



**Synthesis Report of the  
Resident Coordinator  
Annual Reports**

**United Nations October 2001**

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## **PART I. EXECUTIVE SUMMARY**

### **INTRODUCTION, METHODOLOGY AND OBSERVATIONS**

One hundred thirty Annual Reports were compiled by Resident Coordinators (RCs) across the globe in consultation with Country Teams. The extended deadline and revised guidelines led to more timely, results-oriented, concise reports with an increased focus on collaborative activities. For the fourth consecutive year, inter-agency groups reviewed the reports and offered feedback to the Country Teams. Many good examples of United Nations system collaboration were identified; they are highlighted in the related chapters of this synthesis.

### **MILLENNIUM DEVELOPMENT GOALS**

Increasingly, the UN is viewing poverty as a multidimensional issue made up of all the Millennium Development Goals (MDGs). Country Teams were asked to report for the first time on their activities with respect to these Goals. Despite the recent date of adoption of the Millennium Declaration, Country Teams showed great willingness to focus their reporting on these core issues and targets, which are becoming the crux of development activities. The 2000 Reports reveal that UN collaborative activity in this regard focused on **halving extreme poverty, enrolment in primary education, and sustainable development**. This synthesis offers examples of these activities as well as those reported by several Country Teams in the areas of **reduced maternal and child mortality, reproductive health and food security**.

The guidelines on the RC Annual Report specifically emphasized the realization of the Secretary-General's priorities, namely, **halving extreme poverty and girls' education** and the UN strategy to address them. Country Teams are tackling the first issue through advocacy, poverty-reduction programmes and assessments. In the area of girl's education, positive examples were reported with respect to joint assessments, advocacy and joint projects such as recruitment of teachers.

### **CROSS-CUTTING ISSUES**

Certain core cross-cutting issues relate to all the development goals, namely, gender equality, HIV/AIDS, human rights and recovery, and peace-building. A vast amount of work is being undertaken in these areas.

The 2000 Annual Reports demonstrate the extensive collaborative action taking place on **gender** issues through joint reviews, development of national action plans, capacity-building of governments and civil society, and joint programmes. Through inter-agency thematic groups, UN organizations have been **combatting HIV/AIDS** jointly through, for example, advocacy and sensitization; the targeting of defence forces, internally displaced persons and migrant populations; and the use of the Common Country Assessments (CCAs), United Nations Development Assistance Frameworks (UNDAFs) and joint programmes. Likewise, they are working with other partners, including donors, civil society and the private sector, to address these issues on the national, regional and subregional levels. The RC reports contain examples of collaborative action taken by the UN to address the issue of **human rights**. Through building the capacity of governments, civil society and the UN itself, Country Teams are improving the UN's ability to take a rights-based approach to development and have been able to achieve joint and collaborative programmes.

**Recovery and peace-building (prevention and post conflict)** are issues that have moved to the forefront of the development agenda. Country Teams have taken various approaches to them, such as joint analysis, recovery plans and consolidated appeals, using such instruments as the Consolidated Appeal Process (CAP), CCA and UNDAF, adapting them to their particular situation. The UN is supporting and developing local capacities of civil society and local governments in prevention, preparedness and disaster management. To this end, they are working closely with the World Bank and other partners. Increasingly, issues of recovery and peace-building have been addressed in both regional and subregional contexts.

## **IMPACT OF UN REFORM ON THE UN SYSTEM AT THE COUNTRY LEVEL**

### **Harmonization and Simplification of UN Procedures**

For the first time, the guidelines on the RC Annual Report requested information on joint programming. This resulted in a collection of positive examples and lessons learned. The CCA and UNDAF processes have facilitated joint programming in areas such as HIV/AIDS, poverty reduction and humanitarian issues. Country Teams are increasingly working towards, or together on, joint programmes; however, they are encountering new challenges and have identified the need to further harmonize financial procedures and programming processes as the highest priority to be able to move forward with joint programming. In addition to joint programming, the reports provide insights into the other areas where Country Teams are striving for harmonization, i.e., personnel procedures and joint mid-term reviews of country programmes and UNDAFs.

### **CCA and UNDAF**

With the completion of 63 CCAs and 19 UNDAFs and many more in progress, the reports for 2000 offer a wealth of information on the CCA and UNDAF processes. The development of the CCAs and UNDAFs has been catalytic in building cooperation with other partners, unifying the UN itself, and it has paved the way for joint and collaborative programming. Nevertheless, many Country Teams reported difficulties in completing their UNDAFs, owing to the absence of the RC, delays by government, etc. Collecting and sharing good practices and lessons learned through the RCNet and the inter-agency Learning Network have been critical for countries embarking on the processes. Likewise, training through Development Group Office (DGO)-UN Staff College (UNSC) workshops on the CCA and UNDAF was considered a valuable aid.

### **Theme Groups**

Inter-agency thematic groups have served as platforms for dialogue, common assessments and analysis and the basis for joint planning in addressing national priorities. The 2000 Annual Reports demonstrate the extensive involvement of other partners in the UN Theme Groups, including Governments, donors, non-governmental organizations (NGOs) and Bretton Woods institutions. As in 1999, the most prominent Theme Groups were those on HIV/AIDS, Gender,

Rural Development and Food Security, and Education. As the same time, new Groups are emerging, for instance, those on Peace and Donor Coordination. The recommendations contained in the reports offer guidance in improving the functioning of the Theme Groups, ranging from the need for comprehensive, results-based planning and activities to the need for further resources and support from headquarters.

### **Collaboration with Bretton Woods Institutions**

Collaboration with the World Bank and other Bretton Woods institutions (BWIs) increased over that of last year, with more than 60 countries reporting on their coordination activities, from the CCA and UNDAF to Poverty Reduction Strategy Papers (PRSPs) to Theme Groups. The main sectors for collaboration were health (especially HIV/AIDS), education, environment and poverty. The RC Reports also indicated a desire for further involvement of the BWIs, especially the regional banks and the International Monetary Fund.

### **Training**

The RC Annual Reports illustrate the increased focus on joint learning at the country level. More than 60 Country Teams reported on training in areas such as the CCA and UNDAF and UN Reform, human rights, early warning and conflict prevention measures, security, and disaster management. Inter-agency training has facilitated joint and collaborative programming, especially through the CCA and UNDAF workshops conducted in over 40 countries and reaching more than 1 000 people. Similarly, training served as a platform for advocacy and partnerships that enabled some Country Teams to procure additional resources. The reports helped to identify substantive areas in which the Country Teams felt they needed further training, namely, gender, early warning and conflict prevention measures, moving beyond the UNDAF.

### **UN House and Common Premises and Services**

Country Teams are making steady progress in the areas of the UN House and common premises and services. The reports identified benefits from common premises and services, e.g., increased efficiency, bargaining power, reduced costs, increased visibility and unity of the UN at the country level. On the other hand, many Country Teams reported on constraints to the establishment of a UN House, such as lack of a suitable building or sufficient space within a building. In common services, the biggest

challenges stemmed from the agencies' divergent administrative systems as well as lack of funding. This is posing a problem especially in the important areas of information technology (IT) and connectivity and personnel procedures.

### **Use of Funds**

The reports show an increase in the rate of delivery of funds to support the RC System (SRC funds) since 1999. Faced with a decline in funding of approximately 20% since the previous year, Country Teams have been forced to find additional sources of funding. Many were successful in mobilizing resources for collaboration and UN Reform through cost-sharing, donor funds and government support. The activities funded by the SRC funds focused on CCA and UNDAF preparation, national human development reports (NHDRs) and other support to conference follow-up, joint action against HIV/AIDS, poverty reduction, RC support units and operations. However, the RC reporting on funding could have provided more details overall and additional insights into results and impact in particular.

### **Self-assessment**

The self-assessment table established for the 1999 Annual Reports allows Country Teams to review their own progress. Taken together, the 130 reports for 2000 reveal general trends, showing positive ratings in the areas of support to collaborative programming, UN House and common services, and public information and advocacy. Areas posing a challenge include the CCA and UNDAF and integrated follow-up to global conferences. Moreover, the table, now in its second year, enables a comparison of trends in perceived progress overall and by region, thus helping to identify areas that need further support or attention from headquarters. Some Country Teams also included useful comments along with the matrix. Overall, the assessments in 2000 were less positive than those from the previous year, indicating the need for progress in areas of support to collaborative programming, namely, joint programming and the CCA and UNDAF.

### **Assessment of Headquarters Support**

The new matrix developed for the 2000 RC Annual Reports offered the Country Teams a clear means by which to assess the support they are receiving from various UN headquarters, namely, the specialized agencies, funds and programmes, UNDG Sub-Groups and DGO. Likewise, Country Teams were requested to

provide suggestions for improvement. Overall, the teams gave a positive response, with the highest ratings given to UNDG and DGO web sites, DGO responses, and communications on the CCA and UNDAF. Many teams requested further support for training, more concise formatting of the CCA and UNDAF, harmonization and simplification of programming and financial procedures, and guidance on joint programming. At the same time, they indicated the need for increased resources to support such initiatives and guidance on resource mobilization. The 2001 TCPR reinforced these recommendations, especially on harmonization and simplification of procedures and national ownership of CCA and UNDAF processes.

## PART II. METHODOLOGY AND OBSERVATIONS

### INTRODUCTION

The Annual Report of the Resident Coordinator is the only report of its kind focusing on UN system collaboration at the field level and the effects of UN Reform. Together, the 130 reports for 2000 provide an overview of global and regional trends, examples of good practices and challenges encountered in (a) inter-agency cooperation to support national development efforts, (b) follow-up on international conferences, and (c) implementation of UN Reform initiatives at the country level.

Following recommendations from the Consultative Committee on Programme and Operational Questions (CCPOQ), the 1999 RC Annual Reports and consultations with RCs, the guidelines for the 2000 RC Annual Reports were revised primarily to reduce duplication and decrease the reporting burden. RCs were requested to cross-reference; several sections were merged or eliminated, particularly those that were covered in the Triennial Comprehensive Policy Review (TCPR); and a table on headquarters (HQ) support was added to facilitate reporting.

Also new for 2000 was the request that Country Teams report on UN support to national efforts to realize the Millennium Development Goals and two priorities of the Secretary-General that had been set out in 1999, that is, girls' education and halving extreme poverty. In addition, since an increasing number of Country Teams were completing Common Country Assessment (CCA) and United Nations Development Assistance Framework (UNDAF) processes, the guidelines requested information on joint programming and joint mid-term reviews of country programmes and UNDAFs.

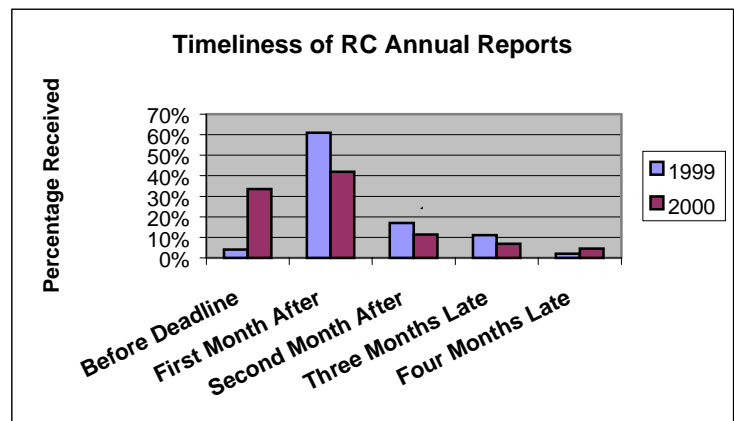
Many members of the inter-agency review groups had commented on the lack of clarity of the information on impact and results from the 1999 reports. Therefore, these aspects were further emphasized in the 2000 guidelines, which asked for information about the impact of the work of the UN on the lives of people, in particular the weak

and vulnerable, as well as the impact of enhanced coordination of the UN system in the country. In general, the 2000 reports demonstrate concrete results and progress in these areas.

Overall, the quality of the reports improved greatly over that of the previous year. The request that Country Teams focus on collaboration between two or more agencies as opposed to listing individual agency activities effectively brought out the areas of true inter-agency collaboration. Moreover, with the revised guidelines, the reports show the impressive extent of collaboration with Bretton Woods institutions (BWIs) and other partners, namely, government, civil society and donors.

### REPORTING AND TIMELINESS

The response to the request to prepare an Annual Report was excellent, with 130 reports received out of the 131 expected. In view of the reporting requirements for the TCPR and the delay resulting from the revision of the guidelines, the deadline was extended by one month (until 28 February 2001). This resulted in a 30% increase in the timeliness of reports over 1999. This having been said, at the same time, several reports were submitted very late and by the end of May, only 93% had been received compared to 98% and 96% for 1998 and 1999, respectively. At headquarters, the later deadline tightened the timeline for inter-agency reviews, feedback to RCs and Country Teams, the second allocation of funds for the Support of the RC (SRC funds) and compilation of the synthesis report.



Reasons for late submission include natural disasters such as floods and earthquakes, absence of the RC, VIP visits, the launch of the Consolidated Appeal Process (CAP) and waiting

for a country retreat or approval from absent agency heads. In addition, several non-finalized or incomplete versions arrived up to a month before the final version, creating confusion as to which were the final reports and difficulties in posting them. In a major improvement over previous years in which the departure of an RC was given as the main cause of delay, several departing RCs completed the reports early, before leaving their post, or finalized the reports through an electronic review following their departure.

Nevertheless, lack of handover notes and delay in posting RCs were cited as causes of lack of impact and continuity of collaborative programmes. Thus, there is a need to re-emphasize the importance of handover notes by departing RCs in facilitating the smooth transition and continuity of activities and operations.

## METHODOLOGY OF THE REVIEW

Inter-agency review groups organized by UNDGO met regularly between March and May to review, on average, three or four reports per meeting. The composition of the five regional review groups varied but were comprised of staff from:

- Regional Commissions;
- United Nations Children's Fund (UNICEF);
- United Nations Department for Economic and Social Affairs (UNDESA);
- United Nations Department of Political Affairs (DPA);
- United Nations Development Programme (UNDP);
- United Nations Educational, Scientific and Cultural Organization (UNESCO);
- United Nations Fund for Women (UNIFEM);
- United Nations High Commissioner for Refugees (UNHCR);
- United Nations Office for the Coordination of Humanitarian Affairs (OCHA);
- United Nations Office for Project Services (UNOPS);
- United Nations Population Fund (UNFPA);
- United Nations Office for Drug Control and Crime Prevention (ODCCP);
- World Food Programme (WFP).

For the third year, reports were posted on the DGO web site, RCNet, to facilitate access by UN agencies that are not based in New York, Country Teams, and review-group participants. Electronically transmitted comments were a good

means of participation for members not present in New York or unable to attend and they enabled the review groups to reduce the number of meetings by holding virtual reviews. However, the quality, usefulness and timeliness of electronic comments varied. Detailed input was received from the Joint UN Programme on HIV/AIDS (UNAIDS), UNESCO, UNFPA, UNIFEM and UNHCR. In addition, some regional bureaux shared their consolidated comments on the reports.

Based on the group discussions as well as written comments, DGO sent letters to the RCs to share with their Country Teams. Generally, the letters received a positive response from the field and many RCs replied with appreciative letters and follow-up inquiries.

The review exercise provides an excellent opportunity to facilitate the exchange of information between agencies at headquarters on progress in UN Reform and coordination at the country level. Moreover, the network created continues to serve as a tool for information-sharing and collaboration, and some review groups have met on other issues such as RC visits and CCA and UNDAF presentations.

## QUALITY, CONTENT & GOOD PRACTICES

As noted earlier, the overall quality of the reports greatly improved over that of the previous reports. The review groups found that this improvement was particularly notable in Latin America and the Caribbean and the Arab States regions. Succinct, focused reports offered the best overview of the country's collaborative activities and did not bury the important points under additional information on each agency's individual activities. As in 1999, there was a strong correlation between focused, strategic reports and Country Teams undertaking CCA and UNDAF exercises as well as teams with strong leadership, the support of an RC unit or an RC assistant.

Some Country Teams went beyond the guidelines, offering innovative, useful reporting techniques. For example, several countries (*Albania, Costa Rica, Lao People's Democratic Republic, Lebanon and Thailand*) provided tables on the follow-up to the Millennium Development Goals. Likewise, countries created various tables on Theme Groups, with the most useful containing the name of the Theme Group, the chair, and the

participants, including which government ministries, donors and civil-society members were involved (*Guinea, Kyrgyzstan, Lao People's Democratic Republic and Senegal*). With regard to the self-assessment section, one report (*Lebanon*) compared the self-assessment for 2000 with that of 1999. This helped the Country Team and the review group to identify areas in which they had made progress and those in which they felt that further work was needed. Other examples are cited in the relevant sections.

Examples of UN Reform initiatives, specific Country Team experiences and lessons learned are key outputs of the Annual Reports. These examples are a ready means of peer learning and are being posted on the RCNet ([www.dgo.org](http://www.dgo.org)) under "Country Experiences" and at DevLink ([www.undg.org](http://www.undg.org)) under their thematic areas (e.g., poverty, gender, girls' education, human rights and HIV/AIDS). Following the inter-agency review, many Country Teams were asked to share more detailed information on specific initiatives that the review group considered good practices. It is hoped that, in the coming months, this information will be submitted to DGO and posted to facilitate exchanges of country experiences and peer learning. In describing the collaborative initiatives, it would be useful to include in the reports the factors contributing to the success of the programme, obstacles encountered and explanations of how such constraints have been overcome.

## PART III. MILLENNIUM DEVELOPMENT GOALS

In September 2000, 147 Heads of State and Government – and 191 nations in total - adopted the Millennium Declaration, which mainstreams and reinforces the international development goals in a global agenda with clear targets. For the 2000 RC Annual Reports, Country Teams were asked to report on their collaborative activity in helping Governments to achieve the following seven Millennium Development Goals (MDGs), recognized as representing key dimensions of poverty:

- (a) Halve the number of those in extreme poverty between 1990 and 2015 (80 Country Teams reported on this area);
- (b) Enrol all children in primary school by 2015 (50);
- (c) Make progress towards gender equality and empowerment of women by eliminating gender disparities in primary and secondary education by 2005 (40);
- (d) Reduce infant and child mortality rates by two thirds between 1990 and 2015 (45);
- (e) Reduce maternal mortality rates by three quarters between 1990 and 2015 (35);
- (f) Provide access for all who need reproductive health services by 2015 (35);
- (g) Implement national strategies for sustainable development by 2005 so as to reverse the loss of environmental resources by 2015 (50).

Many countries also reported on other goals related to the Millennium Declaration and other international development targets, such as food security, HIV/AIDS and water.

Despite the relatively recent adoption of the Millennium Declaration, a large proportion of Country Teams made significant efforts to reorganize the reporting of their activities along the lines of the MDGs. Subsequently, some have taken this initiative further, including reporting on progress towards MDGs on their web sites (*Lebanon*) and in reports on MDGs (*United Republic of Tanzania* and *Viet Nam*). Many more Country Teams are expected to prepare such reports in the future.

## HIGHLIGHTS OF ACTIVITIES TO ACHIEVE THE MDGs

Examples of collaborative activities by the UN system in support of government achievement of the MDGs are provided below. They offer a snapshot of how UN organizations are coming together to address these important issues, which will be the barometer of country progress and on which the UN system will be required to report henceforth.

In particular, Country Teams were expected to have made progress in the important areas of halving extreme poverty and girls' education since these goals had been identified as priorities by the Secretary-General prior to the Millennium Summit.

### Styles of Reporting on the Millennium Development Goals

Reporting on the Millennium Development Goals varied but tended towards three distinct formats:

- **tables:** presentation of relevant Country Team programmes in the context of existing national goals, charting the status or progress of the country with a variety of indicators for each goal (*e.g., Albania, Costa Rica, Lao People's Democratic Republic, Lebanon, Thailand*).
- **narrative:** the most common format consisting of a brief discussion of Country Team activities and addressing each relevant goal. Some reports integrated additional goals relating to their national development priorities and some focused on **regional programmes within the country** (*e.g., Islamic Republic of Iran, Kenya, Lebanon, South Africa, Syrian Arab Republic, Yemen*).
- **commentary on conferences and priority themes:** no direct reporting on the Millennium Goals but provision of commentary on the two priority themes (poverty reduction and girls' education), cross-cutting issues and key conferences; the format used by the remainder of the RC reports.

## HALVING EXTREME POVERTY

Over 80 RC reports addressed this goal. The UN Strategy for Halving Extreme Poverty by 2015, endorsed by the Administrative Committee on Coordination (ACC) in 2000, served as a platform for a range of activities in different countries, as illustrated by the following examples.

### Advocacy

In *Kenya*, 10 agencies have joined together on the Heart and Soul Project, a broad-based advocacy effort that uses media outlets to disseminate information and increase awareness of, for example, the multifaceted problems of poverty and related issues.

### Programming

In the *Islamic Republic of Iran*, the UN system, through the support of a grant from the Government of Sweden, embarked on an integrated programme of poverty reduction in Sistan-Baluchistan, the poorest and most vulnerable region. Each agency contributed to those areas of development in which it maintains a comparative advantage. To this end, UNDP pursued a micro-credit programme, while UNICEF supported the local education system, providing services to increase the literacy of young girls. UNFPA and UNICEF each established health posts, while UNHCR and WFP contributed food support as well as health services and micro-financing to displaced persons.

In *Mauritius*, UNDP and the International Labour Organization (ILO) undertook a joint poverty-reduction programme on Rodrigues Island. This programme, which uses a micro-credit strategy driven by village banking, also includes management training designed to aid credit recipients in the development of their income-generating activities. As the report notes, "this partnership between UNDP and ILO has given rise to an integrated approach to tackle the problem of poverty in Rodrigues". Similarly, in *Brazil*, UNDP and ILO, in conjunction with the Federal Savings Bank of Brazil, embarked on a micro-credit assistance programme. Concurrently, the two agencies worked with municipal and State authorities on local capacity-building initiatives.

### Assessment

A number of Country Teams are supporting national efforts to assess poverty. In *Mongolia*, the UN system worked with the World Bank and

the Mongolian National Statistics Office to complete the World Bank's Participatory Living Standard Assessment. This amassing of data from a number of different but vital development perspectives provided a comprehensive picture of the current situation in Mongolia and fostered a constructive debate on poverty.

## GIRLS' EDUCATION

Closely linked to the UN Strategy for Halving Extreme Poverty, the United Nations Girls' Education Initiative (UNGEI) was launched in Dakar in April 2000 and reaffirmed in the Millennium Declaration. Its goal is to mount a sustained campaign to improve the quality and availability of education for girls through a collaborative partnership of different entities within and outside the UN system. UNGEI, which is part of the Education for All (EFA) movement, has the following specific goals:

- (a) to achieve gender parity in enrolment in primary and secondary education by 2005;
- (b) to achieve gender equality in education by 2015 (enrolment, completion, achievement and education systems that do not discriminate on the basis of gender).

Given that UNGEI was launched only a year and a half ago, a surprising number of collaborative activities have taken place or are ongoing at the field level. To date, 44 countries have addressed girls' education in their CCA, and 22 in their UNDAF. The overall picture, however, seems to point to the fact that most activities on girls' education continue to be carried out by individual agencies. To gain wider participation and formulate common strategies and actions to address girls' education, inter-agency Theme Groups on Education/Girls' Education have been

### **Joint Assessments in Viet Nam**

UNICEF and the World Bank have analysed national census data to review the status of girls' education. By breaking down national statistics according to sex, ethnic minority status and subnational geographic area and through follow-up discussions with the Ministry of Education and Training, there is now a much better understanding of underlying problems in relation to primary school enrolment and retention of girls, and a sound basis for more targeted follow-up action.

established in a small number of countries with the participation of UN agencies and, in some cases, government, bilateral donors and non-governmental organizations (NGOs) (*Ghana, Malawi, Mozambique, Yemen, Viet Nam*).

#### Joint Assessments and Strategy Formulation

A number of Country Teams have carried out joint assessments of the status of girls' education/ education (*Bangladesh, Ghana, Islamic Republic of Iran, Namibia, Poland, Sudan, Viet Nam*). These have generally led to a better understanding of underlying problems, a common basis for dialogue with government, joint action and more targeted follow-up. In the case of *Pakistan*, the Country Team supported the Government in developing a strategy to increase the net primary school enrolment of girls.

#### **Five-goal Strategy on Girls' Education in Pakistan**

In the broader context of poverty reduction in Pakistan, UNDG partners supported the Government in developing strategies to attain five major goals in education, child health, maternal health, nutrition and poverty alleviation. Collaboration between UNESCO, UNICEF and WFP led to a strategy that called for an increase in the net primary school enrolment rate for girls from 41% in 1998 to 52% by 2003. This would be achieved through advocacy and social mobilization, reduced costs, enhancement of teacher morale, teacher recruitment, provision of separate facilities for girls, construction of additional classrooms, and provision of cooking oil as an incentive to increase girls' participation.

#### Advocacy

In an effort to promote girls' education and mobilize partners, inter-agency collaboration took place on advocacy programmes (*Bangladesh*), organization of a seminar (*Egypt*) and a series of national round-tables (*Kazakhstan*).

#### Joint Projects on Girls' Education

Collaborative efforts on girls' education are ongoing in a number of areas, for example:

- school and additional classroom construction (*Angola, Pakistan*);
- provision of separate water and sanitation facilities for girls (*Pakistan*);
- recruitment of additional teachers (*Pakistan*) and vocational training (*Malawi*);

- curriculum development on HIV/AIDS (geared towards girls) (*Mozambique*);
- reproductive health-care services for adolescents and youth to reduce the dropout rate of girls due to teenage pregnancy (*Namibia*);
- provision of food and take-home rations for girls and female teachers in refugee camps to encourage regular attendance (*Islamic Republic of Iran*);
- support to formal and non-formal education (*Bangladesh*).

#### **Collaborative Efforts in Cambodia**

The WFP and the Ministry of Education, Youth and Sports School Feeding Programme, targeted at poor girls in rural elementary schools, supplies daily hot breakfasts and an extra ration to take home for their families. The Programme, which began in areas where the World Bank supports the Ministry's Education Quality Improvement Project, extends into areas where UNICEF and local NGOs support elementary education. It is complemented by health and hygiene education supported by the Ministry of Health, UNICEF and WHO.

## **ACHIEVING UNIVERSAL PRIMARY EDUCATION**

The goal of enrolling all children in primary school by 2015 was highlighted in **over 50** RC Annual Reports. Examples of initiatives in this area include the UN system effort, led by UNICEF, to provide support and resources to isolated and disadvantaged schools in *Maldives*. This initiative will give the UN system the opportunity to improve directly the education of nearly 10% of the total population of the country, and will have special emphasis on addressing girls' access to educational resources and broader development issues. The UN in *Nigeria* (UNESCO, UNFPA, UNICEF and UNIFEM) is collaborating on the development of the project Promoting Girls' and Women's Education. The project, designed to improve literacy as well as the economic status of women, also involves the Ministry of Education, the Nigerian Educational Research and Development Council, and the local media.

## SUSTAINABLE DEVELOPMENT AND ENVIRONMENT

**More than 50** Country Teams highlighted their work towards the goal of implementing national strategies for sustainable development by 2005 so as to reverse the loss of environmental resources by 2015. The following are examples of such efforts

In *Romania*, UNDP and WHO, along with the Romanian Ministry of Health, carried out the project Rapid Risk Assessment in Environment and Health in Secondary Rivers of the Lower Danube Basin, which includes an assessment of drinking water supplies, sanitation, and other health-related environmental issues.

UNDP and UNESCO are coordinating activities in several areas in *Uruguay*, including working in conjunction with the Governments of Canada and Uruguay on a project to protect a sensitive coastal zone. In addition, UNDP aided UNESCO in “the determination of parameters of the UNESCO Biosphere Reserve” in Uruguay.

The members of the UN system (FAO, UNDP, UNEP, UNESCO and UNIDO) in *China* are working in conjunction with the World Bank to support initiatives on “...climate change, biodiversity, desertification, [and] ozone depletion...” Since the level of compliance with new government legislation to protect the environment is low, the UN system will extend its effort to building national capacity for environmental management

## REDUCED INFANT & CHILD MORTALITY

**More than 45** Country Teams were collaborating to assist countries in reducing their infant and child mortality rates by two thirds between 1990 and 2015, as illustrated by the following examples.

In the *Democratic People’s Republic of Korea*, UNICEF and WHO are cooperating on an expanded child immunization programme. This effort, designed to eradicate polio and other vaccine-preventable diseases, involves the development of an “uninterrupted vaccine supply, capacity-building, mobilization and disease surveillance...” In addition, the two agencies continue to support national immunization days.

According to a new baseline survey undertaken by UNICEF, WHO and institutes of public health, *Yugoslavia* recently achieved the goal of halving infant/child mortality. These agencies organized a national conference on iodine deficiency and are working to develop a national polio eradication campaign.

In *East Timor*, UNICEF, WFP and WHO, in conjunction with Health-Net and other NGOs, completed a health and nutrition survey of the country. The data collected will be used to combat common diseases among marginalized and impoverished segments of the population.

## REDUCED MATERNAL MORTALITY

**Over 35** Country Teams reported on their efforts relating to the goal of reducing maternal mortality rates by three quarters between 1990 and 2015. Examples include the following.

UNDP, UNFPA and WHO are collaborating on the “...reconstruction and rehabilitation of hospitals and other health facilities...” in *Kosovo*, including maternity wards. In addition, the agencies are providing medical equipment to area health facilities in an effort to reconstitute lost local healthcare capacity more rapidly.

In the *United Republic of Tanzania*, the UN system, in collaboration with NGOs, is working to develop an adolescent reproductive health strategy. The project, which will provide information needed to develop the strategy, includes a comprehensive analysis of the issue, a study of associated legal matters, and a “field study to understand adolescents’ views on access to quality reproductive health services”.

## ACCESS TO REPRODUCTIVE HEALTH SERVICES

**More than 35** RC reports mentioned support to governments in achieving the goal to provide access, by 2015, for all who need reproductive health services. The following are examples of such support.

UNFPA and WHO in *Ukraine* have lent their support to national family-planning initiatives focused on training, general reproductive-health services, and contraceptive availability. As a result, one family planning centre has reported a

25% to 35% rise in contraceptive use, a 100% increase in visits, and a higher number of trained health specialists.

In *Yemen*, UNFPA and WHO supported advocacy efforts through training, workshops, dissemination of information through the media, and awareness campaigns. In addition, the two agencies are working to increase awareness of reproductive health issues in “critical influential groups, such as religious leaders”. In this single area, 40 mosque imams and 47 other religious leaders have been trained in population and reproductive health issues.

## FOOD SECURITY

The Millennium Declaration sets a goal of halving the number of people who suffer from hunger as part of the broader goal of halving, by 2015, the number of people living in poverty. This goal was reported on by **24** Country Teams.

In *Nigeria*, FAO, ILO, UNDP and UNIDO “promoted the dissemination and adoption of post-harvest food loss technology”. These technologies aid farmers in the safe, environmentally sound packaging and preservation of food, an issue of concern because of its close link to rural poverty.

In *Djibouti*, FAO and UNDP are collaborating to secure support for the rescuing of livestock from drought conditions that have resulted in elevated levels of livestock disease. This issue is of particular importance in that country, where the majority of the population are nomadic pastoralists and heavily dependent on livestock for survival. The UN system in the *Democratic People’s Republic of Korea* is implementing the framework of the Agricultural Rehabilitation and Environmental Protection process by providing support for food security initiatives. While UNDP provided mechanical equipment, WFP supported a food-for-work programme and, in conjunction with FAO, endeavours to perform twice-yearly assessments of the nation’s crop and food supplies.

## CHALLENGES AND LESSONS LEARNED IN ADDRESSING MILLENNIUM DEVELOPMENT GOALS

### Coordination with Government

A number of Country Teams were able to achieve close coordination with national societies through publicizing and discussing the Millennium Goals. For example, in *Nicaragua*, the UN system’s capacity-building efforts with both national and local government aimed at improving the government’s ability to address the MDGs. In the *Islamic Republic of Iran*, the Millennium Report: Report of the Secretary-General was translated and publicized, and integrated into the national debate through several public meetings. In *Colombia*, the Country Team met with political leaders in a series of Millennium workshops designed to include civil society in the shaping of national development goals, while the *Costa Rica* Country Team launched its CCA through a broader discussion of the goals of the Millennium Summit.

### Poverty as a Multidimensional Issue

While some Country Teams reported on income-generating schemes, the more common approach was to view poverty as more than an income issue. For example, in *Cambodia*, the challenge of poverty reduction is being addressed under certain mutually supportive areas of concentration: governance, peace and justice, human development, the sustainable management of natural resources, and poverty eradication.

### The Challenge of Reporting on Impact

Country Teams found it difficult to report on the specific impact or results of their programmes. Nonetheless, many made an attempt to link programmatic summaries with impact indicators. Good examples include the reports of *Lebanon* and *Viet Nam*. Frequency and attribution were issues, with the *India* Country Team noting, for example, that one year was too narrow a window of analysis for the proper use of calibrated statistics.

## **PART IV. CROSS-CUTTING ISSUES**

In many reports, Country Teams addressed cross-cutting issues such as gender, rights, and HIV/AIDS, which have an impact on or relate to the MDGs. The reports illustrate a range of activities that will support national efforts to incorporate these themes and have an impact on the MDGs per se.

### **GENDER EQUITY AND ELIMINATION OF DISCRIMINATION**

The Secretary-General's 1997 UN Reform Programme and the Millennium Declaration put renewed emphasis on gender equality as a cross-cutting issue that relates to all development goals. Gender equality and equity should be pursued as goals in themselves through the ratification and realization of the provisions of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and through programmes and policies to achieve development.

#### **Creation of a National Council on Gender Policy in Belarus**

The Government of Belarus successfully completed the implementation of the Five-year National Programme on the Advancement of Women. The cross-sectoral work carried out within the Programme through a multi-level partnership between government departments, civil society and UN organizations resulted in the creation of the National Council on Gender Policy, which includes three representatives from the NGO sector. In addition, an NGO-organized conference held in 2000 increased awareness of the issues, made specific recommendations for the new National Plan of Action and discussed the Third Periodical Report to the Commission on Elimination of Discrimination against Women and the report to the Special Session on Beijing+5.

The 2000 Annual Reports demonstrate that extensive collaboration is taking place on gender in the form of advocacy, joint reviews, national action plans and capacity-building of government and civil society. Theme Groups have been serving as a key means for collaboration as platforms for dialogue and development of a common strategic vision and action plans for the UN system in over 90 countries (see Theme

Groups section). In addition, a number of countries have included a focus on gender in their CCA and UNDAF and have benefited from the analysis done by Gender Theme Groups.

#### **Joint Reviews**

A number of Country Teams carried out joint reviews of different gender-related issues (*Afghanistan, Bhutan, Brazil, Bulgaria, China, Guyana, India, Lebanon, Maldives, Myanmar, Philippines and Romania*). In the cases of *China* and *Lebanon*, gender-disaggregated data were used to identify gender gaps and key priority areas for programming and influencing national policies. In *Lebanon*, the Country Team supported the establishment of a national gender-sensitive statistical database to strengthen the national capacity to produce, use and disseminate gender-related statistics.

#### **Gender Indicators in Lebanon**

Within the context of the CCA revision and update, a review and assessment of gender equality, involving both national and international stakeholders, identified four main priority areas :

- **equality before the law;**
- **participation in political and public life;**
- **economic activity and labour force participation; and**
- **education.**

For each priority area, gender equality indicators were identified, current disparities and possible causes were examined, and recommendations for potential UN intervention were made. The findings were widely publicized through the media in both Arabic and English and served as reference points for the training of gender focal points and the preparation of gender profiles and recommendations for action in the various institutions and ministries.

#### **National Action Plans**

Several Country Teams supported Governments in the development of national gender policies and action plans in the follow-up to Beijing (*Belarus, Djibouti, Latvia, Lesotho, Liberia, Malawi, Zambia*). As part of the Five-year National Programme on the Advancement of Women, the National Council on Gender Policy, including three NGO representatives, was created in *Belarus*. In *Turkmenistan*, the national action plan led to the establishment of a government working group to report on progress in implementing CEDAW. In

*Egypt*, the Country Team supported the activities of the National Council for Women.

### Capacity-building of Government and Civil Society

The RC Annual Reports demonstrate the various ways in which the UN system is collaborating to build the capacity of governments, civil society and the UN system itself. In *Liberia*, the Country Team supported the establishment of 24 gender focal points in central positions within government, NGOs and the UN system to facilitate gender-mainstreaming efforts. The Team in *South Africa* supported the establishment of a gender adviser position within the RC unit; the adviser has been facilitating gender-mainstreaming efforts in all UN agencies.

A considerable number of Country Teams organized training in gender mainstreaming and programming for UN staff as well as gender-sensitization training, including for government officials (*Angola, Bhutan, Maldives, Sri Lanka*), parliamentarians (*Botswana*) and NGO representatives (*Poland*). Moreover, Country Teams supported awareness-raising of gender issues through workshops, round-tables and advocacy.

In 2000, Country Teams also supported the participation of delegates and NGO representatives in Beijing+5 and other international conferences on gender (*Kazakhstan, Mongolia, Swaziland*). In *Kazakhstan, Mongolia* and *Trinidad and Tobago*, the Country Team supported government and NGOs in reporting to the CEDAW Commission. Perhaps the most important outcome of the United Nations' efforts in the area of gender in *Turkmenistan* is the Government's recent endorsement of the National Action Plan on the Advancement of Women, drafted with United Nations support as a follow-up to the Fourth World Conference on the Advancement of Women (Beijing, 1995). In addition, the Government has established a working group to report on progress in implementing CEDAW.

### Joint Programmes

In *Nepal* and *Thailand*, joint projects are under way on trafficking of women and girls. FAO and UNDP are working together in *Thailand* on a joint project on gender in poverty alleviation. An inter-agency project to reduce commercial sexual exploitation of girls and adolescents was carried out in *Brazil* in 2000.

## HIV/AIDS

The year prior to the General Assembly Special Session on HIV/AIDS (held in June 2001) saw Country Teams providing strategic support to national authorities in preparation for the Special Session. The RC Reports contain numerous examples of actions by Country Teams and inter-agency Theme Groups to address HIV/AIDS and the impact of their actions in the face of steadily increasing infection rates; some of these are described below. The credit for their success may be attributed to the 125 Theme Groups on HIV/AIDS worldwide (see Theme Groups section).

### Impact of High-level Advocacy

Country Team advocacy efforts in different parts of the world led to significant results in moving the HIV/AIDS agenda higher up on the political agenda in 2000. In all five regions, Country Teams are offering technical and financial support for the formulation and implementation of national

#### **HIV/AIDS Theme Groups: A Tool for Advocacy and Awareness-raising in Panama**

"One can definitely conclude that the HIV/AIDS Thematic Group has contributed towards an increased awareness of the epidemic on the part of the Government and civil society in general and, as a result of its advocacy efforts, has contributed towards Social Security's provision of the triple therapy treatment for 550 AIDS patients with Social Security coverage. Also the Ministry of Health has publicly committed to the allocation of USD 2 million for the year 2001 for AIDS prevention and therapy."

HIV/AIDS policies and strategic frameworks. In addition, they are engaged in high-level dialogues with political leaders on HIV/AIDS-related issues, e.g., HIV/AIDS and domestic violence (*China*).

As a result of this advocacy and support to Governments, Presidents and Prime Ministers have expressed their commitment to combatting the spread of AIDS through decrees and the establishment of National AIDS Commissions (e.g., *Libyan Arab Jamahiriya, Lithuania, Sudan, Syrian Arab Republic* and *Ukraine*), through increased contact with houses of parliament and national assemblies (*Benin, Botswana, Chad, Equatorial Guinea, Mauritania, Nicaragua, Togo* and *Uganda*); and through initial/special allocations from State budgets (*Bulgaria* and *United Republic of Tanzania*, respectively).

Advocacy has opened many new doors, as evidenced by the discussion and publication of information on HIV/AIDS and its victims that appeared in newspapers in Yemen for the first time and a movement from denial to open discussion of HIV/AIDS in *Namibia*. In the *Islamic Republic of Iran*, the HIV/AIDS Theme Group was the only Theme Group in which the Government participated, this despite the highly sensitive nature of the issue. In *Latvia*, the UN was the first to bring together all parties involved in tackling HIV/AIDS.

#### **Breaking the Silence on HIV/AIDS in Nepal**

A major initiative to break the silence on HIV/AIDS was organized in 2000 in Nepal. A joint effort of the United Nations system and the Ministry of Health, it aims to institute a coordinated and expanded response to the rising tide of HIV infection in the country. The initiative emphasizes synergistic partnerships to step up harm and risk-reduction measures for sex workers, clients and injecting drug users and to expand the response to labour migrants and their families. It also stresses the use of communication to target negative attitudes towards people with AIDS. Contributions of up to \$20 million are expected over the next five years.

#### **Sensitizing Lawmakers**

Sensitization of lawmakers to the effects of the HIV/AIDS epidemic, a strategic activity carried out by various Country Teams, resulted in an allocation for the Programme to Fight AIDS and STDs in the 2001 budget of *Benin* and in the drafting of legislation on HIV/AIDS in *Cambodia*. In *Mauritania*, the transmission on TV and radio of a three-and-a-half-hour debate with Members of Parliament on the introduction of sex education in schools was a remarkable achievement. In *Brazil*, legal rights of HIV/AIDS patients received a big boost by the creation of a parliamentary group on AIDS, reaching beyond the House of Representatives and the Senate to over 5 000 municipal assemblies, as well as to law associations and health and other professionals.

#### **Targeting Defence Forces, Internally Displaced Persons (IDPs) and Migrant Populations**

A programme on the impact of HIV/AIDS on IDPs was launched in *Angola*, where the Civil Military Alliance against HIV/AIDS was also created. The UN and specialized agencies (including ILO, International Organization for Migration (IOM), UNAIDS and UNHCR) have joined hands in HIV/AIDS prevention and care efforts aimed at

migrant and mobile populations, IDPS and refugees in *Afghanistan (based out of Pakistan)*, *Bangladesh*, *Eritrea*, *Ethiopia*, *Indonesia* and the *Republic of Korea*. HIV/AIDS issues were addressed by Theme Groups among the populations displaced by the floods in 2000 in *Mozambique* and in the midst of the widespread displacement of people in *Sierra Leone*.

#### **CCA and UNDAF Focusing on HIV/AIDS**

A number of Theme Groups highlighted HIV/AIDS issues in the CCA and as a focus area for joint programming in UNDAFs, e.g., those in *Cameroon*, *Eritrea*, *Ethiopia*, *Gambia*, *Madagascar*, *Malawi*, *Mauritius*, *Mozambique*, *Namibia*, *Swaziland*, *Togo* and the *United Republic of Tanzania*. The UN in *Cambodia*, *East Timor*, *India* and *Nepal* also integrated HIV/AIDS issues into the CCA and UNDAF. In *East Timor*, the CCA recommended action in assessing the HIV/AIDS situation, emphasizing the need to provide HIV/AIDS briefings to the predominantly young male expatriate population – the UN peacekeeping forces.

#### **Joint Initiatives**

A UN programme on HIV/AIDS was developed with funding from UNAIDS Programme Accelerated Funds in *Cambodia* while in *Brazil*, UNESCO and UNDCP received an award for their research on drug use, violence and AIDS in schools. Country Team members are also working together on HIV/AIDS prevention and the mainstreaming HIV/AIDS care into health programmes, guaranteeing free access to treatments. The Joint Response to the HIV/AIDS Epidemic in Russia Initiative, developed under the leadership of the Theme Group on HIV/AIDS to address the strategic priority areas synergistically, was presented to the international donor community for funding support by the Theme Group. In the *Syrian Arab Republic*, the Country Team supported both the Government's HIV/AIDS control and AIDS awareness campaigns and the integration of HIV/AIDS into the Government's Five-year Plan; the latter resulted in the inclusion of HIV/AIDS in the training of the imams by the Ministry of Endowment and Religious Affairs. The United Nations Foundation for International Partnerships (UNFIP) provided substantial funding for joint programmes to fight HIV/AIDS (*Angola*, *Lesotho*, *Malawi*, *Mozambique* and *Zambia*). This included strategic support to the Governments for the first donor round-tables on HIV/AIDS and, in some cases, grants of over \$100 million to

support implementation of national plans on HIV/AIDS.

### Involvement with Civil-society Organizations and the Private Sector

The reports of *Chile, Ecuador, Panama, Paraguay* and *Venezuela* all reflect the effectiveness of close collaboration with both the private sector and civil society in implementing an integrated HIV/AIDS plan; establishing a joint public-private initiative for action on AIDS; defining, with the private sector, prevention initiatives that they could finance collectively; and signing an agreement with the Business Council on fighting HIV/AIDS. In *Guyana*, a fruitful alliance has also been forged with 10 NGOs operational in eight out of the 10 administrative regions. The Theme Groups in *Aruba, Suriname, and Trinidad and Tobago* enjoy the active participation of interested national stakeholders, including non-government entities, the private sector and people living with AIDS. In some countries, expanded Theme Groups included national institutions and NGOs, national associations (anti-AIDS, human rights), the Soros Foundation and civil-society organizations (CSOs) (*Latvia, Moldova, and Turkmenistan*).

### Regional and Subregional Initiatives against HIV/AIDS

To tackle HIV/AIDS more effectively across borders, several Country Teams and Theme Groups are engaged in subregional and regional initiatives such as cross-border cooperation between *Myanmar* and *Thailand* to tackle HIV/AIDS, and inclusion of HIV/AIDS as a key issue in the inter-agency project on Trafficking in Women and Children in the Mekong subregion. Owing to increasing commitment and openness by the Governments, a special session on HIV/AIDS was included at the leaders' meeting of the Association of South-East Asian Nations (ASEAN) in *Brunei* in early 2001, which resulted from the active support of the Theme Group in Malaysia to the Asian Forum of Parliamentarians. The HIV/AIDS Eastern Caribbean Theme Group participated in a process to develop a strategic framework for the prevention and control of AIDS in the Organisation of Eastern Caribbean States (OECS) and Integrated Planning for HIV/AIDS in *Barbados* and the Eastern Caribbean. The UN in *Panama* hosted the second meeting of the Central American and Mexican HIV/AIDS Theme Groups. The subregional peer education training workshop was organized by the Theme Group on Health and HIV/AIDS in *Romania* in support of

developing peer education in Central and Eastern Europe. A youth peer education network was also established in the region.

### HIV/AIDS in the UN Workplace

In many countries hit by the HIV/AIDS epidemic, Theme Groups targeted UN staff and their families with programmes about HIV/AIDS using various means, for example, briefing and sensitization sessions, surveys and orientations for staff and their children (*Botswana, Cameroon, Ethiopia, Liberia, Malawi* and *Mozambique*). Training of trainers was used to increase staff awareness of HIV/AIDS issues in the "Caring for Us" programme in *Eritrea*, an initiative involving not only UN staff but also donors and the Government (i.e., the staff of the UN Mission in Ethiopia and Eritrea (UNMEE), USAID, the United States Embassy and the National AIDS Control Programme (NACP)). *Ecuador* and *Panama* reported on actions undertaken to train all staff and their families through printed materials and workshops.

## **RIGHTS-BASED APPROACH TO DEVELOPMENT**

The Millennium Declaration increased the focus on human rights as a cross-cutting issue that relates to all development goals. In particular, it stresses development as a human right essential to the achievement of poverty alleviation and sustainable human development and thus emphasizes the special duty of leaders to focus their efforts on the poorest and most vulnerable.

Most of the follow-up to conferences on human rights continues to be undertaken by individual agencies in their respective fields and occasionally in collaboration with the UN Office of the High Commissioner for Human Rights (UNOHCHR). In addition, some countries reported on inter-agency collaboration on the mainstreaming of human rights in programming.

### CCA and UNDAF and a Rights-based Approach

A few Country Teams chose to integrate human rights into their CCA and UNDAF in 2000. The *Kenya* and *Yemen* CCAs approached human development from a rights perspective and the *Barbados* UNDAF sought to address the right to development through its poverty focus. Several Country Teams established Theme Groups to incorporate a rights-based approach into the CCA.

These Theme Groups helped to mainstream the rights aspect into the work of the Country Team and supported dialogue with and technical support to major partners, including donors, government and civil society (*Bhutan, Colombia, Gambia, Indonesia, Jordan, Mongolia, Sri Lanka and Swaziland*).

### **Capacity-building of Governments**

Inter-agency collaboration on the capacity-building of governments in the area of human rights took a variety of forms. One was support to governments in the establishment of independent human rights commissions (*Kazakhstan and Nepal*). In *Kazakhstan*, the UN system has aided the national human rights commission so that the latter can monitor the human rights situation, assist the Government in implementing international human rights standards, educate and disseminate information on human rights and work with human rights NGOs.

#### **Human Rights Capacity-building in Moldova**

Since 1998, UNDP and UNOHCHR have been supporting the Centre for Human Rights in follow-up to the World Conference on Human Rights through:

- training (reaching almost 3,000 people);
- round-table discussions on specific issues such as the rights of the child;
- individual counseling sessions handling complaints (about 1,000 per year).

This contributed to enhancing the understanding of government, Parliament, civil society and the population at large with respect to various human rights issues.

Several Country Teams also reported inter-agency collaborative support to governments in the formulation of national human rights action plans (*Gambia, Mongolia, Nepal and Yemen*). In the case of the *Gambia*, the UN agencies are supporting the Government in the formulation of a human rights policy and action plan, focusing on the right to development. The global Human Rights Strengthening (HURIST) joint project between OHCHR and UNDP supports the development of national human rights action plans (*Nepal, Yemen*).

Support to the building of sustainable capacities for reporting on human rights treaties is another

area supported by inter-agency collaboration in a few cases (*Albania, Trinidad and Tobago*).

Inter-agency collaborative projects also supported the capacity-building of government via training of government officials in human rights (*Mauritius*). Agencies further collaborated to increase awareness of human rights through the joint organization of seminars, workshops, round-tables, advocacy and the translation and dissemination of human rights materials.

#### **Workshop to Integrate Human Rights into Programming in Mauritius**

In May 2000, all UN staff participated in a workshop on integrating human rights into programming, with the technical support of OHCHR. A second step was to undertake awareness-raising activities with key government officials, particularly at the policy-making level, and other national stakeholders (members of civil society, students, judges, the Electoral Commission, NGOs) to increase their understanding of human rights instruments and of the rights-based approach to sustainable development. As a result, this approach involving national stakeholders was adopted in formulating the UNDAF and the joint or collaborative programming approach will be used in 2001.

### **Capacity-building of Civil Society**

Some joint projects sought to enhance the capacities of human rights NGOs and civil society in general, and in the promotion and protection of human rights in particular.

### **Capacity-building of Country Offices in a Rights-based Approach**

A number of Country Teams organized joint training in human rights for UN staff with a view to enhancing the capacities of country offices to integrate rights into programming.

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### **Rights-based Approach to Joint Programming**

Very few countries have organized joint activities on a rights-based approach to programming. *Swaziland* provides one rare innovative example (see box).

#### **Activities on Integrating a Human Rights Approach to Joint Programming in Swaziland**

The human rights Theme Group completed successful activities, including capacity-building for a human rights approach to programming, led by UNICEF, and the development of ideas for communication/civic education and human rights, led by UNHCR. The workshop on a human rights approach to programming held in May 2000 offered heads of agencies, along with senior government officials, an initial orientation on human rights and a subsequent hands-on workshop on how to apply a human rights approach to programming on HIV/AIDS, focusing on children and youth. This involved over 30 people, including representatives of government departments and NGOs working with children's issues and HIV/AIDS, along with UNFPA and WHO. The applied tools of human rights analysis and programming developed in the workshop included community visits to test the ideas.

## **RECOVERY AND PEACE-BUILDING (PREVENTION AND POST-CONFLICT)**

The guidelines for the 2000 RC Annual Reports ask Country Teams to report on collaborative peace-building (both preventive and post-conflict) and recovery activities. The RC report, as the only official UN document that covers all UN activities in a given country, provides an overview of integrated and multidimensional approaches undertaken within the UN system and with partners to build peace and achieve sustainable development. Many country teams stress that peace-building and recovery activities do not fall neatly into categories but rather overlap and are interdependent.

#### **Working Side by Side: Operational, Political and Peacekeeping Arms of the UN**

In *Burundi*, the RSG and the RC/HC jointly supported the implementation of the Peace Accord. In *Somalia*, the UN system refocused its priorities on the basis of the National Peace Conference to ensure that the activities of the UN entities were in keeping with the supporting role of the political office. To enhance coordination between the humanitarian actors and peacekeepers, an innovative approach was undertaken in *Eritrea* through the establishment of a civil-military cooperation mechanism that is responsible for providing liaison facilities and two-way information-sharing between the civilian and military branches of the UN.

#### **Multi-hat Advantage of the RC**

In most cases, the RC also serves as the Humanitarian Coordinator (HC); in some cases, the RC also functions as Deputy Special Representative of the Secretary-General (RSG), where a Special Representative of the Secretary-General is assigned. The reports indicate that the multiple functions of the RC are mutually reinforcing vis-à-vis government and donors, ensuring complementarity between the different dimensions of the activities of the UN. However, in some countries where mandates are not well defined, the reports call for guidance on their relationship. In other cases, the operational, political and peacekeeping arms of the UN work side by side.

#### **CCA and UNDAF: Integrated Strategies for Conflict Prevention and Peace-building**

It is recognized that, to move the UN from a culture of reaction to a culture of prevention, better analysis of the causes and dynamics of conflict and the attainment of peace is needed to understand how actions will affect the structural stability of a society. Country Teams are increasingly taking steps in this direction. For example, in crisis-prone areas, Country Teams are being trained by the UN Staff College on early warning and preventive measures (*Albania, Nepal, Philippines*) to enhance UN capacity in this area. Some Country Teams developed early warning systems (*Albania, Bosnia and Herzegovina, Yugoslavia*) to ensure that greater attention is paid to risk factors, while others established inter-agency Theme Groups/units on conflict analysis, prevention and vulnerability (*Angola, Indonesia, Liberia, Nepal and Yugoslavia*).

#### **Inter-agency Groups on Conflict Prevention and Reduction of Vulnerability**

In the Peace Support Group in *Nepal*, the UN and donors prepared a draft action plan that suggests areas for joint capacity-building for conflict analysis, prevention and reduction. The Humanitarian Vulnerability Working Group in *Yugoslavia* reviewed the harmonization of ongoing and planned assessments and surveys and compiled a list of humanitarian indicators.

While numerous Country Teams undertook a rights-based approach in the CCA (see section on Human Rights), very few actually mentioned or focused on a "conflict prevention lens" (*Indonesia*). Country Teams in crisis and post-conflict situations are increasingly using the CCA

to analyse the causes and dynamics of conflict and as an opportunity to draw attention to medium and longer-term needs (*Bosnia and Herzegovina, Burundi, East Timor, Kosovo, Rwanda, Sri Lanka*). In the analysis, it was often mentioned that Governments, the UN system, bilateral donors and NGOs use these CCAs as reference documents and as a basis for programming. In some special development situations, Country Teams are developing adapted UNDAFs (*East Timor, Kosovo, Rwanda, Sri Lanka*) that serve as strategic recovery and peace-building plans (*Sri Lanka*) or poverty-reduction and peace-building strategies (*Rwanda*).

References were made to the importance of developing an integrated UN strategy that addresses political, security, humanitarian, human rights and development aspects of various stages of conflict. Numerous Country Teams in crisis and post-conflict countries have used the Consolidated Appeal Process (CAP) as a resource mobilization and programming tool, mainly for humanitarian needs. To hasten the process of addressing both short and longer-term needs, some Country Teams developed CCAs (*Burundi, Sudan*) and planned the UNDAFs simultaneously. In an attempt to adapt these instruments to a particularly fragile transition phase, the *Republic of the Congo* developed an innovative joint analysis and recovery plan that combined the basic principles of the CAP, CCA and UNDAF in a single document, the UN Plan. The Plan, like the Emergency Plan in *Burundi*, responds to both short- and medium-term needs. A number of Country Teams have expressed interest in developing a similar approach (*Sierra Leone, Somalia*).

The adapted CCAs, UNDAFs and joint analysis and recovery plans in post-conflict situations increasingly take into account reintegration issues (*Republic of the Congo, Rwanda, Sri Lanka*), contingency planning (*Republic of the Congo*) and the regional context (*Republic of the Congo, Rwanda*). Also, gradually, subregional preparedness plans for humanitarian intervention and inter-agency CAPs are being developed (*Great Lakes, Horn of Africa, Southeastern Europe, West Africa*).

In some fragile post-conflict situations, the UN system, together with the World Bank and other partners, is working on collaborative approaches to ensure complementarity of efforts. These are significant efforts being made to ensure a link

between adapted CCAs and UNDAFs and the Interim Poverty Reduction Strategy Paper (I-PRSP)/PRSP processes through the alignment of the CCA and UNDAF and PRSP Theme Groups (*Angola*) and by organizing joint UN and World Bank resource mobilization (*Republic of the Congo*).

### Demobilization and Sustainable Reintegration

Demobilization, removal of arms from circulation and reintegration of former combatants along with the reinsertion of displaced persons are fundamental to a sustainable peace process. Increasingly, the UN system works closely with partners through, among others, Theme Groups (*Afghanistan, Azerbaijan, Burundi, Colombia, Republic of the Congo, Eritrea, Guatemala, Peru, Philippines, Sri Lanka and Sudan*), joint inter-agency units (*Indonesia, Rwanda, Solomon Islands*), donor forums (*Burundi*) and joint programmes (*Azerbaijan and Philippines*) to ensure the coordinated planning and implementation of reintegration activities.

Demobilization and reintegration are concerned with the reinsertion of former combatants into a socio-economic fabric that will necessitate new forms of livelihoods and, ultimately, the creation of jobs. UN agencies, the World Bank and some key bilateral donors play a critical role in the National Demobilization and Reintegration Programme in *Eritrea*. Under this programme, broader development activities aimed at relocating displaced people and reintegrating over 200 000 soldiers into civilian life, that is, into their families and communities.

Many Country Teams are attempting to develop income-generating activities (*Burundi, Georgia, Guinea, Kosovo, Myanmar, Philippines, Republic of the Congo, Rwanda, Uganda*) as well as training (*Philippines, Republic of the Congo, Sierra Leone*). Innovative examples include the start-up of micro-credit projects for genocide widows in *Rwanda*, the UNHCR and World Bank project (*Burundi*) that sensitized women's groups to peaceful conflict resolution through income-generating activities, and the vocational skills pilot project for youth (*Sierra Leone*). Country Teams have also been developing food-for-work modalities in the areas of agriculture (*Guinea*) and rehabilitation (*Djibouti, Georgia*).

In addition to income-generating activities, Country Teams are addressing a wide range of basic social needs (*Bosnia and Herzegovina,*

*Myanmar, Uganda*) such as food security, education, safe water supply and sanitation, and primary health while promoting stabilization and an enabling environment for development. Increasingly, the UN is also striving to deal with the psychosocial aspects of war (*Eritrea*). In an effort to rebuild local infrastructure, rehabilitation programmes are aimed at linking inter-ethnic reconciliation to government response to local community needs (*Albania, Bosnia and Herzegovina, Cambodia, East Timor, Georgia, Kosovo*).

#### Good Examples of Recovery, Rehabilitation and Reintegration Theme Groups

The Recovery, Rehabilitation and Reintegration (3R) Group in *Eritrea* ensured coordination among UN agencies in the planning and implementation of 3R activities under different programmes targeting IDPs, deportees, returnees, demobilized soldiers and those affected by drought. The Forced Displacement Group in *Colombia* ensured that assistance to displacement was realized in the most coherent and effective manner. In particular, the Group developed both a common approach to the IDP crisis (among others) and an IDP information system.

The Relief and Rehabilitation Group in *Sri Lanka* supported the establishment of the National Framework for Relief, Rehabilitation and Reconciliation. At the UN Reform workshop in that country, the Group was considered to be an excellent example of inter-agency coordination in joint planning, joint implementation and information-sharing on conflict-related issues. The programming unit for coordinating peace-building programmes on demobilization, rehabilitation and recovery in the *Solomon Islands* and the programme for post-conflict management in *Mindanao, Philippines*, represent good examples of joint programming.

In *Georgia*, innovative activities in the area of reintegration of IDPs included the *Self-reliance Fund*, aimed at testing innovative programmes for IDP communities, and the New Approach to IDPs, which emphasized the rights of IDPs with respect to access to land and to voting.

#### Reducing Means of Conflict: Landmines and Small and Light Weapons

The UN system provides assistance in dealing with reducing the flow of small arms and light weapons as well as landmine removal. To curb

the proliferation of small arms, the UN system provided support to an information campaign that promoted ratification of the Ottawa Landmine Treaty (*Guinea-Bissau*) and assisted in the preparation of a subregional programme in this area (*Cameroon and Guinea*). Some Country Teams have set up national de-mining programmes (*Chad, Yemen*) while others have provided guidance to the National Association for Mine Awareness (*Azerbaijan*) or put in place, together with bilateral donors and NGOs, a trust fund to develop a mine database and a study on the socio-economic impact of land mines on the population (*Chad*).

#### Inter-agency Groups Supporting Local Capacities

The Local Reconciliation Group in *Colombia* established a work alliance between the UN and the Catholic Church to strengthen actions in peace territories. In *Cambodia*, the Theme Group of Culture of Peace organized peace rallies in different provinces.

#### Supporting Local Capacities and Initiatives

Country Teams are providing support to civil society in peace and reconciliation processes through innovative Theme Groups and methods. Some teams have sensitized and trained civil-society groups to enlist them in preventing conflict and promoting peace. For example, the Country Team in *Burundi* trained 124 heads of associations in the peaceful resolution of conflicts. In the *Democratic Republic of the Congo*, the UN system trained local groups from selected regions in conflict prevention, peaceful resolution and human rights while the Country Team in *Zambia* trained 21 Messengers for Peace in non-violence and dispute resolution that will enable them to start Peace Clubs at their universities.

#### Support to Civil Society

In *Sudan*, UN agencies have sought to mobilize civil society in support of grass-roots peace-building by helping to establish human rights and peace-building units in universities around the country. Efforts were undertaken in *Angola* to conceptualize the role of women as peacemakers. In *Rwanda*, the UN supported the National Unity and Reconciliation Commission's solidarity camps, which foster reconciliation by bringing together pre-university students in a spirit of camaraderie through sports activities.

### Preventing and Responding to Natural Disasters

To support Governments in the prevention, preparedness and management of natural disasters, Country Teams, together with partners, have undertaken numerous innovative and integrated approaches through inter-agency Disaster Management Theme Groups (DMTGs) and/or teams (DMTs) in 28 countries. In many countries, the DMTGs and DMTs also include other actors such as the World Bank, bilateral or multilateral donors and NGOs.

The reports mention that various disaster plans were prepared within these disaster management forums, including management plans/strategies (*Azerbaijan, Belize, Bolivia, El Salvador, Haiti*), contingency plans (*Bolivia*), a reconstruction strategy (*Honduras*) and preparedness plans (*Zimbabwe*). In collaboration with Governments, the UN also assisted in the preparation of consolidated appeals (*Kenya, Madagascar*).

Innovative joint approaches have been undertaken to ensure the sustainability of emergency responses, including the development of a community-based disaster plan in *India*; the creation of the Emergency Response and Drought Management Support Office in *Pakistan*; and the identification of short-term measures to alleviate the impact of drought and, at the same time, medium and long-term initiatives for future droughts in the *Islamic Republic of Iran*. In *Uzbekistan*, donors, the World Bank and UN agencies provided immediate emergency funds together with long-term assistance. While the CAP has been used as a tool to respond to natural disasters in many countries (*Cambodia, Kenya, Madagascar, United Republic of Tanzania, Viet Nam* and *Zimbabwe*), some countries (*Madagascar, United Republic of Tanzania*) have also devised longer-term strategies through the UNDAF.

## PART V. IMPACT OF UN REFORM ON THE UN SYSTEM AT THE COUNTRY LEVEL

### HARMONIZATION AND SIMPLIFICATION OF UN PROCEDURES

One of the UNDG priorities in 2000 was to work on harmonizing and simplifying UN procedures. In consultation with Country Teams, three areas were identified as priorities: joint programmes and projects, joint mid-term reviews of country programmes and UNDAFs, and administrative procedures for national project personnel.

A number of Country Teams reported using the new UNDG guidance notes for joint programmes.<sup>1</sup> In light of their experience and the obstacles encountered, many Country Teams urged headquarters to take further steps to harmonize rules and procedures in the areas of monitoring, reporting requirements and particularly financial regulations to ensure the smooth implementation

#### Joint Programmes in Action

Many Country Teams, including those still in the process of developing the UNDAF, are undertaking joint programmes and projects in a number of areas:

- **HIV/AIDS** (*Angola, Botswana, China, Lao People's Democratic Republic, Lesotho, Madagascar, Malawi, Mongolia, Mozambique, South Africa*);
- **Poverty Reduction, Girls' Education, Alternative Development** (*Fiji, Ghana, Lao People's Democratic Republic, Sao Tomé and Príncipe*);
- **Gender in Development** (*Ghana*);
- **Human Rights, Peace and Development, Post-conflict and Humanitarian Issues** (*Angola, Democratic Republic of the Congo, Mongolia, Philippines*).

<sup>1</sup> Guidance notes on joint programmes/projects can be found on RCNet ([www.dgo.org](http://www.dgo.org)):

- *UNDG Guidance Note on Preparing Joint Programmes/Projects* - disseminated in August 2000;
- Proposed Procedure for Joint Mid-term Reviews of Country Programmes - field tested by several country teams;
- UNDG Guidance Note on Harmonization/Coordination of Remuneration and Daily Subsistence Allowance (DSA) Rates for National Project Personnel, issued early 2001.

of joint programmes, joint evaluations and joint mid-term reviews.

#### Joint Programming

The CCA and UNDAF are critical steps in laying a solid foundation for the formulation of joint programmes and projects. The agreement on a common development assistance framework (the UNDAF) translates into concrete joint programmes. Thus, prospects for joint programming are being examined by a number of Country Teams. Also, to advance such programming under the UNDAF, some Country Teams are establishing inter-agency Task Forces to formulate joint programmes (see section on Theme Groups).

#### Joint Programme for Peace and Development in Mindanao, the Philippines

The joint programme of the Government and nine UN specialized agencies, funds and programmes\* for communities affected by conflict in Mindanao is marked by agreements on:

- a unified strategic approach to incorporate lessons learned and overcome obstacles to collaboration;
- leveraging the UN's unique capacity to build bridges between combatants, communities and government;
- jointly providing coordination services, strategic policy advice, technical assistance and efficient management support for the delivery of services;
- a joint review, in close consultation with the Government and combatants, of major obstacles affecting peace and development in Mindanao;
- designation of UNDP as administrative agent to receive and administer funds from bilateral donors.

\* FAO, ILO, UNDP, UNESCO, UNFPA, UNHCR, UNIDO, UNICEF and WHO.

#### Effect of the CCA and the UNDAF on Harmonization and Simplification

A number of countries highlighted the potential of the CCA and the UNDAF to facilitate harmonization and simplification. The *Nepal* Country Team reported that the CCA replaced the UNICEF situational analysis and the UNFPA Country Population Assessment, thereby helping to reduce the burden on all concerned, including the Government.

### Funding Mechanisms for Joint Programmes

The funding mechanisms for joint programmes and projects varied, including funding from trust funds (*Lao People's Democratic Republic*), UNFIP (*Lesotho, Malawi, Sao Tomé and Príncipe*), and agencies and donors (*Fiji, Ghana, Philippines*).

#### **Challenges and Lessons Learned in Joint Programming**

- Conflicting priorities of UN agencies;
- Need to build staff capacity;
- Difficulty in harmonizing different agencies' methods, particularly financial regulations and programming processes.
- Major obstacles created by lack of harmonization during joint programming;
- Difficulty in achieving joint programming owing to lack of focus or too broad a focus;
- Facilitation of joint programming by availability of resources.
- Success contingent upon overall collaboration at headquarters and clear division of roles and responsibilities in the field;
- Theme Group's ability to achieve tangible results hindered by absence of joint programming.

### Joint Mid-term Reviews

Two Country Teams (*Madagascar and Romania*) agreed in 2000 to conduct a Joint Mid-term Review (JMTR) as part of the piloting of the draft UNDG Procedure for Joint Mid-term Reviews of Country Programmes/UNDAF. The pilot reviews, undertaken in 2000 and early 2001, demonstrated the usefulness of the procedure and identified areas requiring modification. These recommendations are summarized in the box.

In addition to *Madagascar and Romania*, a number of Country Teams (*Kenya, Nigeria, Sri Lanka, Zimbabwe*) mentioned plans for a JMTR in the coming years. Also, the team in *Namibia* decided that all agencies would end their next programming period at the same time (2005) to facilitate a JMTR in the present programming period. The second UNDAF for *Ghana* envisages the harmonization of country programme monitoring and evaluation processes through a JMTR of individual UN-agency country programmes and a mid-term evaluation of the second UNDAF itself.

Although the mid-term reviews of country programmes in *India* could not be synchronized, it was agreed that a joint meeting of the four funding organizations would be held once all of the mid-term review exercises had been completed to share information on the reviews and ensure an UNDAF focus in the next programming period.

### Harmonization of Administrative Procedures for National Project Personnel

A number of Country Teams are harmonizing personnel procedures, through, for example, standardization of service contracts, a common salary scale and DSA rates for professional and non-professional locally recruited project staff in *Djibouti*; establishment of an inter-agency committee to review salary scales and rates used by different agencies for national project staff and consultants in *Burundi*; and a study, approved by the Inter-Agency Committee on Coordination, on harmonization of remuneration for national consultants and payments of premiums and indemnities to national administrative project staff in *Chad*. In *East Timor*, the UN agencies adopted common administrative policies as they moved out of the emergency/humanitarian phase towards longer-term development, for example, setting local salary standards to those of the UN Transitional Administration in East Timor (UNTAET).

#### **Lessons Learned and Recommendations from JMTRs in Madagascar and Romania**

- The Government's participation at all levels of the review process was essential with respect to the actual and future implementation of the recommendations.
- The review provided a valuable opportunity to share information with civil society and the media on the results of UN Reform in the field.
- Targeted meetings with key donors during the review allowed an in-depth dialogue and a fruitful sharing of experience.
- The peer evaluation added value in terms of sharing knowledge and experience and should be formalized in the JMTR procedure.
- The JMTR should replace individual agency mid-term reviews rather than remain an additional exercise.
- The procedural guidance should specify that full engagement of the UN agencies and independent reviewers contributes to the success of the review.
- The JMTR procedure should take into account the country situation (e.g., countries in transition or in conflict).

Following a call from Country Teams to harmonize personnel procedures, UNDG issued the *Guidance Note on Harmonization/ Coordination of Remuneration and DSA Rates for National Project Personnel* in January 2001, based on experiences in nine countries, (*Bangladesh, Brazil, Cambodia, Jordan, Kazakhstan, Myanmar, Nepal, Uzbekistan and Zimbabwe*). UNDG is also studying how to harmonize personnel and financial procedures.

## COMMON COUNTRY ASSESSMENT (CCA) AND UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK (UNDAF)

### Overview

The year 2000 was an important year for the global roll-out of the UNDAF exercise since 47 out of a total of 79 UNDAF roll-out countries were expected to finalize both their CCA and UNDAF in order to use them as the basis for their individual country programme, according to the UNDAF roll-out plan. To assist Country Teams, various types of support were made available in addition to the Guidelines distributed in 1999. These included direct support to Country Teams through a pool of trained CCA and UNDAF Resource Persons drawn from various organizations in the UN system and deployed at the request of Country Teams and small donor grants towards related country initiatives.

As a follow-up to General Assembly resolution 53/192 (1998), an evaluation of the impact of the UNDAF on operational activities will be presented to the General Assembly in the fall of 2001 in the context of the Triennial Comprehensive Policy Review (TCPR). The Guidelines for the RC Annual Reports were designed to avoid duplicating the information in the TCPR questionnaire; the reports thus provide complementary qualitative information on the CCA and UNDAF processes, challenges and lessons learned and are a valuable source of information for the Secretary-General's report.

Status of the CCA by Year

Status	1998	1999	2000*
Completed	16	41	63
Ongoing	68	51	47
Planned	10	22	12
<b>Total</b>	<b>94</b>	<b>114</b>	<b>122</b>

\*Cumulative no. for CCAs completed and ongoing since 1999.

### Status of the CCA in 2000

The CCA continues to be valued by Governments and Country Teams, and increasingly by other partners, not only as the basis for the UNDAF but also as a key instrument for assessing and analysing a country's development situation and contributing to the PRSP (see section on Collaboration with Bretton Woods Institutions). Twenty-two new CCA documents were completed in 2000, bringing the total of completed documents to 63 (an increase of 54% over 1999). Africa and Latin America and the Caribbean continued to be the regions most heavily engaged in the CCA. Several countries reported that they were revising their CCA or planned to do so in 2001.

Status of the CCA by Region  
(as of end of 2000)

Region	Completed *	Ongoing
Africa	26	14
Latin Amer. & Carib.	16	6
Asia & Pacific	9	13
Europe & CIS	7	9
Arab States	5	5
<b>Total</b>	<b>63</b>	<b>47</b>

\* Includes documents completed in 1999 and 2000.

### CCA and UNDAF in Countries in Special Development Situations

Country Teams in crisis-prone areas are gradually starting to use the CCA and UNDAF processes as tools to prevent conflict. Those in crisis and post-conflict situations increasingly use the CCA to analyse the causes and dynamics of conflict that lead to either a CAP, an adapted UNDAF serving as a recovery and peace-building strategy or a combined CCA-CAP-UNDAF approach (see section on Recovery and Peace-building).

### Status of the UNDAF in 2000

The total number of countries engaged in the UNDAF process during 2000 increased, with eight countries completing an UNDAF document (*Cambodia, Colombia, Guatemala, India, Kazakhstan, Namibia, South Africa, Viet Nam*).

Status of the UNDAF by Region  
(as of end of 2000) \*

Region	Completed	Ongoing
Africa	10	11
Arab States	1	3
Asia & Pacific	4	3
Latin Amer. & Carib.	2	7
Europe & CIS	2	1
<b>Total</b>	<b>19</b>	<b>25</b>

\* Cumulative total completed or ongoing since 1999.

Similar to 1999, serious delays occurred in the finalization of the UNDAF by the end of 2000 (for countries harmonizing programmes in 2002). This in turn affected the elaboration of each agency's country programmes.<sup>2</sup> Of the 43 countries that were expected to have finalized their UNDAF by December 2000, only two UNDAF roll-out countries (*Colombia* and *South Africa*) met that target. Among those that did not, some reported that they were working on the UNDAF, but the majority indicated that they were planning to engage in the UNDAF exercise at a future date. This is particularly regrettable since the reports of the Country Teams acknowledged the importance of the UNDAF as a strategic framework for the agencies' own programming process.

#### Reasons for Delay in UNDAF Finalization

- Absence of a Resident Coordinator and change in heads of agencies or agency staff during the elaboration of the CCA and/or UNDAF.
- Delays by the Government in validating the UNDAF document.
- Lack of access to accurate data for the preparation of the CCA.
- Difficulty in coordinating the CCA and UNDAF work plan with the preparation of the PRSP.
- Political situation in the country.
- Limited human resources.
- Difficulty in obtaining inputs from non-resident agencies.

#### Lessons Learned and Shared

The lessons learned in the completion of CCAs and UNDAFs have been identified in inter-agency reviews by the Learning Network<sup>3</sup> and publicized on the RCNet. The RCNet has proved to be an invaluable source of information for countries engaged in the CCA and UNDAF exercises by making available the Guidelines, completed CCA and UNDAF documents, lessons learned and information on the country experience of those involved in the process.

<sup>2</sup> The UNDAF roll-out year is determined by the date on which a harmonized programming period starts. For example, if the programming periods of UN specialized agencies, funds and programmes have been harmonized to start in year *N*, the CCA and UNDAF processes will need to be launched in year *N minus 2*, which is the roll-out year.

<sup>3</sup> Twenty-seven documents (17 CCAs and 10 UNDAFs) were reviewed by the Learning Network in 2000 (including three draft documents). The Network provides comments on completed as well as draft CCAs and UNDAFs. For more information, see [www.dgo.org](http://www.dgo.org).

#### Participation in the CCA and UNDAF Exercises

Many countries reported that the CCA and UNDAF processes had been carried out in a participatory manner. Overall, the RCs initiated consultations among the Country Team members (resident and non-resident) more systematically, as suggested in the Guidelines. Resident agencies continued to participate actively in the elaboration of the CCA and/or the UNDAF. Although the extent of participation of non-resident agencies improved significantly over that in 1999 (in *Chad*, *Mozambique*, *Nicaragua*, and *Turkmenistan*), it remained uneven. *Mauritius* reported on a good example of participation by non-resident agencies: eight non-resident agencies were actively engaged in the preparation of the CCA besides the four resident agencies.

Country Teams used different modalities to involve all stakeholders, such as government, donors and civil society (e.g., *Guinea*, *Mauritius*, *Nigeria*, *Viet Nam*). Several countries reported that an inter-agency steering committee with the participation of UN agencies provides oversight and guidance to the work carried out by the thematic groups (*Burkina Faso*, *Ethiopia*, *Lao People's Democratic Republic*, *Peru*, *Uganda*). The important role of the substantive inter-agency Theme Groups is elaborated in the section on Theme Groups.

#### Partnerships: Government, Civil Society, Donors, World Bank and the UN System

The UNDAF guidelines call for full government participation as re-emphasized in UNDP/UNFPA Executive Board decision 2001/11 of 22 June 2001 regarding the need to ensure the Government's approval of the UNDAF. In comparison with 1999, an increasing number of countries reported government involvement in the CCA and UNDAF processes in 2000. The extent of the participation varied as did the mechanism, with several countries reporting that participation occurred either through Theme Groups (*Mozambique* and *Nepal*), retreats (*Uganda*) or the establishment of a Government "mirror team" (*China* and *Gambia*).

Country Teams are increasingly involving civil society and donors in the CCA and UNDAF processes (*Costa Rica*, *Haiti*, *India*, *Lebanon*, *Mozambique*, *Zambia*), but more progress is still needed in this area. In an attempt to ensure donor buy-in into the CCA and UNDAF processes, presentations on the CCA and UNDAF were conducted for the Development Assistance Group

(DAG) in *Egypt*. As a result, the DAG health and population subgroup adopted the CCA as the benchmark for analysing sector-specific needs and assessing progress against set indicators. Their UNDAF is expected to serve as the framework for both UN-system and donor-funded activities in this sector.

Country Teams recognize that the CCA and the UNDAF have been catalytic in developing collaboration and partnership with the World Bank. This is demonstrated in the increasing number of countries reporting linkages between the CCA and UNDAF processes, the PRSP and the Comprehensive Development Framework (CDF) (see section on Collaboration with Bretton Woods Institutions).

The usefulness of the CCA and UNDAF in further strengthening collaboration among the members of the Country Team is often at risk with the use of consultants, however. While several countries mentioned the use of consultants for the CCA and/or UNDAF process, their role was most valued when limited to the CCA database or editing the CCA and UNDAF documents. One lesson learned from the Country Team in *Mongolia* is that "the use of consultants is ambiguous, particularly if the consultants are not fully aligned with the CT vision and not fully supported by all CT members". In *Bhutan*, the Country Team noted that having no outside consultant resulted in a Government-owned CCA process.

#### Lessons Learned from Mauritius

The success of the CCA and UNDAF processes can be attributed to:

- Participation, interest and commitment of national stakeholders and resident and non-resident UN agencies and their compliance with the tight schedule;
- an active UNDAF Steering Committee, chaired by the UN Resident Coordinator, which ensured smooth guidance and monitoring of the UNDAF process;
- terms of reference for the CCA and UNDAF prepared and agreed upon from the beginning;
- availability of adequate resources (human and financial) to carry out the exercise.

### Highlights of Country-level Trends Regarding CCAs and UNDAFs

#### **Joint Programming**

In 2000, an increasing number of countries reported that the CCA and UNDAF created the basis for future joint programming (*Bangladesh, China, Ethiopia, Guatemala, Guyana, Guinea, Mauritius, Nigeria, South Africa, Uganda, United Republic of Tanzania*). The *Eritrea* Country Team reported that its UNDAF would identify areas for joint programming and that a matrix had been developed indicating areas of common interest for two or more agencies. For information on joint programming, see section on Harmonization and Simplification of UN Procedures, Joint Programming.

#### **Follow-up to Global Conferences**

Several Country Teams stated that the CCA provided them with a tool for assessing progress made towards the implementation, at the national level, of the goals and targets set out in the global conferences. In *Russia*, the CCA process ensured, through the collection of indicators and contributions from the Theme Groups and the ad hoc Inter-Agency Gender Task Force, that the follow-up to the conferences would be organized in an integrated manner. In some countries, for example, the *Lao People's Democratic Republic* and *Malaysia*, the Country Team developed conference indicators and assessed national progress towards the UN-sponsored world conference and summit targets, with a particular focus on the goals endorsed by the Millennium Summit. Increasingly, Country Teams are using the CCA and UNDAF to address cross-cutting issues.

#### **Benefit of Country-Team Training in the CCA and UNDAF Processes**

A large number of 1999 and 2000 roll-out countries felt that the workshops by CCA and UNDAF Resource Persons contributed to advancing the elaboration of the CCA and/or UNDAF document. Country Teams also welcomed sharing with other countries the experiences and lessons learned with respect to the CCA and UNDAF processes. Gradually, countries that have already completed their UNDAF are requesting support to advance its implementation, monitoring and evaluation (*Guatemala*). The UNDG is currently working to address this need (see section on Training).

**Conclusions and Recommendations**

According to Country Teams, the CCA and UNDAF processes have become key instruments for inter-agency collaboration at the country level. However, greater effort and support from headquarters are needed to ensure that individual country programmes and projects derive from the UNDAF rather than being developed parallel to it. While there is scope for improvement in the quality of the CCA and the UNDAF in terms of strategic focus, improvements are expected to occur as the UNDAF moves from the pilot to the full implementation phase. In this regard, the CCA and UNDAF Learning Network provides an opportunity to feed lessons learned and good practices into training and thus back into implementation. For examples of documents illustrating specific dimensions of the CCA and UNDAF processes, e.g., UNDAF documents and Learning Network synthesis reports, visit the RCNet ([www.dgo.org](http://www.dgo.org)).

conference follow-up, to analysis for and development of CCA and UNDAF documents, to support for specific national priorities. These Groups serve as important mechanisms for inter-agency coordination through discussion, planning and implementation of collaborative activities and joint programming. They have also proven to be invaluable in mainstreaming cross-cutting initiatives, promoting knowledge-sharing between agencies, and enabling programme staff at all levels of the UN system to develop networks. By focusing on a specific substantive theme, these inter-agency Groups play a key role in coordinating collaboration with other partners such as the World Bank and civil society and as a platform for dialogue with Governments.

**THEME GROUPS**

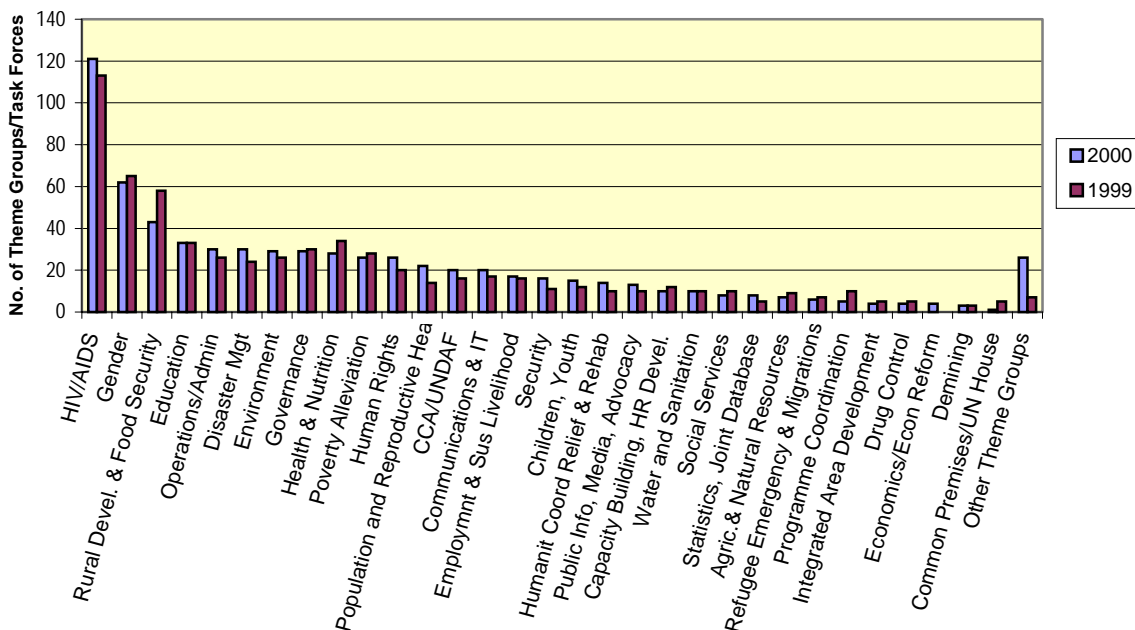
Overview

The 2000 reports offer new insights into the participation in and activities undertaken by the inter-agency Theme Groups and Task Forces. Since their creation, the titles and role of the these Groups have shifted from those relating to

One Good Example or Lesson Learned

To reduce reporting and duplication within the reports, the guidelines for the 2000 RC Annual Reports requested Country Teams to report on only one good practice or lesson learned in the work of inter-agency Theme Groups or Task Forces and to attach, as an annex, a list of all the Theme Groups and their members. Most Country Teams chose to highlight the following Theme Groups: HIV/AIDS (over 90% mentioned this Group alone or among other Groups), followed by Gender, CCA and UNDAF, and Rural Development and Food Security.

Inter-Agency Thematic Groups in 1999 and 2000



**Prevalence of Theme Groups**

Since 1999, many Country Teams have reduced the number of their Theme Groups, showing an increased focus on a few key groups relating to the priority themes of the country. As in the past, the most prominent Theme Groups were HIV/AIDS, Gender, Rural Development and Food Security, and Education.

Diverging from the trend in 1999, there were fewer Groups on Rural Development and Food Security, Health and Nutrition, and Programme Coordination and an increase in thematic groups on HIV/AIDS, Population/ Reproductive Health, Disaster Management and Security. There is an increasing number of new country-specific Theme Groups such as Culture of Peace and similar Groups (*Cambodia, Colombia and Peru*), Economics and Finance, and Groups focusing on indigenous populations. Likewise, there are new forms of groups, such as subgroups and donor-driven groups.

Taken together, 69 countries had Theme Groups on Humanitarian Issues and Emergency/Crisis Situations, making up about 10% of the total number of Groups. Also notable was the prevalence of Theme Groups pertaining to the backbone of programmes, namely, Administration, Operations, Common Premises and Services, and IT/Communications, which were active in 51 countries (almost 8% of the total number of Groups).

**Regional Trends**

Regional trends differed since certain substantive issues were more prevalent in one region or subregion than others.

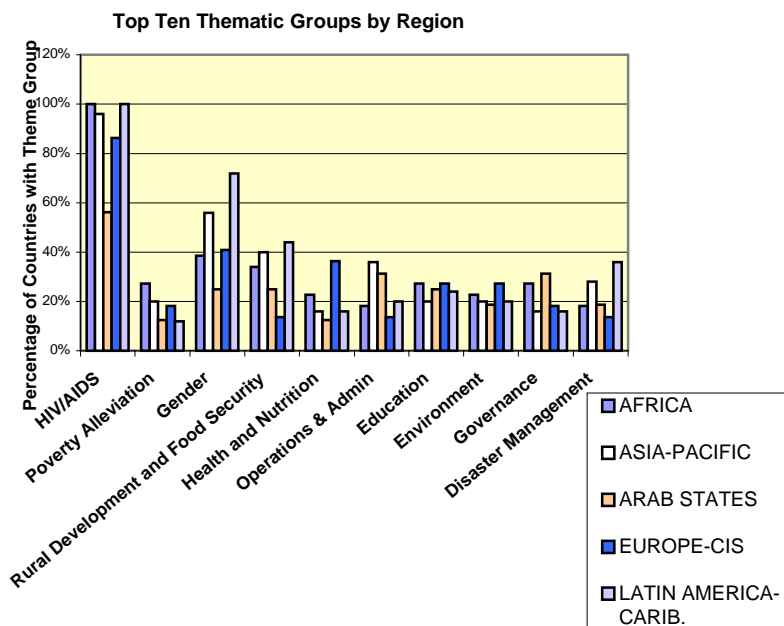
**Partnerships**

Theme Groups facilitated broad participation not only from UN agencies but also from all stakeholders, such as government, donors and civil society. Following up on the recommendations made by the CCPOQ in 2000, Country Teams were requested to report on the participation of non-UN partners in their Theme Groups. The reports show widespread participation of these other partners, with the World Bank involved in more than 60 countries; government in 59 countries; civil society in 51 countries; and bilateral donors in almost 40 countries. In addition, members of the private sector and academics were involved in several thematic groups.

**Widening partnerships to address complex issues allows:**

- information-sharing;
- coordination;
- a sense of solidarity;
- mobilization of expertise;
- exchanges of ideas;
- streamlining of activities;
- bridging of gaps.

Good examples of this non-UN participation in Theme Groups can be found in over 70 reports, most often in the HIV/AIDS Theme Groups.



**Government Involvement**

Involving the Government is essential in establishing dialogue among the key actors in implementation at the country level. Many Annual Reports show that partnering with the Government allows the UN system to build mutual trust, share ownership in implementation and reduce costs. The team in *Nepal* acknowledged the value of having different ministries jointly debating the objectives and cooperation strategies with respect to common issues, such as the right to decent work or to education. The Disaster Management Theme Group in *Kenya* replaced the food distribution system with a single system for the Government, the UN and NGOs and found that collaboration with the Government was an excellent aide in launching successful appeals for donor support.

Participation of Bretton Woods Institutions

The World Bank is participating in over 100 Theme Groups in more than 60 countries, most often in the HIV/AIDS Group, but also in the Groups on Poverty; Gender; Rural Development and Food Security; Health; Education; Environment; and Governance and Human Rights. Theme Groups have proved to be effective instruments for cooperation aimed at harmonizing different initiatives, in particular, the coordination of the CCA and UNDAF and the PRSP. In *Guinea*, the fusion of Theme Groups with government groups for the preparation of the PRSP led to the integration of the CCA, UNDAF and PRSP processes. In *Armenia*, a Theme Group on Social Development created to support the PRSP process became the mechanism for promoting public awareness and broad participation in the PRSP development process.

Donor Involvement

Theme Groups included the membership of bilateral and/or multilateral donors (e.g., representatives of the European Union, bilateral cooperation agencies, development banks and individual countries) in 39 out of 130 countries.

**Collaboration with Donors**

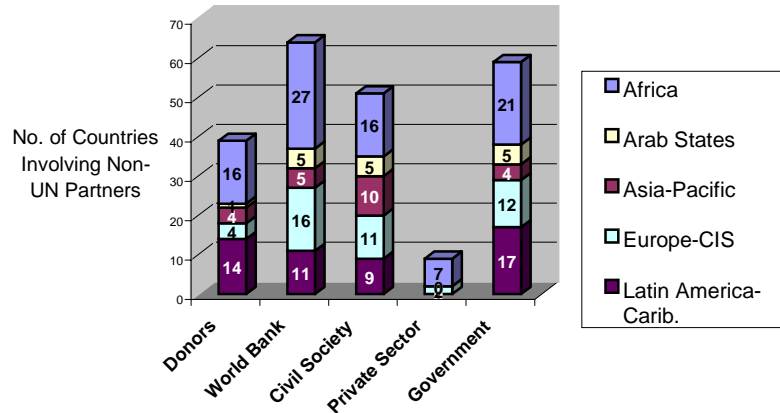
In *Jordan*, the RC has established a bimonthly informal consultative body, including agency heads and rotational chairs for bilateral and multilateral donors, to reduce duplication and maximize programme impact. The meetings focus on water and private-sector development, with ad hoc meetings on human rights, elections, etc.

Reports show that Theme Groups tend to work better when there is a mixture of UN, donor community and governments. According to the *Uzbekistan* report, "The stronger the interaction

**Lesson Learned in Theme Groups in Lithuania**

"...The lesson drawn from the work of the Theme Group in 2000 is the importance of opening up to other partners, allowing for better coordination of activities with a view to obtaining greater synergistic effects from various initiatives..."

**Participation of Non-UN Partners**



between the Theme Group and the donor technical coordination groups, the more effective the impact on the overall development context."

Even when Theme Groups did not include donors among their members, the Groups served as important links with donors for consultation, awareness-raising and resource mobilization. This led to good results in *Georgia, Kenya, Kyrgyzstan, Malawi, the Syrian Arab Republic and Yemen*.

NGO Involvement

Involving NGOs in inter-agency Theme Groups helps to promote linkages between civil society and potential donors. In *Guyana*, 10 NGOs were funded by the Theme Group to implement projects on HIV/AIDS awareness and youth education and support for persons living with HIV/AIDS. Subsequently, six of them have obtained additional funding from bilateral donors and have increased awareness of the networking potential of NGOs. The Theme Group on Education in *Myanmar*, in which international NGOs participated, found that having the agenda driven by the needs of the Group has "kept interest high as people participate as they feel they will benefit from the discussion". The lessons learned in these exercises were the need to involve NGOs further and, in turn, to support their initiatives through funding and capacity-building.

Role of Theme Groups in the CCA and UNDAF and Vice Versa

Inter-agency Theme Groups have become essential not only to the formulation of the CCA and UNDAF but also during the post-UNDAF phase. For instance, four UNDAF Theme Groups

### Recommendations\*

#### Theme Groups work when:

- they benefit and are consistent with the programming of individual agencies;
- they are strategic and results based rather than based solely on the number of meetings held;
- collaborative behaviour is incorporated into staff performance appraisals;
- they are creative;
- information-sharing mechanisms are effective;
- resources are made available.

#### Collaboration between partners through Theme Groups is essential when:

- an effective national system of coordination is lacking;
- more strategic policies and partnerships are needed to achieve development goals;
- mechanisms for the development of subregional programmes are needed.

#### For Theme Groups to function well, it is important to:

- ensure open dialogue;
- involve partners (Government, BWIs, NGOs, CSOs, private sector);
- allocate clear responsibilities for Theme Group members and agencies at the Country Team and local levels;
- share responsibilities among UN agency heads, e.g., by rotating the Chair or having a Chair from one organization and a Secretary from another;
- develop country-specific theme groups (not the cookie-cutter approach);
- establish common objectives.

\*Based on 130 Annual Reports, especially those of *Barbados, Indonesia, Lebanon, Philippines and Togo*.

in *Viet Nam* will continue to meet to identify concrete cooperation strategies in common areas. At the same time, through the CCA formulation process, Country Teams review the composition, scope and range of the Theme Groups with a view to streamlining and strengthening their focus on substantive aspects (e.g., in *Malawi, Lao People's Democratic Republic, Romania*).

### Theme Groups Assist in Joint Programming and Identify Challenges

Several Country Teams have used the Theme Group as a mechanism for initiating joint programming. For example, in *Bhutan*, the Governance and Rights Theme Group explored opportunities for joint programming in a pilot project focusing on the most vulnerable/remote

district in which all agencies had programmes. The team in *Belarus* felt that, "having a 'secretariat' for a TG as well as joint Theme Group funds serves as an incentive to develop joint programmes". Other good examples of the role of the Theme Group in joint programming can be found in *Rwanda and Swaziland* (see also section on Harmonization and Simplification of UN Procedures, Joint Programming).

### Innovative Practices

The Country Teams reported a certain number of innovative or particularly effective practices achieved by Theme Groups. On the basis of its research on "programmes and interventions for the elderly in *Sri Lanka*", the Theme Group on Aging and Elderly in that country forwarded its recommendations to government institutions, NGOs, UN organizations and the private sector. In *Kosovo*, a Theme Group including UN agencies, NGOs and the Department of Health and Social Welfare of the UN Interim Administration Mission in Kosovo (UNMIK) undertook a joint qualitative assessment of poverty. Another inter-agency Group has been developing a common set of data and indicators, with a view to ensuring adequate targeting and monitoring for future development projects and programmes of all organizations and departments represented in Kosovo. In *Jamaica*, a Theme Group on Social Capital is supporting a network of individuals, communities and institutions in rebuilding social capital through documentation and information on lessons learned from best practice projects. Moreover, this Group has developed common guidelines to be applied to all projects of donors/lender agencies.

## **COLLABORATION WITH BRETTON WOODS INSTITUTIONS**

### Overview

A large number of Country Teams provided examples of collaboration with the Bretton Woods institutions (BWIs). The majority indicated a strengthening of the partnership, particularly in the context of the I-PRSPs and PRSPs and the CCA and UNDAF. It is also evident that the World Bank is an active member of the Country Team in many countries. This cooperation extends to a range of activities, including joint programming, participation in Theme Groups, sharing of common services and premises, and contributions to the formulation and implementation of the Country Team work plan.

### The PRSP and the CCA and UNDAF

Forty-one Country Teams made specific mention of the PRSPs, most from the Africa region (26), but also five each from the Asia and the Pacific and Latin America and the Caribbean regions, three from the Europe and the Commonwealth of Independent States (CIS) region, and one from the Arab States region. The reports highlight the complementarity of the CCA and UNDAF processes and the CDF and PRSP processes in support of national strategies. Country Teams have often based their inputs to the PRSP on their own CCA (for example, in *Cameroon, Kenya, Malawi, Nicaragua, Zambia*). UN support to Governments in terms of the PRSP has concentrated on providing technical assistance, enhancing the participatory process and undertaking joint poverty assessments. In several countries, the PRSP has been built on national poverty plans developed with UN assistance.

### Role of the World Bank in the CCA and UNDAF Processes

The World Bank is playing an active role in the CCA and UNDAF processes as the leader of Theme Groups or as a member of the Steering Committee, for example, in *Guinea, Indonesia, Mauritius, Mozambique, Uganda, Viet Nam, Yemen, and Zimbabwe*. Collaboration on the preparation of the Country Assistance Strategy (CAS) and links with UNDAF are mentioned specifically in a number of reports, including those for *Barbados, Belarus, Lebanon, Mozambique and Turkey*.

### Resource Mobilization

The attempts at greater cooperation between the BWIs and the UN in support of national efforts are also reflected in the resource mobilization efforts carried out through round-tables, consultative groups and donor coordination meetings in general. This was brought out in several reports, including those for *Bangladesh, Bolivia, Côte d'Ivoire, Malawi, Romania, Sao Tomé and Príncipe and Kazakhstan*.

### Main Areas of Collaboration

As noted last year, the main areas of programme and project collaboration are: health (25), especially HIV/AIDS; education (22), including in the context of the UN Girls' Education Initiative (*Bolivia, Egypt, Guatemala, Mauritania, Togo, Viet Nam and Yemen*); environment (18), mainly through the Global Environment Facility (GEF); and poverty (see above). However, there are also examples of programming cooperation in the

areas of post-conflict or peace and reconciliation (*Burundi, Colombia, Eritrea, Georgia, Kosovo, Philippines, Sri Lanka*); governance/public-sector reform (16); and food security (6) (see also Theme Groups section).

The World Bank, in particular, and, in some cases, the regional development banks are active members of the Country Team. They participate in the regular meeting of the team, have been involved in the preparation of the RC Annual Report and contribute to the definition and implementation of the Country Team work plan.

### UN House and Common Premises and Services

The World Bank is part of the UN House in five countries (*Lebanon, Lesotho, Paraguay, Saudi Arabia, and Tunisia*) and is actively involved in common services, including security arrangements, in another eight countries.

### Areas for Further Collaboration

A small number of reports expressed concern about a lack of cooperation with the BWIs. Several made specific reference in the work plan to taking steps to engage more positively with these institutions. It is interesting to note that where there is cooperation, especially when the World Bank is a member of the Country Team, it tends to be extensive.

Noticeably few countries reported specifically on cooperation with the International Monetary Fund (IMF). Collaboration with the regional banks, while greater than with the IMF (especially in the Latin America and the Caribbean and the Asia and the Pacific regions) may be an area for further reporting and analysis in the future.

## **TRAINING: STRENGTHENING COUNTRY-TEAM CAPACITY**

### Substance and Content

The year 2000 was marked by several achievements in joint UN system training at the country level. Reflecting the Secretary-General's priorities, there was an increase in training in substantive topics relating to the CCA and UNDAF, human rights, HIV/AIDS and gender. The growth in training activities focused on early warning measures and security reflected the Secretary-General's emphasis on conflict prevention.

**Joint Training Initiatives and Subregional Training Activities**

Country Teams have undertaken training in skills relating to specific challenges faced in the country, such as disaster management, operations and administration. The scope of these topics and the continuing demand for training in these areas point to the need for additional learning exercises in the future.

Several Country Teams contributed to learning through subregional training initiatives. Subregional workshops involving several Country Teams in Bangkok, Beirut, Colombo and Minsk were occasions for:

- enriching workshop content by exchanging Country Team experiences;
- linking the CCA and UNDAF processes with cross-regional issues and programmes (Bangkok);
- addressing needs common to countries in a particular subregion (Minsk);
- closely examining what worked and what did not in several areas important for UN Reform (Sri Lanka);
- discussing UN system preparedness for post-conflict peace-building (Beirut).

In another approach, Country Teams took advantage of training resources from neighboring countries, e.g., a two-day joint UN gender-analysis training course for UN staff in Viet Nam, conducted by United Nations Volunteers (UNV) Programme gender specialists from that country, Cambodia and the Lao People’s Democratic Republic.

**Cross-learning**

Several Country Teams adopted cross-learning as a training strategy. For example, in *East Timor*, the Country Team benefited from staff that had been seconded to offices in other countries (such as Sri Lanka) to receive training in the administration and management of the RC System. In *Lithuania*, UNDP staff were invited to join training in UNFPA priorities and programming procedures in the spirit of inter-agency collaboration. The Senior Adviser to the RC in *Lebanon* served as a resource person and facilitator for the CCA and UNDAF training exercises in *Sri Lanka* and the *Syrian Arab Republic*.

Other Theme Groups developed training curricula targeting various levels of UN staff at the field level, for example, a mandatory three-month gender-sensitization training programme designed and implemented by the UN Inter-Agency Group on Gender in *Pakistan*. The programme, which reached 450 staff representing 14 agencies, consisted of three separate training courses: a three-day course for programme staff and a one-day course for support staff and for policy-makers, respectively.

**Training as a Platform for Advocacy and Partnership-building**

Several Country Teams used training as an important UN platform for advocacy and building partnerships and were able to benefit from expertise and experience outside the UN system and ensure ownership. Examples include the launch by the Country Team in *Malaysia* of a training programme with staff from all UN agencies dealing with the corporate sector;

Training Trends as Reported in the 2000 Annual Reports			
Area of Focus	1999	2000	
	No. of Training Activities	Training Activities Planned for 2000 (As of Jan. 2000)	No. of Training Activities Completed per Topic (By Dec. 2000)
<b>Substantive Areas for Training</b>			
CCA & UNDAF & UN Reform	4	11	28
Human Rights &/or Rights-based Approach to Development Programming	8	8	16
HIV-AIDS	8	1	24
Gender	12	6	23
Early-warning & Conflict-prevention Measures	2	0	6
Security	8	5	19
Other Substantive Areas: Disaster Mgmt., UN House & Common Services	3	2	5
<b>Skill Sets</b>			
Team-building	3	4	6
Other Skills: Database Mgmt., Admin. & Mgmt., Public Rel. & Advocacy; Leadership; IT & Web Mgmt., Drafting Skills	18	15	8

involvement of government and civil society in the UN CCA and UNDAF workshops in *Sao Tomé and Príncipe*, leading to greater ownership; and collaboration by UNDP, UNFPA, UNICEF and WHO with the Peace Corps and the Secretariat of the Pacific Committee in *Fiji* to provide youth leadership training for young people from eight Pacific Island countries. In addition, an assessment of training needs became an important input in a quarterly donor round-table held to assist NGOs (*Kazakhstan*) and a manual produced by UNDP, UNHCR and UNICEF to train national law enforcement officials (with the aim of broadening understanding of international standards for human rights and law enforcement) was used by the Government in *Belarus*. In *Angola*, several UN agencies worked closely with the Government to train government officials, journalists, social service providers and the public in HIV/AIDS. Several Country Team training efforts in the *Islamic Republic of Iran* have empowered a new set of social and economic groups, including a budding NGO community, community-based organizations (CBOs), the media, academics and researchers, local administrators and local councils.

#### Training as a Tool for Joint and Collaborative Programming

Over 14 Country Teams took training a step further by linking it to collaborative programmes and joint programming. In *Bulgaria*, training supported the work of the Social Development Unit, a multidisciplinary team entirely composed of UN national staff, which functions as a centre for experimentation with innovative collaborative activities. In *Cameroon*, a series of training activities was undertaken to strengthen collaborative programming: team-building to secure a renewed spirit of commitment to UN reforms; training in the CCA to kick-start systematic joint data collection, analysis and joint programming/initiatives and the UNDAF; and specific learning activities on results-based management, evaluation and audit. In *Lebanon*, gender analysis of the CCA is a reference point for prioritizing the content of training for gender focal points in the UN and government.

#### Adding Value through Training in the CCA and UNDAF

Country Teams cited the benefits of field-level CCA and UNDAF training workshops that involved the support and participation of the UN Staff College and DGO. In addition, they reported direct benefits from staff members who had been

trained in the CCA and UNDAF workshops as resource persons and team-builders. At the time of compiling this report, over 1 400 UN staff had been trained through the network of 95 resource people and 35 team-builders. For further information, see the UN Staff College web site ([www.itcilo.it/unscp](http://www.itcilo.it/unscp)).

#### Early Warning and Preventive Measures

Other Country Teams also benefited from UN Staff College training in early-warning and conflict-prevention measures. The Country Team in the *Philippines* reported that its application of the Staff College training in these measures had led to:

- improved analysis by the Country Team of emerging developments in post-conflict areas through the production of Peace and Development Situation Updates, which were appreciated by bilateral and multilateral institutions;
- the adaptation of the original early-warning module for field-level training modules that led to area-specific contingency and conflict-prevention actions;
- increased capacity for early warning of potential crises. UN field teams in Mindanao were able to adjust quickly to the crisis and operational difficulties caused by the escalation of conflict between the Government and rebel groups.

The Country Team in the *Syrian Arab Republic* noted the positive effects of training in early warning and preventive measures on strengthening UN system capacity in disaster management and early warning of potential crises in the country. The team in *Nepal* undertook a field-level workshop in these measures, which was supported by the UN Staff College and DPA and which involved the participation of representatives from other Country Teams within the region (e.g., *Pakistan*).

#### Leveraging Resources for Learning

Resources leveraged locally amplified the effectiveness of training activities. Shared contributions from UN agencies (travel costs and DSA, training materials, professional fees of local facilitators, support of regional and/or technical staff of agencies) enhanced agency commitment to the success of the training activity and the immediate application of lessons learned in the

training. Catalytic funds were likewise provided to the countries with the support from the Governments of Ireland, Sweden, Switzerland and the United Kingdom.

#### Recommendations for Training

1. Increase coherence between training modules on CCA and UNDAF and substantive issues.
2. Strengthen the link between field and headquarters expertise by developing training programmes that combine up-to-date developments in the latest UN policies.
3. Develop training strategies for improving competencies relating to collaboration, e.g., rights-based approaches to programming, early warning measures, joint programming, common services, and strategic management and planning.
4. Mainstream training within agencies at all levels, including greater reliance on joint training.
5. Improve the quality of CCA and UNDAF training materials, including regular updating.
6. Develop post-UNDAF training that includes joint programming and the achievement of Millennium Goals.
7. Ensure that training includes regular, systematic exchanges of experiences and lessons learned.
8. Mobilize additional resources for field-based training.

## UN HOUSE AND COMMON PREMISES AND SERVICES

Common premises and services are an important part of the UN Reform programme since they are effective means of increasing the efficiency and coordination of programme administration and operations at the field level. Following the initiative of the Secretary-General and members of the General Assembly, Country Teams have made steady progress in establishing UN Houses and, more recently, in the area of common services. With over 100 countries reporting on activities in these areas, the 2000 RC Annual Reports offer a wealth of examples.

### UN House and Common Premises

Since the onset of the UN House programme in 1997, 46<sup>4</sup> UN Houses have been officially

<sup>4</sup> As of September 2001.

designated. During 2000, the pace of establishing UN Houses and proposals submitted to the UNDG Subgroup slowed somewhat, primarily as the relatively easy opportunities for establishing UN Houses had already been examined during 1998 and 1999 and UN Houses had been designated in those locations where the criteria had been met. Nevertheless, in 2000, the target was met and five new UN Houses were officially designated by the Secretary-General in *Bahrain, Botswana, Ecuador, the Gambia, and Slovakia*, bringing the total to 41 by the end of the year.

In addition to the five new UN Houses, many countries were involved in the process of establishing UN Houses and common premises and received support from the UNDG Subgroup on Common Premises and Services. The Subgroup reviewed over 30 proposals and undertook six missions in 2000. These missions were considered to play an important role in negotiations with governments, architects and contractors regarding UN House proposals.

Beyond the UN House, many other Country Teams are sharing premises, for example, in *Djibouti, Georgia, Guatemala, Viet Nam and Zimbabwe*. Some are moving beyond the typical UN House, for example, in *Malaysia*, where the first disabled-friendly UN House is being developed.

### Constraints to Establishing UN Houses

The 2000 reports revealed some of the difficulties in establishing a UN House that were similar to those reported in 1999, including:

- finding suitable premises to house the entire UN team or at least all the UNDG agencies (the most common challenge, also applicable to existing and expanding UN Houses);
- costs for building renovation;
- lack of available space, lease obligations or possession of rent-free premises, which also impeded relocation.

Based on the experiences of the Country Teams and the Subgroup on Common Premises, several modalities were used to establish a UN House. These were, in order of preference:

- Government provision of rent-free premises appropriate for the size of the UN community;
- leasing of commercial space;
- construction of a new building funded by the UN system on land donated by the

Government. This approach was the most difficult since it is prone to risk, complex, and liable to cost overruns.

To facilitate the process of establishing a UN House, UNDG is developing further guidelines and models as well as continuing to review proposals and offer support and guidance to interested Country Teams.

**Common Services**

As more Country Teams move into UN Houses, the reports show a new emphasis on common services. The most commonly shared services include security, IT-LAN-Intranet, travel agents, banking, procurement, dispensary, pouch, reception, cleaning and maintenance, document centres and libraries, personnel-administration services, shuttle service and within-country travel, utilities and parking. Of note, more than 60 Country Teams reported on progress in shared security systems and services, especially in Africa. For example, in *Liberia*, the Security and Communication Centre is equipped with its own security channels on both HF and VHF. It has permission to monitor the local police, emergency services and community networks as well as maintain and update lists of staff and their residences and update the country security plan. In addition, an increased number of Country Teams mentioned upgrades in the dispensary, often following a mission from headquarters that resulted in improvements in the medical equipment and staff and increased awareness regarding prevention (*Bhutan, Lebanon, Kyrgyzstan, Liberia, Niger, Sri Lanka, Viet Nam*).

**Benefits of Common Services in India**

Common services such as security, housekeeping and telephone have resulted in:

- use of resources to the fullest capacity, no wastage, no duplication of resources in the conference facilities, travel and registry-related communications services;
- reduction in transaction costs, which might otherwise arise if there were separate vendors for services such as security, thereby bringing down overheads;
- better coordination and management of resources and services.

**Benefits of Common Premises and Services**

UN Houses bring the UN under one roof, creating a unified image of the UN at the country level and facilitating common services, which offer great savings and increased efficiency for the UN system. Benefits of common services include:

- **increased bargaining power** to negotiate leases and services;
- **efficiency** of common pouch and reception (*Namibia*);
- **purchases of services in bulk**, reducing costs for each agency (e.g., savings of about \$50,000 in *East Timor*);
- **increased reliability and quality of services, leading to increased productivity of staff** and significant cost savings (*Liberia*);
- **greater transparency and accountability** in the provision of common services (*Turkmenistan*);
- **facilitation of the sharing of staff, equipment, security and training.**

Common premises in *Mauritania* led to increased visibility and impact of appeals to donors and facilitated joint visits with the Government.

**Cost Savings**

Although often difficult to measure, especially since much of the savings accrue over time, cost savings are a key result of common premises and services, as examples from the RC Annual Reports clearly illustrate (see box).

**Cost Savings**

**India: \$180,000** saved by UNDP alone over two years  
**Ukraine: \$166,000** estimated savings (50%) as opposed to outsourcing  
**Lebanon: \$100,000** by UNDP and additional savings from others  
**East Timor: \$50,000** (security, procurement)  
**Sao Tomé and Príncipe: \$50,000** through common premises and services administration.  
**China: \$22,755** through use of one airline company as the preferred carrier  
**Lesotho: \$20,000** in rental costs  
**Kyrgyzstan: \$7,000** expected savings per year.

**Virtual UN House, Information Technology and Communications**

Connectivity is essential for the UN system at the field level, and it is particularly crucial for countries

where the UN is based in more than one location and in countries in special development situations. Through the sharing of such services, some Country Teams were able to invest in technology that none of the agencies could afford alone (e.g., satellite connections, VSAT and LAN). In the 2000 reports, 13 countries mention having a Virtual UN House, which is defined by full connectivity of the Country Team through LAN or a similar network with a clear intranet connecting UN agencies across the country through the same e-mail system. The Virtual UN House is not a substitute for common premises or a UN House but a complementary means of achieving the same goals: increased cohesiveness and improved operations of the UN system. It also facilitates information-sharing, a common approach to UN activities and a unified image (*Pakistan, Viet Nam, Zimbabwe*). At least 50 other countries had common information technology (IT) and communications systems with varying degrees of connectivity. However, many Country Teams continue to express frustration in developing common IT systems.

#### Constraints in Establishing a Virtual UN House

Key constraints affecting the establishment of a Virtual UN House were:

- differing e-mail and IT protocols used by each agency,
- lack of IT specialists in the country,
- the need to outsource and
- resource constraints.

#### Operations Management Teams

Over 50 Country Teams reported on Operations Management Groups or similar inter-agency groups dedicated to realizing additional or improved shared services and premises. For example, in *Ecuador*, the inter-agency Administrative Committee, with a rotating chair, promoted ownership of the UN House, facilitated consensus and generated creative ideas. In *Kyrgyzstan*, the working group established in June 2000 appointed a Common Services Adviser whereas other teams have used UNV expertise. For the Inter-agency Group on Common Services in *Egypt*, mandatory representation at the decision-making level has facilitated decision-making, especially on IT, procurement and healthcare.

#### Constraints and Recommendations

As in 1999, the most commonly cited obstacle, variously worded and with reference to many

services, was the lack of harmonized, simplified procedures (e.g., personnel, financial and administrative) between the agencies and the need for headquarters to address this issue (see box).

#### Challenges and Recommendations

- Complex rules and procedures that differed between agencies.
- Reluctance of agencies to relinquish their own services as a result of frequent satisfaction with them.
- "Turf wars".
- Headquarters break-up of existing functioning practices.
- Lack of in-country specialists to maintain and repair new Internet-connectivity systems (e.g., VSAT/ LAN).
- Lack of planning.
- Country situation.
- Differing IT specifications.
- Harmonize IT, financial and administrative systems.
- Increase resources and other support from headquarters.
- Improve administrative flexibility.
- Provide further guidance and training in operations and administrative management.

It is hoped that in 2001, headquarters will address some of these issues so that these obstacles can be overcome. As recommended in a study in *Kenya* to review administrative systems and procedures, the UN system must change to a system where "ownership is by all agencies and efficiency is of the highest order." In *Zimbabwe*, the lesson learned in establishing the Virtual UN House was "that with adequate resources, committed approach and equal participation and good will, it is possible to achieve greater heights".

#### USE OF FUNDS ALLOCATED TO SUPPORT COORDINATION IN 2000

##### Funding Situation

Continuing the trend since 1998, SRC allotments to RCs declined further in 2000 (from \$11,362,260 in 1999 to \$9,532,477 in 2000), owing to the overall level of core funds available in UNDP.

As in prior years, allotments were provided in two stages: (a) in January 2000, an initial allotment to each country, enabling RCs to finance the start of their 2000 RC-System (RCS) work programme;

and (b) in July 2000, additional allotments, or downward adjustment of initial allotments if they exceeded the requirements outlined in the RCS work plan.

In line with the global reduction in allotments, SRC expenditures by RCs recorded in IMIS decreased from \$9,596,240 in 1999 to \$8,215,000 in 2000. Nevertheless, the positive trend of an increased net rate of delivery (excluding undisbursed commitments) continued, rising from 80% in 1998 to 84% in 1999 and 86% in 2000.

Compensating somewhat for the decline in SRC funds in 2000, support from cost-sharing and organizations outside the UN system increased. The main source was UN organizations, mainly the DG Executive Committee members, programme country Governments and other donors in support of implementation of the RC System work plan. Contributions by the UN system totalled \$5.7 million in 2000 compared to \$3.3 million in 1999, while contributions by programme country Governments and other donors amounted to \$3.8 million in 2000 compared to \$1.4 million in 1999. The 12 countries with the highest reported total contributions by UN organizations (\$100,000 and above) were Algeria, Bulgaria, Comoros, Lebanon, Mauritania, Mexico, Mozambique, Namibia, Panama, Romania, United Republic of Tanzania and Zambia.

The RC work-plan activities co-financed by UN system organizations remained the same as in 1999, focusing on the preparation of CCAs and UNDAFs; national human development reports; studies on the country's status regarding follow-up to UN global conferences; development of joint action plans to combat HIV/AIDS and reduce poverty; support to the work of Theme Groups; the operations of RC support units; establishment of joint UN resource and/or documentation centres and libraries; joint efforts to establish common premises and services such as joint UN web sites, systemwide Internet and/or LAN connectivity; and numerous activities in the area of public information, e.g., UN booklets and newsletters, promotion of the UN in the national media, and celebration of UN Day and other commemorative events.

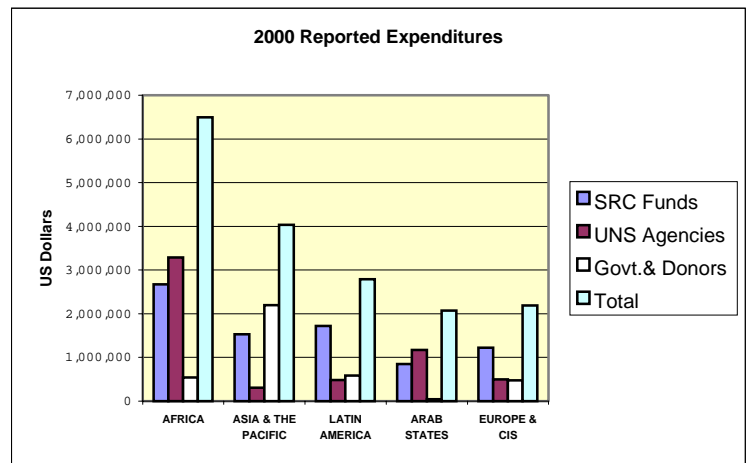
Other funds that compensated for the decline in SRC funds in 2000 came from Sweden and Switzerland. A total of \$1.8 million from Sweden was made available to 34 countries in support of

their UN reform initiatives at the country level. A further \$268,800 of Swiss funds were allotted to five countries for the same purpose. Of these allocations, \$790,000 (44% of the Swedish funds) and \$91,500 (34%) of the Swiss funds were spent in 2000, delivery levels that were clearly lower than expected.

**Reporting**

As in prior years, the quality of reporting on the use of SRC funds could be improved. The reports provide rather general information, with few or no details on the types of activities and inputs financed by SRC funds and rarely offering information on results or impact.

Nevertheless, exemplary RC reporting on the use of SRC funds, with concise, detailed substantive and financial information on activities and inputs as well as the results and impact achieved, can be found in each geographic region: Africa (*Mauritania, Mauritius, Namibia, Togo and United Republic of Tanzania*); Arab States (*Lebanon*); Asia and the Pacific (*Cambodia and Lao People's Democratic Republic*); Europe and the CIS (*Kyrgyzstan, Latvia, Moldova and Romania*); and Latin America and the Caribbean (*Barbados, Guyana and Trinidad and Tobago*).

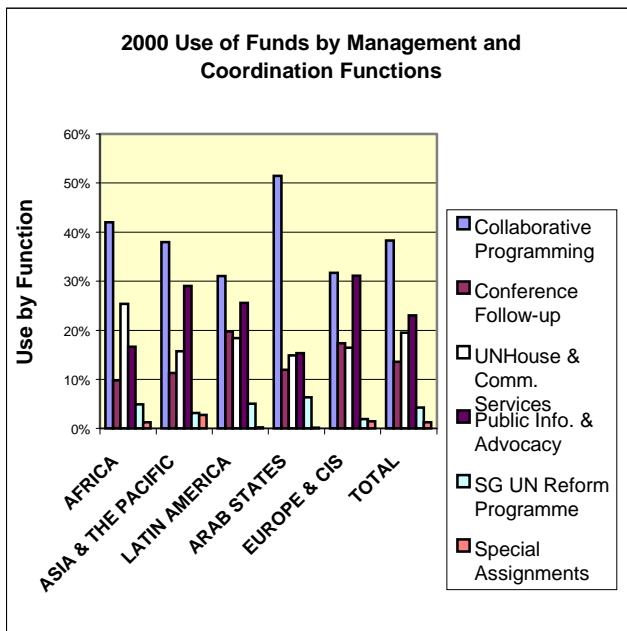


**Use of Funds**

A compilation of the expenditures reported for the six major management and coordination functions of the RC System shows that globally, RC expenditures of SRC funds were as follows:

- **38% for support to collaborative and more integrated UN programming**, to a large extent for preparation of CCAs and UNDAFs (up from 33% in 1999);

- **14% for follow-up to global UN conferences**, largely in support of the work of Theme Groups (compared to 15% in 1999);
- **20% for UN House and common services**, largely for staff of RC units and planning for the establishment of a UN House and common services (versus 9% in 1999);
- **23% for UN system public information and advocacy**, e.g., UN country web sites, UN booklets and newsletters, commemoration of various UN days, and development of communications and/or public information strategies (in comparison to 22% in 1999);
- **4% for other activities in line with the Secretary-General’s Programme of Reform** of 14 July 1997, e.g. human rights issues (down from 8% in 1999).



The remaining one to two per cent were used for special assignments given by the Secretary-General, e.g., **activities relating to natural disasters and crisis, post-conflict and security issues.**

**Increased Support for Collaboration and Integrated Programming**

As in 1999, the percentage of expenditures increased in favour of support to collaborative and more integrated UN programming, reflecting the increase in the use of SRC funds for the preparation of CCAs and UNDAFs.

Generally, SRC funds were used in accordance with the provisions of Chapter 9 of the UNDP Programming Manual, with departures from these rules in some isolated cases. However, it is hoped that the specific clarifications provided to RCs in January of 2001 will eliminate any such cases in the future.

**SELF-ASSESSMENT BY THE UN COUNTRY TEAMS**

The revised system for performance appraisal of RCs and the Country Team approved by the CCPOQ in 2000 consists of three elements:

- individual RC performance appraisal by the members of the ACC;
- a 180-degree feedback exercise of the RC and members of the Country Team;
- self-assessment by the Country Team.

The self-assessment, which is part of the RC Annual Report, consisted of two elements in 2000:

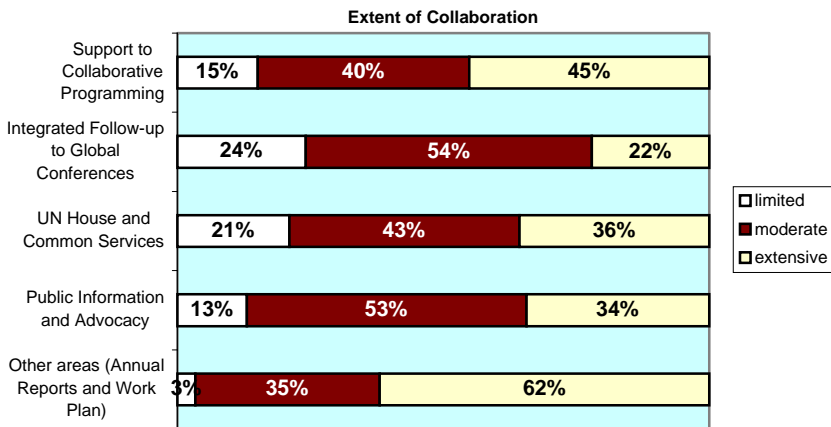
- a matrix that includes a set of benchmarks to enable the Country Team to report on results; and
- a narrative section in which the members of the Country Teams were asked to appraise and comment on how the results were achieved (working methods, division of labour, etc.), obstacles encountered in implementation, and whether the work plan was revised during the year to meet unforeseen requirements.

The self-assessment encourages Country Teams to come together once a year to discuss and assess the extent of their collaboration on critical issues such as the CCA and UNDAF and follow-up to global conferences. While it may not be a good indicator of how particular teams are performing, globally, the results provide an overview of the areas where collaboration is most evident or lacking and enable the tracking of overall country-by-country progress over time.

**Data**

A total of 127 Country Teams filled in the matrix although not all of them filled it in completely. Thus, the number of responses varies for each question. Whereas only 76 (60%) of the teams responded to the question on the UNDAF, the question on support to national policy dialogue on

**Country Team Self-assessment in 2000 RC Annual Reports**



conference follow-up received the highest response rate by 119 Country Teams (93%). These variations should be kept in mind when comparing the strength of various trends.

Whereas the results in the matrix give an overview of the Country Team’s perception of what has been achieved during the year, the narrative describes how the results have been achieved, complementing the information from the matrix. It should be recognized that good performance does not always lead to results and that some results are easier to reach than others, depending on the country situation, resources and personalities involved. Consequently, it is not meaningful to rate Country Teams on the basis of the self-assessment alone.

**Global Trends in 2000 Compared to Those of the Previous Year**

The matrices for 2000 show overall positive results although the ratings are slightly more moderate than those for 1999. While it is not unexpected that Country Teams would assess themselves positively and the objectivity of the exercise has its limitations, nevertheless, the perceptions are useful in *identifying and comparing trends and how the trends develop over time*. For the latter, it should be noted, however, that Country Teams were not asked to compare their 2000 performance to that of 1999. Consequently, it is not certain whether they thought that their performance was better overall in 1999 or whether the rating for 2000 reflects a more objective self-assessment.

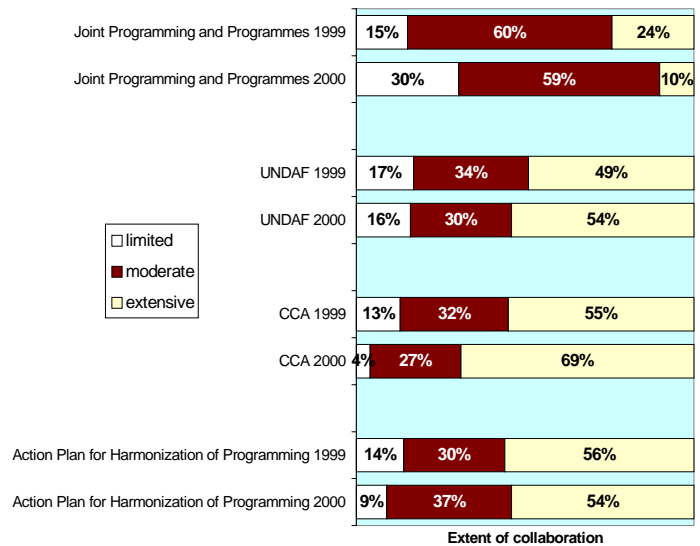
The matrix was divided into five key thematic areas with related questions. Country Teams rated themselves on progress in the extent of collaboration in certain areas on a scale from

“limited” to “moderate” to “extensive”. The information for 2000 reveals the following trends.

**1. Support to Collaborative Programming**

Compared to the previous year, more Country Teams reported on the CCA and UNDAF processes in 2000. This in itself is an indication that the process has moved forward in many countries. Nevertheless, the question on the UNDAF has the lowest response rate, indicating the need for further acceleration of the process.

**Support to Collaborative Programming**

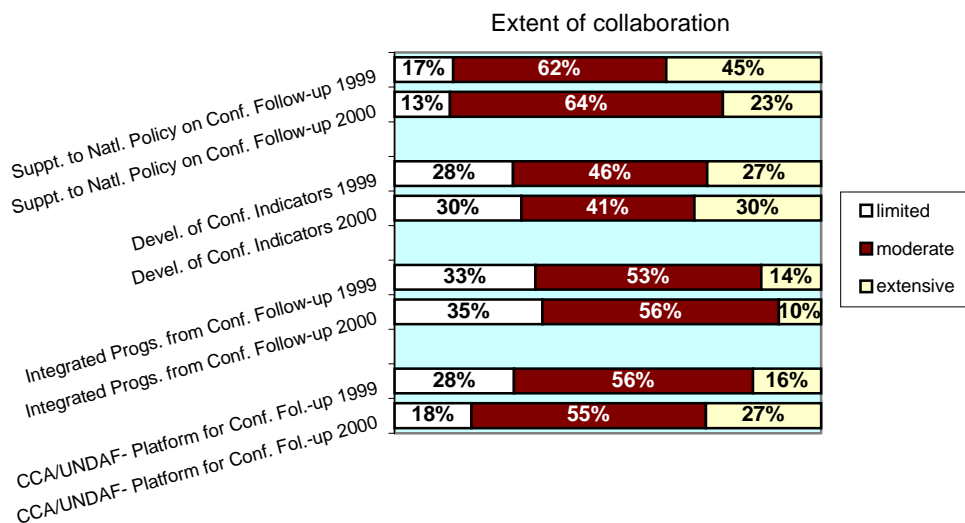


Joint programming is an area with which an increasing number of Country Teams are grappling as they are finalizing their CCAs and UNDAFs. The challenge is reflected in the rating for 2000, which is not as positive as in 1999. Clearly, joint programming is an area where more guidance, training and good practices are needed.

**2. Integrated and Coordinated Follow-up to United Nations Global Conferences**

The majority of Country Teams gave themselves only a fair rating in integrated conference follow-up. This represents a decline since 1999. Nevertheless, the rating for 2001 should be more positive owing to the new momentum for continued UN support to Governments in implementing the MDGs that was created by the adoption of the Millennium Declaration.

**Integrated and Coordinated Follow-up to Global UN Conferences**

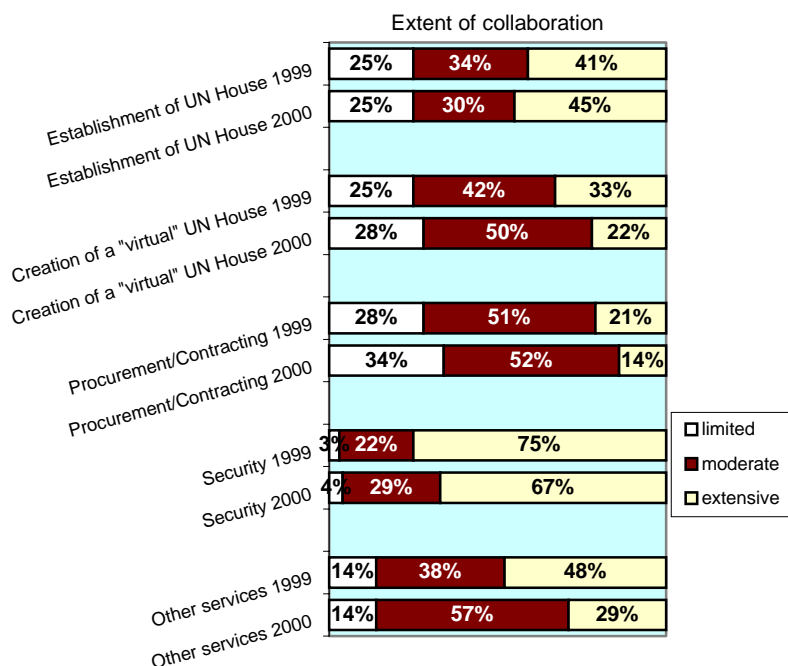


A more positive trend was the use of the CCA and UNDAF as platforms for conference follow-up. This trend might reflect the increased number of finalized UNDAFs, but it could also be a reflection of wider recognition of the importance of the CCA and UNDAF as instruments for conference follow-up.

**3. UN House and Common Services**

The overall rating for collaboration on common premises and services was fairly high in 2000, with 79% of Country Teams rating themselves as collaborating moderately or extensively.

**UN House and Common Services**



Moreover, in comparison to 1999, the rating for the establishment of a UN House and common premises showed some improvement, perhaps as a result of the designation of five new UN Houses and more than 20 other Country Teams working on the establishment of UN Houses during 2000.

Collaboration in the areas of a Virtual UN House, procurement and contracting, and security seems to be moderate compared to last year. However, with the development of new operational guidelines in 2000 to facilitate common services operations at the country level and plans for a follow-up pilot programme to implement those services at the country level, it will be interesting to follow the trends in self-assessment of common services in forthcoming years.

**4. UN-System Public Information and Advocacy**

The establishment of a country web site was a priority area for many Country Teams last year, and the self-assessment shows a positive trend in this area. In terms of advocacy, common information and communication strategy, most Country Teams gave themselves a more moderate rating. It should be noted, however, that these trends are more positive than those of the previous year, which reflected more limited collaboration by many Country Teams.

**5. Other Areas of Collaboration (Annual Report and Work Plan)**

As in 1999, Country Teams ranked themselves "very positive" in the preparation of the Annual Report and the annual work plan. This is particularly promising since broad consensus on lessons learned, challenges and work-plan priorities are essential and, to a large extent, a litmus test for collaboration in other areas.

In conclusion, the trends demonstrate good progress with respect to key benchmarks for UN Reform in 2000, especially in the areas of support to collaborative programming, UN House and common services, public information

and advocacy, the use of the CCA and UNDAF as platforms for conference follow-up and integrated conference follow-up. At the same time, the responses demonstrate the need to accelerate the CCA and UNDAF processes as well as to facilitate the modalities for joint programming.

**Does the Self-assessment Reflect the Results Achieved through UN Collaboration at the Country Level?**

Despite the limitations of objectivity and the possibility of overrating, overall, there seems to be a good correlation between the self-assessment and collaboration reflected in the other chapters of the Annual Report. The correlation is quite strong, particularly when comparing one benchmark to another. Some Country Teams have structured the narrative part of the self-assessment to correspond to the benchmarks in the matrix, enabling them to comment more specifically on the extent of collaboration. The 180-degree feedback exercise, which is an assessment of and by the members of the Country Team and the RC, will provide additional insights into the extent to which the self-assessments correspond to the actual progress in achieving results.

**HEADQUARTERS ASSESSMENT**

Methodology

For the 2000 RC Annual Reports, a new table was added to both facilitate reporting while providing insight into headquarters support to Country Teams and identifying areas needing further attention. The table called for overall and specific ratings while narrative was required to support this evaluation.

Of the 130 countries that completed the Annual Report, only three did not report at all on this issue. However, the Reports provided less substantial information since fewer than half of the countries provided the narrative (62 reports, or 48%, as opposed to 99% in 1999).

Highlights/Summary

Globally, the overall assessment of headquarters support is positive: 56% of the countries consider it as good or very good, 30% as fair, while only 9% rate it as poor or very poor.

Overall Assessment of Headquarters Support (as a percentage)						
Region	Very Good	Good	Fair	Poor	Very Poor	NA
Africa	17	45	26	6	2	5
Asia & Pacific	11	43	34	7	2	4
Latin America & Caribbean	14	36	34	10	1	5
Arab States	21	40	27	5	1	6
Europe & CIS	13	38	32	11	1	6
Global	15	41	30	8	2	5

\*Numbers may not total 100 because of rounding.

Regionally, the evaluation was particularly positive in Africa and the Arab States (62% and 61%, respectively), and only 8% and 6% negative, respectively. On the other hand, assessments from Europe and the CIS and Latin America and the Caribbean are globally more moderate since only half of the countries consider the support received as satisfactory, with 12% and 11%, respectively, judging it as poor or very poor.

Assessment by Item

On the whole, the three items with the highest ratings are RCNet and DevLink, Response from DGO and Communications on CCA and UNDAF. More moderate assessments were given for Communications on Joint Programming, Common Premises and Services, and Training and Staff Development.

**1. Quality of Communications between Agency Headquarters and Regional Offices/ Country Offices on UN Reform-related Issues**

CCA and UNDAF

Support regarding the CCA and the UNDAF was viewed as very positive, with 70% of the countries evaluating it as good or very good and only 5% as poor. Many reports highlighted the quality and usefulness of the support and some stressed the role of DGO.

Several Country Teams asked for reinforced support for training, including regular updating of training materials and organization of a workshop at the beginning of each step of the CCA and UNDAF processes. Other suggestions included sharing of CCA and UNDAF guidelines and lessons learned, a more concise and user-friendly format for the two documents, better coordination between DGO and other UN organizations and headquarters funding for training.

**Joint Programming**

Globally, support for joint programming (which was described as not applicable in almost 15% of the reports) appears to be less satisfactory : less than one third (31%) of the Country Teams that did respond judge it to be good, more than a third (35%) consider it as fair, and 18% rated it as poor. Yet, the assessments in Africa and especially in the Arab States are far more positive than in other regions, with satisfactory ratings in 39% and 46% of reports, respectively. Several reports stressed the need for harmonization at both the headquarters and field levels and contained requests for more support, training and information from headquarters.

**Theme Groups and Substantive Issues**

The assessment of support received from headquarters on Theme Groups and substantive issues is globally positive: in 45% of the reports, it was rated as good or very good; in 38%, as fair; and in 10%, as poor. In relation to other regions, Country Teams in Latin America and the Caribbean and Europe and the CIS rated it as particularly satisfactory, with a positive assessment by 50% and 55%, respectively; a rating of fair by 42% and 39%, respectively; and a negative evaluation by only 8% and 6%, respectively. The reports highlighted the assistance given to Theme Groups and many expressed the need for support (e.g., staff, guidance, funding, and information) and greater simplification and harmonization of activities.

**Common Premises and Services**

Headquarters support in the area of common premises and services received a positive rating in 36.5% of the reports, fair in 38.5% and poor in 15%. Country Teams in the Asia and the Pacific region gave a globally more positive yet contrasting evaluation, with half of the reports rating the support as positive and one quarter as negative. Few comments were received on this subject although three Country Teams from the Latin America and Caribbean region mentioned a lack of resources and clear instructions.

**2. Usefulness of ACC and CCPOQ, Joint Executive Committee Letters, or Other Inter-agency Materials**

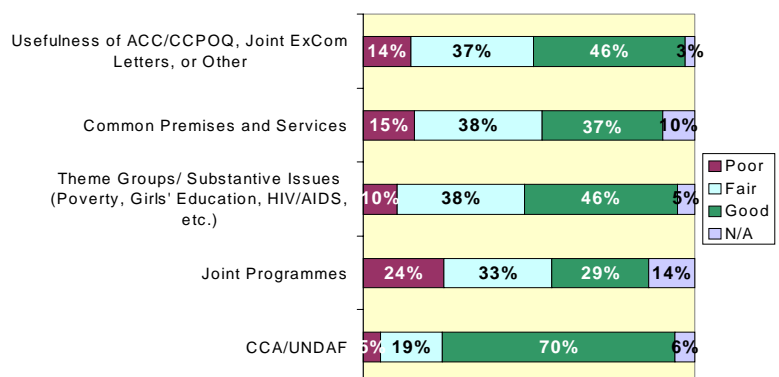
On the whole, the usefulness of inter-agency materials was favourably rated: more than 45% judged it as positive, 37% as fair and 14 % as poor. Strong regional differences appear in the

evaluation of this item: the great majority (65%) of Country Teams in Africa considered the materials as good or very good and only 6.5% as poor, whereas in Europe and the CIS and the Arab States regions, a positive rating was given by 22% and 36%, respectively, and a negative assessment by 28% and 18%, respectively. While several comments highlighted the usefulness of materials received, many Country Teams also asked that information be further synthesized or channelled.

**3. Quality of Response from Various UN System Headquarters and Regional Offices**

The overall assessment of the quality of response from various UN system headquarters and regional offices is globally positive: only 9% of Country Teams considered it as poor, while 45% rated it as fair and 44% as good or very good. The situation is particularly satisfactory in Africa, with a positive rating in half of the reports and a negative evaluation in only 5%, and in the Arab States region, from which no negative assessment was received (57% of the Country Teams rated the response as good or very good, 43% as fair). On the other hand, the ratings are more balanced in Europe and the CIS, where they are divided into equivalent thirds.

**Quality of Communication between HQ and Country Offices on UN Reform**



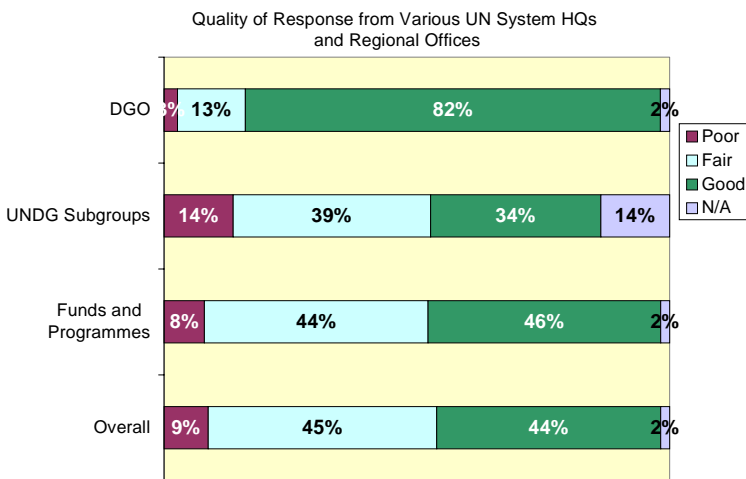
The ratings of specific offices differ greatly. Country Teams assessed the response from UNDG subgroups as somewhat moderate (34% positive, 39% fair and 14% negative) whereas reports are almost unanimous in praising DGO's response (82% positive – with a 100% rate in the Arab States region – and only 3% negative).

Most comments stress the need for reinforced support and better and clearer coordination at the headquarters as well as at the RC level.

**4. Communications from DGO**

In every region, Country Teams reported a very positive assessment of communications received from DGO with respect to both their quality (88% positive responses) and their relevance (80%). Numerous comments praising DGO and particularly the monthly newsletter reflect this evaluation.

Several reports asked for more regular and frequent communications and more analysis. Among the recommendations, some reports requested guidelines on resource mobilization, feedback on annual RC and Country Team performance assessment, and a more country-focused perspective for the monthly newsletter.



**5. Support to Training and Staff Development**

Assessment of headquarters support to training and staff development is globally average: 42% of the Country Teams rated it as fair, 31% as good or very good, and 17% as poor or very poor. Only Country Teams in Africa gave a slightly more positive evaluation (44%). The few comments made confirm this lukewarm assessment. While few reports highlighted the training received, some asked for more resources, increased communication or greater focus on substantive aspects of training.

**6. Quality and Usefulness of RCNet and DevLink**

The assessment of RCNet and DevLink is extremely positive since only one Country Team judged them to be poor, while 86% considered them good or very good. More than 30 reports emphasized their usefulness. On the other hand, several country offices in Africa stressed the difficulty in achieving connectivity and a few reports pointed out that these tools are not well known by all agencies.

**Recommendations on Headquarters Support**

- Share guidelines and lessons to inform the Country Team about the initiatives undertaken in different coordination offices in other countries.
- Establish a communication tool among RC Assistants or inter-agency support units for sharing experiences on particular issues (e.g., creation of inter-agency discussion and resource groups for each communication between Country Teams.
- Develop a common communication strategy for the UN system to transmit its perspective and image to local governments, key partners and the public;
- Brand a standardized layout for communications from headquarters (ACC and DGO) and letterheads used by RCs and their offices.
- Create a common financial administrative system.
- Institute a financial contribution by other agencies to the RC System and an annual budget allocation from all UN organizations at the headquarters level to the field for financing RC support staff.
- Reinforce support to training in the CCA and UNDAF.
- Develop (DGO) a platform of activities to ensure continuity in RC office administration.
- Improve instructions from headquarters on the importance of UN Reform to achieve uniformity in the priorities set by different organizations.

## PART VI. RECOMMENDATIONS

The following recommendations were drawn from the 130 RC Annual Reports, the inter-agency review groups and the UNDG Support Group as well as specific suggestions from RCs.

### I. Report Format

The following recommendations were made for the 2001 RC Annual Reports:

- develop shorter, simplified, more focused and more strategic reports to reduce the reporting burden as well as to facilitate the reading and review of the reports;
- harmonize the information coming from other sources to reduce the reporting burden of the RC and Country Team and eliminate duplication;
- include more emphasis on countries in special development situations (CSDS), recovery and peace-building (prevention and post-crisis), allowing for flexibility;
- ensure earlier submission of guidelines and reports;
- remove self-assessment or relate it to each section of the report;
- include only relevant socio-political and background information;
- reduce duplication, e.g., on Theme Groups and substantive issues and involvement of other partners;
- focus on the link between development and humanitarian issues, peace and development (recovery and post-conflict);
- include more detailed, results-oriented reporting on funding;
- show the link between UN Reform instruments and national strategies and PRSPs.

### II. Suggestions to Headquarters

Various suggestions were made to headquarters, which can be found in the relevant sections of the synthesis, and especially in the section on Headquarters Support. Following are those recommendations that were emphasized most frequently.

The RC Reports called for:

#### Harmonized Procedures

- harmonized financial procedures, which would especially facilitate joint programming;
- harmonized administrative and personnel policies;
- standardized IT specifications.

#### Guidance on CCAs and UNDAFs and Joint Programming

- clearer directions and guidelines from organizations on CCAs and UNDAFs, joint programming and role to be played at the country level;
- improved, more concise format for CCAs and UNDAFs;
- more guidelines for, and emphasis on, CSDS.

#### Increased Resources

- increased SRC funds;
- increased financial support from other agencies (beyond UNDP-DGO SRC funds);
- sufficient funds for at least one full-time staff member for the inter-agency support unit;
- guidelines on financial budgeting, cost-sharing, management of funds, resource mobilization and financing the RC System.

#### Information

- better structured, synthesized and channelled information sent to RCs and Country Teams;
- relevance of material sent to Country Teams ensured;
- more information about what is happening in other countries regarding the CCA and UNDAF and conference follow-up;
- more information on recent decisions and policies, including issues of Member States;
- a discussion or resource centre for Country Teams (like the SURF);
- synthesis of the various ACC, CCPOQ and UNDG documents.

## **General**

- more emphasis on, and rationalized approach to, multi-country situations, countries with a small presence and countries in special development situations;
- more proactive, strategic support, including training, in issues relating to current policies, follow-up to new conferences and Theme Group areas of focus;
- more analysis and country-specific feedback from headquarters to Country Teams;
- more advice on Theme Groups;
- more use of hyperlinks and Word documents;
- emphasis from headquarters on joint programming and CCAs and UNDAFs from all organizations to be able to move collaboration forward.

## ANNEX. TRAINING/LEARNING AT THE COUNTRY LEVEL CITED IN THE 1999 ANNUAL REPORTS

Topic	Country Teams that reported training activities in 1999	Country Teams that reported training activities in 2000	Preliminary list of Country Teams planning training activities in 2001
<b>Administrative Management</b>	Mexico, Ukraine	Islamic Republic of Iran, Ukraine	
<b>Advocacy/ Communication/ Media</b>	Fiji Libyan Arab Jamahiriya, Mongolia, Nepal, United Arab Emirates	Botswana, Cambodia, Indonesia, Islamic Republic of Iran, Kyrgyzstan	Guyana, Myanmar
<b>CCA and UNDAF and United Nations Reform</b>	Gambia, Guinea, Kenya, Senegal, Sri Lanka, United Republic of Tanzania, Zambia	Brazil, Cape Verde, Chad, Djibouti, Equatorial Guinea, Eritrea, Fiji, Haiti, Honduras, Lao People's Democratic Republic, Madagascar, Malawi, Mauritania, Myanmar, Papua New Guinea, Rwanda, Samoa, Ukraine, Zambia	Djibouti, Fiji, India, Indonesia, Islamic Republic of Iran, Kyrgyzstan, Lithuania, Papua New Guinea, Poland, Russia, Samoa, Yemen
<b>Disaster Management</b>	Ghana	Fiji, Islamic Republic of Iran, Turkey	Nepal, Papua New Guinea, Philippines
<b>Early Warning and Preventive Measures</b>	Lao People's Democratic Republic, Philippines	Burundi, Cambodia, Colombia, Philippines, Republic of the Congo, Sierra Leone, Sudan	Jordan, Nepal, Papua New Guinea, Philippines
<b>Gender</b>	Afghanistan, Azerbaijan, Bhutan, Democratic People's Republic of Korea, Gambia, Mali, Mozambique, Myanmar, Nigeria, Sri Lanka, Turkmenistan, Viet Nam	Afghanistan, Angola, Bhutan, Botswana, Brazil, Cameroon, Gambia, Kyrgyzstan, Lebanon, Malawi, Maldives, Mongolia, Morocco, Nepal, Nigeria, Pakistan, Poland, Rwanda, Sri Lanka, South Africa, Swaziland, Syrian Arab Republic, Turkmenistan, Viet Nam	Gambia, Jordan, Myanmar, Papua New Guinea, Republic of Korea
<b>HIV/AIDS (awareness, prevention, treatment)</b>	Azerbaijan, Cambodia, Eritrea, Malawi, Mozambique, Nigeria, Papua New Guinea, Senegal	Angola, Belize, Bulgaria, Côte d'Ivoire, Ecuador, Eritrea, Lao People's Democratic Republic, Latvia, Lithuania, Malawi, Moldova, Romania, Rwanda, Sudan, Swaziland, Viet Nam, Yemen, Zambia, Zimbabwe	Myanmar, Papua New Guinea

Topic	Country Teams that reported training activities in 1999	Country Teams that reported training activities in 2000	Preliminary list of Country Teams planning training activities in 2001
<b>Human Rights</b>	Bulgaria, Indonesia, Malawi, Mozambique, Papua New Guinea, South Africa, Turkmenistan, Zambia	Afghanistan, Angola, Brazil, Bulgaria, Cambodia, Fiji, Jordan, Lebanon, Malawi, Mauritius, Moldova, Mozambique, Myanmar, Nepal, Papua New Guinea, Syrian Arab Republic, Trinidad and Tobago, Zambia, Zimbabwe	Fiji, Nepal, Philippines, Syrian Arab Republic
<b>Internet/Web site</b>	Bahrain, Cambodia, Libyan Arab Jamahiriya, Mauritius, Mexico, Namibia, Ukraine, Zimbabwe	Bhutan, Ethiopia, Maldives, Samoa, Zimbabwe	India, Maldives
<b>Language</b>	Armenia, Azerbaijan, Democratic People's Republic of Korea, Namibia, Ukraine,		
<b>Leadership/ Management</b>	Afghanistan, Armenia, Mexico, Mozambique, Turkmenistan, United Arab Emirates	Brazil, Mozambique, Sao Tomé and Príncipe	Afghanistan, Philippines
<b>Other</b>	First Aid: Democratic People's Republic of Korea, Mongolia; Stress Management: Democratic People's Republic of Korea. Women and refugees: Turkmenistan.	Yemen (reproductive health)	Philippines (UN and the private sector). Viet Nam (adolescent reproductive health). Philippines and Islamic Republic of Iran (local governance). Viet Nam (adolescent reproductive health). Islamic Republic of Iran (capacity-building for NGOs).
<b>Poverty</b>		Niger	
<b>Security</b>	Armenia, Central African Republic, Democratic People's Republic of Korea, Lesotho, Libyan Arab Jamahiriya, Nepal, Papua New Guinea, Turkmenistan	Armenia, Islamic Republic of Iran, Pakistan, Syrian Arab Republic, Uganda	Ecuador, Lesotho, Myanmar, Papua New Guinea, Philippines, Samoa, Somalia, Sri Lanka, Yugoslavia
<b>Team-building</b>	Kenya, United Republic of Tanzania, Viet Nam	Botswana, Cambodia, Jordan, Kenya, Kyrgyzstan, Panama, Poland, Sao Tomé and Príncipe, Ukraine, Yemen	Kenya
<b>Training Relating to Joint Programmes and Projects</b>		Botswana, Djibouti, Kosovo, Lao People's Democratic Republic, Lebanon, Malawi, Morocco, Nepal, Philippines, Republic of Korea, Republic of the Congo, Romania, United Republic of Tanzania, Yemen	Botswana, Djibouti, Kosovo, Lao People's Democratic Republic, Lebanon, Morocco, Nepal, Philippines, Republic of Korea, Republic of the Congo, Romania, United Republic of Tanzania, Yemen