Working Together for Greater UN Impact

Coordination for Results 2002

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# PREFACE

*The United Nations Development Group (UNDG)[*] has been set an ambitious and important agenda in the last year – with the Millennium Development Goals taking root, the harmonization agenda gaining momentum, and with continued and well-earned encouragement from Member States for more strategically focused, cost-effective implementation by the UN at the country level. We continue to face a wide variety of challenges in the world at large and although we have made significant progress in UN reform, we still have a long way to go. Nevertheless, as captured in this report, I am pleased to also be able to report on the steady improvements made by UN Country Teams working together for greater impact where it matters most: at the country level.*

*Our Secretary-General has given us renewed purpose and energy through his second-term reform agenda, pointing the way towards a stronger, more focused UN, better placed to support national partners in achieving their own development goals. Making this vision a reality demands continued changes in the way we work – sharing knowledge, managing for results, dealing with our rules and regulations more practically – and a change of culture from UN-agency to UN-system orientation.*

*As "Resident Coordinator in Chief", I congratulate my colleagues at the country level for their collaborative endeavours to date, and I urge our continued collective support to them from headquarters. As the Secretary-General has said, we must strive to improve coordination, not as an end in itself but as a means to ensure better results in the countries we serve.*

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*Administrator, UNDP*
*Chair, UNDG*

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[*] See annex 1 for UNDG membership, structure and support mechanisms.

# EXECUTIVE SUMMARY

This report is drawn from the 2002 Resident Coordinator Annual Reports, which are prepared by UN Country Teams (UNCTs) under the leadership of the Resident Coordinator. The reports form a major part of the United Nations Development Group's focus on demonstrating clearer results for the benefit of UNCTs and external audiences and respond to the Secretary-General's vision for "coordination for results".

It is evident that UN coordination objectives are being met and that the UN system has begun to internalize the Millennium Development Goals (MDGs) as its operational framework. It is also clear that the quality of the reports themselves still varies widely as does the quality of coordination to implement the Secretary-General's vision.

The MDGs present a focused set of goals by which governments and international partners can target their development activities, allocate their resources and measure their progress. The goals provide benchmarks against which society can hold various development partners accountable. For the United Nations Development Group (UNDG), the agreement on the UN Core Strategy in July 2002 represented an important step forward in clarifying the UN's support to the different aspects of achieving the MDGs. Four pillars are outlined in the strategy: monitoring, analysis, campaigning and operational activities.

In terms of their support to national authorities to achieve the MDGs, UNCTs are playing an important role in fostering broad national ownership and debate. The reports demonstrate that the UN is an effective advocate and campaigner, bringing policy change and deepening understanding of the goals. Increasingly, the UN is supporting national efforts to monitor progress on national development goals and focusing its own activities in a more strategic, coherent manner to operationalize the MDGs. In countries moving from relief to development, UNCTs are responding more effectively, adapting the various UN coordination instruments to the specific needs of the country concerned.

The UN's own instruments for improving the collective impact of the UN at the country level – the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) – are enabling the UN to be a more effective partner in designing and implementing national strategies and plans, including Poverty Reduction Strategy Papers (PRSPs). Tentative steps in the past to engage with the PRSP have become more confident strides forward.

To increase the cost-efficiency and effectiveness of UN assistance, progress has been achieved in increasing the number of UN Houses, improving the level of common services and realizing greater harmonization of policies and procedures.

## Good Examples of Reports

UNCTs often ask for good examples of overall reports to help them to improve their own. While no country is the same as another, "good" (i.e., strategic, concise, collaborative, results-oriented) reports from 2002 include those from Bhutan, Bolivia, Guinea Bissau, Lebanon, Mongolia, Poland, Uruguay and Viet Nam. All reports can be seen at www.undg.org (Coordination Net, Resident Coordinator System, 2002 Annual Reports).

Lastly, the capacity of UNCTs has been strengthened through improved coordination support at the country level, and their performance has been enhanced through knowledge-sharing and training.

In terms of the overall reporting exercise on the Resident Coordinator Annual Reports, the regional inter-agency review groups made a number of general observations about the reports, and in the case of Latin America and Africa, produced a summary of lessons learned and good practices. One observation was the need for greater strategic focus in the work of UNCTs. Others included the need for further progress in reporting on specific results, the need for headquarters to clarify further what should be included in the reports, and the need to foster better learning and sharing of experiences (addressed to both UNCTs and headquarters).

## MAIN INTRODUCTION

The focus of the Resident Coordinator Annual Report is on how the UN organizations are working together. It does not attempt to give a picture of total UN support to any country, which would be a Herculean task.

The format of the 2002 reports was revised somewhat to encourage sharper MDG-oriented, results-focused reports and to help UNCTs to maximize the opportunity for planning their collective activities in a more coherent manner. Four overall objectives were identified against which UNCTs could set and measure their progress. Links between expected results and actual results were emphasized, and indicators for measuring results were included. An online template was created to allow for better comparison of results for each objective. Some 10 per cent of countries expressed concerns about (and suggested improvements for) the online template. These will be taken into account for next year.

Regional Directors of the UNDG Executive Committee agreed on a selection of reports from each region for review by inter-agency review groups at headquarters. The feedback from these groups was transmitted by the UN Development Group Office (UNDGO) to UNCTs. UNDGO staff also reviewed all other reports and provided feedback. One particular innovation of note was the review of the Resident Coordinator Annual Report from the Philippines by the inter-agency regional team based in Bangkok and chaired by the United Nations Children's Fund (UNICEF) that was established to support the Philippines UNCT in its CCA and UNDAF processes. The importance of seeing the context of the UNCT's work and capacity (as outlined in the Resident Coordinator Annual Report) helped the regional team to provide better support to the CCA and UNDAF processes.

As the implementation of strategic priorities by UNCTs becomes increasingly shaped by higher quality UNDAFs, the Resident Coordinator Annual Report in effect becomes an annual statement of UNDAF results.

This report consists of four main chapters that reflect four key objectives of coordination as stipulated in the Resident Coordinator Annual Report Guidelines:

- Improved support to national efforts to achieve the MDGs;
- Improved country-level coordination;
- Increasingly efficient, cost-effective coordination;
- Strengthened coordination capacity.

Each chapter follows a similar format: a brief introduction explaining what the issues are and why the objective is important; key results; and lessons learned and recommendations from the annual reports. In addition, each section presents examples of UNCT experiences and outlines how headquarters is responding to the recommendations and challenges faced by UNCTs.

UNCT work plans and activities for coordination are financed in part by the Support to the Resident Coordinator (SRC) Fund of the United Nations Development Programme (UNDP), complemented by the UN Coordination Fund.  In 2002, these Funds amounted to $12.5 million, i.e., on average, approximately $100,000 for each UNCT.  These funds for coordination are therefore extremely limited and only catalytic, especially when compared to the overall total of funds spent by individual agencies.[1] The use of coordination funds is presented in full in chapter 5.

[1]According to figures prepared by the UN Department of Economic and Social Affairs (DESA) and submitted to the Economic and Social Council (ECOSOC) in July 2003, the total amount spent on UN operational activities was $7.73 billion in 2001.

## IMPROVED SUPPORT TO NATIONAL EFFORTS TO ACHIEVE THE MDGS

### Introduction

The MDGs present a focused set of goals by which governments and international partners can target their development activities, allocate their resources and measure their progress. They provide benchmarks against which society can hold various development partners accountable. For UNDG, the agreement on the UN Core Strategy in July 2002 represented an important step forward in clarifying the UN's support to the different aspects of achieving the MDGs. Four pillars are outlined in the strategy, namely, monitoring, analysis, campaigning and operational activities.

The format for the 2002 Resident Coordinator Annual Report was modified to reflect the elements of the MDG strategy. Under the overall objective of improving support to national efforts to achieve the MDGs, UNCTs were asked to report on their results in terms of (a) joint advocacy, communication activities and campaigning; (b) monitoring and reporting; and (c) operational support focusing on strategic priorities outlined in the UNDAF. Additional information on how UNCTs are linking the UNDAF (the UN's planning tool) to national priorities such as the Poverty Reduction Strategy Paper (PRSP) are found in the following chapter.

## Key Results

Greater understanding and ownership of the MDGs;

Greater strategic focus for UN operational activities, with increased integration of the MDGs into the work of UNCTs;

Increased advocacy and campaigning for the MDGs to bring about policy change;

Increased support to governments to monitor the MDGs.

Progress towards gearing all the efforts of the UNCT to the MDGs is still uneven, but it is very clear from the reports that UNCTs are striving to ensure that the MDGs become the overarching operations framework for their activities. Work in this area had the second highest level of expenditure of all UNCT activities at 36 per cent of the total (second only to expenditures for coordination capacity – mainly staffing – at 37 per cent).

The most active area of UNCT results reported was what was achieved in advocacy, communications and campaigning. Thirteen more UNCTs launched an MDG Report in 2002.[2] Campaigning activities also significantly increased in 2002, with 11 UNCTs reporting increased visibility and credibility of the UN system through work on the MDGs. A large number of UNCTs seized occasions such as special International Days to advocate for policies conducive to achieving the MDGs.

In terms of advancing understanding of the MDGs, 21 UNCTs reported holding national or regional workshops, and 12 mentioned the positive effect of the MDGs in terms of fostering partnerships with civil society. In Pakistan, for example, the UN has conducted

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[2] As of August 2003, a total of 26 countries had completed reports.

an extensive training and capacity-building programme for 120,000 district councillors (including 40,000 women). Within UNCTs themselves, 16 stated that the MDGs have led to a stronger Resident Coordinator System and increased internal understanding of the role of the UN.

The actual impact of advocacy and campaigning on national policy-makers and the public at large was rarely mentioned in the UNCT reports. However, the Democratic Republic of the Congo reported that the Minister of Planning was influential in establishing, for the first time in the country's budget, pro-poor spending clearly earmarked under heavily indebted poor country (HIPC) resources. In Mongolia, the Government set up a National Task Force to translate the MDGs into the national context and was reported to be leading the preparation of the MDG Report. A national consultation under the aegis of the President has been launched and a series of TV and radio programmes spelling out the status of progress on each goal and including interviews with the President, senior government officials and the UN has been broadcast nationwide. In Nepal, UN Day was jointly celebrated with participation by the Prime Minister and representatives from the Ministries, Ambassadors and civil society. The event focused on the education of the girl child.

Seven reports mentioned the integration of MDGs into PRSPs. In Azerbaijan, for example, at the launch of the State Programme on Poverty Reduction and Economic Growth in October, the President's opening remarks positioned the PRSP in the context of the MDGs. In Yemen, the PRSP reflects the impact of the MDGs in its substantive commitments, and the national budget for 2003 increases funding for education by 25 per cent, for health by 56 per cent, and for water and sanitation by 66 per cent.

In Cameroon, the UNCT reported that the Government is using the MDGs as the vision and objective for the participatory process preparing the Interim and Final PRSPs and the second MDG Report. Political parties drew on the conclusions of the first MDG Report as part of the campaign debates during the municipal and legislative elections in 2002. The Government's commitment is reflected in the 2003 budget with increased spending on education and health.

> According to the reports, 11 per cent of total coordination resources were dedicated to operational activities relating to the MDGs.

An increasing number of reports highlight that the UN is also supporting government systems for monitoring and reporting on poverty. With the MDGs as a platform, common databases are being developed that also foster the participation of civil society in measuring progress on the MDGs. UNCTs reporting on this include Benin, India, Malawi, Paraguay, Tunisia and the United Republic of

The total number of Theme Groups is over 550, somewhat of a reduction from previous years (651 in 1999), which is arguably a good sign that UNCTs are refocusing their activities. However, it is still difficult to capture comprehensively the impact of this work.  Notable exceptions where clear results are stated in facts and figures relating to the MDGs include, among others, Bhutan, East Timor, Ethiopia, India and Kenya.

An important way to increase the impact of UN collaboration is to align Theme Groups with a small set of strategic priorities drawn from among the MDGs and national priorities. These priorities are identified in the UNDAF. This is the case in Benin, the Philippines, Rwanda and Yemen.

Tanzania.  Nine UNCTs reported on specific inter-agency task forces established to prepare MDG Reports, and a further nine reported on Theme Groups established to strengthen coordination on databases, statistics and indicators.  Ghana reported on how there is now synchronized reporting and monitoring and evaluation of the national Poverty Reduction Strategy (PRS) using the MDGs.

In terms of operational activities, much of the UN's programming can be said to relate to the achievement of the MDGs.  UNCTs are asked to report on operational support that they provide collectively, focusing on the strategic priorities outlined in the UNDAF, as well as cross-cutting themes that affect the MDGs, such as human rights, gender, conflict and peace-building, and natural disasters.

The reports contain extensive information on how Theme Groups and task forces, often working with other national and international partners, addressed country-specific needs relating to the MDGs and cross-cutting themes (see table next page: Operationalizing the MDGs).

A number of countries, such as Nicaragua, have carried out mapping exercises to identify UN agency activities pertaining to the MDGs.

A number of UNCTs also reported that UN Theme Groups are subsumed within broader national groups with government, bilateral and civil-society participation (for example, Bangladesh, Senegal, Sierra Leone and Viet Nam).

In addition to sector-specific groups as outlined in the table below, several UNCTs have Theme Groups for specific collaboration in geographic regions (e.g., Papua New Guinea, the Philippines and Senegal).  Theme Groups in Honduras collectively developed criteria for strategic focus and have targeted their collective efforts at the poorest municipalities of the country.

Ultimately, the rationale for Theme Groups is to move towards more coherent planning and programming, including the implementation of strategic UNDAF priorities.  The following table indicates the global number of Theme Groups arranged by MDG and cross-cutting theme[3] and provides examples of work reported by Theme Groups to operationalize the goals.

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[3] Since UNCTs do not (as yet) report on Theme Groups specifically relating to the MDGs, there is some interpretation of where the Theme Groups are categorized in terms of the MDGs in this table.

## Operationalizing the MDGs

| MDG/Cross-cutting Theme | Theme Group | Total | Examples of UNCT Results |
|---|---|---|---|
| Eradicate extreme poverty and hunger | Poverty reduction (including micro-finance, 3; non-governmental organizations (NGOs) and community development, 3; economy, 1; employment, 1; informal sector, 1) | 37 | Islamic Republic of Iran – In context of joint programme in Sistan-Baluchistan province, inter alia, initiated a Cottage Industry Centre, provided vocational training, and provided micro-finance for 60 income-generating activities. |
| | Food security and rural development (including agriculture, 2; rural infrastructure, 1; nutrition, 3) | 44 | Gambia – Provision of food for work to 21,595 rural inhabitants, expanded to 27,082 farmers to engage in land and water conservation to increase food production. |
| Achieve universal primary education | Education | 31 | Egypt – Girls Education action plan launched for 7 governorates with government budget support.  2003 declared national year for the girl child. |
| Promote gender equality and empowerment of women | Gender | 47 | India – Inter-agency Theme Group on gender able to influence policies and programmes in Tenth Five-Year Plan. |
| Reduce child mortality | Children (including child labour, infant mortality, child protection) | 5 | Kenya – Successful measles campaign carried out with Government, NGOs and UN:  13.3 million children (9 months-14 yrs.) reached. |
| Improve maternal health | Health (including maternal health and reproductive health and basic social services) | 37 | Cambodia – 92 health care providers trained in midwifery course; staff from 10 referral provincial hospitals trained in obstetric complications; linkages between traditional birth attendants and 78 health facilities established for emergency complication referrals. |
| | Youth and adolescents | 15 | Bulgaria – Community Youth Action Planning skills, including assessments on health, education and employment, and establishment of youth forums in 3 municipalities. |
| Combat HIV/AIDS, malaria and other diseases | HIV/AIDS | 113 | Haiti – UNCT advocated a multisectoral approach to HIV/AIDS, which resulted in a multisectoral National Strategic Action Plan against HIV/AIDS, a proposal to the Global Fund and a Grant Agreement to Haiti for $67 million. |
| Ensure environmental sustainability | Environment and sustainable development (including natural resources, water, energy) | 28 | Belarus/Russian Federation/Ukraine – Joint inter-agency inter-country programme initiated in February in different sectors related to impact of Chernobyl disaster. |

Operationalizing the MDGs, cont'd.

| MDG/Cross-cutting Theme | Theme Group | Total | Examples of UNCT Results |
|---|---|---|---|
| Develop a global partnership for development | Regional integration, 4; trade, 2; and globalization, 1. | 7 | Ghana – Global Compact launched by Vice-President in July 2002.  UN support provided for management training of Ghanaian companies to use opportunities offered by the African Growth and Opportunities Act (AGOA) and European Union Market.  First 30 Ghanaian medium-sized garment manufacturing companies and 5 large-scale foreign-owned companies commence production in Tema Free Zone.  The $1.2 million Clothing Technology and Training Centre with capacity for training 10,000 people per annum has been established. |
| | Aid coordination | 5 | Viet Nam – Aid coordination forum facilitates support to the Government's priority development objectives.  UN support to national Development Partnership Groups  (see www.un.org.vn). |
| Governance | Governance and democracy (including rule of law, 3; decentralization, 2) | 23 | Lebanon – 90 municipalities trained in municipal performance. |
| Human rights | Human rights (including race, 2; disability, 1; indigenous peoples, 1) | 18 | Brazil – Adoption of a National Affirmative Action Plan targeting federal administration personnel – Afro-Brazilians, women and disabled people. |
| Drugs | Drugs | 7 | Colombia – Support for the National Forestry Strategy and the drawing up of Alternative Development Plans was agreed upon with the Government as part of the effort to reduce production of illicit crops. |
| Disaster management, conflict and recovery | Contingency planning and disaster management, and conflict (conflict, 5; internally displaced persons (IDPs), 6; rehabilitation, reconstruction and transition, 3)[4] | 46 | Sri Lanka – Joint UN/government strategy implemented to address needs of 250,000 IDPs. $16.5 million mobilized. |
| Communications | Communications, advocacy and information (including information and communications technology (ICT), 6) | 49 | Costa Rica – Implementation of UN communications strategy, inter alia, launch of UN web site (including project directory of all agencies); electronic bulletin on HIV/AIDS; UN brochure. |
| Management and operations | Management and operations (including common services and premises, and administration) | 45 | Zimbabwe – Reduction in rental payments, travel concessions, information technology and procurement. |
| CCA, UNDAF, MDG Reports/data | Technical groups for specific tasks or instruments (MDGs, 9; CCA, 6; UNDAF, 8; databases/indicators/ statistics, 9) | 32 | Paraguay – Development with Government of PAR-Info database for tracking MDGs. |

[4] The table does not include Security Management Teams (which are mandatory for all UNCTs).

## Lessons Learned and Recommendations

The linkages between the MDGs, the UNDAF, country programmes and, foremost, the national strategies/PRSPs need to be strengthened. The MDGs per se and the MDG Reports in particular are not stand-alone processes. There is a need to promote further understanding of this among the different UN agencies at all levels.

Generating national ownership and leadership in achieving the MDGs and deepening the understanding of them are critical. Innovative approaches include ratification of the Millennium Declaration by Parliament (Albania) and more fundamental considerations such as translation of MDG Reports into national languages (Bolivia, Viet Nam).

Aligning the UN's own processes and mechanisms with national plans and strategies leads to greater focus and increased impact. Theme Groups can play a critical role in achieving this goal. The need to align Theme Groups with strategic UNDAF priorities and to use Theme Groups for joint action is essential in this regard.

## How Headquarters is Responding

Major support from headquarters to UNCTs has been provided through guidance, training and the promotion of good practices. Hosted by UNDP on behalf of UNDG, MDGNet provides an interactive forum for discussion among UNCTs and other partners. UNDG's redesigned web site (www.undg.org) follows the structure of the UN Core Strategy on MDGs. New guidance on the preparation of MDG Reports will be issued in the fall of 2003 together with new guidance on MDG-centred CCAs and UNDAFs.

A Joint Letter signed by the Managing Director of the World Bank and the Chair of UNDG to all staff explains the linkages between MDGs and the PRSP. To see the text of the letter, go to www.undg.org (Coordination Net, Coordination for Development, Linkages with PRSP). The Kyrgyzstan response is available at www.undg.org (Coordination Net, Coordination for Development, Linkages with PRSP).

UNDG has agreed to corporate software (DevInfo, based on UNICEF's ChildInfo and experience in a number of countries) that will enable UNCTs to improve their support for national monitoring and assessment of the MDGs.

New guidelines on the CCA and UNDAF have been developed to include a strengthened focus on the MDGs. They include a new Results Matrix that links UN priorities to the MDGs and national priorities.

## SUPPORTING THE TRANSITION FROM RELIEF TO DEVELOPMENT [5]

Progress towards the goals of the Millennium Declaration is all too often undermined with the onset of conflict, and getting back on track to enable people to reach their longer-term development potential is critical and challenging.  During 2002, Members States, through ECOSOC, and the Secretary-General, in his report entitled *Strengthening of the UN: an agenda for further change*, called upon the UN system to reinforce UNCT efforts in supporting the transition from relief to development.

A joint UNDG-Executive Committee on Humanitarian Affairs (ECHA) Working Group on Transition, established in September 2002, has been working with selective UNCTs and other key informants to develop clear, consolidated and timely guidance and support for the UN system.  The objective is to foster integrated planning and the shaping of a coherent programme response to transition in countries emerging from conflict.

Transition is but one element of complex emergencies and recovery.  A significant number of countries face some kind of conflict or natural threat and have established methods to deal with them, be it in terms of contingency planning and disaster management, refugees, IDPs, rehabilitation or recovery and peace-building.  This section focuses on how UNCTs have dealt with the particular issue of transition.

A total of 11 countries emerging from conflict reported activities relating to transition in 2002: Afghanistan, Angola, Burundi, Democratic Republic of the Congo, East Timor, Madagascar, Republic of the Congo, Rwanda, Sierra Leone, Sudan and Tajikistan.

As mentioned in the 2001 synthesis report, UNCTs have indicated that traditional mechanisms or tools – notably the Consolidated Appeals Process (CAP), CCA and UNDAF – do not always meet the planning and resource mobilization needs in transition situations.  In 2002, countries reported on how they adapted the tools to better serve their needs (e.g., Angola, Democratic Republic of the Congo and Tajikistan).   In Madagascar, the UNCT postponed the preparation of the CCA/UNDAF in light of political events but established ad hoc Theme Groups on human rights and humanitarian affairs to address and mitigate the effects of the crisis.

UNCTs have stressed that resource mobilization is a key element in strategic planning for countries emerging from conflict.  While the appeals developed by some UNCTs have favourable responses,

## Key Results

Development of effective hybrid approaches or transitional recovery strategies, including modified CCAs/UNDAFs and the linkage of such strategies to the MDGs, Interim PRSPs (I-PRSPs), national development plans and resource mobilization strategies;

Improved partnerships with governments, NGOs, donors and other actors;

Sustained efforts towards attaining the MDGs in the context of transition;

Increased efforts in establishing common premises and common services, particularly in communications and security.

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[5] "Transition" as defined by the Inter-Agency Standing Committee (IASC) is a situation of "no war and no peace", where "matters could get worse before they get better".  A fundamental concept of transition from relief to development is that these processes are neither unilinear nor unidirectional.

## One  UNCT 's Good Practice

Sierra Leone prepared an UNDAF in close collaboration with the United Nations Mission in Sierra Leone, based on a variety of assessments and ground-breaking strategies, including the I-PRSP, National Recovery Strategy, Peace-building and Recovery Strategy and the Relief and Recovery Appeal, with the involvement of the Government, donors and NGOs to ensure coherence and buy-in for all stakeholders. For more information, go to: www.undpsalone.org.

notably, Afghanistan, Angola, Sierra Leone and Tajikistan, others continue to lack much-needed resources, including Burundi, Democratic Republic of the Congo, Republic of the Congo, Rwanda and Sudan.

UNCTs in Angola, East Timor, Sierra Leone and Tajikistan noted the importance of linking transition strategies and MDGs to national development strategies, such as PRSPs, for greater coherence and national ownership.  This will again lay the foundation for a coherent and strategic UNDAF process.  Nearly all UNCTs reported activities relating to sensitization of and sustained efforts in meeting the MDGs.  One useful good practice reported by Angola and Sierra Leone is the incorporation of HIV/AIDS awareness training into the workplace as a requisite programme activity.

An overall increase in collaboration with partners, including governments, NGOs, Bretton Woods institutions and donors, regarding information-sharing, technical cooperation, planning and resource mobilization was reported.  In Madagascar, the UNCT was a prominent player in addressing the political crisis and worked closely with other key players from the international community.

Cost-sharing and efforts made to establish common premises and common services were also reported by several UNCTs going through transition. Afghanistan, East Timor and Sierra Leone have introduced common premises; the Democratic Republic of the Congo, Sierra Leone, Sudan and Tajikistan now use a common communications system; and teams in Angola and Tajikistan have common security systems.  It was also reported that Afghanistan uses one air service.

## CCA/UNDAF Status for Selected Countries in Transition in 2002

- Rwanda began implementation of its country programmes.

- East Timor and Sierra Leone finalized their UNDAFs.

- Angola, Democratic Republic of the Congo and Tajikistan began preparing their UNDAFs.

## Lessons Learned and Recommendations

While lessons learned differ depending on the situation, some common themes were reported. For example, Afghanistan, Rwanda and Sierra Leone reflected the need for continual contingency planning and disaster management. The Democratic Republic of the Congo, Rwanda and Tajikistan reported that high-level visits by the Secretary-General, Security Council and/or Heads of agencies provide a constructive means of increasing the profile of the situation and often help to mobilize resources and other types of support. Afghanistan and the Democratic Republic of the Congo indicated that support from headquarters should be more consistent and flexible to deal with the inconsistencies of transition. Incorporating representatives from the Government, whatever its experience, in the planning and implementation of a transitional strategy is considered fundamental to successful transition, according to the UNCT in Afghanistan. Similarly, Angola, East Timor, Sierra Leone and Tajikistan reported that developing a framework linked to the national strategy would foster national ownership and coherence of a UN-system response to transition.

Early-warning and conflict-prevention training was identified by the Democratic Republic of the Congo and Sudan UNCTs as essential for peace-building. It was noted that owing to the instability and lack of security in countries emerging from conflict, humanitarian access is often limited. UNCTs in Burundi, Republic of the Congo and Sudan continue to face challenges in meeting the needs of civilians in this regard, while Sierra Leone, on the other hand, was granted access to previously unreachable areas. UNCTs in Angola, East Timor and Sierra Leone reported that data assessments are important programme activities in transition situations.

## How Headquarters is Responding

UNDG is increasing coordination support to the Resident Coordinator/ Humanitarian Coordinator during the transition phase.

The UNDG-ECHA Working Group is working to consolidate its findings on integrated tools for planning, budgeting and resource-mobilization strategies and will present them to the Secretary-General for his approval in September 2003.

UNDG, with the support of UNDGO, the Office for the Coordination of Humanitarian Affairs (OCHA) and the UN Staff College, is making efforts to broaden learning through training for UN staff and national counterparts on early-warning and preventive measures, share lessons learned and good practices, and ensure that crisis/conflict-prevention and peace-building strategies are integrated at country level into the CCA and UNDAF when relevant.

Resources

- Staff College/Early Warning and Preventive Measures Training Programme – www.unssc.org

- Relief Web for an update on UN Appeals and the OCHA Financial Tracking Tables – www.reliefweb.int/appeals

- The UNDG website has Guidelines/Guidance Notes, country-specific transition strategies and background documents on peace-building, conflict prevention, and early-warning training – www.undg.org (Coordination Net, Coordination for Transition).

## IMPROVED COUNTRY-LEVEL COORDINATION

### Introduction

The UN needs to constantly demonstrate the value-added of coordination. Improving coordination mechanisms to achieve results more effectively is a central element of the work of the UNCTs and of the reporting they provide. The UN's goal must be to bolster national ownership of coordination and national capacity to manage development. Aligning the UN's own activities more coherently and ensuring that these in turn are aligned with national processes and priorities will make for a greater impact on the lives of the people in the countries that the UN serves.

In their reports, UNCTs are asked to explain what they have achieved in terms of their support to national planning processes, including the PRSP, as well as the steps that have been taken towards harmonizing UN programme cycles, preparing CCAs and developing UNDAFs. This section concentrates on the mechanisms in place and is integrally linked to the substantive results reported in chapter 1.

The impact of these efforts is difficult to quantify. The real impact of a PRSP and the UN support to it is measured only over time. Nevertheless, with over 80 countries having carried out a first UNDAF and with the pace and nature of support to national processes increasing as outlined below, the overall impression is a positive one.

## Key Results

Increased support to national strategies and plans, including the PRSPs;

Increased harmonization of UN programme cycles;

Better linkages between UN instruments (the CCA, UNDAF and MDG Report) and national processes (including the PRSP);

Sharper analysis and greater focus of operational activities through quality CCAs and UNDAFs.

Whereas in 2001 only 6 countries reported links between the PRSP and the UNDAF and 5 reported using the PRSP to guide work on MDGs or the MDG Report, in 2002, the number increased. A total of 43 UNCTs reported involvement in completed or ongoing PRSP processes.

The nature of the UN's engagement varied. The most frequent type of engagement was the provision of policy inputs (on gender, human rights, the MDGs), which was mentioned in 22 reports. Twenty-one UNCTs reported ensuring the linkages with the UN's own processes and programmes, including through Theme Groups. Activities relating to monitoring are also a key area for UN support, 15 UNCTs reported. Other activities included directly assisting national governments to build their own capacity (Albania, Honduras, United Republic of Tanzania, Yemen and Zambia); enhancing participation (Albania, Bolivia, Burkina Faso, Cameroon, Côte d'Ivoire, Niger and Papua New Guinea); and drawing linkages with resource mobilization (Gambia, Ghana, Lesotho, Niger, United Republic of Tanzania and Yemen).

In 2002, the four UNDG Executive Committee agencies (UNDP, UNICEF, the United Nations Population Fund (UNFPA) and the World Food Programme (WFP)) were scheduled to begin their harmonized UN programme cycle in five countries, leading to the presentation of country programmes to their Executive Boards in 2003. Accordingly, Benin, Ecuador, Kenya, Niger and Pakistan began their CCA and UNDAF preparations. In addition, four UNCTs reported their decision to harmonize their programme cycles (Georgia, to begin in 2006; and Serbia and Montenegro, Tajikistan and The former Yugoslav Republic of Macedonia to begin in 2005). The total number of countries with a harmonized programme cycle was 96 at the end of 2002.

A total of 24 UNCTs reported completion of their UNDAF in 2002, with 9 of them to start a new harmonized programme cycle in 2003. The 9 countries were: Bolivia, Botswana, Cameroon, Comoros, Djibouti, India, Jordan, Maldives and Mali. A total of 18 UNCTs completed their CCAs in 2002.

## Engaging with the PRSP Process:
## Albania and Viet Nam

A good example of the kind of engagement in the PRSP that was followed by a number of UNCTs is that of Viet Nam. There the UNCT fostered greater national ownership in the national PRSP process, particularly by linking central and sectoral strategies and promoting wider participation, including civil society, during PRS implementation and monitoring. It also strengthened good governance measures to ensure that the poor benefit from the PRS. In addition, the UNCT ensured that the final PRS included localized MDG targets/indicators, which provided a basis for substantial government and donor resource allocations, and PRS monitoring and evaluation. As a result, the PRS pays special attention to groups frequently marginalized (e.g., ethnic minorities and women), including a requirement for sex-disaggregated data.

In the case of Albania, the preparation of the UNDAF included a participatory event with representatives from the Government and civil society as well as the international development community. The event highlighted the role of the PRSP process in Albania and the national development priorities it identifies as well as the MDGs and more specific development priorities identified by the CCA process.

Interesting lessons with regard to the linkages between different instruments emerged from the five countries preparing new country programmes. In Benin and Pakistan, the CCA and UNDAF processes and PRSP development offered opportunities for exchange and mutual feedback between the UN and the Government on national priorities. In the case of Niger, a forward-looking matrix was prepared, outlining the harmonization of different instruments, including the PRSP, and their review up to 2015. (To view the matrix, go to www.undg.org (Coordination Net, Coordination for Development, Linkages with PRSP).

## Lessons Learned and Recommendations

- Early high-level coordination between the UN and Bretton Woods institutions to ensure consistency between the MDGs and PRSP processes is crucial. There is also a need for improved in-country coordination to create links between MDGs and PRSP processes.

- The UN system can bring lessons and experiences to the process of preparing the PRSP from the CCA and UNDAF.

- UNCT will become a more effective development player when it is united around common UN messages in providing inputs to the PRSP, which can include alternative viewpoints where necessary.

- The provision of technical assistance by UN agencies to respective line ministries enables the latter to articulate their perspectives and concerns more effectively.

- The UN has an important role to play in identifying and strengthening the capacity of national partners to monitor poverty reduction. Increasing the national capacity for generating reliable, relevant statistics is critical for PRSP and MDG monitoring, and it is a growing area of support from UNCTs.

### Case Study:
### Added Value of Coordination in Bolivia

In July 2002, UNDGO agreed to support a review by the Bolivia UNCT of the added value of coordination. At the time, Bolivia was one of the few countries that had completed a full cycle of instruments (PRSP, CCA, UNDAF, MDG Report). The objective of the review was to identify the nature and quality of the linkages between these instruments, especially in terms of the impact of UN coordination.

The review highlighted practical steps that a UNCT can take to measure and improve its collective performance. In summary, the review concluded that, despite various challenges, UN coordination can indeed reduce time for consultations and consensus-building, it can improve resource use, and it fosters a better impact among related instruments. The full report is available in Spanish and English at www.undg.org (Good Practices and Lessons Learned, Country Experiences).

## Additional Lessons Learned and Recommendations Regarding the CCA & UNDAF [6]

- Hiring consultants to draft the CCA and/or UNDAF is discouraged. External facilitation in CCA and UNDAF workshops/processes, however, greatly adds value.

- Guidance is required on how to involve fully the specialized agencies in the UNDAF process and how to achieve a strategic focus.

- There are cases when elections or changes in governments seriously delay and potentially impede the UNCT from undertaking or completing the CCA and UNDAF processes. How can there be greater flexibility in countries awaiting the outcome of major national political processes that affect government partners, policies, priorities and approvals?

- The CCA is more than a problem analysis and should identify capacity gaps and positive features and potential.

- Guidelines should include specific examples of good practices from other countries.

- Simple (and short) handouts/brochures explaining the CCA and UNDAF processes and products should be produced for UNCTs to provide to national partners.

## How Headquarters is Responding

A CCA and UNDAF Support Forum has been established and is being further improved to provide virtual support to UNCTs and regional review teams. (Visit the Support Forum at www.undg.org (Coordination Net, Coordination for Development).

Drawing on individual agency assessments and a joint UNDG (including the World Bank) assessment of UN engagement in the PRSP process, new guidance is being completed for UNCTs to help them to take advantage of the opportunities offered by PRSPs for achieving national priorities and the MDGs.

Likewise, based on feedback from roll-out countries, the CCA and UNDAF guidelines have been updated to ensure MDG-centred quality CCAs and UNDAFs. In addition, following guidance from Members States in the Triennial Comprehensive Policy Review, mechanisms to better track and support the quality of CCAs and UNDAFs have been further developed. Inter-agency virtual regional teams now provide feedback, based on a quality checklist, to UNCTs and highlight lessons learned and good practices that are fed into policy guidance and training for the benefit of future roll-out countries. To view the new guidelines, go to www.undg.org (Coordination Net, Coordination for Development, Preparing a CCA and UNDAF).

Specific support relating to the simplification and harmonization efforts of the UN system and information on training, which relate to increasing the effectiveness of coordination, are presented in chapters 3 and 4.

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[6] Lessons learned and recommendations are drawn from both the review of the Resident Coordinator Annual Reports and a specific workshop held in New York from 29 April to 1 May 2003.

## III.

## INCREASING EFFICIENT, COST-EFFECTIVE COORDINATION

### Key Results

Increase in number of UN Houses;

Increased levels of common services;

Cost reduction and efficiency gains from common services;

Improved harmonization of UN personnel policies.

### Introduction

Increasing the efficiency and cost-effectiveness of coordination lies at the heart of the work of UNCTs. Simpler, clearer, shared procedures and policies will improve the efficiency of development activities, increase collaboration among organizations of the UN system, reduce duplication and costs, improve accountability and build national capacities. These measures underpin the efforts of the UN to accelerate progress towards development goals.

UNCTs were able to report progress in simplification and harmonization, including in common premises, common services, and other measures pertaining to personnel policies, programme preparation and implementation modalities and financial regulations. Limited information was also reported on joint programming.

Some areas of simplification and harmonization are more advanced at the country level (such as common premises and services) while others, particularly with regard to shared procedures and policies, are only now being finalized at the headquarters level and will be ready for implementation in 2004.

In summary, key results were reported in terms of the efficiency and cost-effectiveness of UN coordination, particularly in the areas of common premises, common services, and simplification and harmonization of programming.

### *Common Premises (UN House)*

In the 2002 Resident Coordinator Annual Reports, over 80 countries reported on the UN House or common services. Many UNCTs reported on their efforts to establish a UN House, with 7 of them officially designated as such by the Secretary-General during 2002 (Barbados, Bosnia and Herzogovina, East Timor, Kenya, Mongolia, Turkey and Zambia), bringing the total number to 53. In several countries, subregional UN Houses have been established in zones where several UN agencies have programmes, such as Nicaragua, Panama and Senegal.

### *Common Services*

The most frequently reported common services included security (39 countries reported); information technology (IT), including web sites and virtual libraries (39); travel (30); shared satellite for communications (VSAT) (17); vehicle maintenance, garages and staff transport (14); communications (13); procurement (12); facilities such as document centres (7); and dispensaries and personnel benefits such as insurance and contracts. In addition, roughly 20 countries reported activities in field payments, shipping arrangements, customs clearance and identification cards.

## Most Frequently Reported Common Services

- Security (39 countries);
- IT web sites, virtual libraries and other IT (39);
- Travel (30);
- VSAT (17);
- Vehicle maintenance, garages, staff transport, etc. (14 );
- Banking (14);
- Communications (13);
- Procurement (12);
- Document centres (7);
- Other: conference room, dispensary, insurance and contracts, etc.

A total of 39 countries reported on security activities. In coordination mostly with the Office of the UN Security Coordinator (UNSECOORD), UNCTs reported a number of activities: common security services; shared Field Security Officers; drafting or updating the security plan; and development, approval and implementation of minimal operational security standards (MOSS).

Both financial and non-financial benefits of common services were reported by many UNCTs. Key benefits of common services (and premises) noted in the annual reports by UNCTs included increased efficiency and quality (Libyan Arab Jamahiriya, Turkey, Uganda (procurement)); improved security (Angola); reduced costs (United Republic of Tanzania, Zambia, Zimbabwe); improved medical services (Nepal); improved inter-agency communications and dialogue (Bangladesh, Yemen); and increased visibility of the UN system (Malaysia).

Several countries mentioned specific cost savings (see box). Other countries that have a more limited UN presence, such as Bahrain and Costa Rica, still found that common services can lead to savings.

To access almost 20 country experiences and over 30 documents, including terms of reference and Memoranda of Understanding, go to www.undg.org (Coordination Net, Coordination for Operations, Common Services).

## Examples of Cost Savings

- Kyrgyzstan saved $17,000, including on joint consumption of goods, travel agency services and printing.

- Ecuador reduced costs by over $20,000 per month ($5,747/month on rent, $14,500 on meeting rooms and $2,900 on cell phones).

- Colombia saved up to 30 per cent on costs in procurement of office supplies, travel and banking.

- Ukraine reported 10-per cent savings on procurement of computers, travel and banking.

- Informal surveys reveal that the pilot countries increased the number of shared services by an average of approximately 40 per cent. Results include cost savings of up to 63 per cent, with the largest savings estimated from sharing travel services, procurement, administration of buildings, information/ communications technology (e.g., VSAT) and fuel procurement. Surveys indicate increases in the quality and efficiency of the services, safer working environments, better working relations and more effective UN advocacy.

### *Simplification and Harmonization of Programming*

The reports show very limited activity in the area of simplification and harmonization of programming as well as a call from staff to headquarters to further assist towards this end. However, given earlier guidance on various personnel policies, more progress was noted in this dimension.

In 2002, there were 10 reference countries for simplification and harmonization of programming modalities. Many UNCTs found this to be beneficial. Twenty countries reported activities aimed at harmonizing daily subsistence allowance (DSA) rates for consultant or government counterparts. The activities ranged from the updating of existing scales to the establishment of new ones. Some countries also reported the harmonization of DSA rates between national counterparts and internal UN staff. Twenty-seven UNCTs reported salary-survey activities ranging from the revision and updating of existing scales to agreement on new ones. Most of the salary surveys were targeted at local staff and consultants.

## Lessons Learned and Recommendations

In common services, several countries reported on the importance of the Operations Management Team (OMT) and the need to hold regular meetings and reviews. Recommendations for OMTs included:

- Have a full-time Common Services (CS) Manager for large offices;

- Assign time-bound tasks to different members of the group. "Assigning role of Coordinator of task forces to different agencies enhanced teamwork among UN agency staff, offered good opportunity for learning, sharing expertise and experiences." (Yemen);

- Ensure continuity of activities despite changing of international staff;

- Have a standard, common work plan, budget and time frame at the start of the services;

- Provide operations staff with training in building management;

- "OMT has also been a good forum for exchanging information, discussing administrative issues, and correcting wrong practices. (Yemen)"

- Support from organizations such as the Asia Development Bank, the International Organization for Migration and WHO (with regional offices in the Philippines) helps the OMT-CS in identify best practices in various common services areas.

**Good Practice:  Mauritania**

Building on its experience with the establishment of common premises, the UNCT in Mauritania inaugurated the UN Documentation and Information Centre.  All seven resident agencies reached a cost-sharing agreement to combine the libraries of UNDP, UNFPA, United Nations High Commissioner for Refugees (UNHCR), UNICEF and WFP.  Development partners and the public now have access to the 12,000 publications of the facility, which includes a unique collection of over 3,000 analytical documents on Mauritania, a multi-media section, various journals and periodicals as well as reports of the Food and Agriculture Organization of the United Nations (FAO) and the World Health Organization (WHO).  The UNCT is also planning to develop a consolidated online, keyword searchable database.  Visit UNCT Mauritania's re-designed web site for more details (www.un.mr).

*Other recommendations for common services included:*

- Need to coordinate plans with UNSECOORD, including each agency's security requirements;

- Need for clear written document for cost-sharing agreements;

- VSAT helped to increase communications among the UN staff and accelerated their work;

- The participation of specialized agencies and international financial institutions was beneficial and should be encouraged by their headquarters;

- "Creative use of space is needed."

**Some constraints encountered in implementing common services were:** insufficient staff time and resources; lack of common premises; and differing agency procedures, priorities and commitment at the headquarters and country levels.

Some UNCTs indicated that missions from headquarters helped to provide momentum and political support and that ongoing support from the UNDG Working Group on Common Services was important in guiding the process in particular countries.  As the UNCT in the Philippines remarked, demonstrated benefits such as cost-efficiency, improved quality of services and enhanced cooperation among agencies are essential for agency buy-in and progress in common services.

In the simplification and harmonization of programming, Theme Groups have proved an effective way to move initiatives forward in a coordinated manner.  Some countries (e.g., Ethiopia, Kenya) reported on creating a UNCT Task Force as a mechanism to harmonize and advance these processes.

## How Headquarters is Responding

During 2002, over 40 countries were involved in the UNDG common services pilot programme.  This programme included country-level training, assessment and action planning workshops;[7] 24 countries received seed money to develop common services initiatives; and 12 operations managers were trained as resource people to support the pilot countries and enhance common services in their own country offices.

To assist countries trying to establish a UN House, the UNDG Working Group launched the transaction model, the online, step-by-step guidance to establishing UN Houses, and the UN House databank, an information exchange tool on UN Houses.

Since early 2002, the UNDG Executive Committee has been working in consultation with UNCTs and governments to develop tools and procedures to simplify and harmonize its programming procedures.  However, the impact of these new procedures (which are being tested in five countries in 2003) will not be felt by the majority of countries until 2004.  New guidance and tools on joint programming and financial transfer modalities are being tested and will be used globally in 2004.  Other guidance and tools are being introduced into each country as the agencies working there begin new programme cycles in the context of the UNDAF, starting with the five countries that begin their new programmes in 2004. Detailed background information, progress reports and access to various tools are available at www.undg.org (Coordination Net, Simplification & Harmonization).

[7] Common services pilot countries:  Bangladesh, Ecuador, Kyrgyzstan, Philippines, Uganda, Yemen, Zambia and Zimbabwe.

## IV

## STRENGTHENING COORDINATION CAPACITY

### Introduction

Underpinning the success of the UN's support to partner countries is the strength of the UNCT, its leadership and coordination capacity. While not a goal in itself, UNDG is placing increasing emphasis on the capacity of the UNCT to be able to deliver its services more effectively. Two ways of measuring the capacity of the team are to report on how UNCTs have strengthened staff support to coordination and how UNCT capacity has been enhanced through training.

The reports in 2002 indicate that UN Resident Coordinators and UNCTs are increasingly realizing that there is a need for dedicated staff to support the coordination function. Comments indicated that coordination staff (as well as communications-oriented staff in many countries) are essential for better focused and coherent work of the UN system.

Coordination capacity is also increased through UNCT training, often supported with direct funding from headquarters. Reported activities revolved around enhancing UNCT capacity for quality CCAs and UNDAFs and the MDGs; selected themes, with special emphasis on human rights-related learning; crisis and post-conflict situations, with security consistently being a major training activity; and operations.

### Key Results

More stable staffing capacity to support effective UN coordination activities;

Better capacitated UN staff to deliver on key development challenges and UN mechanisms for meeting the challenges through training.

### *Staffing*

Several reports noted the need for secure funding to support coordination (Jamaica and Jordan), including specifically for the establishment of coordination posts (Cuba, Islamic Republic of Iran, Kenya). Jamaica and Jordan also noted the need for flexible resources.

A few UNCTs (Bolivia, Kyrgyzstan, Thailand, Uzbekistan and Viet Nam) have cost-sharing arrangements whereby other agencies contribute at the country level to financing the post, but most are funded from the Support to Resident Coordinator Fund/UN Country Coordination Fund provided through UNDP/UNDGO. Strengthening the skills and staffing of the UN Coordination Unit (Bangladesh, Botswana and Ethiopia), including through training of its staff (Bhutan, Central African Republic, China, India), was welcomed.

A number of UNCTs (Albania, Georgia, Mali, Mauritania, Mozambique, Myanmar, Syrian Arab Republic and Zambia) also stressed the need to ensure the continuity of these functions by filling vacancies quickly with full-time staff dedicated to supporting and/or facilitating coordination. Two reports (Malaysia and Turkmenistan) mentioned that the UNDP re-profiling exercise helped to allot capacity in support of the coordination function of the Resident Coordinator.

The following table shows the results of the 2003 Survey of Coordination Officers

| Coordination Capacity Trends in 2002 | |
|---|---|
| **Profile** | 71% nationals |
| | 30% from the North |
| | 61% female |
| | 67%  with 1-2 years in coordination |
| **Contractual Conditions** | While 81% of coordination officers were aware of DGO communications on the mechanisms for establishing coordination posts, post classification and titles, only 42% use the official post levels and titles |
| | Staffing patterns are not consistent, predictable or sustainable: |
| | 17 ALDS (71% local ALDS) |
| | 8 SSAs |
| | 7 UN Volunteers |
| | 3 JPOs |
| | 3 service contracts |
| | 2 project staff |
| **Financing** | 31 are funded from sources that cannot be used to establish posts (e.g., SRC) |
| | 33 are funded from sources that can potentially be used to establish posts (e.g., CCF, donor funds, contributions by UN agencies) |
| **Supporting UNCT Meetings** | 90% provide support for more effective management of UNCT meetings |
| | 50-60% make substantive presentations and provide substantive advice on opportunities for strategic intervention based on analysis of socio-economic issues and trends |
| **Information Management** | 80% use UNCT web sites ( Majority - 84% - provide inputs that are posted on the web sites; 39% manage the design of the UNCT web site; 8% create and coordinate online focus discussion groups) |
| **Supporting UN Agencies without Field Representation** | While 83% facilitate meetings between UNCT members and visiting members, 37% go much further by carrying out initial negotiations that help agencies to be in a better position to access national programming and planning processes |
| **Aid Coordination** | 62% provide support to donor meetings |
| | 26% assist government in aid coordination |
| **CCA and UNDAF** | 81% organize and facilitate CCA- and UNDAF-related meetings |
| | 59% support UN interactions with donors, government and other stakeholders |
| | 55% help the UNCT to realign Theme Groups to ensure consistency with UNDAF outcomes |
| **Theme Groups** | 70-81% help Theme Groups to analyse and plan together |
| | 58% help Theme Groups to monitor and evaluate together |
| | 56% help Theme Groups to implement joint activities together |
| | 28% help Theme Groups to mobilize funds together |

### *Training and Learning*

- In 2002, there was a sharp increase in training activities explicitly associated with joint UN activities relating to the Millennium Development Goals. A total of 19 UNCTs reported training in the MDGs, 16 in the CCA and UNDAF, and 3 in UNDAF implementation. Regional or subregional training in the MDGs increased in 2002, with inter-agency events hosted by UNCTs in Bangladesh, Lao People's Democratic Republic and the Russian Federation.

- There was a marked decrease in UNCT training with respect to human rights, gender, poverty and HIV/AIDS. Except for security, which continues to be a significant training concern, there was also less demand for training in conflict prevention, peace-building and transition.

- Two UNCTs introduced learning activities for all UN staff in the country. In India, the UNCT is leading the way in providing for an orientation for all UN staff in the country. In Lao People's Democratic Republic, orientations on the UNDAF were provided to all staff members.

- It was reported that the UNCT (180-degree) self-assessment pilot exercise helped coordination in Chile, Malawi and Mauritius. The exercise was piloted in 10 countries in 2002. UNCTs suggested that the process should continue on a regular basis.

| UNCT Training Events | | | | | |
|---|---|---|---|---|---|
| | **Topic** | **1999** | **2000** | **2001** | **2002** |
| UN System Programming | MDG | | | | 19 |
| | CCA and UNDAF | 7 | 19 | 14 | 16 |
| | Team-building | 3 | 10 | 4 | 17 |
| | UNDAF implementation (including joint programmes) | | 14 | 5 | 3 |
| Selected Theme-based Training Initiatives | Human rights | 8 | 19 | 29 | 9 |
| | Gender | 5 | 24 | 48 | 6 |
| | HIV-AIDS | 8 | 19 | 37 | 12 |
| | Poverty | | 1 | 19 | 3 |
| Crisis and Post-conflict Situations | Conflict prevention, early warning and preparedness | 2 | 7 | 10 | 3 |
| | Disaster management and humanitarian coordination | 1 | 3 | 13 | 5 |
| | Post-conflict, peace-building and transition | | | 10 | 4 |
| | Security | 8 | 5 | 13 | 11 |
| Operations | Management and leadership | 6 | 3 | 4 | 2 |
| | Administrative | 2 | 2 | | 0 |
| | Advocacy, communications, media | 5 | 5 | 6 | 3 |

## Lessons Learned and Recommendations

The UNCT annual retreat is an important tool for learning. Done well, these retreats lead to improved inter-agency collaboration and joint activities. They are essential components in assessing yearly achievements towards common UNDAF goals and planning for the subsequent year's joint initiatives.

- Broad-based UN participation in the preparations for training leads to greater ownership of the training event.

- UNCTs see regional workshops as important sources of learning. More interaction with other UNCTs and regional offices was suggested.

- Team-building remains an essential activity of UNCTs.

- Government involvement in UNCT learning workshops leads to a better understanding of what the UNCT is doing in a country and improved relations between government and the UN.

- In addition to training, improving post-training communication and knowledge-sharing should be encouraged so that UNCTs are kept aware of new and innovative developments and good practices.

- Joint inter-agency training on cross-cutting issues allows for significant inter-agency exchange and cost savings.

- Common-security training aids coordination and planning for a large-scale emergency. Common-services training boosts harmonization.

## How Headquarters is Responding

In 2002/2003, two regional CCA-UNDAF workshops were conducted for 17 UNCTs before the teams began their CCA and UNDAF processes. Four to five UNCT members from each country attended.

- Two training-of-trainers workshops have equipped a cadre of over 50 UN staff to deliver CCA and UNDAF training.

- UNDAF Prioritization Retreats are delivered to countries to help them to select UNDAF priorities and build stronger teams. Five such workshops took place in 2002 for each of the roll-out countries, and a further six have been given to date in 2003.

- The second Coordination Officers workshop took place in May 2003 for 25 staff to enhance coordination capacity.

- Two electronic networks – Global Net (for Coordination Officers) and the UN System Staff College Learning Support web site for CCA and UNDAF Resource Persons and Facilitators – have been important tools for continuous learning and post-training networking.

- An MDG training module is about to be finalized.

- A training programme has been developed for countries that have prepared their UNDAF to introduce the new simplified and harmonized tools and procedures. This training package was delivered to the five pilot countries in 2003.

## V.

## FINANCIAL SUPPORT TO UN COORDINATION

In 2002, owing to the continued overall reduction of core programme funds available in UNDP, the Support to the Resident Coordinator (SRC) Fund declined even further compared to previous years, from $9.1 million in 2000 to $8 million in 2001 and to $6.1 million in 2002.

However, contributions to the UN Country Coordination Fund (UNCCF), established in November 2001, more than made up for the decline in the SRC Fund. Norway and Sweden each contributed $1 million to the UNCCF in December 2001 while contributions from the Netherlands totalled $8.16 million ($2.02 million in December 2001 and $6.14 million in April 2002).

The total SRC Fund and UNCCF funds available to Resident Coordinators in support of country coordination reached $12.5 million, the second highest level since 1998. Further details on allotments, expenditures and delivery rates by geographical region and Fund are presented in table 5.1 below.

### Table 5.1.  Support to Country Coordination in 2002

| REGION | SRC Allotment | UNCCF Allotment | Total Allotment | SRC Expenditure | SRC Delivery Rate (%) | UNCCF Expenditure | UNCCF Delivery Rate (%) | Total Expenditure | Overall Delivery Rate (%) |
|---|---|---|---|---|---|---|---|---|---|
| Africa | 2,083,209 | 2,076,685 | 4,159,894 | 1,958,031 | 94 | 1,335,250 | 64 | 3,293,282 | 79 |
| Asia & Pacific | 1,177,620 | 1,400,374 | 2,577,994 | 1,063,067 | 90 | 992,016 | 71 | 2,055,084 | 80 |
| Latin America & Caribbean | 1,099,117 | 1,070,549 | 2,169,666 | 990,226 | 90 | 794,519 | 74 | 1,784,746 | 82 |
| Arab States | 703,663 | 794,337 | 1,498,000 | 674,093 | 96 | 552,493 | 70 | 1,226,587 | 82 |
| Europe & CIS | 1,055,015 | 1,039,392 | 2,094,407 | 1,037,551 | 98 | 784,594 | 75 | 1,822,146 | 87 |
| TOTAL | 6,118,624 | 6,381,337 | 12,499,961 | 5,722,968 | 94 | 4,458,872 | 70 | 10,181,845 | 81 |

## How Coordination Funds Were Spent

For 2002, the report on use of funds, in line with the format of the UNCT Work Plan, grouped uses according to four coordination objectives with 13 specific areas of country coordination. The share of resources for the four coordination objectives is shown in table 5.2.

### Table 5.2.  Funds Expended, by Coordination Objective, in 2002

| Coordination Objective | Proportion of Total Funds Expended (%) |
|---|---|
| Improved support to national efforts to achieve the MDGs | 36 |
| Improved country-level coordination | 18 |
| Increasingly collaborative, efficient, cost-effective coordination | 9 |
| Strengthened capacity in UN coordination | 37 |

The following chart shows in more detail how funds were spent on the 13 activities within the four objectives.

## Use of Funds in 2002



**Coordination Objectives**
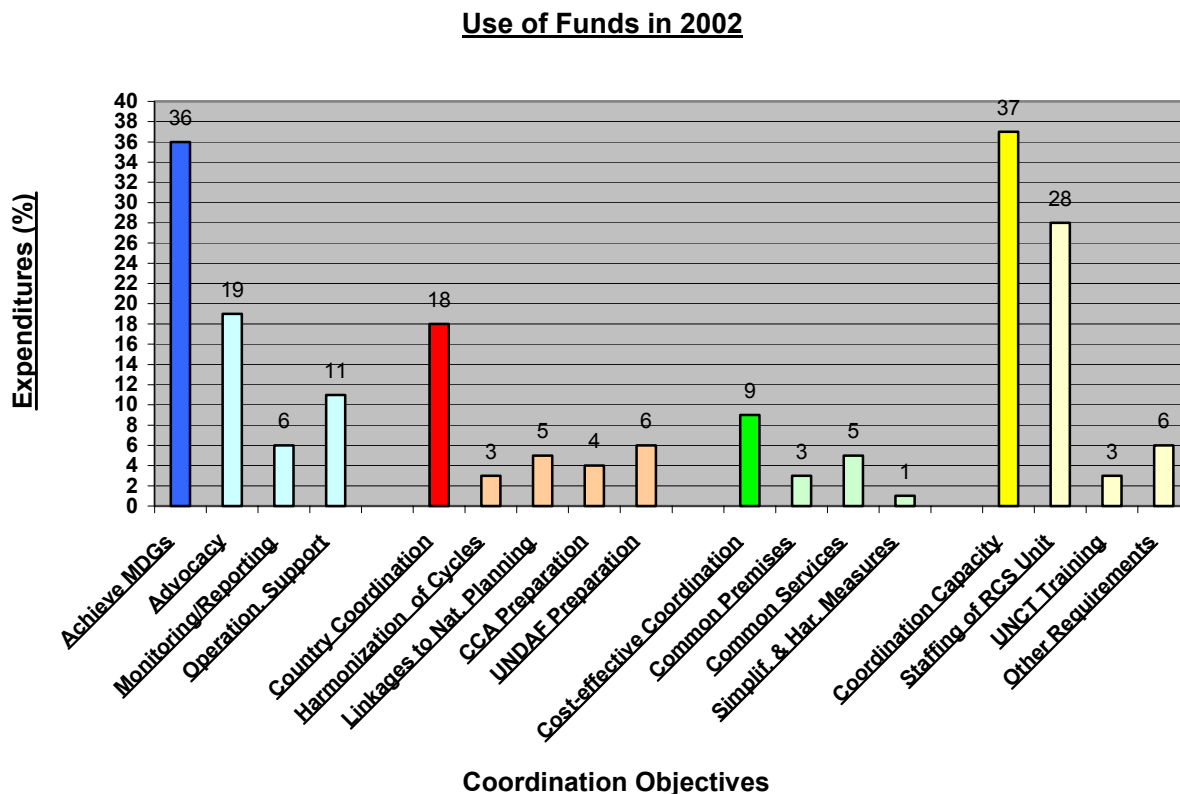
## Funding Coordination in the Future

In September 2002, the UNDP Executive Board decided upon new programming arrangements for the period 2004-2007. With the Board's decision, the calculation of the annual SRC funds changes from a percentage of UNDP's total core programme resources (1.4 per cent) to a fixed allocation of $12.5 million. In taking this decision, the Board recognized the importance of constant, predictable support to the coordination capacities of Resident Coordinators as a mandate of UNDP in its role as funder and manager of the Resident Coordinator System.

# Welcome to the UNDG
# The United Nations Development Group

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

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

**The UNDG Executive Committee:**
The "founding members" are the four funds and programmes that report directly to the Secretary General: UNICEF, UNFPA, WFP and UNDP. (The High Commissioner for Human Rights is an Ex-Officio member of the Committee). The Executive Committee focuses on reforming the work methods of the funds and programmes and manages the mechanisms of the UNDG. It meets every other month and is chaired by the UNDP Administrator.

**The full UNDG membership** has grown to 25, plus five observers. The group meets at least three times yearly to decide on issues related to country-level coordination to achieve the MDGs.

## UNDG Members

*Executive Committee
** Observer status

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

## The UNDG Structure

### UNDG Support Group

The Support Group is the forum through which all member organizations (and observers) contribute to preparing the UNDG programme of work and issues for UNDG decisions. It communicates decisions for agency implementation, prepares for UNDG meetings and agrees on how to take follow-up action as required.

### UNDG Management Group

The Management Group focuses on improving the efficiency of the Resident Coordinator System and joins with the Programme Group to address the simplification and harmonization of programme procedures including preparation, approval, execution, financing, monitoring and evaluation. It also addresses issues concerning Common Services and Common Premises, including UN Houses.

### UNDG Programme Group

The Programme Group develops policies, guidelines and procedures to improve the quality and effectiveness of UN Country Team programme collaboration, particularly in support of national efforts to implement the Millennium Declaration and achieve the Millennium Development Goals.

The UN Development Group Office (UNDGO) is the UNDG Secretariat working with member agencies to prepare issues, policies and guidelines for decision by the UNDG and its Executive Committee. UNDGO is also the administrative unit that supports the Resident Coordinator system working in 134 countries, including the process for selecting the Resident Coordinators, and the allocation and monitoring of the Resident Coordination Support Funds. The UNDGO works with the regional machinery of its members to build the capacity of and provide oversight to UN Country Teams: working better together, helping countries achieve the MDGs. The UNDGO is administered and funded by UNDP, with senior staff also seconded from the Executive Committee agencies.

*"For most of the world's citizens, the relevance, capacity and effectiveness of the United Nations are seen through the prism of their experience with United Nations staff and activities in their home country. In every country in which the United Nations operates, its overarching purpose is to serve its people. We can perform this mission effectively only by working together."*

Kofi Annan
Strengthening of the UN:
an agenda for further change

**Abbreviations and Acronyms**

**AGOA** – African Growth and Opportunities Act
**CAP** – Consolidate Appeals Process
**CCA** – Common Country Assessment
**DSA** – daily subsistence allowance
**ECHA** – Executive Committee on Humanitarian Affairs
**ECOSOC** – Economic and Social Council
**FAO** – Food and Agriculture Organization of the United Nations
**HIPC** – heavily indebted poor country
**ICT** – information and communications technology
**IDP** – internally displaced person
**I-PRSP** – Interim PRSP
**MDG** – Millennium Development Goal
**MOSS** – minimal operational security standards
**NGO** – non-governmental organization
**OCHA** – Office for the Coordination of Humanitarian Affairs
**OMT** – Operations Management Team
**PRS –** Poverty Reduction Strategy
**PRSP** – Poverty Reduction Strategy Paper
**SRC** – Support to the Resident Coordinator
**UNCCF** – United Nations Country Coordination Fund
**UNCT –** United Nations Country Team
**UNDAF** – United Nations Development Assistance Framework
**UNDG** – United Nations Development Group
**UNDGO** – United Nations Development Group Office
**UNDP** – United Nations Development Programme
**UNFPA** – United Nations Population Fund
**UNHCR** – United Nations High Commissioner for Refugees
**UNICEF** – United Nations Children's Fund
**UNSECOORD** – United Nations Security Coordinator
**USG** – Under-Secretary-General
**VSAT** – very small aperture terminal
**WFP** – World Food Programme
**WHO** – World Health Organization