

# **GCF Concept Paper- Draft for Comment**

## **Introduction**

This concept paper provides a preview of the purpose and orientation of the Global Cooperation Framework (GCF) that will guide development policy and advocacy activities in UNDP in the 2001-2003 period, taking into account lessons learned from the first global programme (1997-2000) highlighted in the GCF Review, as well as the findings of the Results Oriented Annual Report (ROAR). An informal session of the September 2000 Executive Board will consider the issues raised in this concept paper. The GCF will be consolidated based on further consultations with stakeholders and feedback on this concept paper and submitted for approval to the January 2001 Executive Board meeting.

## **Why UNDP needs a Global Cooperation Framework (GCF)**

The GCF is a mechanism for UNDP to support the realization of national development objectives and poverty eradication goals that cannot be achieved effectively or efficiently through national and regional actions alone.

Globalization has strengthened the connection between global cooperation and national policy success. To support the development aims of its national partners, UNDP must complement its country and regional activities with global policy support. The GCF will be shaped by the development needs of programme countries, and will support them in addressing those priority needs that have important global dimensions and that require action through supranational processes. By addressing problems common to programme countries in different regions, GCF activities will also benefit from economies of scale while promoting systematic cross-regional exchange of experience and expertise.

## **Functions and services of the GCF**

The new GCF has three main functions.

1. Provide programme countries with access to a global network of policy expertise and best practice on development issues that have cross-border dimensions, or that are widely shared across regions.
2. Enhance the participation and advance the interests of developing countries in global decision-making and accessing Global Public Goods, with the aim of achieving greater equity in international cooperation and in the framing of global regimes.
3. Identify and work with national experts to promote dialogue and cutting edge analyses addressing emerging global policy issues of greatest concern to programme countries.

These functions are realized through specific services to be provided by UNDP Headquarters units and cross-thematic teams of field-based policy specialists enabled by GCF core and non-core resources.

The key services are:

1. *Providing support in policy advice and institutional development* to strengthen the knowledge base and skills for national governments to identify, protect and advance their interests in international negotiations and global governance regimes.
2. *Sharing national best practices and global experiences* across borders through knowledge networking and South-South cooperation.
3. *Conducting policy dialogue, applied research and advocacy* on international trends and debates that require intervention to support the interests of developing countries.
4. *Mobilizing and coordinating resources*, and identifying new global sources of non-core resources to support national activities and global strategic initiatives.

## **New Directions**

Following the Administrator's Business Plan, the new GCF will foster UNDP's ability to provide policy support to better integrate national development policies with global policy challenges. It will be focused to strengthen policy formulation and implementation at the national level, in areas where a global policy approach is best suited to achieve results. The key aim will be to support programme countries influence, adapt to and exploit new opportunities offered by profound and rapid changes in global institutions, markets and technologies.

To accomplish this, the global programme will be reoriented in the following ways:

1. It will be anchored concretely by its new mission to support programme countries and country offices to realize national development objectives. The GCF is justified by the fact that many of these objectives cannot be achieved without effective engagement at the global level – either to benefit from best practice, to participate in global negotiations, or to influence global debates.
2. To ensure efficiency and effectiveness, the global programme will be sharply focused on a few well-selected strategic areas in which UNDP has a competitive advantage, for which global interventions are demonstrably most efficient and effective, and in which significant impact can be achieved. Areas where UNDP will no longer support global programmes include, for example, health (except for HIV/AIDS), education, nutrition, food security issues and forestry. UNDP will partner with specialized agencies and centers of excellence to provide support to programme countries requiring assistance in these areas that are critically important to human development. Examples of new thematic foci that will be addressed through the GCF are

information and communication technology (ICT) for development, human rights efforts linked to poverty reduction, and the generation of global public goods.

3. The GCF will provide a framework to foster country/regional/global linkages through which UNDP will integrate more effectively policy functions, thereby achieving greater complementarity and added value (see page 4).
4. It will provide UNDP with a strong vehicle for non-core resources mobilization for key corporate initiatives.
5. It will serve as a framework for strategic partnerships aimed at achieving common substantive goals, as well as complementing the UNDP's own policy expertise. Additionally, strategic partnerships will contribute to the resource mobilization strategy.

### **How the GCF distinguishes itself from global activities of our partners**

UNDP has several distinct advantages that differentiate the GCF from global activities of our partners in the development community.

1. UNDP's overall corporate mission serves as a platform to represent, strengthen and advance the interests of the South. From a global perspective, this means that the GCF will help developing countries to influence the formulation and implementation of global governance regimes to ensure greater international equity and pro-poor outcomes.
2. As a global leader in institutional development, UNDP is well placed to support and strengthen the capacities of developing countries in adapting to the forces of globalization and to exploit the new opportunities offered by changes in global markets and technologies.
3. With a presence in more than 140 developing and transition countries, ability to operate at country, regional and global levels, and a multi- and inter-sectoral holistic approach to developmental issues, UNDP is uniquely positioned to promote global alliances and the exchange of South-South experience and expertise. The new GCF will greatly strengthen this capability with its network of policy advisors.
4. Through its institutional support to the UNDG and UN Resident Coordinator System, UNDP can provide the leadership necessary to achieve greater UN-wide policy coherence in support to programme countries through the CCA and UNDAF processes. Because programme countries and partner agencies alike recognize UNDP's leadership role in specific areas, the base for effective and efficient partnerships is already well established.

## **Balancing demand and supply of policy support**

The new GCF will focus both on responding to policy support requirements within UNDP programmes at country and regional levels (policy demand), as well as on generating advice on applied policy and advocacy to address emerging challenges (supply).

While ensuring consistency and coherence between the policy support activities provided within UNDP through country, regional and global programmes, policy support provided through the GCF in response to national demand will be limited to those topics which require a global perspective, are linked to processes of globalization and integration, and for which there is a clear institutional economy of scale in having policy experts on important development issues. Examples would include HIV/AIDS, sustainable energy and climate change, and global governance and trade regimes. The "demand" for policy advice will continue to be met, as at present, largely through country-specific support provided through the CCFs and RCFs. The GCF provides a mechanism to articulate common and overarching corporate perspectives in providing this advice.

The GCF will provide a framework for the development of applied policy instruments that are forward-looking, innovative, based on global learning and responding to key emerging global issues critically linked to national development. Placing UNDP at the cutting edge, the development of applied policy tools is a policy supply function that will be supported through the GCF.

Out-posted policy specialists will enable the GCF to both deliver and channel policy advice, while monitoring and systematically informing UNDP on emerging policy needs. The Human Development Report Office (HDRO) and Office of Development Studies (ODS) remain critically important in identifying emerging issues and suggesting innovations in tackling development bottlenecks. National experts involved in country programmes are key sources of policy advice which could be used more effectively by other countries in a networked approach to development policy which this GCF is designed to support.

## **Managing the Global Cooperation Framework**

If it is to succeed, the GCF must complement and add value to Regional Bureaux and Country Office programmes. It must also ensure corporate policy coherence. Several new management mechanisms will be established to achieve these ends.

1. A Policy Board will be formed as the apex body for all development policy issues within UNDP. With representation from all Bureaux and relevant Units, the Policy Board will identify emerging issues where new policies are required for the Organization. It will also provide overall direction to new strategic policy initiatives whether at the global, regional or national level. This includes ensuring corporate consistency and coherence across the key documents and publications that articulate

UNDP's policy priorities, including the Strategic Results Framework, the Regional Cooperation Frameworks, and the GCF. The Policy Board will also promote effective use of the Human Development Reports as a source of innovation in UNDP's operational work.

2. An external Advisory Committee of selected government representatives members will be formed to provide advice and recommendations to guide programme formulation, monitor progress and suggest strategic options to expand the impact and relevance of the global programme. The Advisory Committee will meet every six months and will complement the work of the UNDP Policy Board. In addition, BDP will seek advice on programme directions from the CSO Committee and groups of leading experts on various subject areas.
3. To promote systemic programming approaches, BDP's theme-based divisional structure has been dissolved and replaced by groups of policy experts who will work on cross-thematic teams. Policy coherence at regional, sub-regional and country levels will be guaranteed by the regional Sub-Regional Facilities (SURF) Boards. The Boards membership is based on Resident Representatives of the sub-region. They will help identify the need for new policy initiatives while providing strategic oversight of all such initiatives executed within their respective regions.
4. Global programme components, of which illustrations are provided in on p. 7, will be overseen by a total of 50 BDP policy advisors out-posted in the field based on a network of specialists and experts located in headquarters, regional and sub-regional clusters, all under the overall direction of the BDP Director (the revised, Phase II Sub-Regional Resource Facility Network). Policy expertise in New York will coordinate strategic global initiatives, manage the knowledge hub, lead policy advocacy, and share successful applied policy approaches across regions. These specialists will be funded from various sources, mainly from the global programme, and will constitute the backbone of the UNDP expertise around the world. Some specialists are expected to be seconded from partner UN agencies. The link between programme country support and global policy advocacy will be increased, as recommended by the GCF Review, with these 50 field-based policy specialists.
5. It is crucially important that the policy support provided through the GCF be solidly founded on state of the art development thinking. With this aim, the GCF will include the Office of Development Studies (ODS) and the Human Development Report Office. The ODS will be charged with cutting edge analyses conducted by the world's top development analysts and practitioners. It will focus its work on understanding newly emerging problems of global significance and laying the base for the development of innovative solutions. The Human Development Report will remain as UNDP's flagship advocacy tool, monitoring global trends in human poverty, exploring their underlying determinants, and pointing towards the policy shifts needed to reduce human poverty more effectively.

## GCF Themes and Products

The Global Cooperation Framework will build programme and policy capacity in areas linked to the UNDP Strategic Results Framework (SRF) and which guide national, regional and global programme activities. To facilitate focus and resource mobilization within the GCF, a number of “products” and “service lines” will be developed under the GCF in the 2001-2003 period, many in partnership with UN and other organizations. The table below lists illustrative Products and Services, under major GCF themes.

THEMES	PRODUCTS AND SERVICES
Globalization and the management of global commons with justice and equity	<ul style="list-style-type: none"> <li>• Human Development Report</li> <li>• Global Public Goods Phase II</li> <li>• OpportunITy Initiative to address the digital divide</li> <li>• Capacity building for national trade negotiators/ Integrated Framework</li> <li>• Operationalizing CDM and other technology transfer/capbldg mechanisms</li> <li>• Transboundary Water Initiative</li> </ul>
Strengthening democratic institutions for poverty eradication	<ul style="list-style-type: none"> <li>• HURIST – applied methods and tools for integrating human rights and human development</li> <li>• Decentralizing governance to improve the lives of the poor</li> <li>• Expanding justice to all</li> <li>• Participatory Development Toolbox</li> </ul>
Strengthening policies for sustained and equitable growth and human development	<ul style="list-style-type: none"> <li>• “Budget as if people mattered” Initiative, gender and poor sensitive national budgets</li> <li>• Sustainable Energy Services for the poor</li> <li>• Poverty Report</li> <li>• Strategies to Overcome Poverty</li> <li>• Capacity 21</li> </ul>
Preventing and managing crises for peace and development	<ul style="list-style-type: none"> <li>• Accelerated Responses to HIV/AIDS in Southern Africa</li> <li>• Enabling policy frameworks for sustainable reintegration</li> <li>• Environmental emergencies management and preparedness</li> <li>• Collective analysis and consensus-building scenario planning</li> </ul>

**United Nations Development Programme**

# **Human Development Initiative Myanmar**

**Assessment and Evaluation  
For the Period March, 1999 through May, 2000**

## **Assessment Report of Review Mission**

**(27 May - 15 July 2000)**

**Prepared For:**

United Nations Development Programme  
Regional Bureau for Asia and the Pacific  
One United Nations Plaza  
New York, NY 10017, U.S.A.

**and**

United Nations Department of Economic  
and Social Affairs,  
One United Nations Plaza  
New York, NY 10017, USA

**Prepared By:**

**Independent Review Team:**

Kenneth C. Lucas, Team Leader  
Debbie A. D. Taylor – Deputy Team Leader  
Peter Donde – Technical Evaluator  
Dr. Kok-Cho Lai – Technical Evaluator  
Dr. Antoine Schwartz -Technical Evaluator  
Dr. Michael Scott – Technical Evaluator

**21 September 2000**

## Table of Contents

<i>Table of Contents</i> .....	<i>i</i>
--------------------------------	----------

<i>Acronyms and Abbreviations</i> .....	<i>ii</i>
---	-----------

Executive Summary .....	1
-------------------------	---

### Main Report

1. Background .....	4
2. Features of the HDI and Additions in HDI-III .....	6
3. Assessment of HDI Projects – March 1999 through May 2000 .....	9
4. Conformity with GC/EB Decisions.....	10
5. HDI: Lessons Learned .....	10
5.1 Success of Community Development and its Limitations .....	10
5.2 Management of Credit by the Rural Poor .....	11
5.3 Potential of the Small Farm Sector for Growth .....	11
5.4 Development of an ‘Environmental Ethic’ .....	12
5.5 Short project phase impacts on efficiency and effectiveness .....	13
6. HDI-III: Strategic Issues and Challenges .....	13
6.1 Limitations of the current mandate .....	13
6.2 Sustainability and Institutional Linkages .....	14
6.3 Ramping up the Funding for HIV/AIDS Activities.....	14
7. Issues Concerning the Future of HDI.....	15
7.1 Beyond the Human Development Initiative.....	15
7.2 The Nature of Poverty Situation in Myanmar – What has been learned?.....	15
7.3 The Natural Environment is under Growing Stress.....	16
7.4 Summary of Conditions of Myanmar’s Poor .....	18
7.5 Relevance of EB Mandate to Prevailing Conditions .....	18
8. Conclusions and Recommendations.....	19

Annex 1	Members of Independent Assessment and Evaluation Mission
---------	--

Annex 2	Delivery and Budget Tables
---------	----------------------------

Annex 3	Background to Assessment and Evaluation Mission Activities
---------	--



## List of Acronyms and Abbreviations

AMW	Auxiliary Midwife (voluntary position)
APM	Agency Project Manager (HDI Position)
CBO	Community-Based Organisation
CDRT	Community Development in Remote Townships
CDW	Community Development Worker
CHP	Community Health Promoter (PHC Project position)
CHW	Community Health Worker (PHC project position)
CISF	Community Initiative Support Facility (WatSan)
CLC	Community Learning Centre
CMSD	Central Medical Store Depot
CSO	Civil Society Organisation
CSW	Commercial Sex Worker
CWSS	Community Water Supply and Sanitation
DOH	Department of Health, GOUM
DSA	Daily Subsistence Allowance
EB	Executive Board (of UNDP)
ECCD	Early Childhood Care and Development
FAO	Food and Agriculture Organisation of the United Nations
FIGG	Farmer Income Generation Group
GC	Governing Council (of UNDP)
GOUM	Government of the Union of Myanmar
GRET	Groupe de Recherches et d'Echanges Technologiques
HA	Health Assistant (DOH Position at the RHC level)
HDI	Human Development Initiative
HDI-E	Human Development Initiative – Extension (Phase 2)
HDI -III	Human Development Initiative – Phase 3 (1999-2001)
HDIS	HDI Support project
HIV/AIDS	Human Immune Deficiency Virus/Acquired Immune Deficiency Syndrome
HDF	Human Development Facilitator (HDI-S Position, Township level)
HDO	Human Development Officer
IDD	Iodine Deficiency Disorders
IEC	Information, education and communication
INGO	International Non-Governmental Organisation
IGA	Income Generating Activities
LHV	Lady Health Visitor (DOH Position at the RHC level)
M&E	Monitoring and Evaluation
MW	Midwife (DOH position at the Sub-RHC level)
NAP	National AIDS Programme
NGO	Non-governmental organisation
NRS	Northern Rakhine State
PACT	Private Agencies Collaborating Together
PAL	Person Affected with Leprosy
PELPE	Promoting Effective Learning in Primary Education
PHC	Primary Health Care (often refers to HDI Health Care Project)
PM	Programme Manager (UNDP position with monitoring responsibilities)
PTA	Parent and Teachers Association

## List of Acronyms and Abbreviations (cont'd)

RBAP	Regional Bureau for Asia and the Pacific (of UNDP)
RHC	Rural Health Centre
SHC	School Health Corner (a PHC/Education project hygiene initiative)
SHG	Self Help Group
SS	Sector Specialist – HDI position, reports to APM
STD	Sexually transmitted disease
TDF	Township Development Forum
THF	Township Health Facilitator
TMO	Township Medical Officer – DOH position
TPA	Township Programme Assistant
TPU	Township Programming Unit
TWG	Township Working Group
UNCHS	United Nations Centre for Human Settlements
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
UNOPS	United Nations Office for Project Services
VDC	Village Development Committee
VHC	Village Health Committee
VHF	Village Health Fund
VHW	Voluntary Health Worker
VRC	Village Resource Centre
VT	Village Tract
WATSAN	Water and Sanitation Project of HDI
WFP	World Food Programme
WHO	World Health Organisation
WIGG	Women's Income Generation Group