Assistance

Harmonization of development assistance allows partners to leverage their varied expertise, reduces overlaps and duplication and, most importantly, reduces government transaction costs. In 2008, UNCTs continued to promote programme-based approaches, joint missions, joint analytical work and enhanced donor coordination while at the same time pursuing internal reforms of business processes and practices to facilitate better coordination with other development partners.

In their role as impartial and trusted partners, UNCTs work closely with Governments to strengthen country ownership of the development process, to harmonize and negotiate a division of labour among donors and to align donor assistance with national priorities. In some 90 countries, UN Resident Coordinators supported and facilitated government/donor coordination forums and negotiations covering development assistance. At the same time, UNCTs have contributed to more harmonization of the UN technical and financial support to national processes.

Aligning with National Strategies, Processes and Systems

Alignment of external assistance with national development strategies is vital to supporting national leadership of the development process. UNCTs have continued to make progress in aligning their strategic contributions and operational activities with national priorities and processes. United Nations Development Assistance Frameworks (UNDAFs) continue to be a highly effective instrument in this regard.

By the end of 2008, 35 UNCTs, mostly in Africa and Asia, indicated that their UNDAFs were aligned with national Poverty Reduction Strategies, 54 noted that their UNDAFs were aligned with national development plans while the remaining 19 said the UNDAFs were aligned with sector strategies. Moreover, 75 UNCTs reported that their UNDAF cycles were synchronized with partner country's national programming cycles, an increase from 56 in 2007. Increasing alignment with national priorities and programming cycles has afforded UNCTs more opportunities for strategic engagement with national partners and demonstrates the UN system's resounding commitment to aid effectiveness.

A common framework for Harmonized Approach to Cash Transfers (HACT) was adopted by UNDP, UNICEF, UNFPA and WFP pursuant to General Assembly resolution 56/201 on the triennial policy review

of operational activities for development of the United Nations system. HACT allows efforts to focus more on strengthening national capacities for management and accountability, with a view to gradually shifting to utilizing national systems. For more detailed information on HACT, please, refer to chapter 5 of the present report.

Sector-Wide Approaches and Sector Strategies

Sector Wide Approaches (SWAps) involve multiple development partners adopting a common approach to development assistance in a particular sector under government leadership, with a single budgetary framework that captures domestic and external resources. Led and driven by Governments, SWAps facilitate enhanced alignment with national priorities, reduce transaction costs for Governments and strengthen government procedures for planning, monitoring, reporting and evaluation. UNCTs play a valuable role in providing Governments with advisory services, technical assistance and capacity-development support as well as contributing to the planning, coordination and implementation of SWAps. More efforts are required, however, to ensure that UN activities are reflected in sector plans and budgets.

In 2008, 53 UNCTs reported participating in 82 SWAps, primarily in the health (31), education (20) and agricultural sectors (14). UNCTs also reported on their active efforts and engagement in the formulation of sector policies and strategies in China, Eritrea, Gabon, Guinea, Lao People's Democratic Republic, Lesotho, Madagascar, Togo, and Zambia, especially in the areas of food security and health.
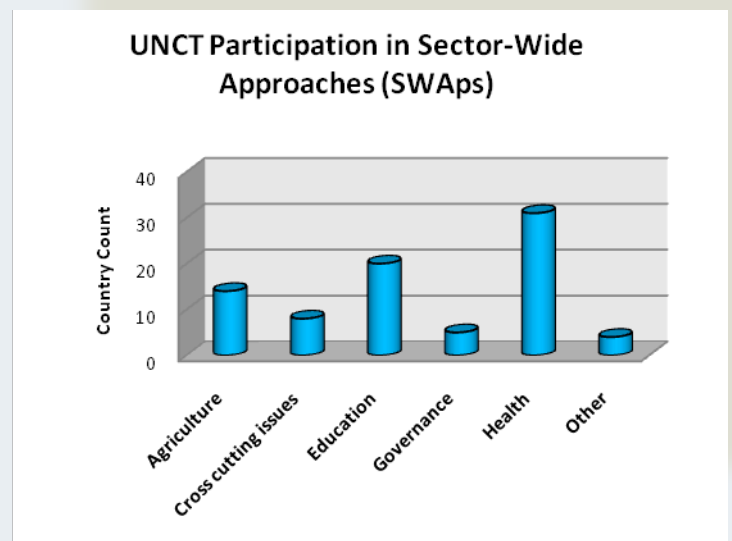
As the food, energy and financial crises are rapidly reshaping the aid environment and forcing UN agencies and other partners to intensify efforts to meet the MDGs by 2015, the UNDG will be developing operational guidance to enable UNCTs to better position themselves and participate more effectively in nationally led sector processes.

Innovations and Good Practices at the Country Level

Albania: Government as Driver

The coherence efforts of Delivering as One have enabled the Government to successfully enhance and exercise national ownership and leadership by ensuring the alignment of external assistance with its national priorities and plans. As co-chair of the Joint Executive Committee, the Government is closely involved in the decision-making on fund allocation to the One Programme and increasingly guides UN agencies on where it sees their comparative advantage in addressing national priorities.

Ghana: Building Capacity to Achieve the MDGs

The UNCT provided continuous capacity enhancement support to the National Development and Planning Commission (NDPC) to strengthen its leadership in shaping the national development agenda and in formulating a corresponding long-term plan. The UNCT also provided technical and financial support for the preparations of the District Human Development Report, which will be used to assess the capacity-building needs for the northern regions of Ghana and to formulate a long-term, multi-sectoral growth strategy to accelerate the attainment of the MDGs there.

The United Republic of Tanzania: Health Sector Basket Funding

UN agencies contributed jointly to the Government-led health-sector basket to strengthen health systems on the basis of a sector strategic plan with agreed outcomes. In 2008, the UN system requested that it take part in the joint pooled-funding mechanism. Funds from the health basket reach down to all districts using a resource allocation formula that takes into account poverty and population indicators. By allocating resources through government systems, the UN supports national leadership, harmonizes its contribution with other development partners and has overall greater impact in strengthening and ensuring the sustainability of health systems at both national and local levels.

Learn more

www.undg.org/ae – The UNDG workspace on aid effectiveness contains relevant UNDG guidance, policy papers, presentations and links to further resources

www.aideffectiveness.org – The aid effectiveness portal contains thematic and regional resources for practitioners with focus on aid coordination and management.

Scaling up the Achievement of the Millennium Development Goals

How does this contribute to development effectiveness?

As the most important development metric, the MDGs, adopted by Member States in 2000, provide a framework for development cooperation to meet the needs of the world's poorest. The MDGs have been integrated into an increasing number of national development plans and strategies and the vast majority of UNDAFs now have these Goals closely aligned. The MDGs offer a solid platform for accelerating collective action and a real opportunity for the UN system to advance the development agenda.

Key Messages

- More than halfway to the 2015 target date for achieving the MDGs, significant progress has been made in many countries and regions in the fight against extreme poverty and hunger, enrolment in primary education, decline in child mortality rates and reduction of AIDS deaths and people newly infected with HIV. However, progress has begun to slow down or even reverse in some cases as a result of the global financial and economic crises. The global community must respond decisively to honour their commitments to the MDGs and ensure that the gains made are not lost.

- In 2008, UNCTs over 100 developing countries continued to enhance programme coherence and cooperation in support of national efforts towards attaining the MDGs through four primary vehicles: (a) analysis and policy advice; (b) advocacy and public awareness campaigns; (c) monitoring and reporting on country progress towards the MDGs; and (d) programmatic interventions. These measures have been instrumental to the progress made in many countries around the world.

- The achievements demonstrate that the MDGs are within reach and must continue to serve as a focus for development efforts. Advancing the MDGs in the current challenging environment will require concrete and coherent action, building on progress to date on MDG monitoring, advocacy, campaigning, and programmatic interventions. The UN development system must

seize this opportunity to mobilize its wide experience, expertise and resources to target support more strategically to the most vulnerable groups.

UNDG Initiatives

The Millennium Declaration, adopted by 189 Member States in 2000, and the internationally agreed development goals (IADS), including the MDGs, are at the heart of the global development agenda and constitute the framework for the operational activities of the UN development system.

In the context of national priorities and national ownership, the support and assistance offered by the UNCTs continue to provide the guiding principles for Governments in their efforts to achieving the *UNDG Action Plan on the Development Outcomes of the World Summit 2006-2008.* The action plan, has served as the primary source of strategies for UNCTs to promote a coherent response at the country level with the aim of devising localized plans of action to meet the challenges of attaining the MDGs.

The UNDG established the *Policy Network for MD/MDGs,* a vehicle to strengthen UNCT capacities to support Governments in formulating MDG-based national development strategies, including needs assessments, investment planning, policy options and capacity development in 2007. The Policy Network comprises a cadre of policy advisors from within UNDG that provide direct technical support to UNCTs in various substantive and operational areas. In 2008, the Policy Network supported UNCTs, on a pilot basis, in Malawi on re-positioning UN support for SWAp implementation in the agriculture sector and in Bosnia and Herzegovina, Liberia and Serbia on the preparation of UN joint initiatives on youth employment.

Some of the priorities of the Policy Network for 2008 are: providing technical assistance to support efforts by countries to respond strategically to the global financial and economic crisis and its impact on IADGs, in particular MDGs; supporting the implementation of scaled-up national-level programmes to accelerate the achievement of the MDGs; supporting the preparation of CCAs and UNDAFs as an integral part of addressing national MD/MDG priorities; supporting the implementation of the MDG Africa Steering Group recommendations; and collecting MDG good practices.

The UNDG set up the high-level inter-agency MDG Task Force in May 2009 to take stock of the lessons learned in operationalizing the MDG agenda, and apply them in particular for countries in need of scaling up support. The Task Force will focus on supporting UNDG to contribute to the forthcoming comprehensive review of the Millennium Agenda.

Trends and Progress

With only six years until the 2015 deadline to achieve the MDGs, the global picture is mixed. The Millennium Development Goals Report 2009 highlights gains and obstacles to achieving the MDGs and underscores the need to accelerate progress and revitalize efforts to strengthen the global partnership for development. In this context, the UN development system has continued to increase its coherence and cooperation in support of national efforts towards attaining the MDGs.

In 2008, UNCTs in over 100 developing countries reported supporting and advancing the implementation of the Millennium Agenda, including the MDGs, through four primary vehicles: (a) analysis and policy advice that included targeting the most vulnerable and facilitating resource mobilization; (b) advocacy and public-awareness campaigns; (c) monitoring and reporting on country commitments to, for example, national development plans and Poverty Reduction Strategies and the likelihood of reaching the MDGs by 2015; and (d) operational activities through strategic common programming interventions called for through the UNDAFs.

Analysis and Policy Advice

Throughout 2008, Governments made by far the greatest use of UNCT capacities to analyse national development strategies and offer appropriate policy recommendations to attain the MDGs. Specifically, 103 UNCTs reported providing support to the formulation and implementation of national development plans, including PRS, in different areas such as: integration of MDGs, sectoral technical and planning support, budgeting and costing, needs assessments, MDG scaling-up projects and programmes, capacity-building, aid coordination and management, and monitoring and evaluation.

Areas of support UNCTs provided to the formulation and implementation of NDPs/PRSs
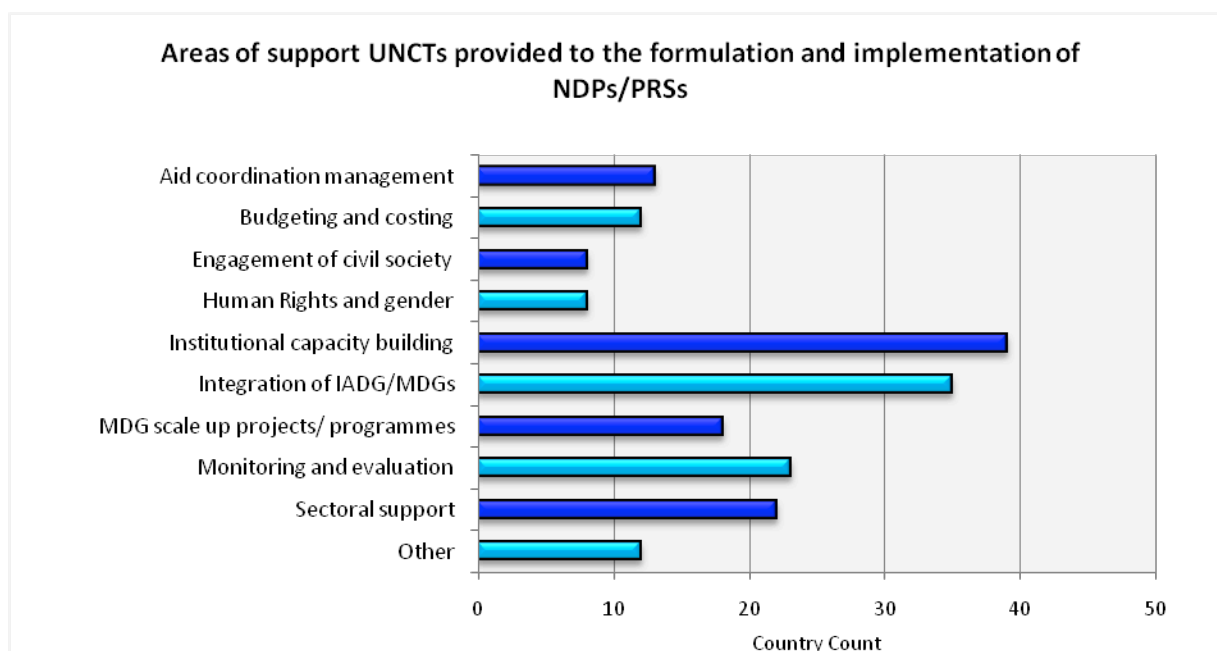
In 2008, increasing food prices, turmoil in financial markets, economic downturns and climate change have each had a particularly negative impact on the poor. UNCT support in developing countries, illustrated in the 2008 Resident Coordinator Annual Reports, captured the focus areas of support. In the context of analysis and policy advice, Governments sought UN support in the areas of rural development, health and education systems, agricultural output, national infrastructure and cross-cutting issues such as gender equality.
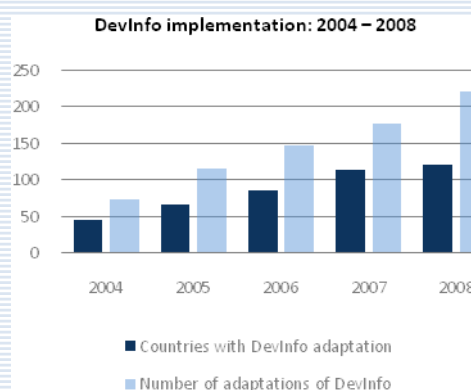
Advocacy and Campaigning

In an expanded effort to advocate MDGs at the local level, UNCTs partnered with local governments and public stakeholders to increase public awareness of the impact and importance of achieving MDGs. UNCTs relied on a variety of forms of public outreach and awareness campaigns. Beyond the standard public launching of national MDG reports and Human Development Reports, annual reviews and mid-term assessments, national Governments and UNCTs in over 90 countries, and in cooperation with civil society organizations, NGOs, school boards and journalists, engaged in creative forms of maintaining a high level of public knowledge and awareness of the MDGs. The celebration of international and national days was strategically used to keep the focus on the MDG challenges, needed investment and cross-cutting principles.

DevInfo

Since its release in 2004, DevInfo has been assisting countries in the establishment of common databases to meet their specific data needs. By the end of 2008, more than 120 countries around the world had adapted the system to their own specifications. Countries are expanding the use of DevInfo beyond collating MDG data, and DevInfo databases increasingly integrate other national priority frameworks such as national development plans, Poverty Reduction Strategies, sectoral plans, UNDAFs and joint programmes.

As reported by UNCTs, in addition to building a common repository of data, the process to develop DevInfo databases has fostered inter-agency collaboration in harmonizing indicator names, indicator definitions, data values and sources, and in some cases has led to joint programmes. Notably, these common databases serve as the basis for conducting analyses of country situations, planning development strategies and interventions, and monitoring and reporting progress towards set development targets. Several Delivering as One countries are also benefiting from adapting DevInfo as the data platform for their common programmes.

DevInfo is also facilitating the decentralization of data management through its growing use at state, district and other sub-national levels. As a result of UNCT efforts, national capacities in the use of the system have been greatly enhanced, and DevInfo activities are being integrated into greater national statistical strategies, thus becoming a central part of statistical systems in countries and promoting national ownership.

DevInfo implementation: 2004 – 2008

■ Countries with DevInfo adaptation
■ Number of adaptations of DevInfo

Monitoring and Reporting

Assisting national Governments in their monitoring and reporting efforts has been an important contribution of the UN development system. In 2008, UNCTs assisted Governments in compiling and analysing data, reviewing data availability, developing indicators, building statistical capacity and preparing and launching MDG reports.

As of May 2008, 141 countries had produced 210 national MDG Reports. UNCTs reported that the preparation and launch of MDG reports stimulated vigorous national debates and highlighted where urgent efforts were needed, how resources were utilized and where they needed to be invested.

In terms of building national statistical capacities, UNCTs reported that they had developed a high level of cooperation with national statistics bureaux and line ministries, supporting government officials in developing the skills and expertise to assume the monitoring and assessment functions. However, despite some positive examples from different regions, national capacity for monitoring and evaluation remains a challenge and requires additional technical and financial assistance for improvement in 2009.

Operational Activities

Programmatic interventions continue to be the most visible manifestation of UN support to government efforts to deliver the MDGs. Through the implementation of the UNDAFs, UNCTs directly support the achievement of the MDGs within the context of national development efforts and priorities.

Increasingly aligning with national cycles and development plans, including PRS, UNCTs in 106 developing countries reported that their UNDAFs supported the achievement of specific MDGs, with MDG1: End Poverty and Hunger, MDG3: Gender Equality, and MDG6: Combat HIV/AIDS, receiving the greatest attention.

With the implementation of UNDAFs and joint programmes, UNCTs have achieved concrete results in assisting countries to reduce poverty and achieve sustainable development. Throughout Africa, Asia and Latin America, UNCTs and national Governments engaged in localized programmes designed to combat increases in rural and urban poverty by conducting nutritional assessments, initiating food programmes for young children in primary schools and offering short-term medical assistance for women, children

and the elderly. Other areas of support included governance, natural resources management, education, social services, HIV/AIDS, gender and capacity development.

Number of UNCTs that support achievement of MDGs through the UNDAF, 2008
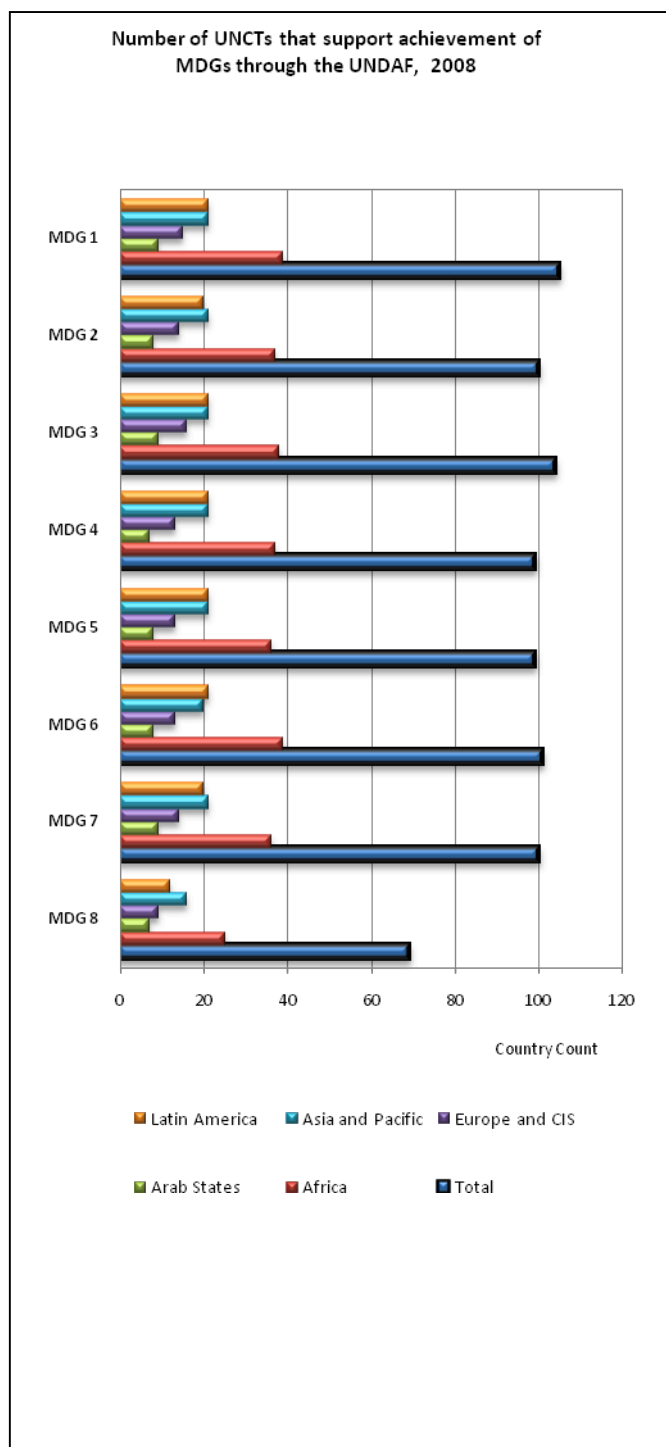
The UNDAFs could nevertheless be strengthened to scale up support for MDG achievement in countries by working closely with the Governments in assessing the enabling environment to achieve MDGs, including governance structure, investment patterns, policy reviews, service-delivery mechanism and implementation bottlenecks. The current challenging environment will require decisive and urgent action. UNCTs are at a critical juncture in their provision of coordinated, targeted support for specific MDG sectors. Concrete, results-oriented strategies to accelerate coherent support to the implementation and scaling-up of national MDG plans are needed, building on progress to date on MDG monitoring, advocacy, campaigning, and programmatic interventions.
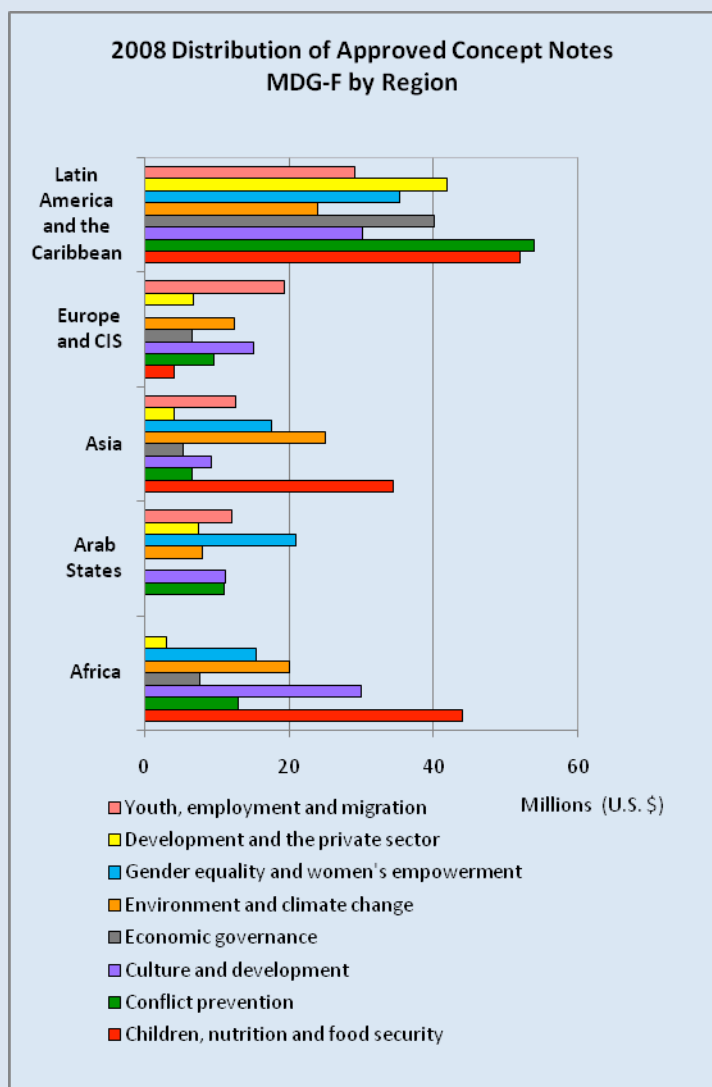
MDG Achievement Fund

The MDG Achievement Fund (MDG-F) was created in December 2006 with an initial commitment of 528 million euros by the Government of Spain to the United Nations (an additional €90million were committed in September 2008). The Fund was set up as a multilateral mechanism that finances and supports national efforts to achieve the MDGs and related development goals while abiding by the Paris Declaration on Aid Effectiveness and advancing UN coherence. The MDG-F aims to:

- Positively impact the status of the MDGs and tackle inequality;
- Increase national ownership and civil society participation; and
- Improve aid effectiveness by building on the collective strength of the United Nations

The MDG-F works through the UN, under the leadership of the Resident Coordinators, in support of Governments, local authorities and civil society towards:

- Implementing joint programmes that strengthen public policy development and ensure measurable impact on select MDGs;
- Engaging in advocacy efforts that keep the MDGs high on the political agenda;
- Learning through continuous monitoring and evaluation using these to scale up and inform future action.
-

2008 Distribution of Approved Concept Notes MDG-F by Region

Legend:
- Youth, employment and migration
- Development and the private sector
- Gender equality and women's empowerment
- Environment and climate change
- Economic governance
- Culture and development
- Conflict prevention
- Children, nutrition and food security

Millions (U.S. $)

With a minimum requirement of two UN agencies per joint programme, the MDG-F has propelled a process of joint programme formulation and implementation in 50 countries.

In 2008, almost 70 joint programmes were approved for a total budget of about $400 million. Of these, 34 were signed and received their first year's tranche of resources totalling $64 million. MDG-F funds earmarked for 2008 were disbursed to 16 UN organizations. Three new thematic windows were opened: conflict prevention and peacebuilding; children, food security and nutrition; and development and the private sector.

In total, since the creation of the MDG-F, over 22 UN agencies have participated in the formulation of the 129 joint programmes approved and approximately $705 million has been endorsed towards them. By the first quarter of 2009, all the MDG-F money had been allocated.

The MDG-F supports eight thematic windows: children, nutrition and food security, conflict prevention, culture and development, democratic economic governance, environment and climate change, gender equality and women's empowerment, private sector and development, and youth, employment and migration.

Innovations and Good Practices at the Country Level

Bhutan: Integrating MDGs into the National Development Plan

The UNCT continued its support to mainstream the MDGs into the Tenth Plan (2008-2013) through the MDG needs assessment and costing report and the MDG-consistent macro-economic framework. The UNCT provided comprehensive and flexible financial models and policy options to consider development scenarios for achieving the MDGs and estimated critical resource needs.

Brazil: Enhancing National Capacities for Local Monitoring of the MDGs

In order to enhance the capacities of national institutions for local monitoring of the MDGs using DevInfo, a new on-line MDG monitoring tool was launched under the leadership of the Ministry of Planning and in partnership with the UN and civil society. Immediately after its launch, the "MDG Portal" became a crucial instrument for local monitoring of the MDGs in all 5,564 Brazilian municipalities, much appreciated and consulted by government counterparts, civil society and academia. A DevInfo tool to monitor the UNDAF is currently being developed and will become operational in 2009.

Samoa: Advocating for the MDGs

The UNCT continued MDG support to Samoa's "MDGs through Sports, ICT4D and Volunteerism" campaign. The UNCT supported the 2008 Primary School Millennium Development Goals. To promote MDG 2 on primary education, funding and MDG advocacy support was provided to the Tuputup-A'e Education Trust. MDG 7 was advocated through a tree planting programme while a joint production film "Climate Change in the Pacific: A Grim Reality" has become a key MDG 7 advocacy tool to minimize the risk of climate change in the Pacific.

Sri Lanka: Building Technical Capacities to Conduct MDG Census

Technical assistance was provided to the Department of Census and Statistics (DCS) to build technical capacities to plan and conduct the census in 2011. In addition, a national survey conducted by DCS in all districts with the exception of the Northeast collected data on 12 MDG indicators not covered by national structures. The UNCT carried out a country-wide surveillance on health, nutrition and food security in conjunction with the Government.

Democratic Republic of Congo: Supporting the Attainment of the MDGs

In line with MDGs 1, 4 and 5, the Government provided a first round of vitamin A supplementation and deworming in a country-wide effort targeting children less than five years of age. For MDG 2, a ministerial decree lowered school fees for the 2008-2009 academic school year, increasing accessibility to primary education. Support towards attaining MDG 6 came in the form of a distribution by the World Bank of 2 million mosquito nets in the Kinshasa province with another 1.5 million nets handed out in Equator province to children five and under and pregnant women in an multi-agency campaign (UNICEF, the World Bank and DFID).

Djibouti: Promoting the MDGs through the UNDAF

The new UNDAF (2008-2012) corresponds closely to the priorities defined in the National Social Development Initiative (INDS). Efforts by the UNCT to support the promotion of MDGs into the INDS include: the development of specific MDG-based indicators; the development of policies specifically aimed at reducing poverty and creating employment in the country; institutional capacity development in support of the implementation of INDS; and development of national policies and strategies in health, sanitation, youth and child protection. The UNCT designed specific capacity-building activities to enhance local administration and local elected bodies to become engaged in the development agenda at the local level and to provide them with adequate planning and programming tools.

Learn More

Millennium Development Goals Report 2009

http://www.un.org/millenniumgoals/pdf/MDG%20Report%202009%20ENG.pdf

MDG Gap Task Force Report 2008. http://www.undp.org/mdg/MDG-GAP-TF-Report.pdf

UNDG Policy Network for MDGs. http://www.undg-policynet.org/

DevInfo. http://www.devinfo.org

MDG Achievement Fund. http://www.undp.org/mdgf

United Nations Development Group. http://www.undg.org

Millennium Campaign. End Poverty 2015. http://endpoverty2015.org/

Achieving the Millennium Development Goals in Africa. http://www.mdgafrica.org/

CHAPTER 2

Preparedness and Coordination for Crisis Responses

Integrating UN Activities in Post-Conflict Settings

How does this contribute to development effectiveness?

By linking different dimensions of peacebuilding – security, peacekeeping, development, political and humanitarian efforts - into a coherent support strategy for specific country needs and in accordance with national strategies and priorities, the United Nations development system works closely together with wider UN actors to play a vital role in post-conflict settings.

Key Messages

- Integration in practice has progressed during the year in countries in transition, with real benefits for the impact of UN interventions on the ground.

- The need for flexible planning instruments in post-conflict settings is confirmed by UNCTs. Some UNCTs have used transition plans for planning purposes while others have adapted their UNDAF as the main planning tool in the transition context.

- The UN has worked with international partners to finalize agreements on operating in crisis contexts by using joint or coordinated assessments and analytical and planning tools to ensure more coherent interventions.

UNDG Policies

In countries where the UN has a multidimensional presence, that is, UNCTs and a peace-keeping or peacebuilding mission, coordination includes the whole UN presence and is based on an agreed strategic vision and outcomes. The structures are tailored to the specific context. At the same time, the SRSG is provided with the authority to coordinate all UN stakeholders on the ground, assisted by a multifaceted

DSRSG, who also carries out the functions of Resident Coordinator, Humanitarian Coordinator, and UNDP Resident Representative and Designated Official.

Integration beyond the UN

The UN and the World Bank developed a series of arrangements designed to strengthen their collaboration in support of national recovery efforts. Building on negotiations and exchanges since 2007, agreements have been finalized, and work is under way to ensure follow-up on the implementation and deepening of the partnership. The arrangements include a UN-World Bank crisis and post-crisis partnership framework and a UNDG-World Bank operational annex, which highlights critical institutional commitments to increase joint-planning efforts and improve financial interoperability for post-crisis pooled funds. Fiduciary accord principles were also signed by UNDG and the World Bank and consist of a principles accord and a global grant agreement to be used for all post-crisis multi donor trust funds.

The European Commission, UNDG and the World Bank have signed the Joint Declaration on post-crisis Assessment and recovery planning as a further example of inter-organizational partnership. The European Commission has adopted the Post-Conflict Needs Assessment as the common methodology to be used in partnership with the UNDG and the World Bank.

Trends and Progress

At the country level in post-crisis settings, inter-agency coordination has witnessed significant progress. Integration is a reality in several countries, where UNCTs together with wider UN system actors (the Office for the Coordination of Humanitarian Affairs, the Department of Peacekeeping Operations, the Department of Political Affairs, and the Peacebuilding Support Office) have continued efforts in integrated analysis, assessment, planning, coordination and delivery. At the same time, the security, political, humanitarian and development efforts of the UN system have been taken into account in accordance with the agreed UN integrated approach.

Several countries have established a country-level UN Senior Policy Group, with the participation of all UN senior managers, particularly SRSGs and DSRSG/RC/HCs. This facilitates the crafting of a joint UN vision for the country, a regular dialogue on strategic issues and the oversight of the implementation of

joint planning frameworks. Examples include the UN Integrated Management Team in Burundi, the Strategic Policy Group in Liberia, and similar arrangements in Côte d'Ivoire, Sierra Leone and Sudan. In Liberia, UNDAF Outcome Groups are used as the platform for joint planning and dialogue between the United Nations Mission in Liberia (UNMIL) and UNCT. At the operational level, UN teams have moved to set up joint field offices where agencies and UNMIL make use of common premises, services, and increasingly coordinate activities. Under the One UN umbrella, the UN entities in Lofa County share facilities and expertise, undertake joint assessments and collaborate in planning, programming, implementing and monitoring projects. In Sudan, particularly the South, joint offices and structures are used to enhance coordination between UNCT and mission activities, as well as facilitate the transition to recovery activities.

Planning and programmatic frameworks must be responsive to the changing dynamics of crisis or disaster settings. The UN system and its partners have developed a range of tools to respond to the need for joint assessment, analysis and planning that take into account the specific situations in a given country. Post-conflict needs assessments are multilateral exercises in support of national actors that aim at devising a common strategy for recovery and development in fragile, post-conflict settings. The PCNA includes assessment, prioritization and costing of needs to be addressed during the transition period in the given country. In 2008, as conflict broke out in Georgia, the European Commission, the UN and the World Bank, undertook a joint assessment exercise on the needs that arose following the conflict, the *Georgia Needs Assessment.* Joint assessment exercises between the UN and a wider range of partners were also undertaken in 2008: in Haiti, following the damage caused by a series of hurricanes, the *Haiti Post-Disaster Needs Assessment* and in Myanmar, following Cyclone Nargis, the worst natural disaster in the history of the country, the *Post-Nargis Joint Assessment*.

In a large number of countries where conflict dynamics have improved and there is room for more longer-term planning frameworks, UNCTs have used the CCA/ UNDAF process as a platform and planning tool to address development needs in conjunction with critical peacebuilding and conflict prevention priorities. In 2008, planning was under way in Afghanistan, Burundi, Côte d'Ivoire, and Haiti. In some cases, joint programming between the UNCT and UN peacekeeping or political actors in certain thematic areas such as elections, human rights, security sector reform, disarmament, demobilization and reintegration, and rule of law has progressed and provided results that highlight complementarities in efforts and employ the comparative advantage of each actor.

Other contexts have required a more flexible, short-term approach to planning, where UN interventions need to respond to regional needs or to a certain type of intervention. In such contexts, UNCTs have come together to develop transitional plans, such as the UN Security and Stabilization Strategy in the eastern part of Democratic Republic of Congo, the Iraq assistance strategy, the UN system recovery response to the Palestinian refugee camp crisis, a Government-UN vision in support of peacebuilding and government priorities in Sierra Leone, and a UN joint response to recovery in Northern Uganda.

Innovations and Good Practices at the Country Level

Côte D'Ivoire: Conflict Analysis in the UNDAF

The aim of the 2009-2013 UNDAF in Côte d'Ivoire is to harmonize the medium-term programming of the United Nations system. Coordinated by the Interagency Programme Committee, the UNDAF was elaborated in parallel with the Poverty Reduction Strategy. The Government, United Nations organizations, including civilian sections of the mission, and humanitarian actors worked in teams to produce the two documents, identifying short- and medium-term priority actions for the transition towards the consolidation of peace and durable development. Taking into account the post-conflict situation in the country, joint analytical work for the preparation of the UNDAF was undertaken on the root causes of the conflict.   The joint process greatly facilitated the incorporation of crisis factors into areas of good governance, rural development and security sector reform in the PRS.

Timor-Leste: Implementing integration principles at all levels

The UN coordination structures set up in Timor-Leste ensure that the Resident Coordinator's office is embedded in the UN Integrated Mission in Timor-Leste (UNMIT). This arrangement enables units to focus in parallel on humanitarian, development and transition needs, reflecting the needs of the country. The structure ensures consultation, exchange of information and collaboration between the mission and the UNCT in policy and programme activities. With regard to planning, the 2009-2013 UNDAF is guided by and builds on the programme of the Constitutional Government for 2007-2012, the International Compact for Timor, and the 2007 National Recovery Strategy.   The UNDAF fosters

coherence and continuity from transition and stabilization - the focus of a peacekeeping mission – into the medium- and longer-term human development focus of UN agencies, funds, and programmes. It is the first UNDAF signed by a Special Representative of the Secretary-General, attesting to its status as the key UN framework for development action in the country.

Iraq: New Coordination Structure

 The Government co-signed the UN Iraq Assistance Strategy, enabling a more strategic UN engagement inside the country on the use of limited resources. To support the Strategy, the UN presence increased four-fold and the UNCT established the eight Sector Outcome Teams (SOTs), a new development and humanitarian coordination structure. The SOTs are supported by UN senior policy advisors in Baghdad, expanding the UN System cooperation with the Government, the World Bank, non-governmental organizations (NGOs) and promoting leadership in four key sectoral areas (essential services, protection, governance, economic reform and diversification). The new coordination structure is more closely aligned to Inter-Agency Standing Committee (IASC) guidelines and therefore effectively merged reconstruction, development and humanitarian elements into a single planning process, in which NGOs participate. The SOTs are also established to reflect goals of the National Development Strategy (NDS 200 7-2010) and the International Compact for Iraq .

Learn More

On integration: http://www.undg.org/index.cfm?P=1100
UN/WB/EC frameworks: http://www.undg.org/index.cfm?P=1126

Response to the Global Food Security Crisis

How does this contribute to development effectiveness?

The global food-security crisis required UNCTs, international and national actors to develop not only rapid-response designs to assist with food distribution but also bolstered commitments across the board for developing long-term, durable strategies for protecting and securing food stocks. UNCT efforts, in the face of such a major challenge, required even deeper cooperation with national Governments and further strengthening of national capacities for contingency planning. These efforts have demonstrated the ability of UNCTs to respond effectively to emerging priorities while promoting sustainable development.

Key Messages

- As stated by the Secretary-General's High-level Task Force on the Global Food Security Crisis, "the extraordinary rise of global food prices in early 2008 posed a major threat to global food and nutrition security and caused a host of humanitarian, human rights, socio-economic, environmental, developmental, political and security-related consequences." The UN system, via UNCTs, has advocated for a twin-track approach to the food crisis along the lines of the Comprehensive Framework for Action. Such approach integrates nutrition and hunger, social protection, food systems, agriculture, marketing and trade, as wells as the Right to Food as a basis for analysis and action.

- In 2008, UNCTs in some 30 hard-hit countries played an indispensable role in building national government capacities to respond to the food crisis, including support for assessing the extent of the crisis at the country-level and coordinating effective and durable short- and long-term joint action towards improved development effectiveness.

- A key aspect to country-level response has been the close cooperation between national government and multi-agency effort often facilitated by UNCTs. Responses to the international

food crisis were multifaceted, ranging from country- and local-level plans to global strategies to improve donor funding (World Bank, regional development banks, IMF) and regional cooperation in hard-hit areas, including high-level UN initiatives.

UNDG Policies

By early 2008, the global nature and rapid deterioration of food security forced international organizations to create a multi-tiered, multi-agency approach. Beginning with the Secretary-General's initiation of the High-Level Task Force (HLTF) on Global Food Security in April 2008, which consists of 23 UN agencies and international financial institutions (IFI), followed by a formulation of the Comprehensive Framework for Action (CFA) and the establishment of a global support structure, national, regional and global actors have employed both short- and long-term measures to support the hardest- hit countries.

The interconnected effects of recent spikes in oil and global food and commodity prices, environmental degradation, increased demand and a switch to bio-fuel agriculture have not only led to mounting hunger, severe malnutrition and potentially disruptive security situations, but threaten to set back advances made in attaining the MDG goals, in particular MDG 1, 4, and 7. Hence, a multi-pronged approach stemming from the CFA, involving the members of the HLTF, in concert with world donors (European Union, G8, USA), regional development banks and local efforts by national Governments, have provided food-stressed countries with an increasing range of immediate and continuing policy options.

HLTF member organizations undertook joint assessments in 50 countries and so contributed to the design and implementation of the European Union's €1 billion Food Crisis Facility and other similar initiatives.

The UN system generally and Resident Coordinators in particular have an important role in ensuring synergized engagement in longer-term structural and policy issues that need to be addressed in order to (a) avert another exacerbation of the crisis and (b) meet future food security needs in the face of

increased demand. Resident Coordinators are also well placed to make linkages between food insecurity and other global challenges such as the financial crisis and climate change.

Trends and Progress

The global food crisis presented the greatest challenges for low-income, food-deficit countries, severely affecting the world's most vulnerable. However, despite the challenges, nascent trends have become visible at various levels and across those regions most affected by the crisis. UNCTs in some 30 hardest-hit countries reported that they have supported Governments' efforts at the first sign of insecurities in food markets to introduce short-term responses. Specifically, initial reactions took the form of national action plans and inter-agency task forces, often coordinated by Resident Coordinators and UNCT staff. The capacity of national Governments to strengthen sectoral and financial needs and improve resource mobilization was further bolstered by UN agency ability to advocate for increasing emergency funding from major donors. Despite these efforts, many countries in the three regions most affected, Africa, Asia and Latin America, remain in critical need of emergency funding.

There has been significant assistance from regional developments institutions (ADB, AfDB, and IADB) in the mid-term response period. For example, AfDB has been instrumental in assisting the hardest-hit African states with greater food outputs and restructuring its aid in agricultural technology (fertilizers, seed, equipment) while ADB played a key advisory role in Asian countries' efforts at tackling the food crisis. Furthermore, maintenance of initial efforts in the form of regional and international donor meetings, better distribution of aid to more affected regions and public awareness and media outreach represent other important initiatives during 2008.

Innovations and Good Practices at the Country Level

Burkina Faso: Assessing short- and long-term impacts

As one of the most affected countries, Burkina Faso has demonstrated a spirited, broad response to food security. The Under-Secretary-General of OCHA and the former UNDG Chair introduced the Food Security Working Group (FSWG) to assess the short- and long-term impacts. Together with the Government, FSWG conducted field assessments on rising urban hunger due to falls in purchasing power and spikes in pricing. In addition to technical and financial support, including support for school feeding programmes, resources from the AfDB, UNICEF, WFP, the World Bank, and the Government of France are targeting support to the most vulnerable groups in Ouagadougou. The FSWG is now focused on scaling up long-term activities, such as modernizing agricultural output, reducing malnutrition, increasing social protection and reducing of chronic poverty.

Guinea: Mobilizing resources

The UN Humanitarian Coordinator chaired the Inter-Agency Steering Committee for donor representatives and NGOs while FAO and WFP produced needs assessments and offered short- to medium-term assistance with mobilized resources of $ 29 million.

Honduras: Undertaking impact assessments

The UNCT has undertaken an assessment of the impact of rising food prices and outlined interventions to address it. Using this analysis, the UNCT has dialogued with the Government and the Social Cabinet on recommendations and approaches for stemming the effects of the Food Crisis. Special concern is being given to the hard-hit Southern Zone.

Haiti: Aiding vulnerable groups

Increases in food prices have had a tremendous effect on Haiti. UN agencies mobilized over $55 million for direct aid to vulnerable groups and for support for governmental efforts. Technical assistance, data collection and analysis were provided to the National Coordination for Food Security.

Nepal: Strengthening inter-agency response

A combination of efforts beginning with the Government and World Bank Contingency Plan and critical support from the UNCT, in particular from ADB, FAO, and WFP, helped to establish a first-response regime to the most affected areas. This effort was reinforced by the introduction of mid- and long-term structures. Here, government and WFP field capacity collected information on pricing and household food security. The UNCT created the Special High Food Price Task Force, co-chaired by FAO and WFP and including ADB, IFAD, UNICEF the World Bank and the RC/HC to strengthen the inter-agency response. The ultimate goal of the UNCT is to complement its efforts with those of the Government.

Learn More

The Secretary-General's High Level Task Force on the Global Food Security Crisis
www.un.org/issues/food/taskforce/background.shtml

Global Food Security Crisis
http://www.un-foodsecurity.org

United Nations Food and Agriculture Organization
www.fao.org

High-Level Meeting on Africa's Development Needs
http://www.un.org/ga/president/62/ThematicDebates/adnhlm.shtml

United Nations Private Sector Forum: The Millennium Development Goals and Food Sustainability
http://www.unglobalcompact.org/NewsAndEvents/event_archives/2008_UN_Private_Sector_Forum/index.html

Disaster Risk Reduction in a Changing Climate

How does this contribute to development effectiveness?

Disaster impacts have persistent, long-term negative effects on poverty and human development that undermine the achievement of the MDGs. While development has the potential to significantly reduce disaster risk, inappropriate development choices can also exacerbate vulnerabilities and aggravate the negative effects of disasters. Disaster risk reduction aims at addressing the underlying risk factors in order to reduce avoidable loss of life, property and livelihoods. Reducing vulnerabilities, mitigating disaster impacts and improving UNCT responses to future disasters correlate strongly with fostering the MDGs and safeguarding development gains.

Key Messages

- Investing in disaster risk reduction is a cost-effective means to protect development, reduce poverty and adapt to climate change. In 2008, developing countries faced some of the deadliest and costliest disasters on record. While hazards are largely unavoidable, especially with the growing threat of climate change, countries that face similar patterns of hazards often experience widely differing impacts depending in large part on the kind of development choices they have made.

- Countries that develop policy, legislative and institutional frameworks for disaster risk reduction and are able to track progress have greater capacity to manage risks across all sectors of society. UNCTs supported national efforts in this regard and in addressing underlying risk factors by reducing human and social vulnerabilities.

- The UNDG has put in place mechanisms to improve system-wide coherence and coordination towards disaster risk reduction.

UNDG Initiatives

The main international framework guiding work and measuring progress on disaster risk reduction is the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters (HFA). The HFA specifically calls international organizations and UNCTs to integrate disaster risk reduction considerations into development assistance frameworks, such as the Common Country Assessments, the United Nations Development Assistance Frameworks and Poverty Reduction Strategies. To this end, the UNDG and the International Strategy for Disaster Reduction (ISDR) jointly developed a guidance note for UNCTs that identifies critical steps for integrating disaster risk reduction into the analytical and strategic planning process. The roll-out of the guidance note will be facilitated by an inter-agency roster of experts that will provide on- and off-site support to UNCTs starting in 2009.

Trends and Progress

The trend over the last three decades shows a sharp increase in the number and frequency of disasters as well as a dramatic rise in the number of affected populations. In 2008, for example, 236,000 people lost their lives in over 300 disasters – earthquakes, floods, storms, landslides and other destructive events. More than 200 million people were directly affected and damages exceeded $180 billion. The death toll in 2008 was three times more than the annual average for 2000-2007 and was mainly caused by two major events: Cyclone Nargis, which killed over 130,000 people in Myanmar and the Sichuan earthquake in China, which caused the deaths of almost 90,000 people.

UNCTs have recently made some encouraging progress in making disaster risk reduction a priority. A review of 67 UNDAFs from Asia, for example, showed that 65 per cent of these included disaster risk in one of their outcomes or outputs and 15 per cent recognized the close relationship between poverty reduction and disaster risk reduction. However, the current rate of progress towards integrating disaster risk reduction into development programmes is inadequate for the substantial reduction of disaster losses called for in the Hyogo Framework for Action and achievement by 2015 of the MDGs.

Strengthening Capacity

Governments at both the national and local levels are facing a great challenge in setting up institutions to coordinate disaster risk reduction programming and to respond effectively to disasters when they occur. The UN realizes that, as with all development areas, national authorities and local communities must be at the centre of efforts to reduce disaster risk and lead relief efforts to respond to the impact of

disasters. The overall trend is to strengthen national capacity to reduce disaster risk by further mainstreaming disaster risk reduction into government policies and programmes. UNCTs in many disaster-prone countries, including Bangladesh, Malawi and Tajikistan, have played a pivotal role in supporting the development of national disaster-management strategies and plans and in helping to establish or strengthen the capacity of government agencies responsible for coordinating risk reduction and humanitarian assistance among the various stakeholders.

The UN development system also supported the capacity of Governments to prevent or reduce the impact of future disasters by introducing new tools and conducting comprehensive training. In the Lao People's Democratic Republic, it was considered important to create a rapid needs assessment tool to strengthen national capacity in data collection since originally there had been a lack of readily available secondary data. This new tool not only helped develop local capacities for undertaking a rapid assessment in the aftermath of the Mekong Flood in August 2008, but it is now an institutionalized tool that can be used again in future disasters.

The Hyogo Framework for Action 2005-2015

Five Priorities for Action:

- Ensure that disaster risk reduction is a national and local priority with a strong institutional basis for implementation;
- Identify, assess and monitor disaster risks and enhance early warning;
- Use knowledge, innovation and education to build a culture of safety and resilience at all levels;
- Reduce the underlying risk factors;
- Strengthen disaster preparedness for effective response at all levels.

UNDG Guidance Note on Integrating Disaster Risk Reduction into the CCA and UNDAF (2009)

Critical steps for integrating disaster risk reduction:

- Analyse disaster risk, including the root causes and likely impact;
- Understand how disaster risk interacts with development;
- Examine national capacities and risk reduction options;
- Identify priorities for intervention;
- Agree on most appropriate areas for UNCT support;
- Make disaster risk reduction an integral part of the UNDAF monitoring and evaluation process.

Strengthening Partnerships

In 2008, UNCTs saw a greater engagement and coordination with international partners. UN agencies built effective coalitions and combined resources in order to have a greater impact in reducing the effects of disasters. UNCTs in China, Malawi, and Myanmar placed a powerful focus on relationship-building with the Government, regional partners and international organizations. In Malawi, for instance, the UN Disaster Management Team partnered with the Malawi Red Cross Society and the International Federation of Red Cross and Red Crescent Societies to develop a flood contingency plan to respond to the major floods, which displaced over 220,000 people.

Strengthening Inter-agency Coordination

The UN has improved its coordination mechanisms to better support national capacity to respond effectively to disasters. Close programmatic links between the UN development system and national authorities on the basis of the UNDAF constitute a key element for reducing disaster risk as well as facilitating a rapid and effective emergency response when it is required. Most UNCTs have activated the cluster coordination mechanism to facilitate interagency coordination and joint planning in key sectors. In other cases, thematic clusters are in place for key sectors and cross-cutting issues, such as health, education and gender. Forty-five UNCTs have established a disaster management team (DMT), which works with the Resident Coordinator on the humanitarian response, the early recovery process and preparations for longer-term reconstruction. In many Latin American countries, the UNDMT works with a local emergency response team to ensure a well-coordinated, cohesive UN response for each thematic sector.

Emergency contingency plans helped to ensure that UN staff members are fully familiar with inter-agency responses to disasters. UNCTs update their plans and train UN staff in the evaluation of devastation and data analysis, the administrative foundation of risk management and humanitarian coordination. Moreover, most UNCTs have organized inter-agency humanitarian forums for coordination. In some countries, such as Guinea-Bissau, Nicaragua, and Niger, these forums have led to the establishment of humanitarian networks, which not only facilitate sectoral coordination but can also serve as platforms for coordination between the UN system and civil society and local communities.

Innovations and Good Practices at the Country Level

Pakistan: Joint Programme on disaster risk management

Pakistan has been affected by a variety of recurrent disasters - earthquakes, floods, droughts and cyclones - that have added to the already significant development challenges facing the country. While Pakistan's management of the 2005 earthquake relief efforts is considered as a best practice, the disaster highlighted the need for a national risk management and mitigation strategy. As a central pillar of the One UN Programme, the UNCT set up a joint programme to assist the Government in developing national capacities and systems for disaster risk management on a sustainable basis at federal and provincial levels. The joint programme seeks to minimize losses from natural hazards and enhance coping capacities in high-risk communities by taking a three-pronged approach: first, institutional capacities at federal, provincial and local levels are strengthened to prioritize disaster risk management in the policy-making, planning and development process. Second, the joint programme seeks to enhance the understanding and knowledge/information-management systems of major hazards, vulnerabilities and associated risks. Finally, the joint programme will develop guidelines, tools and mechanisms for community-based disaster risk management and provide feedback to the national policy-making process.

China: Post-earthquake relief and reconstruction

In light of the magnitude of the Sichuan earthquake of 2008, the Government and the UNCT focused their efforts on the humanitarian response and long-term recovery. In the initial relief phase, the UN delivered emergency material assistance of over $8 million through the Central Emergency Response Fund. Subsequently, the UN China Appeal for Early Recovery Support was launched and attracted over $18 million in contributions from the international community for programmes involving 13 UNCT members as well as non-resident agencies. As attention turned to reconstruction, the UN and the Government jointly organized an international workshop on post-disaster reconstruction practices. The event brought 22 leading experts and practitioners from six countries to Beijing to advise the Government on best practices to building back better. As a result of this collaboration, China's reconstruction exercise, which is now under way using primarily China's own resources, has benefited from many of the vital lessons learned elsewhere.

Cuba: Post-hurricanes plan of action

The UNCT carried out important interagency initiatives, proactively responding to the destruction caused by three major hurricanes and two tropical storms in 2008. After offering UNCT support to the Government to promote recovery and reconstruction, it prepared and launched a 2008 Post-Hurricanes Plan of Action to the international community in Havana and Geneva. Some UN system humanitarian mechanisms offered via OCHA were used for the first time in Cuba in order to mobilize financial resources to respond to disasters. Major lessons learned can be taken from the Cuban context: (a) the UN system acting as one interlocutor in the midst of a serious crisis proved more efficient when dialoguing and communicating with the Government; (b) joint UNCT visits to affected areas increased donor attention to hurricane impacts; (c) recognition of the value added of UN coordination and interagency work by the Government resulted; and (d) proactively offering UN support to national authorities was more effective than waiting for a declaration of need.

Myanmar: Post-Nargis recovery and preparedness plan

On 2 and 3 May 2008, Cyclone Nargis struck the delta coastal area of Myanmar before moving inland across the Ayeyarwady and southern Yangon Divisions. On 31 May 2008, the Tripartite Core Group (consisting of the Government, ASEAN and the United Nations) commissioned a comprehensive assessment of the damage caused by the cyclone. The Post-Nargis Joint Assessment was based on extensive field work and identified not only the damage caused by the cyclone, but also immediate needs, which then guided humanitarian and early recovery responses in the following months. This was followed by the Post-Nargis Recovery and Preparedness Plan that outlines a three-year strategy, 2009-2011, for promoting durable recovery in the affected areas, sets out a framework for assistance by the international community while implementing measures to mitigate against future disasters.

Nepal: Multi-stakeholder road map for disaster risk reduction

Nepal is one of the countries where the Resident Coordinator has undertaken a catalytic role in bringing key players together with government agencies around strategic and programmatic priorities. In this

highly disaster-prone country, the pooling of efforts to address high-risk sectors and reduce disaster risks is key to a successful response. Towards this end, a consortium has been formed that comprises the ADB, the International Federation of Red Cross and Red Crescent Societies, OCHA, UNDP, and the World Bank/Global Facility for Disaster Reduction and Recovery, with UNISDR in a convening role, aimed at developing and implementing a mid- to long-term disaster risk reduction road map for Nepal. This multi-stakeholder participatory process has brought together the UNISDR system partners at the country level, using the leverage of the multisector and multi-stakeholder commitment to reduce the losses due to natural hazards. The consortium members and the Government have identified five flagship programmes for accelerating disaster risk reduction in Nepal. These five flagship programmes address the most critical needs for risk mitigation, community preparedness and emergency response.

Learn More

www.undg.org/drr – The new UNDG workspace on disaster risk reduction contains relevant UNDG guidance and links to further resources.

www.unisdr.org – The International Strategy for Disaster Reduction is the focal point in the UN system for the coordination of disaster reduction activities.

www.preventionweb.net – UNISDR has launched PreventionWeb as a common platform for institutions to share information about disaster risk reduction. The website is updated daily and contains disaster risk reduction news, country information, policy documents, training programmes, online discussions and contact directories.

CHAPTER 3

Human Rights and Gender Equality

Human Rights Mainstreaming

How does this contribute to development effectiveness?

Mainstreaming human rights in development programmes contributes to better and more sustainable development outcomes by helping stakeholders to focus on reducing disparities and enhancing equality and non-discrimination factors, which often underlie development problems. It helps to direct UN capacity-development efforts to better respond to supporting Governments in meeting the obligations under international treaties they voluntarily ratified and accepted, putting people at the centre of the national development debate.

Key Messages

- An increasing number of UNCTs are working with the national partners in supporting capacity-development efforts aimed at strengthening national protection systems, including improving national laws, reporting to UN treaty bodies, and developing and implementing national programmes aimed at protecting the most vulnerable groups.

- An increasing number of UNCTs are using applicable human rights standards and mechanisms as a valuable analytical tool in programming.

UNDG Initiatives

Since the 2007 CCA/UNDAF Guidelines, the human rights-based approach has been recognized as one of the key programming principles in the preparation of Common Country Assessments and UNDAFs. The updated 2009 CCA/UNDAF Guidelines provide greater clarity on the application of the five interrelated key programming principles: (capacity-development, environmental sustainability, gender equality, HRBA and results-based management) as well as other cross-cutting issues.

As a prelude to the 60th anniversary of the Universal Declaration of Human Rights, the UNDG Chair and the UN High Commissioner for Human Rights, in September 2008, issued an important communication to all Resident Coordinators outlining the parameters of the leadership role they have in the field of human rights mainstreaming. It reaffirmed that human rights are one of the three pillars of UN work, fundamentally linked with development, peace and security, and it helped to strengthen internal coherence in the UN system in responding to the requests of Governments in the area of human rights and development. Hence, Resident Coordinators will continue to coordinate the work of UNCTs in mainstreaming human rights in operational activities and will promote international human rights standards and principles in dialogue with national partners. They will not undertake human rights monitoring, investigations and casework. Resident Coordinators will also act as interlocutors for the UN High Commissioner for Human Rights with national authorities, where requested.

The Action 2 Global Programme, which supported more than 60 UNCTs on their efforts to mainstream human rights and to support the national capacity-building efforts, was concluded in 2008. Follow-up is expected in 2009 to build on achievements and lessons learned from the Action 2 Global Programme, with a view to further strengthening inter-agency collaboration to support the Resident Coordinators and UNCTs.

Trends and Progress

As part of the 2005 World Summit Outcome, Member States resolved to further strengthen the UN human rights machinery and to integrate the promotion and protection of human rights into national policies. The World Summit Outcome also reaffirmed the interlinkages among human rights, development and peace and security, which was also recognized by the General Assembly in its resolution 62/208 on the triennial comprehensive policy review.

Reflecting such political commitments of Member States, the 2008 Resident Coordinator Annual Reports indicate that UNCTs are increasingly working with national partners to integrate human rights into operational activities for development in support of national priorities.

Sensitization and Awareness-Raising

The 60th anniversary of the Universal Declaration of Human Rights offered a large number of UNCTs and their national partners an excellent opportunity to raise awareness and to celebrate achievements. Many UNCTs also began to familiarize themselves with key human rights concepts in their programming context while others held more advanced training and capacity-building activities, benefiting from the UN common learning package on HRBA developed under the Action 2 Global Programme. Many UNCTs, including those in Angola, Botswana, Côte d'Ivoire, Ghana, Lao People's Democratic Republic, Madagascar and Turkmenistan conducted staff training on human rights-based approach to programming. A number of UNCTs, for example, those in the Central African Republic, Indonesia, Senegal, Tajikistan, Ukraine and Zambia, also provided training to government officials, civil society organizations and other stakeholders such as military and police forces.

Building National Capacity: focus on the most vulnerable

Taking equality and non-discrimination as one of the key human rights principles, several UNCTs focused their activities on the vulnerable and excluded groups, and supported Governments for the adoption and implementation of national law, national advocacy efforts and implementation of specific projects targeted to address the needs of vulnerable groups. For example, in Serbia the UNCT supported the efforts of the Roma Rights Working Group on the development of a Roma Rights Report while the UNCT in Kyrgyzstan aimed to increase community empowerment that would allow the poor to actively participate in social and economic development. In many countries, Haiti for example, UNCTs reached out to people living with HIV/AIDS in order to protect their rights. The UNCT in Colombia supported the development of a 'statute of victims', which aims to promote access to justice and remedies for victims of human rights violations.

Strengthening National Protection Systems

In a number of countries, such as Cambodia and Tajikistan, the UNCT supported the establishment or strengthening of national human rights institutions. The UNCT in Cambodia developed and presented a

common viewpoint on evictions and forced resettlement and advised the Government on draft legislation on peaceful assembly and on planned national human rights institutions. In several countries, such as Lao People's Democratic Republic and Papua New Guinea, UNCTs advocated the ratification of human rights treaties, whereas other UNCTs, in Ukraine, for example, offered their support to Governments to fulfil their treaty-reporting obligations under the treaties they have ratified.

Innovations and Good Practices at the Country Level

Côte d'Ivoire: UNCT provided support for promoting international human rights norms and for the effective functioning of the new National Committee on Human Rights, which helped to address the issue of impunity in the country.

Maldives: The UNCT co-organized with Handicap International a public campaign on human rights and disabilities, which helped all UN agencies to integrate human rights into their country programmes and provided assistance to the National Commission on Human Rights.

Peru: The pilot project on HIV/AIDS Stigma and Discrimination was a joint initiative by UNDP, UNFPA, and UNAIDS (with financial support from Action 2), which dealt with the stigma and discrimination experienced by people living with HIV/AIDS. The foundations for permanent work with the Office of the Ombudsman have been set to promote and protect the rights of people living with HIV and of the most vulnerable population groups in terms of exposure to the epidemic.

Ukraine: A joint project with the Office of the Ombudsman launched a database on recommendations of UN human rights treaty bodies vis-à-vis Ukraine. A special report on the status of implementation of the international standards of human rights and freedoms in Ukraine was also prepared and published. Joint advocacy activities were undertaken with the UN and national partners to encourage the Government to sign, ratify or accede to the remaining non-ratified human rights-related international treaties. In addition, the UNCT undertook capacity-building initiatives by training government authorities on human rights, juvenile justice, protection of rights of people living with HIV/AIDS, and rights of people with disabilities.

Zambia: The UNCT focused on building institutional capacity for strengthening the Government's compliance with human rights instruments. Progress in this area included conducting sensitization and awareness campaigns on the United Declaration of Human Rights (UDHR), training government officials, civil society and UN agencies and the production of the annual progress report. In support of Zambia's constitution, the UN supported the National Constitution Conference (NCC) with the sole aim of ensuring citizen's participation. Citizens participated by suggesting through their representatives at the NCC or through e-discussion forums through the NCC website that was created by the UN. A media strategy for the NCC was also developed.

Learn More

Human Rights-Based Approach to Development Programming:
http://www.undg.org/index.cfm?P=221
Action 2: http://www.undg.org/index.cfm?P=74
HURITALK: http://www.hurilink.org/
Office of the High Commissioner for Human Rights (OHCHR) http://www.ohchr.org

Gender Equality

How does this contribute to development effectiveness?

The promotion of gender equality is both a means for development and an end to ensuring equal human rights of women and men. Achievement of the MDGs also depends increasingly on women benefiting from development investments in education and health, being able to engage in the market on an equal basis with men, and being able to participate in public decision-making at all levels. In addition, there is solid evidence that progress in gender equality in one goal often contributes simultaneously towards progress in a number of other development goals. For example, gender equality in education also makes significant contributions to a nation's economic growth and poverty reduction as well as to reduced malnutrition and child mortality; it also increases women's ability to make choices about their fertility.

Key Messages

- During 2008, an increasing number of UNCTs supported national partners to promote gender equality and women's empowerment. Efforts to build internal capacities of the UNCTs, the establishment of gender theme groups and the formulation of joint initiatives on gender equality are some of the measures that have been instrumental in harnessing the collective support of the UN development system towards advancing gender goals at the national level.

- The UN development system is stepping up its efforts to end violence against women through an increasing number of initiatives that go beyond awareness-raising to significant programming interventions. This evidence, along with the Secretary-General's global campaign UNiTE to End Violence against Women, makes it clear that tackling violations of women's human rights has become a leading area of focus for the entire UN system.

UNDG Initiatives

In 2008, the UNDG approved a set of performance indicators on gender equality, developed by the UNDG Task Team on Gender Equality for use by UNCTs. In the first phase, 2008 and 2009 UNDAF roll-out countries were asked to establish a baseline using the indicators to measure changes over the period of the UNDAF. According to the 2008 Resident Coordinator annual reports, 10 countries are currently using the indicators. In addition, the UNDG Task Team on Gender Equality reports that many more UNCTs have inquired about implementing them in 2009. The set of performance indicators is proving to be an effective tool for self-evaluation of UNCT performance on gender equality, as in Bhutan, where the scorecard assessment conducted in December 2008 indicated that while the UNCT has performed well in the planning, programming, quality control, and accountability for gender mainstreaming, it found room for further improvement in the areas of capacity development, monitoring and evaluation, and budgeting.

The 2008 update of CCA/UNDAF guidelines incorporates strengthened reference to gender equality as a key principle for common country programming, including a reference to the UNCT performance indicators as a key tool for UNCT accountability for gender equality. Challenges remain, however. There is no system-wide approach for tracking the extent of UNCT support to the achievement of national priorities on gender equality, particularly the tracking of allocation of resources for this purpose.

Trends and Progress

For the past five years, the UNDG Task Team on Gender Equality has conducted a review of Resident Coordinator annual reports and they continue to show an overall positive trend towards stronger UNCT support for gender equality. The Task Team has tracked results since 2004, in line with the 2007 TCPR, which issued a call for the augmentation of the UN development system to mainstream a gender perspective in their programmes and planning in accordance with national development strategies; to further improve institutional accountability mechanisms and to include intergovernmentally agreed gender equality results and gender-sensitive indicators in their strategic frameworks; and to ensure that

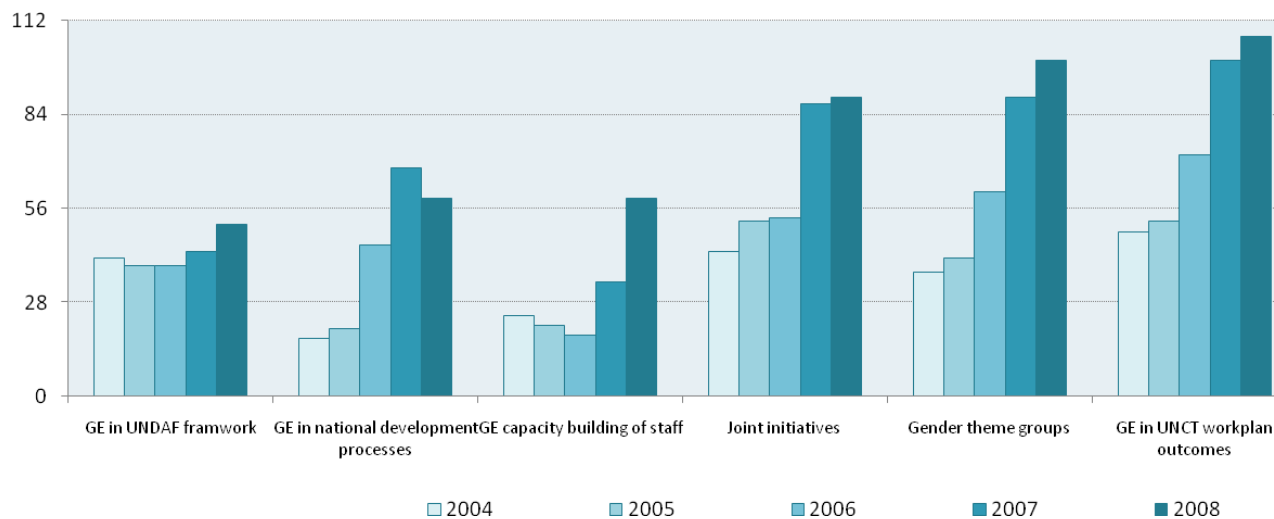the Resident Coordinator annual reports include adequate and concise information on progress in this area.

Results for 2008 are based on analysis of information from 134 reports. In 14 cases, since final reports were not available, information from draft reports was analysed. The first set of categories track support to gender equality and women's empowerment through UN and government processes and coordination mechanisms (figure 1), followed by analysis of specific areas of joint programmatic activity (figure 2). It should be noted 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 has also been enhanced by recent changes in guidelines that called for more substantive reporting in specific areas, including on activities of gender theme groups.

Key areas of progress are:

- The number of UNDAFs that contained references to gender equality and/or women's empowerment in at least one outcome statement shows an increase to 51 in 2008, up from 43 in 2007, 39 in 2006 and 2005 and 41 in 2004. One hundred and seven UNCTs reflected gender equality or women's empowerment as a key element in their work plans, as compared to 100 in 2007, 72 in 2006, 52 in 2005 and 49 in 2004;
- Eighty-nine UNCTs reported on joint initiatives on gender equality, a slight increase from 87 in 2007, 53 in 2006, 52 in 2005 and 43 in 2004;[1]
- The number of Gender Theme Groups (GTGs) increased to 100 in 2008, compared to 89 in 2007, 61 in 2006, 41 in 2005 and 37 in 2004. Approximately 10 per cent of these are mixed thematic groups that combine other issues, such as gender and human rights or gender and education;
- The number of internal capacity-building initiatives for UNCTs increased to 59 in 2008, compared to 34 in 2007, 18 in 2006, 21 in 2005, and 24 in 2004. As these initiatives are mainly instituted by gender theme groups, there appears to be a strong correlation between increases in the number of GTGs and increases in UNCT capacity-building.

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[1] Joint initiatives refer to those in which three or more agencies participate. They can range from joint training sessions and components of existing programmes to officially designated joint programmes.

Figure 1: UNCT reporting on gender equality initiatives (number of countries)

Notes: Results for 2008 are based on analysis of information from 134 RC annual reports. In case of unavailability of final report, for a number of countries, information from draft reports has been used. These countries include Albania, Algeria, Azerbaijan, Barbados, Chad, Malawi, Mali, Pakistan, Poland, Sierra Leone, Sudan, Uganda, Vietnam and Zambia.

Source: Resident Coordinator Annual Reports, UNDG website

A number of actions taken in 2008 have put in place mechanisms or processes that are intended to improve system-wide coordination and interventions on gender equality and to enhance accountability for results both at headquarters and at the country level. An example that has been fostering increased communications and coordination at the subregional level comes from the Venezuela UNCT report on its participation in the Third Annual Meeting on Gender in the Andean Region. This meeting brought together four Resident Coordinators and gender focal points from seven organizations. At the country level, Albania, Morocco, and Nepal have joined a two-year long "Action Learning" initiative launched by the UNDG Task Team on Gender Equality to improve country-level support for gender equality through holistic joint programming. Albania, along with the other Delivering as One pilot UNCTs, participated in a Retreat on Delivering as One on Gender Equality organized by the UNDG Task Team on Gender Equality[2] and the Resident Coordinator of Viet Nam. The participants identified many examples of innovations and stronger approaches to coordination on gender equality along with systemic obstacles across the

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[2] The retreat brought together UN gender specialists and theme group members from seven of the eight One UN pilots, representatives from self-starter One UN initiatives in Papua New Guinea and Zimbabwe, gender specialists from regional offices in Asia and the Pacific (ILO, UNAIDS, UNFPA, UNIFEM, and WHO) and from Headquarters (ILO, IOM, UNESCO, UNICEF , UNIFEM, UNODC and UNV).

pilots and recommended follow-up actions. The UNDG endorsed a set of recommendations that emerged from the meeting, including: ensure gender disaggregation of budgets; build stronger accountability mechanisms for gender equality; and include specific indicators and benchmarks for assessing UNCT performance on gender equality in the mid-term assessment and the evaluation of the Delivery as One pilots.

Areas of Support

The areas of joint initiatives for gender equality that UNCTs most frequently report and that have been tracked since 2004 are:

- Ending violence against women (89 in 2008, compared to 70 examples in 2007, 35 examples in 2006, 26 in 2005, and 28 in 2004);

- Assistance in implementing and/or reporting on the Beijing Platform of Action and/or CEDAW (51 in 2008, compared to 36 examples in 2007, 28 in 2006, 18 in 2005, and 21 in 2004);

- Strengthening reproductive health and reducing maternal mortality (62 in 2008, compared to 56 examples in 2007, 44 in 2006, 46 in 2005, and 37 in 2004);

- Capacity development support for National Women's Machineries (59 in 2008, compared to 57 examples in 2007, 21 in 2006, 16 in 2005, and 11 in 2004);

- Supporting women's empowerment in HIV/AIDS programmes (43 in 2008, compared to 45 examples in 2007, 32 in 2006, 28 in 2005, and 34 in 2004);

- Supporting girls' enrolment in primary school as well as building national capacity in education resources, particularly primary education e.g., promoting the Education for All initiative (36 in 2008, compared to 43 examples in 2007, 26 in 2006, 24 in 2005 and 19 in 2004);[3]
  Strengthening collection of sex disaggregated data (33 in 2008, compared to 35 in 2007, 23 in 2006, 19 in 2005 and 9 in 2004).

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[3] The slight reduction since 2007 in support for girls' enrolment and for addressing the gender dimensions of HIV/AIDS may be explained in part by the use of draft reports for this exercise in which information was incomplete.

Figure 2: UNCT initiatives on gender equality by area of support (number of countries)
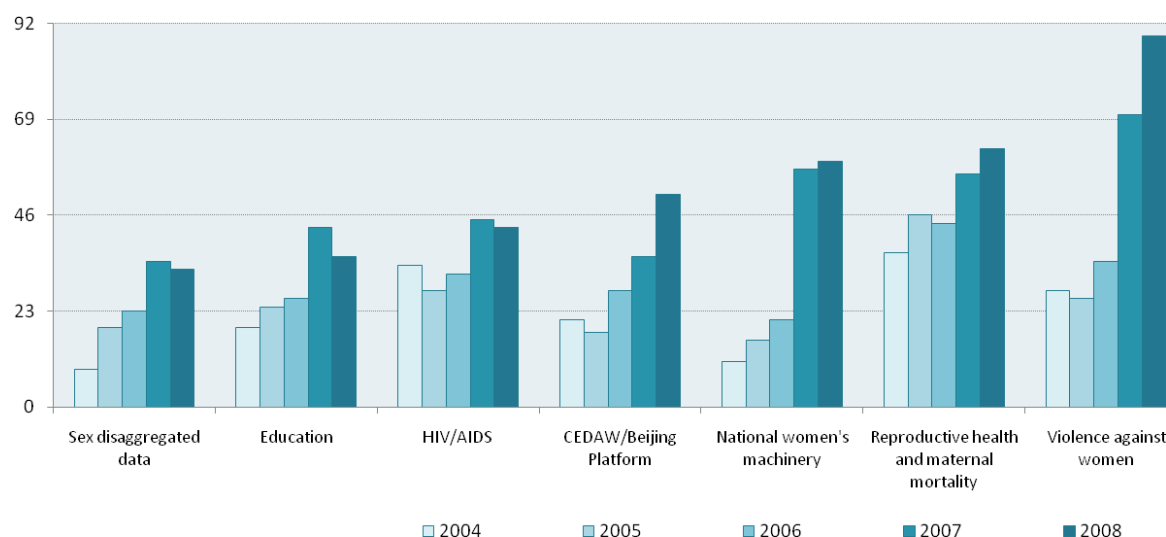
Notes: Gender theme groups (GTGs) include specific GTGs as well as multi-theme groups that include gender as a theme such as Gender and Human Rights Groups. Results for 2008 are based on analysis of information from 134 RC annual reports. In case of unavailability of final report, for a number of countries, information from draft reports has been used. These countries include Albania, Algeria, Azerbaijan, Barbados, Chad, Malawi, Mali, Pakistan, Poland, Sierra Leone, Sudan, Uganda, Vietnam and Zambia.

Source: Resident Coordinator Annual Reports, UNDG website

The most significant area of increased support to gender equality is in the area of ending violence against women, having more than tripled since 2004. In addition, the support is deepening, with approximately 90 per cent of the 89 initiatives amounting to significant programming, showing a move away from mere awareness-raising. This evidence, along with the Secretary-General's global campaign UNiTE to End Violence against Women, and increased donor support for actions to eliminate violence against women, makes it clear that tackling violations of women's human rights has become a leading area of focus for the entire UN system. Support for implementing or reporting on the Beijing Platform for Action and/or CEDAW has also increased, with over 90 per cent of these initiatives relating to assisting countries to report more accurately on CEDAW and/or to implement the CEDAW Committee's concluding recommendations. UNCT engagement with the CEDAW process is improving the knowledge of the UNCT and its national counterparts about the opportunities and obstacles to achieving gender equality, which is in turn being applied to country programming. The slight increase since 2007 to supporting national women's machineries can be attributed in part to the increase in UNCT engagement with CEDAW reporting, as in Kyrgyzstan, where the gender theme group organized a series of

discussions between the National Women's Machinery and women's groups on the ways of addressing the concerns expressed by the CEDAW Committee, which are expected to be included in the National Plan for Implementation of the CEDAW Concluding Recommendations. UNCTs are also supporting capacity development within National Women's Machineries to influence or implement national gender equality laws and policies and to institute gender-responsive budgeting across ministries.

Innovations and Good Practices at the Country Level

Democratic Republic of the Congo: addressing sexual violence

In 2008, the UNCT led a joint programme on sexual and gender-based violence implemented by UNFPA in North and South Kivu that provided care for 3,139 victims of sexual violence, of which 323 have received post exposure prophylaxis kits, along with treatment to repair the fistula. It also is supporting 22 health zones in order to increase the utilization of high-quality reproductive health services and HIV/AIDS prevention services, especially by young people, women and populations affected by the conflict.

In order to deepen UN support, additional positive steps have been taken to improve coordination and impact, including through the deployment of a Senior Adviser/Coordinator on Sexual Violence, financed by UN Action Against Sexual Violence in Conflict, a network of 12 UN entities, on behalf of the UN system. In response to Security Council resolution 1794, the efforts of the Senior Adviser/Coordinator have resulted in the elaboration of a Comprehensive Strategy to Combat Sexual Violence in the country. The Comprehensive Strategy has four interrelated pillars: combating impunity; prevention and protection; security-sector reform; and multisectoral response for survivors of sexual violence. This strategy was endorsed by the Government on 1 April 2009, following an extensive process of consultation with the UN Organization Mission (MONUC), the UNCT, the Government and civil society partners. This sets a historic precedent, being the first time a common framework and platform for action for all those involved in combating sexual violence has been developed, bridging security, humanitarian and development actors. Its four strategic components with designated leads hold great potential for a holistic response in a country where over 200,000 rapes are estimated to have occurred in 12 years of conflict.

India: addressing the gender dimensions of HIV/AIDS

In 2008, the UNCT supported increased action to address the gender dimensions of HIV/AIDS through: the development of policy recommendations; greater involvement of the Positive Women's Network of India to secure government commitment to enhance services for HIV positive women; review and strengthening of the gender component of the India Country Proposal for the Global Fund to Fight AIDS, Tuberculosis and Malaria; and mass education for government officials and the public. In a mass awareness-raising effort, the National AIDS Control Organization (NACO) incorporated the UN tool kit on the Gender Dimensions of HIV into its training curriculum for front-line workers from the Ministries of Health of Women and Child Development and of Rural Development. NACO also disseminated 19,480 of these kits to trainees on board the "Red Ribbon Express", the largest mass mobilization effort on AIDS undertaken anywhere in the world. In its year-long journey, the train halted at 180 stations and reached more than 50,000 villages with critical information on HIV prevention. The Red Ribbon Express was a landmark effort in which approximately 68,000 resource persons were trained using the training kit and ultimately reached 6.2 million people.

Learn More

Gender Equality: http://www.undg.org/index.cfm?P=222

CHAPTER 4

Strengthening the Resident Coordinator System

Strengthening Tools, Resources and Coordination Staff of Resident Coordinator system

How does this contribute to development effectiveness?

In their central role of coordinating UN operational activities for development and with appropriate resources and accountability, UNCTs can make response to national development priorities more effective. Adequate Headquarters funding for the Resident Coordinator system can in turn enable it to support countries in their efforts to achieve the internationally agreed development goals, one of the key purposes of UN reform. An expansion of UN resources based on a continuous, more predictable and assured basis can create greater impact at the country level.

Key Messages

- Greater coordination capacities at the country, regional and global level are required to meet the demands of the 2007 triennial comprehensive policy review and General Assembly resolution 62/277 on system-wide coherence.

- Given the relatively few resources allocated through central channels to the Resident Coordinator system, countries are experimenting with different ways to achieve greater coherence, effectiveness, efficiency and relevance. These measures, however, lack sustainability and harmonization across the system.

- Better equipped UNCTs, in term of coordination capacities, are those where agencies have decided to put part of their resources (technical, human and financial) at the service of the collective reform agenda at the country level. This has enabled them to provide leadership on specific initiatives on behalf of the system, second staff to Resident Coordinator offices and to cost-share part of the UNCT annual work plan activities.

UNDG Initiatives

Adequate capacity in the Resident Coordinator office is necessary to provide the following services to the UNCT and other partners, including Governments and donors:

• Support to good-quality shared analysis and strategic planning by the UNCT;
• Support to monitoring and reporting on results and expenditures;
• Support to effective communication within the UNCT.

While these functions are common to all Resident Coordinator offices, country contexts differ in terms of size and complexity and therefore require different levels of support and capacity. A typical Resident Coordinator office supports 10-12 resident United Nations entities and 10-12 non-resident entities. In certain contexts, the Resident Coordinator, who is also the UNDP Resident Representative (RR) usually the Designated Official, also combines the functions of Humanitarian Coordinator as well as Deputy Special Representative of the Secretary-General. In these cases, the Resident Coordinator therefore requires a level and range of support that is commensurate with the multiple functions he/she is expected to fulfil.

Country coordination capacities are funded through the Support to Resident Coordinator funds, provided by UNDP on its biennial support budget and channelled to Resident Coordinators through the Development Operations Coordination Office (DOCO). In addition to the core budget allocation, additional resources have been mobilized since 2001 through DOCO from bilateral donors in support of country coordination capacity (75 per cent) and United Nations Development Group activities at the Headquarters and regional levels (25 per cent).

Trends and Progress

Support to Resident Coordinator Offices

Approximately $30.5 million was allocated in support to the Resident Coordinator and UNCTs from resources from the Country Coordination Fund and the Support to Resident Coordinator fund in 2008. This translated into an average of $223,000 per office. The total of financial support from UNDP and

DOCO for the Resident Coordinator system has shown an incremental change over the years, from $72 million in 2004 to $111.3 million in 2008. For the past seven years, additional funding from alternative sources has been instrumental in increasing the effectiveness of the Resident Coordinator system. Another interesting trend observed over 2008 has been the increased number of specific donor-funded Junior Professional Officers, United Nations volunteers and UN Fellows within several Resident Coordinator offices. New donors have also joined the traditional ones in supporting the increase of coordination capacities at the country level, for a total of about 20 new international positions bilaterally funded in 2008. Cost-sharing mechanisms among the agencies have also been an important element in ensuring that available resources are deployed in a participatory, collegial and accountable manner.

Funding of the Resident Coordinator system by and through UNDP and DOCO, 2004-2008
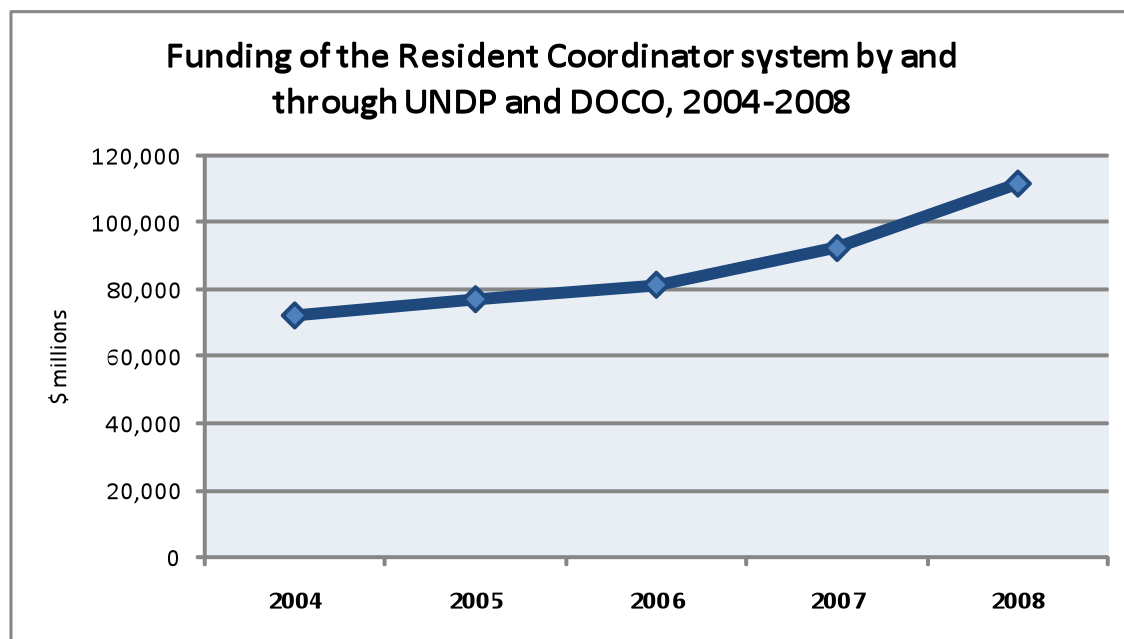
The data of a detailed survey on the staffing situation in Resident Coordinator offices is currently being analysed to obtain a complete picture of resources provided to Resident Coordinators through different sources in 2008. Results will be made available by October 2009.

Support to Delivering as One

For the facilitation and consolidation of institutional changes required for a successful Delivering as One pilot, additional funding can constitute a key element in launching the process given that changes require additional technical expertise, development of capacities, human resources and materials to make it possible. In this regard, DOCO raised $1,250 million in 2008 for pilots from donors through the Country Coordination Fund. In addition to these, an average of $156,250 was provided by DOCO to each of the pilots in 2008 to support the work of the Resident Coordinators and UNCTs.

Support to Crisis and Post-Crisis Countries

Following the meeting of the Secretary-General's Policy Committee on 23 July 2008, DOCO, in partnership with UNDP and PBSO, is developing comprehensive guidance on recovery. DOCO, UNDP and PBSO also prepared a specific proposal on the coordination needs of Resident Coordinators and UNCTs in post-crisis countries. Empowering and strengthening the coordination capacity of the Resident Coordinators, particularly in crisis and post-conflict countries, will be a key priority in order to provide adequate response to the increased expectations and demands on the Resident Coordinators as set forth in the UNDG Management and Accountability System.

Support for Transition-Planning Capacity Funding from the Transition Fund, a component of the Country Coordination Fund (CCF), through which resources of $4.44 million have been made available to enhance capacity in Resident Coordinator offices in 16 transition countries, enabled the hiring of 38 short-term and long-term staff. The staff helped to plan and coordinate United Nations recovery responses, align interventions with national priorities, and facilitate coherent United Nations system processes and approaches, including in the area of pooled funds, needs assessments and capacity-building. In particular they contributed to the:

- Development of UNDAFs in transition settings in Afghanistan, Côte d'Ivoire, Haiti, Lebanon, Timor Leste;
- Elaboration and operationalization of recovery strategies in eastern Democratic Republic of the Congo, Georgia, Iraq, Myanmar, occupied Palestinian territories, Sierra Leone, and northern Uganda;
- Design and implementation of integrated approaches and structures in Liberia and Somalia;

- Development of joint programmes for the MDG Fund, DPKO-UNCT activities and Peacebuilding Fund projects in Burundi, Haiti, and Lebanon.

Support to the strategic planning function was also provided through two inter-agency training workshops in Cairo and New York that brought together over 100 strategic planners, peace and development advisors, early recovery advisors and representatives of OCHA, DPKO, DPA, and United Nations agencies. Many of these staff are in DSRSG/RC Integrated Offices and are supported by additional coordination capacities provided by the peacekeeping mission or political mission structure.

Innovations and Good Practices at Country Level

In 2008, some UNCTs succeeded in securing supplemental coordination capacity funds in addition to the minimum staffing funded by the Support to Resident Coordinator and Country Coordination Fund. Although these efforts do not represent a clear, sustainable trend, they do indicate a sign that the involvement of UN agencies is fundamental in assuring continuity in coordination capacities, particularly when it comes to specific programmatic sectors. Some of these efforts are highlighted below:

Angola: UNICEF secured two months' funding for a UNDAF Advisor to work alongside the UNCT and the Government towards the finalization of the UNDAF 2009-2013;

Fiji: Seven country development managers were recruited by UNDP, UNFPA and UNICEF as part of the joint UN presence initiative in the Pacific to respond to the challenges of coordination in multi-country offices;

India: Staff secondments from UNFPA (50 per cent) and UNDP (100 per cent) enabled the successful implementation of the Joint Programme on convergence and strengthened coordination.

Liberia: Agency cost-sharing was secured to continue the position of the Sexual Exploitation and Abuse Prevention Coordination Officer;

Philippines: For a second year, UNFPA and UNICEF agreed to cost-share a Coordination Officer position.

Learn More

- Functioning of the Resident Coordinator system, including costs and benefits - http://www.undg.org/docs/9114/N0833755_Functioning_of_RCS_ecososc_13May08.pdf

- UNDP Programming Manual – Chapter 9 (2003)

- UNDP Programme and Operations Policies and Procedures – POPP (2009) - http://content.undp.org/go/userguide/

- Strengthening UN Coordination at Country Level - United Nations Country Coordination Fund (UNCCF) Proposal for 2009

- Current statistics on JPOs in UN Coordination: www.jposc.org

Resident Coordinator System Policy

An improved UN Resident Coordinator system, which is the core of inter-agency coordination at the country level, will make it easier for Governments to coordinate the UN system activities and increase the accountability and transparency of UN operations.

In this sense, the Management and Accountability System for the UN development system and Resident Coordinator system, approved by UNDG in August 2008, outlines a clear framework in which both accountability and management can be exercised effectively by the direct actors and levels, with a focus on the Resident Coordinator system.

Building on this major step forward, the UNDG endorsed key policy documents to continue the process of strengthening the Resident Coordinator system; specifically guidance on the working relations between Resident Coordinators and UNCTs; and a dispute-resolution mechanism for UNCTs. It is foreseen that the Management and Accountability system will enable the Resident Coordinator to have an equal relationship with, and responsibility to, all UNCT member agencies. The Resident Coordinator will support the entire UN family and coordinate its partnership with the Government in meeting its national development priorities and strategies. At the same time, the Resident Coordinator will be empowered by clear recognition by each organization of his/her role in strategically positioning the UN in the country and having access to the technical resources of agencies to support the Resident Coordinator function.

All UNCT members are accountable for results where they have agreed to take the lead. All Representatives will report to the Resident Coordinator on matters relating to the working of the UNCT and the programme implementation of any UNDAF/One Programme elements led by their agency. The Resident Coordinator will provide an assessment of that performance as formal input to agency performance appraisals.
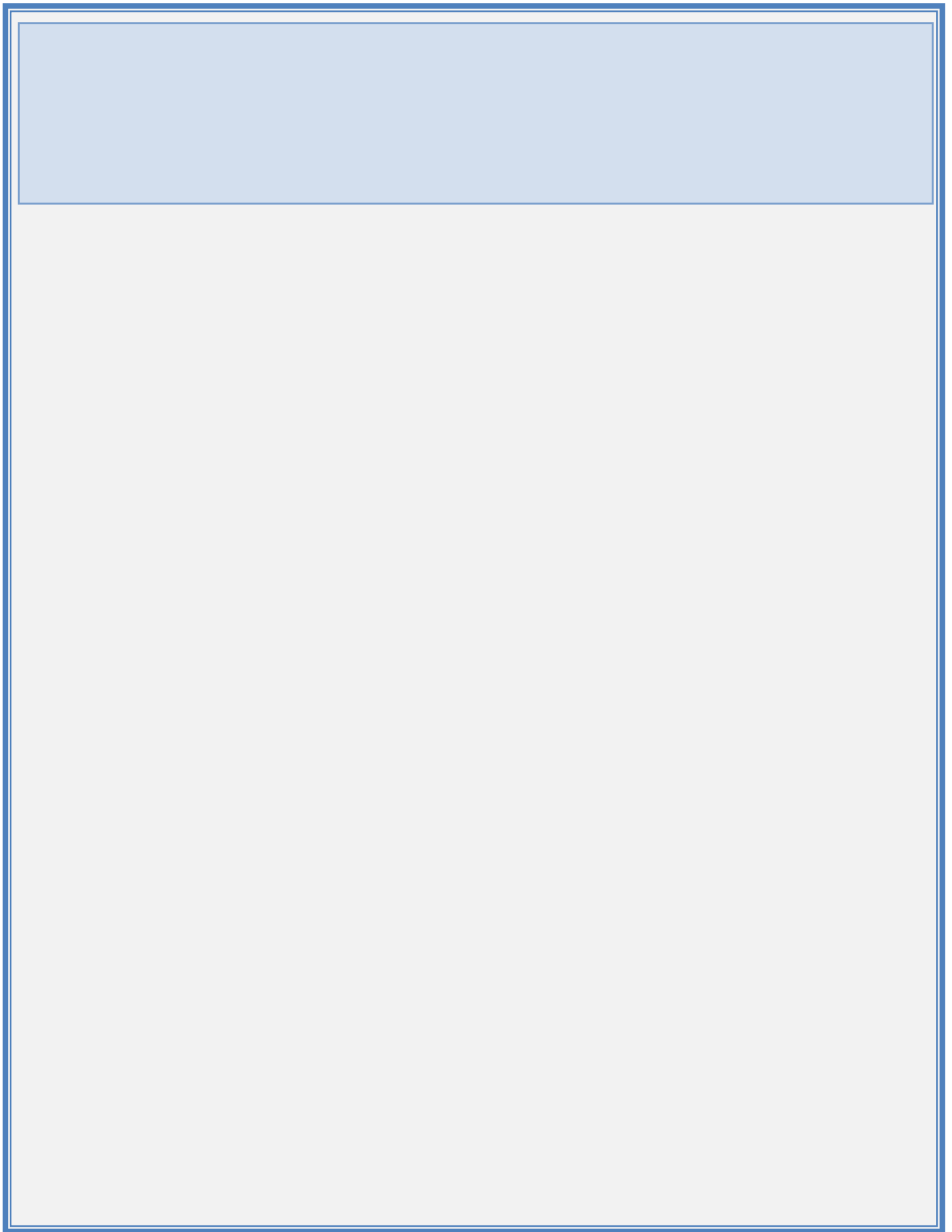
Strengthening the Capacity of the United Nations Country Teams

How does this contribute to development effectiveness?

In today's changing aid environment, the challenges and support needs of the programme countries have become more complex and require increased efforts and ongoing adaptation from the UN system if it is to provide high-quality, timely assistance as needed. Key elements in this respect are the continuous strengthening of UNCT staff capacities with the necessary skills and competencies and aligning the UNDG global, regional and country-level support structures. This will enable the Resident Coordinator system to play a more efficient and effective role in the coordination and implementation of the UN development operations at the country level and thus enhance the UN system's overall contribution to the achievement of national development priorities.

Key Messages

- A crucial component of the country-level efforts for enhanced coherence, effectiveness and relevance is the continuous strengthening of UNCT staff capacities at all levels through workshops, training manuals, e-learning tools, peer exchanges and knowledge-sharing and other forms of competencies and skills-building. UNCT capacity-strengthening activities provide an ideal linkage for translating and implementing recent UNDG policies, programming and operational guidelines at the country level.

- The improved quality of programmatic and operational contributions by the UN system in support of national development processes attests to the increased capacities of UN staff in common country programming processes and coordination-related aspects. Although increased efforts are undertaken at the global and regional levels to provide appropriate support to Resident Coordinators, UNCTs and coordination professionals, UNDG recognizes that more direct, hands-on technical support is required for UNCTs to consistently apply UNDG policies and guidance and valuable lessons learned from the enhanced coherence initiatives of the UN.

- Regional Directors Teams (RDTs) through their responsibilities for quality support and assurance (QSA), are becoming increasingly involved in country-level support and advice on substantive programming areas and coordination processes. In order to strengthen the current support capacities at the regional level, there is a need to further clarify the roles and functions of the QSA-Peer Support Groups in relation to the other support providers and to strengthen the regional level with appropriate capacities in terms of expertise and adequate resource requirements.

Trends and Progress

In 2008, the capacity-strengthening activities undertaken by UNCTs and the country support provided by UNDG in collaboration with the UN System Staff College (UNSSC) focused on three key areas of intervention:

(a) Enhanced programming efficiency and effectiveness at the country level: Alignment of UN programming frameworks with national plans, strategies, and planning processes;

(b) Strengthened coordination capacity for UN staff at regional and country level;

(c) Enhanced coordination practice, communication and knowledge management.

(a) Enhanced programming efficiency and effectiveness at the country level: Alignment of UN programming frameworks with national plans, strategies, and planning processes

At the country level, UNCT staff training focused on specific programming instruments and modalities to further improve the quality and efficiency of the common country programming process (CCA/UNDAF). Staff training and learning activities implemented by UNCTs specifically concentrated on: the formulation and implementation of joint programmes; planning in transition contexts and humanitarian coordination instruments; human rights-based approach; results-based management; monitoring and evaluation, including DevInfo; Harmonized Approach to Cash Transfer; and team-building and communication skills. In addition, UNCTs continued to organize and participate in UN corporate training on HIV/AIDS, gender equality, ethics and UN field security.

In an effort to better address the various support needs of UNCTs and strengthen both the capacities of national stakeholders and country staff in delivering enhanced quality results and impact, the UNDG in collaboration with the UN System Staff College has also further adapted the methodology and contents of the existing training and learning modules and tools.

In particular, the support strategy for UNDAF roll-out countries has been revised to further harness strategic priority-setting and consensus-building skills at the country level. In 2008, a total of 10 UNDAF roll-out countries received targeted in-country support (strategic planning workshops) and off-site coaching to produce better quality UNDAFs that are aligned with national development priorities. In all 649 participants, including UN staff and staff from partner organizations, were trained on common country programming processes, strategic thinking and prioritization, HRBA and RBM. Specific country-tailored support for joint capacity assessments, programming and operational aspects was also provided to UNCTs in countries embarking on a more integrated programming and operations approach.

While the overall support and resources available to UNCTs have been improved, challenges remain and capacity gaps were reported in particular in the areas of strategic priority-setting, results-based management, UNDAF monitoring and evaluation, joint programme implementation and common funding modalities and frameworks, as well as in more substantive areas such as aid effectiveness, private-public partnership-building and the integration of UNDF key principles and thematic issues. To address these gaps and supplement the efforts for enhanced coherence and integrated programming at the country level, UNDG will further strengthen its collaboration with the UNSSC in 2009 and initiate a comprehensive review and adaptation of the existing country-support strategy and tools.

(b) Strengthened coordination capacity for UN staff at regional and country levels

At the regional level, UNCTs are being increasingly supported through the RDT quality support and assurance mechanism. Together with UNDG and UNSSC, the regional QSA-Peer Support Groups provide specific off-site and in-country support during the CCA/UNDAF elaboration process. With their responsibilities for quality support and assurance, RDTs support now also often reaches beyond the development of the CCA/UNDAF by providing ongoing assistance to UNCTs with substantive programming and operational advice in areas such as human rights-based approach, results-based management and monitoring and evaluation. RDTs have also started to organize and convene regional

training on key programmatic areas. The RDT in Eastern and Southern Africa organized, for example, a regional workshop on joint programmes that was attended by members of 19 UNCTs of the subregion.

In order to further strengthen the strategic planning and support capacities of the QSA -Peer Support Groups, UNDG together with UNSSC, is also leading the design and implementation of competency-based training on HRBA and RBM and for the CCA/UNDAF training-of-trainers workshops.

In addition to the specific support mechanisms targeted at UNCTs as a whole, UNDG and UNSSC are also responsible for the design and delivery of competencies and coordination and leadership skills strengthening initiatives for Resident Coordinators and UN coordination officers. In 2008, 24 new Resident Coordinators participated in the RC/RR Induction and Orientation Programmes, which, for the first time, included specific sessions on political skills and acumen. The UNDG also facilitated the further inclusion of specialized agencies in the design of the RC/RR Induction and Orientation Programmes and developed and launched an inaugural Leadership Development Programme specifically tailored to women Resident Coordinators.

Finally, in 2008, a total of 40 new UN coordination officers and focal points of non-resident agencies attended the global annual induction workshop, which provides coordination professionals with key skills and techniques on coordination and programmatic areas to effectively support their UNCTs and Resident Coordinators. Regular exchanges and experience-sharing between coordination officers at the regional level have also become an important component for the enhancement of coordination capacities at the country level. Notably in this regard, the RDTs facilitated consultations among regional coordination officers to provide an additional opportunity for experience-sharing on UN coordination and common country programming processes.

(c) Enhanced coordination practice, communication and knowledge management

The UN Coordination Practice Area was launched in July 2005 as part of the UNDP Practice Model. The global UN Coordination Practice Network (CPN) was expanded to include all UNDG members. The CPN provides services such as network facilitation, formal e-discussions, an up-to-date discussion archive, including best practices and lessons learned relating to UNCT-coordination. In 2008, the CPN grew to over 1,000 members from various UN entities. Members range from programme and operations assistants through coordination officers, RC/RRs to Regional Directors. Besides providing an important

channel for global knowledge-sharing among coordination practitioners, the discussions are also a valuable source for UNDG working groups to collect feedback from UN field practitioners on issues such as the UN system's role in capacity development, strengthening collaboration with non-resident agencies and UN system and aid effectiveness

Innovations and Good Practices at the Country Level

Study Visits to Delivering as One Countries: In 2008, several UNCTs built up partnerships and peer-exchange mechanisms with Delivering as One pilot countries to gain additional insight and hands-on exposure to the implementation of enhanced coherence, effectiveness and relevant instruments. Among these, the Mali UNCT undertook a joint Government/UN mission to Rwanda and members of the Malawi UNCT undertook a study visit to explore the pilot implementation in Viet Nam.

Learn More

Resident Coordinator system support provided by UNDG in cooperation with UNSSC:
http://www.unssc.org/web/programmes/DC

UNDG E-learning kit on UN common country programming processes: www.unssc.org/lk

CHAPTER 5

Enhancing Coherence, Efficiency and Effectiveness

Common Programming: Quality CCAs and UNDAFs

How does this contribute to development effectiveness?

The UNDAF, as the main instrument of joint programming at the country level, offers a common strategic framework for UNCTs, developed with full government engagement, to support national priorities by integrating responses from all parts of the system in a coordinated and coherent way. It helps to strengthen the link between the UN normative agenda and its operational activities and to enhance aid efficiency and aid effectiveness.

Key Messages

- Over the next three years, 90 countries will be preparing their UNDAFs. This presents the UN system with an opportunity to provide strategic, relevant and focused support to countries and to enhance UN coherence across the globe in accordance with the mandate provided by the TCPR resolutions.

- UNCTs have made tangible progress in aligning the UNDAF with national priorities: 75 UNCTs reported that their UNDAF cycles were fully aligned with the partner country's national development cycles; 110 UNCTs confirmed that their UNDAFs were aligned with national priorities contained in national development plans, PRS or other national strategies and action plans.

- UNDAFs, however, continue to be of mixed quality, suggesting the need for more enhanced and systematic support throughout the common programming process. This includes availability of direct technical support to enhance the capacity of UNCTs to apply existing guidance and tools while other support mechanisms at regional and global levels need to be further strengthened.

UNDG Policy

In November 2008, the UNDG convened to discuss revisions to the 2007 CCA/UNDAF Guidelines and ways to strengthen and better support the UNDAF strategic planning and programming process based on the experience of and feedback from the roll-out process of UNCTs in 2007 and 2008. The resulting 2009 CCA/UNDAF Guidelines now provide enhanced guidance on strategic prioritization, comparative advantage, mainstreaming key principles, inclusiveness and engagement of all agencies, aid effectiveness, results-based management and monitoring and evaluation. Furthermore, the UNDG is considering the introduction and provision of an enhanced package of support to UNCTs that identifies clear responsibilities and resources at country, regional, and headquarters levels, including direct technical backstopping and quality assurance.
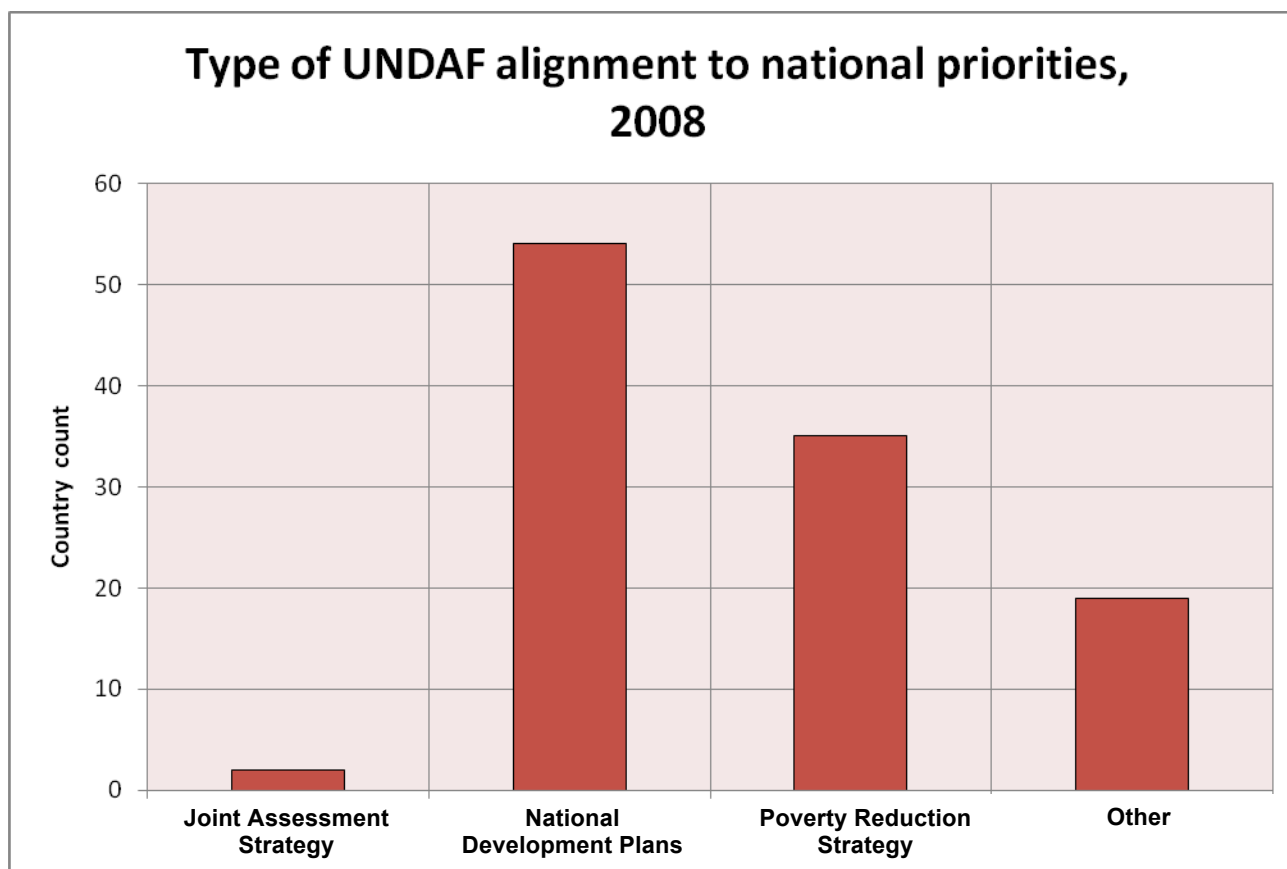
While surveys consistently indicate that UNDAFs are increasingly responding to national priorities and harmonizing with national development cycles and that UN staff and agencies are increasingly aware of the development expertise available across different agencies, the quality of UNDAFs continues to be mixed. Focus and prioritization are persistent challenges for the strategic positioning of the UN at the country level. The Delivering as One pilot countries have tested an integrated programme approach that links the strategic vision under the UNDAF more closely with its implementation plan, hence promoting greater coordination and coherence at the operational level. In the absence of an approach that helps to translate the strategic directions set out in the UNDAF into a more coherent implementation plan, the risk of a disconnect between the UNDAF and individual agency programming documents and the likelihood of fragmented project activities would be far greater. Moreover, in view of the current gaps in putting in place a fully harmonized approach to programme implementation, monitoring and evaluation, the quality and effectiveness of UNDAFs as a framework for the coherent delivery of results is further undermined.

In 2009, the UNDG will be finalizing guidance for UNCTs voluntarily electing to complement the UNDAF with the UNDAF Action Plan, which operationalizes the UNDAF and ensures greater coherence of UN support throughout its implementation phase. The development of the UNDAF and the Action Plan will be one seamless process and, depending on what UNCTs and Governments agree, could be reflected in either one document or two separate but closely linked documents. The guidance helps UNCTs ensure that the Action Plan does not duplicate the content of the UNDAF but rather focuses on the modalities of implementing the results agreed in the UNDAF. Together with a high quality strategic UNDAF framework, the Action Plan is another step in enhancing UN coherence as well as simplifying the UN common country programming process.

As the Delivering as One pilot countries have demonstrated, the best timing for introducing measures to enhance UNCT coherence, effectiveness and relevance is at the beginning of the UNDAF formulation process. Nonetheless, the UN system recognizes that a more concerted effort is required to boost country capacities and support systems for better quality results frameworks in 2009.

QUALITY UNDAFs SHOULD:

- *Embody a strategic vision of the UN system's contribution to national priorities.*

- *Focus UNCT resources on issues or areas where the UN can make the biggest difference, based on its comparative advantage and capacities.*

- *Include a robust set of results that are measurable and for which agencies can be held accountable.*

- *Demonstrate how the UN has internalized in its programme the principles of aid effectiveness, capacity development and national ownership.*

- *Reflect the normative standards that the UN is mandated to promote, such as HRBA, gender equality and environmental*

Type of UNDAF alignment to national priorities, 2008

Country count (y-axis): 0, 10, 20, 30, 40, 50, 60

- Joint Assessment Strategy
- National Development Plans
- Poverty Reduction Strategy
- Other

Trends and Progress

According to the 2009 Vital Statistics Survey, 73 per cent of UNCTs reported having an UNDAF in place. Countries where there are no UNDAFs include crisis/post-conflict countries or where the UN presence is too small to justify one. In 2008, a total of 10 UNCTs launched the UNDAF roll-out process: Afghanistan, Armenia, Bosnia and Herzegovina, Botswana, Guatemala, Kazakhstan, Macedonia, Tajikistan, Turkmenistan and Uzbekistan. UNDG provided enhanced support to these countries in planning, priority-setting and the design stages of UNDAF formulation to strengthen the quality and coherence of country level programming. Many UNCTs commented on the highly inclusive and participatory nature of the strategic planning process, the increased involvement of partners and stakeholders, especially non-resident UN agencies, government representatives, donors and civil society, the improved integration of cross-cutting issues such as human rights, gender, as well as the high degree of national ownership exhibited by Governments.

One hundred and ten UNCTs confirmed that in 2008 UNDAF focus areas and outcomes were aligned with national priorities, including national development plans, Poverty Reduction Strategies, and other key national frameworks, and were in areas where UNCTs demonstrate a comparative advantage. Seventy-five UNCTs reported that their UNDAF cycles were harmonized with the partner country's national development cycles in time and duration as compared to 56 UNCTs in 2007, 30 in 2006, and 21 in 2005; with 5 UNCTs planning to align and 30 that remain unaligned although they respond to national priorities. Where there is convergence between UN and government processes, UNCTs are finding that their strategies are more attuned to respond to national priorities in addition to offering an opportunity for mutually supportive planning between UNCTs and government partners.

Since 2006, UNCTs are increasingly relying on available national analytic work in place of carrying out a CCA. In 2008, 6 of the 10 roll-out countries reported finalizing their CCAs or undertaking a country analysis: Bosnia and Herzegovina, Botswana, Guatemala, Kazakhstan, Turkmenistan, and Uzbekistan. UNCTs in Afghanistan, Armenia, Macedonia, and Tajikistan instead relied on available country studies, analysis and reports.

Innovations and Good Practices at the Country Level

Afghanistan: The UNCT integrated a conflict analysis in the preparation for the UNDAF to complement the poverty profile in the Afghanistan National Development Strategy and as a way to mitigate the impact of the country's dynamic security environment. The resulting UNDAF strategically positions the UN to address the nexus between stability and poverty alleviation through a human-rights based approach. The UNDAF also proposes innovative approaches such as the establishment of comprehensive provincial packages directed at select provinces that have received little investment and the creation of a UN common fund to ensure greater coherence of UN activities.

Botswana: The UNCT used the opportunity of the UNDAF roll-out process to begin developing a One Programme, culminating in the signing of a *Road Map to a Government of Botswana – UN Programme of Cooperation* with the Government by seven resident and six non-resident agencies. The One

Programme under development is an effort to improve UN system capacity to deliver coherent, coordinated and harmonized support at the Government's request.

Nigeria: To facilitate the implementation of UNDAF II (2009-2012), the UNCT is preparing medium-term cooperation frameworks (MCFs) that will improve the internal cohesion of the UN as well as the larger partnership with the Government at federal and state levels. The MCFs will also provide a flexible and pragmatic interpretation of Delivering as One and thus bridge the existing gap between the high-level results in the UNDAF with the outcomes of agency programmes. Once endorsed, the MCFs will provide a means for clearly defining and assigning operational responsibility for the achievement of results. They will form the basis for programmatic collaboration between the UN system and States and guide the preparation of annual work plans and periodic assessments of mutual performance, including annual reviews. An MCF is a single document between each State and the UN system that represents the harmonization of State priorities with those set out in the UNDAF.

Tajikistan: The UNCT developed the UNDAF to specifically address the role of UN agencies in supporting national development strategies within the framework of the Joint Country Support Strategy. The Strategy embodies the vision of what Tajikistan wants to achieve and how it plans to do so and determines how the international community will work more synergistically and effectively to support the PRS.

Learn More

Programming Reference Guide (UNDAF): http://www.undg.org/index.cfm?P=4
Common Country Programming Processes: http://www.undg.org/index.cfm?P=226

Accountability for results and common country programming

Results-based management (RBM)

Accounting for development results must be central and integral to UN work on the ground. The results of monitoring and evaluating development efforts of an individual UN entity are significant but those of the UN development system in the country as a whole are much more relevant and have greater impact. Managing for results as One UN requires practicing results-based management through sound monitoring and evaluation (M&E) and reporting results at the country level.

In this context, in its resolution 62/208 on the triennial comprehensive policy review, the General Assembly clearly called upon the United Nations to strengthen the culture of results-based management in development programming at the country level. In particular, the General Assembly:

"Underscores that the resident coordinator, supported by the United Nations country team, should report to national authorities on progress made against results agreed in the United Nations Development Assistance Framework;" [Para 96] and

Requests the Secretary-General to continue to assess the effectiveness of the operational activities for development of the United Nations system, including, in particular, by assessing the effective use of all capacities available to provide a comprehensive and flexible response to the demand of developing countries for development support, and to report on the results of this assessment in the context of the next comprehensive policy review [Para 131]."

Monitoring and evaluation is being used by the UN development system at the country level to manage and report on results, thereby helping to promote a greater sense of accountability. In aligning development strategies to national priorities, there is an increasing realization by the UNCTs of the importance of integrating M&E at the initial programming stage. In other words, they are designing programming interventions with a view to the inputs that will be needed for undertaking annual reviews and final evaluation. This calls for strong RBM capacity in the realm of inter-agency collaboration.

In light of such realization, 2008 marked a new frontier for the UNCTs to further address ways of operationalizing RBM into their programming process. From the Delivering as One pilot countries to

other innovative UNCTs, a number of valuable lessons are being learned. For example, a number of experiences are revealing ways in which the UN can systematically approach annual reviews with the Government. Furthermore, there are several innovative common reporting mechanisms being derived through these efforts, ones that respond to the frequently discussed issue of transaction costs and operational efficiency in light of inter-agency collaboration.

For the UNDG, this has shown how country experiences can influence policy in support of RBM for the UN system at the country level. In 2008, the section on UNDAF Monitoring and Evaluation in the CCA/UNDAF guideline was reviewed and revised where UNDAF annual review and final evaluation became mandatory. The guideline emphasizes the importance of UNDAF evaluation that occurs at the end of the cycle and underlines that it should be performed by external consultants. Furthermore, the guideline notes the importance of maintaining linkages between M&E of the UNDAF and that of individual agency country programming frameworks, especially outputs and indicators.

Consequently, a general trend of UNCTs proactively pursuing UNDAF annual reviews and final evaluation has been observed. For UNDAF annual reviews, from 2005 there has been an overall increase in the number of UNCTs that have engaged in the UNDAF annual reviews. While in 2005, only 4 UNDAF annual reviews took place, by the end of 2008, the number increased to 49. Regarding final evaluations, 36 out of a total of 104 UNCTs reported having undergone UNDAF evaluation in 2008 – about twice as many as in 2004.

Such trends also suggest an increasing commitment on the part of the UNCTs to jointly review development outcomes with the Government, adding to the spirit of coherence and national ownership. In these reviews, UNCTS have used M&E techniques to focus on the key strategic development results aligned to the national priorities. More than 50 per cent of all UNCTs that started their UNDAF cycle in 2008 have developed an inter-agency M&E mechanism for the UNDAF, including developing a governance model, establishing guiding principles of annual review and adopting standardized documentation. Several UNCTs undertook the annual review in 2008 and aligned their own review process with that of the national process.

RBM still offers great advantages for the UN, with potential for innovative solutions despite real development challenges facing nations around globe. The UN system at the country level will continue

to explore ways in pursuing effective UNDAF annual reviews and evaluations as a practical method for managing for results. At Headquarters, on the basis of lessons learned, inter-agency efforts are focused on further developing guidance on UNDAF reporting as well as enhancing RBM capacities at all levels of the UN development system.

Operationalizing the UNDAF

As some of this year's Resident Coordinator annual reports make clear, several countries with strong national ownership and proactive UNCTs have advanced the UN coherence agenda in line with TCPR resolutions by developing joint operational frameworks to implement the UNDAF. By working together, UNCTs are delivering better support to Governments and achieving greater relevance, effectiveness and efficiency.

One Programme

Each of the eight Delivering as One pilots has developed a One Programme to support UN efforts to align more closely with national priorities and to ensure that Governments have access to the experience and expertise of a wider range of UN organizations, including non-resident agencies, in responding to those priorities. In some countries, the One Programme focuses on a sub-set of outcomes within the context of the UNDAF while in others it covers the entire UNDAF and clearly articulates areas for more effective inter-agency collaboration. One of the early lessons learned from the pilots is that the One Programme approach is best used when synchronized with the UNDAF roll-out process. It simplifies the programming process, ensures increased strategic focus and programme coherence and improves alignment with national priorities.

Common Country Action Plans

UNCTs that have developed common operational documents, such as those in Bhutan, Papua New Guinea, Rwanda and Viet Nam, have found that they contribute positively to making the UN more effective in its support to Government. Common operational documents also reinforce the internal coherence of the UNCTs by offering:

- Better alignment between UNDAF and agency programmes; including a more concrete resource framework;
- Clearer division of labour between agencies;
- Stronger link between the M&E of agency projects/programmes and of the UNDAF M&E, thereby strengthening accountability of UNDAF results;
- Enhanced resource mobilization as funding gaps in certain programme activities are addressed through the pooling of funds from other UN agencies. They also support predictability, transparency and accountability vis-à-vis partner Governments by identifying resource commitments, accountabilities, management and implementation strategies, and M&E.

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Common Services/Premises and Harmonized Business Practices

How does this contribute to development effectiveness?

The greater the synergy between development programming and operations on the ground, the more effective development will be. For the UN system, this is exemplified in the synergies created by UNDAF programming and common services/premises and harmonized business practices. Such integration improves coherence, effectiveness and relevance to UN in-country support. Operational linkages to programmatic interventions are key to effective programme management and lead to development effectiveness.

Key Messages

- Almost all UNCTs have implemented some common business arrangements, primarily around common long-term agreements for travel and banking. There is much more that can be done at the country level with clear messages and support from agency headquarters: a focus on better integration of programmatic needs and business planning modalities is key.

- Interest in and work on common premises is high but funding for renovations and construction remains a serious road block. This also inhibits the development and practice of common business operations/common services.

- Some extremely innovative work is being done in the area of common ICT arrangement and common procurement (common teams, common infrastructure) and these are becoming models for better coordination of business operations.

- The Harmonized Approach to Cash Transfer is a further step in implementing the Rome Declaration on Harmonization and the Paris Declaration on Aid Effectiveness, which call for a closer alignment of development aid with national priorities. HACT also a key risk management

tool in the management of funds and helps to identify and address capacity-development needs of implementing partners.

UNDG Policies

Common services provide UNCTs with the opportunity to consolidate and harmonize business operations. This in turn allows them to acquire significant organizational benefits – both financial and non-financial – from these arrangements.

One of the emphases of UNDG work in 2009 has been enhanced support to UNDAF roll-out countries. The integration of business operations as part of common programming process at the country level is a part of this support.

To foster implementation of common services at the country level, the UNDG will review the existing UNDG guidelines and update them in line with the approach of greater integration between programme and operations. Provision of direct support to countries implementing common services will be continued. Also in 2009, an accountability framework and M&E mechanism for common services will be developed and implemented.

Further guidance and support will be provided to country offices establishing common premises. This will be ensured through the development of options for funding common-premises projects, facilitation of the establishment of eco-friendly UN Houses in cooperation with the Environmental Management Group, and institutional scaling-up and provision of implementation support for common premises projects.

Based on the implementation status and other feedback received, the HACT Advisory Committee has reviewed the recurring obstacles to HACT implementation and has developed additional guidance on responses to key implementation challenges.

Trends and Progress

The development of a common domain name and common e-mail address for Resident Coordinator offices was completed and tested in Mozambique in 2008. In 2009, this initiative will be implemented by Resident Coordinator offices in other pilot countries and subsequently by those from other countries.

An ICT common directory initiative was launched under UNDG auspices. Its main objectives were to (a) identify and present the alternatives for a UN system-wide directory that allows individuals working in UN organizations and (b) to locate the contact details for colleagues in other organizations, as well as recommend a solution suitable for most UN organizations. To this aim, a common directory study was undertaken in 2007, with the participation of ten UN organizations (FAO, ITU, UNDP, UNFPA, UNHCR, UNICC, UNICEF, WFP, WHO and the UN Secretariat). Its recommendations were tested in Mozambique and Pakistan. In 2008 the UNDG refined the results and recommended evaluations to the High Level Committee on Management (HLCM) for global implementation. No further activities pertaining to the Common Directory are planned by UNDG.

UNCTs in Albania, Armenia, Bangladesh, Bhutan, Cambodia, Egypt, Fiji, Liberia, Rwanda, Uruguay and Viet Nam have all been focusing diligently on common premises, and in the process of doing so have recognized the inherent need for coordinated business operations and have collaborated more fully to achieve them.

There is an increase in coordinated procurement at the country level, expanding beyond simple shared long-term agreements for travel and other administrative services towards the conception of One UN procurement teams; coordinated procurement processes and planning; and coordinated planning under the aid effectiveness agenda. Albania and the United Republic of Tanzania have made the most specific progress in developing ideas and implementing changes for common procurement; Mozambique, the United Republic of Tanzania and Viet Nam are also making strides with a project for one ICT

infrastructure and in the case of Mozambique and the United Republic of Tanzania this is being done in the absence of common premises.   Many countries are following these projects with great interest and are developing their own initiatives. The UNDG is developing plans to document the experience of these countries and provide guidance on project implementation.

In 2008, HACT expanded beyond the four funds and programmes in Delivering as One pilots. FAO, HABITAT, UNESCO, UNIDO and UNOPS and confirmed that they will use HACT where applicable to their operations in pilot countries.   However, HACT still remains to be adopted more broadly by other agencies and extended to countries beyond the pilots.

HACT implementation has now started in over 120 countries. A total of 89 countries have ensured (or are in the process of ensuring) the agreement of the Government for the adoption of HACT; 89 macro-assessments have been completed or are ongoing; 77 countries have completed (or are in the process of completing) micro-assessments; 23 have developed audit and assurance plans; and 34 more have indicated that the process is under way. HACT is now fully implemented in 19 countries.

 The approach allows UNCTs to focus their efforts more on strengthening national capacities for management and accountability, with a view to gradually shifting to utilizing national systems. It will also help UN agencies to shape their capacity development interventions and provide support to new aid modalities.

While some challenges to full HACT implementation remain, the initial feedback confirms that partners see HACT as contributing to better planning and monitoring with great potential to reduce transaction costs. Mozambique, for example, has estimated that about 20 per cent of government and UN staff time has been saved with the adoption of the HACT.

Innovations and Good Practices at the Country Level

Viet Nam Delivering as One: "Deliver Green"

The Government, donors and the UNCT consider the "Deliver Green" One UN House in Hanoi a prerequisite to the full implementation of the One UN initiative. The Government is contributing a high-value land site and a building and is likely to offer the premises rent free for 10 years, subject to final approval. The green aspects of the One UN House include energy-efficient air-conditioning and lighting systems, open-plan offices to maximize space efficiency and natural light, water-efficient plumbing fixtures and water harvesting and/or recycling and re-use of at least 85 per cent of the existing United Nations Apartment Building. Based on the joint letter by the Resident Coordinator and the 16 Heads of Agencies, the headquarters of 15 UN organizations have agreed to fund the remaining resource requirements on a pro-rata basis, according to space requirements. The Green One UN House will be opened in 2010.

Fiji and Samoa: joint country presence

In 2008, the multi-country UNCT of Fiji in the Pacific region, whose joint UNDAF with the Samoa UNCT covers 14 countries, has expanded its UN presence in eight additional Pacific Island countries. To ensure the continued, coherent engagement of the national development dialogue on One UN, these joint country presences have been established for the national MDG attainment. Of the eight presences, six were officially launched in 2008: Solomon Islands on 23 April; Vanuatu on 30 April; Kiribati on 5 August; Republic of Marshall Islands on 25 November; Federated States of Micronesia on 1 December; and Palau on 3 December 2008. Tuvalu was opened through a 'soft launch' in November 2008, to be followed by the official launch in the second quarter of 2009. The operations of the joint presences in these countries highlight the critical importance that Pacific island countries have attached to UN agencies approaching their development challenges in a coherent and cohesive manner as "One UN".

Mozambique: common ICT infrastructure

The development of a common ICT infrastructure is one of the major achievements of the Delivering as One common services in Mozambique. The common ICT premises that have been set up will include: common emergency operations/ situation room; common radio room; common data centre and server-room; common help-desk and ICT lab; and storage and reception areas. The common infrastructure is expected to yield significant cost reductions, improve connectivity quality and reliability, and

incorporate additional benefits (e.g., in the cases of disaster recovery and business continuity). The equipment is currently being installed and is expected to go live in the middle of the second quarter 2009.

United Republic of Tanzania: Procurement

To move forward on joint procurement, the Tanzania One Procurement Team (TOPT) was established in October 2008. The team consists of four UN agencies who meet for one day per week to undertake procurement gap analysis to identify what new long-term agreements the UN needs and to develop a new One procurement planning template. The data collected makes the case for implementing the mandatory use of long-term agreements for all basic services, such as cleaning, stationery and office maintenance. The Government is increasing its efforts to coordinate procurement planning and using its own systems more and moving towards the One procurement unit.

Learn More

The UNDG Toolkit www.undg.org

Common Services area of the UNDG Web site: http://www.undg.org/index.cfm?P=8

The Common Premises/UN House website: http://www.undp.org/unhouse/

HACT page on UNDG website (Framework, Technical Notes, FAQs, etc.) :
http://www.undg.org/index.cfm?P=255
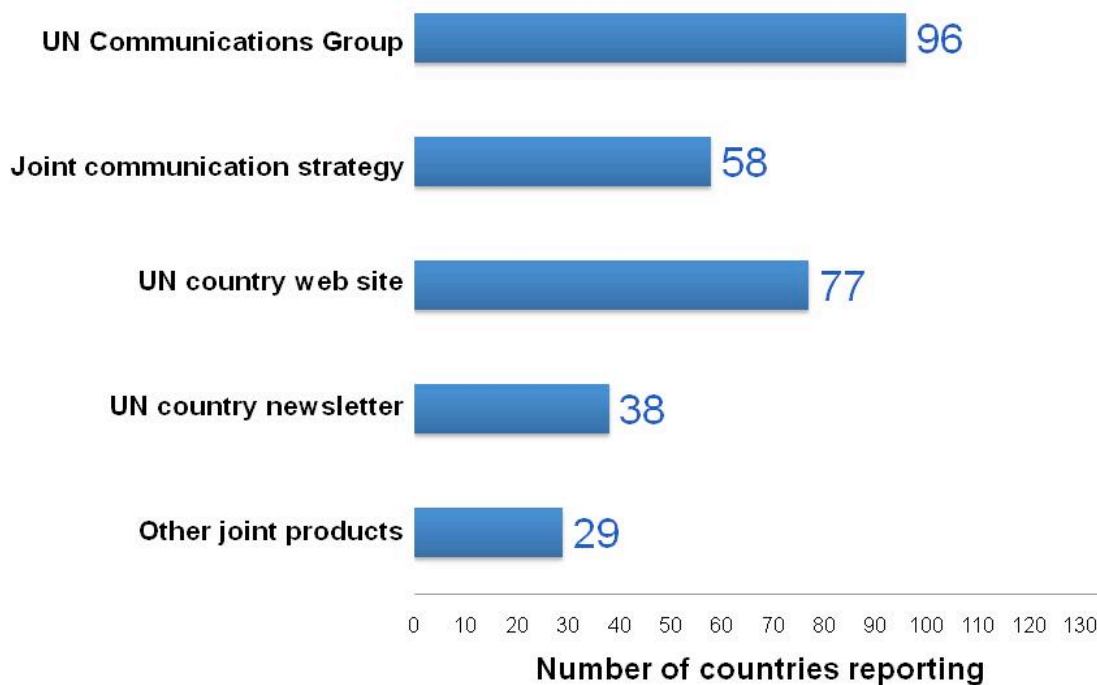
Joint Communication

How does this contribute to development effectiveness?

Joint communication describes UN agency efforts to coordinate and share communication resources at the country level in order to improve UN support for national and international development objectives, particularly the Millennium Development Goals. The overall objectives are to position the UN development system as an effective, impartial and reliable partner; enhance the reputation and influence of all UN agencies; deepen engagement with stakeholders; and provide comprehensive and timely information about programmes and results. Joint communication seeks to amplify the voices of all UN agencies and preserve their distinct identities while presenting the UNCT as a coherent family that delivers consistent and persuasive messages. At a more advanced level, joint communication supports more intensive advocacy on common causes and cross-cutting issues with the aim of promoting behaviour and policies that reduce poverty and promote development.

Key Messages

- UNCTs are increasingly engaging in joint strategic communication that includes developing a strategy (49 countries) and conducting joint advocacy and media relations in support of UNDAF outcomes and national priorities.

- The number of UN Communications Groups continues to grow and UN agencies are becoming more ambitious in using the groups to plan, coordinate and sequence their communications together.

- UNCTs are using more and better-quality joint communication products and vehicles, including UN system web sites (60 countries), UN newsletters (38 countries) and other common materials such as reports and information kits (29 countries).

UNCT joint strategic communication

Category	Number of countries reporting
UN Communications Group	96
Joint communication strategy	58
UN country web site	77
UN country newsletter	38
Other joint products	29

UNDG and UNCG Policies

In 2008, the UNDG decided to make joint communication an option for countries to pursue on a voluntary basis as part of enhancing the coherence, effectiveness and relevance of UN development operations. The foundation for joint communication at the country level is the UN Communications Group (UNCG), which follows a basic operating model agreed by the global UNCG in 2006. The global UNCG has also agreed on the Standard Operating Procedures for Communicating Together in Times of Crisis.

Responding to requests from field staff, in 2008 the global UNCG created the Working Group on Communications at the Country Level to focus more attention on the needs of country offices. In 2008, DOCO, UNCG and UNDG collected and synthesized good practices on three key topics: communicating

to promote UN coherence, effectiveness and relevance, forming and strengthening a UN communications group, and writing a joint communication strategy.

Trends and Progress

Joint Strategic Communication: UNCTs are increasingly applying a strategic approach to their combined communication efforts, with 49 annual reports noting the use of joint communication strategies and more expressing the intent to do so. Evidence suggests this is part of a growing shift in mindset as UNCTs move beyond providing public information to set specific objectives for their communications. This progression includes developing common messages and positions used by all members of the UNCTs, strategically positioning the UN development system in the country and coordinating joint media appearances and advocacy campaigns.

A growing number of UNCTs are making communication a core function of what the UN does. Many reported that planning and executing communications jointly saves time and resources, amplifies the UN system voice and influence and yields results that agencies would not have been able to achieve individually. However, some UNCTs found it challenging to work together and follow a strategic approach, citing a lack of resources, staff and management commitment and planning capacity.

UN Communications Groups: The number of Resident Coordinators reporting that they have an active UNCG continued to rise, reaching 88. While the model varies from country to country, UNCG typically includes communications professionals or focal points from all agencies in the country and serves as a coordination mechanism to ensure that agency communications are complementary rather than competitive. Ensuring participation and productive joint action is not easy but many UNCTs report that through commitment and determination they have achieved positive results. The recent trend of staffing a communications position in the Resident Coordinator office accelerated in 2008, with reports indicating that it results in a dramatic improvement in the quality and quantity of joint communication. The heads of agencies in Kosovo highlighted staffing this position as a best practice.

UN Country Web Sites and Intranets: Increasingly, UNCTs are launching UN system web sites that provide information on activities of the country level and promote a unified image of the UN. In 2008, 60 UNCTs said they maintain a joint site. UN Cambodia also launched Web 2.0 pages on Facebook and CNN i-report. UN Panama created an online media bank with photo and video galleries, chronicles and testimonies of individuals directly or indirectly related to agency projects. A few teams have launched inter-agency intranets to facilitate information-sharing and knowledge management.

Innovations and Good Practices at the Country Level

Advocacy communication: A dozen UNCTs conducted joint advocacy communications. In India, communications and programme specialists united to forming knowledge partnerships with Parliament and five State Legislative Assemblies, facilitating meetings and field visits with elected representatives and developing joint messages, presentations and resource material. In Zambia, agencies joined together to nominate singer Marsha Moyo as the UN MDGs Advocate for Zambia, the first such advocate in the world. Her work has increased media visibility for both the UN and the MDGs in Zambia. Other good practices included developing relations with ministry public relations officers in Eritrea, knowledge-sharing in Ethiopia, supporting the national dialogue and reconciliation process in Kenya, joint visits by the Resident Coordinator and heads of agencies in Thailand, and a year-long campaign on human rights in Ukraine.

Broadcast and audiovisual media: In Burkina Faso, television and radio programmes on UN themes were programmed that were broadcast widely through state media. In Samoa, a documentary film on climate change was produced and screened. In the Central African Republic, a monthly "UN Magazine" show was developed while the team in Mali held a televised debate and Nepal set up a UN Radio Team. For the MDGs, a weekly talk show was produced in Indonesia and in South Africa a radio soap was aired.

Communication for reform and change management: The Delivering as One pilots and a few other teams used joint communication to enhance awareness, commitment and support for internal changes, establish a clear UN identity, harmonize messages, and build partnerships. Their UNCGs organized staff briefings across agencies, conducted town hall meetings, question and answer sessions and road shows, developed common communication guidelines, produced extensive communication materials on

Delivering as One, and provided regular updates for stakeholders. Pakistan and the United Republic of Tanzania also piloted the use of "change champions", who act as internal advocates for reform.

Graphic guidelines and branding: In Rwanda, common guidelines for communication, including a graphic profile for the UNCT were piloted. By using visual identity strategically, often together with agency logos, the team found that visibility increases for the entire UN family. In Kosovo, a joint logo and local usage guidelines were developed in order to differentiate the role of the development agencies from that of UNMIK and facilitate cooperation with government partners. Responding to a different political context, Liberia's "At Work Together" positioned the UNCT and UNMIL as an integrated team. Other teams engaging in common branding and positioning included Albania, Bhutan, Malawi, Mozambique, Nigeria, Pakistan, Papua New Guinea, the United Republic of Tanzania, Viet Nam, and Zambia.

Media relations: Several teams highlighted the effectiveness of conducting media relations together, including joint press briefings, television appearances, press releases, and skills training for UN managers and journalists. The MDGs were a common theme.

Monitoring, evaluation and surveys: The UNCTs in Kosovo, Pakistan, Rwanda, and the United Republic of Tanzania made extensive use of internal and external opinion surveys, which helped them to analyse stakeholder needs and perceptions, refine their strategies, establish baselines and evaluate the impact of communication.

One UN Communications Team: In Viet Nam, the UNCT continued to pilot a unique approach with its One UN Communications Team, which is composed of a co-located and integrated team of communication experts from UNAIDS, UNDP, UNFPA UNICEF, and UNV. In 2008, the five organizations agreed to a new accountability model that is unique to Viet Nam, with a single manager in charge of the inter-agency team and a different internal organizational structure with harmonized reporting lines and supervisory relationships.

Products and materials: UNCTS are increasingly distributing joint communications products. A common UN Newsletter remained the most popular option, with 38 Resident Coordinators reporting that their team produces one. At least 29 offices released other joint products such as a UN system information

kit, a UN calendar or wall planner, report compilations, email bulletins, magazines, brochures, and guidebooks. UN Liberia developed materials to showcase its work as an integrated mission and the UN Kosovo team distributed press and donor kits to raise awareness of its work. UN Afghanistan developed maps indicating UN agency presence and activities at the provincial level. Others, including China, the Philippines, Senegal, and Thailand, produced thematic publications on the MDGs and climate change. Panama launched its first UN annual report. Many teams commented that producing materials jointly saved money and allowed agencies to reach a much wider audience than they could have alone.

Learn More

Joint Communication: www.undg.org/communication
UN Communications Group: www.un.org/uncg

Joint Resource Mobilization

How does this contribute to development effectiveness?

Joint resource mobilization allows the UN system to acquire resources in support of national development priorities. It enables better planning and utilization of all resources available to Governments for the achievement of national development goals in a more effective manner.

Key Messages

- Joint resource mobilization efforts at the country level increasingly focus on securing funds for coherent and relatively large programmes that offer the prospect of longer-term impact.

- As the partner of the Government, the UN aims above all to mobilize joint resources for the country, not for the UN. The decisions on key resource mobilization and allocation targets are guided by strategic priorities jointly defined by the UN and its national partners.

- Clear understanding of resource requirements for delivery of planned results is critical for setting resource mobilization targets. It is also important to ensure that the joint resource mobilization and the agency-based resource mobilization efforts are complementary.

UNDG Policies

The Delivering as One initiative, started in 2007, gave impetus to advancing UN reform at the country level. Among others, pilot countries introduced mechanisms for UNCTs to jointly define, manage and monitor resources necessary for the achievement of UNDAF results.

The experiences of pilot countries in joint resource mobilization were analyzed and captured in the Guidance Note on Joint Resource Mobilization. The Guidance Note is part of the UNDG Toolkit for Improved Functioning of the UN Development System at the Country Level. It provides useful hints on how to develop a joint resource mobilization strategy and ensure that it is implemented in the most effective way, focusing on:

- Developing a convincing business case to establish partnerships that will help to mobilize resources covering all activities articulated in the UNDAF. Joint resource mobilization efforts help UN agencies to work together to mobilize resources on behalf of their common strategic framework, rather than each agency mobilizing resources separately;

- Reducing transaction costs for both partners and the UN;

- Fostering a proactive approach to managing ongoing donor relationships in order to promote long-term partnership relations between the UN system and donors.

Trends and Progress

Joint resource mobilization efforts at the country level are often represented through the mobilization of resources for specific programmes and projects. Increasingly, UNCTs unite their efforts for joint resource mobilization in support of particular joint programmes. Through their 2008 annual reports, Resident Coordinators in more than 50 countries reported that joint resource mobilization proves to be more effective when it relates to joint activities. In several countries – for example, Bosnia and Herzegovina, Burundi, Equatorial Guinea and Zimbabwe – joint approaches for resource mobilization exist in relation to certain sectors, and joint programmes. This is particularly evident in relation to the areas supported by the MDG Achievement Fund. Although these are usually developed on the basis of particular joint-programme demands, UNCTs envisage the development of a more integrated approach for the mobilization of resources.

In addition to pilot countries, 15 countries reported that they had either developed or were planning to develop a more comprehensive UN joint resource mobilization strategy to support the achievement of UNDAF results. These efforts come in response to the 2007 TCPR, in which the General Assembly encouraged the funds, programmes and specialized agencies of the United Nations development system "to intensify collaboration at the country and regional levels to achieve more effective use of … resources … towards strengthening national capacities…"

Several examples of joint resource mobilization strategies at the country level show that they have a tendency to be overly general. However, a strategy should be specific, operational and action-oriented in order for it to be implemented effectively. This is only possible through a clear understanding of the overall budget picture at the country level and constant tracking and monitoring of resource requirements. Some good examples of such mechanisms are available and will be made part of the UNDG Toolkit.

Innovations and Good Practices at the Country Level

Notable accomplishments have been achieved in some countries, including Côte d'Ivoire, Fiji, Malawi, Papua New Guinea, where mechanisms for tracking resource requirements and resources mobilized were introduced. Such mechanisms have been further developed into the establishment of the One Fund concept, introduced by the Delivering as One pilot countries. The One Fund enhances joint resource mobilization and management of funds in support of UNDAF priorities, as attested by several examples:

- **Papua New Guinea**: The 'PNG One UN Fund' provides a means for further consolidation of UN funding mechanisms and coherent mobilization, allocation and disbursement of donor resources in support of the Joint UN Country Strategy. In order to minimize transaction costs for partners, the UN will focus on the management of an increasing amount of agency other (non-core) resources and on additional resources mobilized. Agencies can continue to raise resources on a bilateral agency basis, but these additional resources are channelled through the One Fund.

- **Uruguay:** Working closely with funding partners has proved to be a key element of the One Fund reform. The coordinated funding by donors that have not earmarked their contributions to a central fund of the UN system at the country level is a central element of the Delivering as One experience. This innovative mechanism is different from direct budgetary support and reflects a fundamental change in how cooperation is conceived. In addition, the creation of the One UN Coherence Fund involved a process of developing institutional governance and a basis for the gradual harmonization of management practices. To this end, several meetings were held between programme and operations officers throughout 2008. From the meetings there emerged opportunities of exchanging information on the procedures used by several agencies as well as room for harmonizing them.

- **Zimbabwe:** Joint resource mobilization is critical in serious humanitarian situations. In particular, some emergency financial resources in a non-traditional emergency situation would be of great assistance. In a situation where government systems were not functional, the UN emerged as the first port of call; this required extremely high levels of preparedness on the part of the UN. By uniting their efforts, UNCTs were able to quickly coordinate and raise funds in response to the Government's appeals for support.

Learn More

UNDG Toolkit for Improved Functioning of the UN Development System at the Country Level: http://www.undg.org/toolkit/toolkit.cfm?sub_section_id=255&topid1=on&topid=1

Guidance Note on Developing the Joint Resource Mobilization Strategy: http://www.undg.org/toolkit/tools/Guidance%20note_cross%20cutting_Joint%20resource%20Mobilization.doc

Developing the Joint Resource Mobilization Strategy – Template: http://www.undg.org/toolkit/tools/Template_cross%20cutting_Resource%20Mobilization%20Plan.xls

Strengthening UN Development System Capacities for Achieving

Development Results

Key Messages

In its resolution 62/208 on the triennial comprehensive policy review, the General Assembly "encourages the organizations of the United Nations development system to take all necessary measures in their human resources policies to ensure that the United Nations staff involved in operational at the country level have the skills and expertise required for effective management, policy advisory and other capacity development work, in line with national development priorities and plans." [Para 124]

UNDG Initiatives

Recognizing the need to determine the appropriate capacity required in different countries to best respond to national needs, the UNDG supported six of the Delivering as One pilot countries Albania, Mozambique, Pakistan, United Republic of Tanzania, Rwanda and Viet Nam in conducting a detailed capacity assessment exercise of the UNCTs.

These exercises mapped the UN capacity currently in place, identified the short-term and the longer-term capacity that the UN needs to have in place in the context of the UNDAF and One Programme developed by the countries. The pilot countries are developing plans to meet the short-term capacity needs identified.

The capacity assessment exercises showed that:

- The capacity mix between programme management, administration and technical/ advisory capacity is very similar across all the countries despite quite different country contexts, levels of income, development and need;

- The UNCTs indicate there is increasing demand for the UN to be focused on upstream technical and policy-advisory support; however, UNCTs themselves are heavy in programme management

and administration and need strengthening in upstream technical policy and advisory support capacity;

- Operations capacity could be reduced through sharing services across agencies. Potential synergies also exist in operations especially through the use of government systems for financial management and procurement, introduction of an inter-agency dispatch service for transportation and integrated general administrative support.

Trends and Progress

In many countries, and particularly in light of the TCPR call to strengthen national capacity, the UN needs to shift from programme management to more upstream technical and policy advisory support but in some others, such a shift will have to go hand in hand with the strengthening of national capacity for programme management.

Some of the pilots have explored the scope for increased efficiencies and effectiveness through the setting up of 'One Procurement Team' (United Republic of Tanzania) and 'One Communications Team' (Viet Nam), which has required functional clustering of staff from different agencies. In the context of programme delivery, various coordination mechanisms have also been explored.

Joint thematic clusters have raised issues such as that of staff from different agencies doing similar work but being classified differently, the manner in which resources can be shared when working in inter-agency teams, inter-agency mobility, common performance appraisal and job-classification system, training and career tracks. In this regard, the UNDG agreed to address the issue of inter-agency mobility by treating staff of another agency as internal candidates and providing greater agency training and learning resources through bilateral agreement among agencies.

The early lessons from the pilots indicate that increased efficiencies can be achieved by working in inter-agency teams; scaling-up globally will require acceleration in the harmonization of business practices, in particular human resources.

Taking the Agenda Forward

While the pilot countries have arrived at some common findings, they have to some extent also arrived at country-specific solutions. The overriding finding which may be applicable to other countries as well at the country level, each UNCT needs to examine its staffing profile in each country in relation to the needs of that country and the comparative advantage that the UN brings. The UN development system needs to develop its own capacity and approach to meeting this demand in a coordinated manner.

Learn More

The work done on capacity assessments and change management were consolidated and integrated into the UNDG toolkit for improved functioning of the United Nations development system at the country level that brings together all the country-level experiences and tools on programme and operations development and implementation. This toolkit is now available as a resource for UNCTs. It will also serve as a knowledge management instrument and guidance tool where the experiences of countries can be leveraged to other countries. Training was provided for 45 United Nations agency change-management resource persons who will provide support to country offices in the future.

UNDG Toolkit: www.undg.org/toolkit

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Highlight: Experiences of Delivering as One Pilot Countries

Delivering as One: Making the UN system more coherent, effective and efficient

Delivering as One has brought together partner countries, donors and UNCTs with fresh energy, momentum and a greater sense of common purpose. By strongly encouraging the eight pilot UNCTs—Albania, Cape Verde, Mozambique, Pakistan, Rwanda, United Republic of Tanzania, Uruguay and Viet Nam – to implement reforms and by giving them broad latitude to innovate and experiment with ways of working together as one UN team, Delivering as One has tested a number of different ways of working together.

Key lessons

The 2008 Stocktaking Reports indicate specific progress in Delivering as One in the following areas:

- **National Ownership**: The Governments of the pilot countries exercised national leadership over UN programmes and UNCTs ensured that UN capacity was better aligned to the needs of the country. Steering Committees led by Governments were set up to guide the UN development system on how best it can address national priorities. Through increasing membership of relevant government departments in the steering committees, national leadership is providing effective and regular monitoring to the Delivering as One process;

- **One Programme**: All Delivering as One pilots have begun the first year of implementing their One Programme. The One Programmes have focused on a subset of outcomes within the context of the UNDAF, clearly articulating where there is scope for more effective inter-agency collaboration. One key to the implementation of a One Programme has been the establishment of Programme Coordination Groups responsible for achieving the results in each of the outcome areas. The outcomes respond to key national development priorities and are prioritized based on the comparative advantage of the UN development system;

- **One Budgetary Framework and One Fund:** The coordinated approach to funding by donors

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contributing un-earmarked resources to country funds (or 'One UN Funds') established by pilot countries is one of the central elements of the Delivering as One experience. Countries reports that this approach has enabled pilot countries to map out the UN contribution and advance predictability and sustainability of the resource base at the country level. The One Fund mechanism has significantly improved the transparency of the UN and enhanced interagency collaboration and coherence in monitoring and reporting financial obligations. In addition, it has contributed to the reduction of transaction costs relating to overseeing the effective implementation of the One Programme/Plan approach for all stakeholders;

- **One Leader:** The Delivering as One approach has helped to enhance the role of both the Resident Coordinator and the UNCT. The Resident Coordinator is empowered by clear recognition by each Agency of his/her role in strategically positioning the UN in each country, able to shape the related allocation of funding and to have UNCT members be accountable for results where they have agreed to lead the team. At the same time, the Resident Coordinator is subject to a clear accountability framework and effective oversight mechanism;

- **Communicating Together:** There has been an increased impact of the UN speaking with one voice, through a "One Communications" approach. Joint communication has allowed the UN to increasingly respond collectively to government requests for policy assistance in key priority areas;

- **Harmonized and Simplified Business Practice:** Under UNDG guidance, the pilots have worked jointly on inter-agency harmonization of some key elements of their business operations. Resident Coordinators have reported clear advances in a number of business practices, including ICT, common services and procurement, common premises, and financial issues;

- **Capacity Assessments:** All the pilots made progress in assessing the alignment of the human resources capacity of UN organizations with the needs of the One Programme and the Government;

- **Evaluation:** An M&E network for the pilots has been set up. Work in defining the vision, addressing the gaps in information and data as well as strengthening the M&E framework of the Delivering as One initiative have been under way.

Challenges

From the 2008 Stocktaking Reports, it is clear that the Delivering as One countries have led innovations and an increased level of coherence. However, there are some key challenges identified. They include:

- Lack of predictable and timely funding;
- Slow pace of global reform to harmonize and simplify business practices;
- Countries need to reduce transaction costs;
- Need for the development of a single results report;
- Need for improved alignment of UN system capacities with the priorities of programme countries; and
- Insufficient use of national operational capacities and systems.

WAY FORWARD

The Way Forward

Building on the continuous progress evidenced in the 2008 Resident Coordinator Annual Reports, the UNDG is committed to gearing up its support and mobilizing its vast knowledge, skills and resources from across the UN development system to respond more efficiently and strategically to the changing dynamics at the country level, as mandated by the Member States. Further effective deployment of these assets is all the more imperative in the face of the complex, issues with which countries are faced such as climate change, the food, financial and economic crises and the very real risk of reversal of the gains made by countries in reaching the internationally agreed development goals, including the MDGs.

The clearest sign of progress – from which all concerned can benefit in the future – is in aligning programming with national development strategies and plans while supporting more inclusive partnerships. The trends indicate that UNCTs are increasingly utilizing national capacities and resources, in particular using national assessments in place of the CCA to avoid duplication. Indeed, with many of the key parameters for effective development support in place, the UNCTs are well positioned to respond to present and future challenges on the ground. To help to strengthen this position and to accelerate progress, the UNDG has placed important areas for further improvements high on its agenda for 209 and 2010, as detailed in the following paragraphs.

Another major indicator, which will continue to play a key role in future, is that in the vast majority of countries, the UNDAF is now held as the key strategic planning framework for the UN development system. On this sure foundation, UNCTs will continue to work closely with national counterparts to secure strong Government ownership. The significant strengthening of the Resident Coordinator system over the past year as the main vehicle to enhance system-wide coherence at the country level is a further step for success in the years ahead.

Tailoring support to country needs: UNCTs will focus their efforts in a more strategic manner on the key development priorities where there is a strong demand for assistance and where they have the technical expertise and operational capacities to respond. More specifically, with less than six years left to achieve the MDGs, UNCTs will need to address the areas that are lagging and build on the momentum through upstream technical and policy guidance, stronger advocacy and programmatic interventions that are sustainable and designed to strengthen national capacities. It is important to note that in their

endeavours, UNCTs are increasingly called on by Governments to provide technical support and policy guidance in the formulation and implementation of national plans and strategies. In many countries, this support has been directed at integrating MDGs into development plans as well as normative areas and cross-cutting areas relating to human rights-based programming, gender and environment.

Over the next three years, as many as 90 countries will prepare new UNDAFs to guide their medium-term programming support. These strategic planning exercises present a unique opportunity for the UN development system to promote a more coherent and strategic vision that is closely aligned with national priorities and reflects the UN system's distinct comparative advantage in each country. To make this happen, the UNDG will finalize updating the CCA/UNDAF guidelines in 2009 to reflect a broader development agenda of the internationally agreed development goals. This will help contribute to building strategic partnerships, promoting inclusive strategic planning and further harmonizing the interventions of the UN development system at the country level. The UNDG will also issue guidance on the formulation of an UNDAF Action Plan to help UNCTs operationalize the UNDAF in a coherent and coordinated manner, with clearer division of labour and lines of accountability for development results. UNCTs can subsequently use the UNDAF Action Plan on a voluntary basis among other joint programming tools.

The UNDG is giving priority to strengthening the linkages between the UN system's normative work and operational activities. This will include guidance in areas that are high priority such as climate change and food security. It will also put in place a more coherent support mechanism to help to integrate normative and cross-cutting issues into country programming efforts. The UNDG is in the process of revisiting its programming tools to ensure that UNCTs can exercise greater flexibility in responding to national development requirements and can apply the "one size does not fit all" principle in practice. In parallel, guidance to support the annual reporting of progress made against achieving UNDAF results to national authorities is being prepared in response to the General Assembly resolution 62/208 on the triennial comprehensive policy review. The guidance will include a common reporting format that will draw data from current reporting systems while minimizing any duplication and transaction costs.

Integrating UN system activities in post-conflict settings: Empowering and strengthening the coordination capacity of Resident Coordinators, particularly in crisis and post-conflict countries, will continue to be a key priority for the UNDG. Efforts to better integrate UN development operations into

political and peacekeeping missions in transition countries will continue, supported by more coordinated engagement among the key actors at headquarters. Further harmonization of planning tools is necessary to enable recovery and development interventions in parallel with political and peacebuilding efforts. These issues will be given further prominence through the report of the Secretary-General on peacebuilding in the immediate aftermath of conflict (A/63/881). In response, the UNDG will be finalizing in 2009 a package of special support for Resident Coordinators/Humanitarian Coordinators in crisis and post-conflict countries that will provide additional funding, planning and coordination capacity for early recovery initiatives.

UNCTs and UN missions need support to create the necessary frameworks, mechanisms and coordination structures for them to improve their joint capacity to function, deliver, monitor and communicate in insecure and post-conflict environments efficiently. This will involve further efforts to put in place joint initiatives, such as the implementation of joint programmes, the establishment of joint field structures and transition planning, to ensure coordinated mission drawdown processes. At Headquarters, it will require improved agency engagement with common operational efforts.

Operating in conflict environments requires a flexible approach with a comprehensive understanding of the risks and related mitigating measures. While a number of UN agencies have produced risk management strategies, additional expertise will be required. The UNDG will also give more attention to enhancing coordination among UN agencies in the areas of disaster reduction, mitigation, management and response. The UNDG will also continue its engagement with the Department of Political Affairs and the Department of Peacekeeping Operations to ensure system-wide coherence in reform measures.

Strengthening UNCTs capacities for delivering quality support: The UNCT support strategy has evolved over the years as common country programming has gained momentum. The UNDG will continue to strengthen UNCT staff capacities through expanding various skills-building and information-sharing opportunities. However, there is recognition in the UNDG that this needs to be significantly up-scaled so that UNCTs have the necessary tools and resources to offer strategic, relevant and focused support to their national counterparts. A key component of this support must be the establishment of a more effective mechanism for coordinating technical support across the UN development system for UNCTs so that they have access to more direct hands-on technical assistance. The regional directors' teams have a critical role to play in responding to country demands in this regard and instilling a stronger

culture of managing for results. At the regional level, the UNDG will also need to examine how it can put in place a more effective quality assurance mechanism that supports UNCTs in their strategic planning efforts. In recognition of their critical role in supporting UNCTs in their strategic planning processes, the capacity of regional directors' team will also need to be enhanced based on an assessment of the support requirements and their current functions. Furthermore, a Resident Coordinator "talent management" initiative has been launched to increase the pool of qualified candidates for Resident Coordinator positions.

In order to operate more efficiently, UNCTs also need harmonized business practices. To further these aims and in response to the mandates from Member States, the Chief Executives Board has developed a plan of action for all major management functions in the UN system. Rollout will be starting in 2009 through projects dealing with procurement, human resources, financial management, and information and communications technology. Guidelines on common procurement have been approved and guidelines on common ICT services are currently being drafted. Implementation in both of these areas will be scaled up in 2010. The UNDG is also revising and updating training materials and guidance on common services and harmonized business operations to reflect lessons emerging from the pilots and other innovative country offices. In certain areas, greater attention will need to be given to increasing the use of national systems such as national public financial management and procurement. Most UNCTs have implemented some common business arrangements but going forward, it will be essential to focus on better integration of programmatic needs and business planning modalities.

UNCTs will ensure further strengthening of synergies through joint strategic communication. Training materials and workshops for country staff are in the pipeline for strategic communication, branding, storytelling, advocacy and stakeholder engagement, media relations and guidelines and templates for joint communication tools such as common UN country websites. Using common templates will generate significant efficiency gains, ensure a consistent visual identity for the UN development system across countries, and help UNCTs to promote joint activities. Further initiatives include developing a community of practice and a roster of communications experts available to support country offices with planning, training and surge capacity.

Application of lessons and good practices: The UNDG will take steps to systematize the collection, vetting and sharing of lessons and good practices in common country programming and operations.

Many motivated and innovative UNCTs, working closely with their national counterparts, are finding new ways to operate to increase efficiency and development impact of UN development support at the country level. The Delivering as One pilot countries have applied a wide range of measures and new instruments to reach the same objectives, and although there are some positive lessons emerging from current practices, the results still need to be evaluated.

The General Assembly has called for an independent evaluation of the pilots, which is expected to take place in 2010. In the meantime, some of the pilot countries will be conducting country-led evaluations, the results of which should be available in early 2010. The UNDG has developed a comprehensive toolkit of resources and materials to make the lessons and good practices more easily accessible so that UNCTs can use them in an entirely flexible manner.

A more coherent, effective and relevant UN development system: The UN agencies, funds and programmes have heard the calls of Member States to create a more coherent, effective, and relevant UN development system. UNCTs increasingly recognize the unique advantages of planning and working together in support of national development priorities. Common country programming is becoming the defining way in which the UN development system works. More and more, it will now be complemented with coherent operations and harmonized and simplified business practices. The Management and Accountability System for the UN Development and Resident Coordinator System, agreed by UNDG in 2008 is an important agreement to ensure UNDG support to the Resident Coordinator system on the ground.

The knowledge and talent available within the UN system span the full range of issues that are important to the countries we support. This unique capacity needs to be mobilized, nurtured and managed to ensure that the UN delivers better development results for our partner Governments and ultimately for all the people the UN system was created to serve. Doing so will require strong leadership, greater coordination capacities and clearer lines of accountability for results at country, regional centres and headquarters levels. These are immediate, attainable goals that the UNDG is actively pursuing.

Together, these reforms and innovations will help the UN system to maximize its impact and the effectiveness of development assistance. They will enable the UN to better support national partners in

addressing the challenges they face to achieve the internationally agreed development goals, including the MDGs.