



United Nations
Educational, Scientific and
Cultural Organization

Organisation
des Nations Unies
pour l'éducation,
la science et la culture

General Conference

34th session, Paris 2007
Information document

Conférence générale

34^e session, Paris 2007
Document d'information

inf

34 C/INF.14
11 October 2007
Original: English

**STATUS REPORT ON UNESCO'S INVOLVEMENT IN UNITED NATIONS
REFORM PROCESSES, IN PARTICULAR AT THE COUNTRY LEVEL**

SUMMARY

The multifaceted process of United Nations reform continues to be high on the agenda of virtually all United Nations organizations across the United Nations system. Many reform initiatives are already in the process of being implemented at the country level at the request of Member States. Indeed it is the primary focus of United Nations reform action. Coherence, efficiency and enhanced high-quality delivery are overriding objectives of these efforts. They are bound to have a major impact on UNESCO's action at the global, regional and country levels. The present document provides a status report on the developments of United Nations reform and on UNESCO's positions and involvement therein, with a particular emphasis on the "Delivering as One" pilots.

I. INTRODUCTION

1. The processes of **United Nations reform** are inscribed high on the agenda of all United Nations organizations across the United Nations system. The primary focus of United Nations reform action is the country level. **Coherence, efficiency and enhanced high-quality delivery are overriding objectives** of the various initiatives. This is bound to have a major impact on UNESCO's action at the global, regional and country levels. The present document provides a status report on the developments of United Nations reform and on UNESCO's positions and involvement therein, with particular emphasis on the "Delivering as One" pilots.

2. UNESCO believes that reform is critical, not as an end in itself, but for reinforcing the relevance, coherence, efficiency and effectiveness of the United Nations and its work, in pursuit of both national development priorities and the internationally agreed development goals, including the MDGs. Over the past two years, the Director-General has shared at each session of the Executive Board, in information meetings for the Board as well as in informal briefing meetings of permanent delegates, his approach to United Nations reform based on a full commitment to the reform objectives, in particular increased system-wide coherence globally, regionally and "delivering as one" at the country level in response to national priorities. **Coherence must be ensured at all levels:** intergovernmental, inter-agency, at the country level, and within each organization, as well as vertically among donors. "Delivering as One" at the country level is inconceivable without a strong commitment and ownership by the national government, full support by the donor community and effective, results-based engagement by all United Nations organizations whether they are resident or non-resident in a particular country.

3. In the context of United Nations reform, special attention is being paid to the **eight "Delivering as One" pilots**, conducted since January 2007 in Albania, Cape Verde, Mozambique, Pakistan, Rwanda, United Republic of Tanzania, Uruguay and Viet Nam at the request of the respective heads of State or governments. Based on the provisions of the consensus United Nations General Assembly resolution 59/250 on the **2004 United Nations General Assembly Resolution on the Triennial Comprehensive Policy Review (TCPR)** of operational activities for development of the United Nations system, these pilots seek to develop and implement four "Ones" at the country level, which in sequence of importance and implementation are:

- **One Plan/Programme** as the common country programming document of the organizations of the United Nations system, with strategically chosen programme components to be implemented, to the extent possible, through joint programming by several organizations;
- **One Budgetary Framework** with transparent, rigorous and realistic costing of the various One Plan/Programme components, indication of available funds from regular and extrabudgetary resources of participating United Nations organizations, and the subsequent determination of any funding gap that may exist and which will need to be filled through contributions from donors to a One United Nations/Coherence/MDG Fund at the country level;
- **One Leader** of the UNCT in the person of an empowered United Nations Resident Coordinator, with an enhanced role and authority;
- **One Office/House** for the organizations represented on the United Nations Country Team (UNCT) in a country concerned, which seeks the possible co-location of United Nations organizations in a particular country, where feasible, and envisages harmonization of business practices and creation of common services (such as IT, travel, banking services, cash transfer, security, human resources).

4. UNESCO's involvement in United Nations reform action, in particular in the "Delivering as One" initiative, has been guided by a **set of principles** which UNESCO considers as prerequisites for coherence at the country level:

- Activities must be specifically requested, led and owned by a country and must respond to national priorities. **National priorities and development goals must at all times be overriding**, never priorities, interests or agendas of particular agencies.
- The approach must be **inclusive** of all constituent parts of the United Nations system, including non-resident agencies in a particular country and must **bring together the entire range of analytical, normative, technical and operational expertise of the United Nations system**.
- Respect for **mandates, thematic leadership, sectoral expertise and competences** of the United Nations organizations involved, especially of specialized agencies, including for issues subsumed under cross-cutting themes and avoiding the creation of parallel or competing capacities.
- "One size does not fit all" – there ought to be **diversity and not uniformity of approach**, as different countries may pursue different approaches in working with United Nations organizations and strengthening coherence.
- A United Nations programme must be the **product of strategic choices** made by the entire United Nations country team in an **inclusive process** and in close cooperation with lead government authorities and respectful of the role of line ministries; it does not consist merely of a random addition of agency plans, programmes or activities (**strategic focus**).
- There is **no dichotomy between strategic focus and inclusiveness**; both are complementary and mutually supportive. **"Delivering as One" should embrace an approach which could be characterized as "strategic inclusiveness"**.
- **Normative-operational linkages**, which build on each other (feedback loop), are at the core of contributions by specialized agencies.
- Efforts shall be made to design **joint purposeful programmes** by several United Nations organizations, being the essence of operating together and as one, especially on issues labelled cross-cutting (gender and HIV/AIDS).
- Need for integration of support derived from global and regional programmes into country plans and programmes.
- A One United Nations programme must be **results-oriented**, also responding to internationally agreed development goals, including the MDGs, and other frameworks and standards and ensuring effectiveness, efficiency and accountability to achieve the greatest development impact.
- A strategically focused United Nations programme should be complemented by a **rigorously costed resource requirement indication**, with resource gaps clearly identified (budgetary framework).
- **Any kind of two-track process** at the country level by United Nations country teams shall be avoided, whereby the contributions of different United Nations organizations would be divided and categorized (e.g. into a One Plan and a One Plan-plus).
- Establishment of a firm delineation or **"firewall"** for UNDP, including delinking the coordinating role of the United Nations Resident Coordinator (RC) from the programme function of the Resident Representative of UNDP (RR) with a view to avoiding conflicts of interest.

5. In the context of contributions to country programming exercises, priority is also given by UNESCO to the **countries preparing their Common Country Assessment (CCA)/United Nations Development Assistance Framework (UNDAF) in 2007 and 2008** (called the “UNDAF roll-out countries” with the UNDAF cycle beginning in 2009). These include: Angola, Benin, the Republic of the Congo, Kenya, Niger, Nigeria, Lebanon, Sudan, Ecuador, Haiti, and Botswana. The **United Nations Development Assistance Framework (UNDAF)** continues to be a main entry point for UNESCO to bring its core competences to bear in response to national development priorities, as well as a basis for the eventual development of a One Programme/Plan. It is critically important for UNESCO to be a proactive player and to be involved at all stages of those processes. Identifying UNESCO’s contributions to common country programming documents like the UNDAF or the One Plan/Programme, where existing, has figured also in the formulation of expected results of the Organization’s Draft Programme and Budget (draft 34 C/5) and the expected outcomes of the Draft Medium-Term Strategy for 2008-2013 (viz. draft 34 C/4 and 34 C/11).

The 2004 TCPR resolution, as well as the 2007 TCPR support documents by the United Nations Secretary-General, stress the abiding relevance of the UNDAF, as well as of other United Nations system programming processes.

Given the inconclusive end of the debate and action taken by the UNDP Executive Board at its September 2007 session on the UNDP Strategic Framework, UNESCO will seek to conclude a bilateral strategic partnership agreement with UNDP. This agreement will set out a joint understanding about UNESCO’s sectoral and thematic areas and functions, for which it considers itself leader and primary provider of services and assistance to Member States and for which UNDP in turn would be expected to pledge not to compete or involve itself (“redlining”).

Moreover, the specialized agencies have agreed to follow closely the negotiations for the TCPR 2007 resolution, with a view to ensuring that guidance and policy directives on firewalling and redlining would be taken on board by governments. The understanding and support of Member States will be crucial for realizing this objective.

II. UNESCO’S ROLE AT THE GLOBAL, REGIONAL AND COUNTRY LEVELS

6. In a United Nations system dedicated to enhanced coordination and system-wide coherence, **UNESCO has taken an active role in working with other United Nations partners**, especially with other specialized agencies of the United Nations system, on common positions. Overall, action is happening at four levels:

- At the level of the **Director-General**, who for the past two years has been meeting every three to four months with his fellow Directors-General of ILO, WHO, FAO and UNIDO to exchange views about current issues and developments, agree on common positions and initiatives driven by shared interests from the perspective of specialized agencies and to provide guidance to their Secretariats, including their country offices, about reform policies and measures to be implemented to the extent possible through joint or harmonized action of the agencies. The latest meeting of the Directors-General took place in New York on 23 September 2007, followed the same day by a joint meeting of the Directors-General with the Executive Heads of UNDP, UNICEF, UNFPA and WFP (Executive Committee of UNDG/ExCom) to discuss reform issues of common concern and strengthen mutual understanding and cooperation. Both meetings were hosted by the UNESCO Director-General. Among the agreements reached at the meeting by the Executive Heads of the specialized agencies and the UNDG ExCom was that the quality, skills and knowledge of the Resident Coordinators are critically important for the success of any reform at the country level and for ensuring coherent action among United Nations organizations. Moreover, with respect to reform of the inter-agency mechanisms, there was a strong sense that UNDG should be merged into CEB.

- At the **global** level, UNESCO has become a recognized member of, and an active contributor to, the main inter-agency bodies – the Chief Executives Board (CEB) and the United Nations Development Group (UNDG) and their subsidiary bodies – dealing with the entire range of programmatic, financial and managerial issues of relevance to the United Nations system. Increasingly, UNESCO staff is called upon to assume important responsibilities in inter-agency groups. In these groups, UNESCO is contributing to the elaboration of the policy framework and priorities for inter-agency cooperation globally, regionally and at the country level. It also provides support and policy guidance to United Nations country teams (UNCTs) for operational activities, especially the elaboration of country level programming exercises (such as the “Delivering as One” pilots, UNDAF, the Poverty Reduction Strategies (PRSs), Sector-Wide Approaches (SWAs), joint assistance strategies (JASs), and monitor developments in that regard. UNESCO has furthermore been designated as a member of UNDG’s ASG/ADG-level Informal Support Group to the “Delivering as One” United Nations pilots – a group composed of four funds and programmes, four specialized agencies and two smaller United Nations programmes (dubbed the “G-10”) – on which UNESCO is represented by the Director of BSP. In this group, UNESCO has been mandated to lead a consultative process on the issue of establishing a balance between the need for a strategic focus and the request for inclusiveness of United Nations system organizations at the country level. This is a fundamental question which has dominated many meetings of various sub-groups of CEB and UNDG, as well as a series of consultative meetings with Resident Coordinators of the eight “Delivering as One” pilot countries.

Some restructuring is expected at the global level from the ongoing reform of **CEB and UNDG**, which will be discussed further and may be decided at the upcoming CEB session at the end of October 2007 in New York. UNESCO’s Director-General has also proposed for discussion the possibility of integrating **ECHA** – dealing with humanitarian issues – as a separate pillar of the global inter-agency structure. Thus far, UNESCO is excluded despite its engagement in the humanitarian field and in post-conflict/post-disaster assistance.

Note should also be taken of **global programmes** conducted by specialized agencies, which benefit national policies and capacities, without being part of the national programming processes. Such global programmes and the support they render to a country should in future also be reflected in country-level programming documents. The existing four Tsunami Early Warning and Mitigation Systems (TEWSs), for which a coherent governance structure is now being prepared by a working group of IOC, are an important global initiative with country-level implications. In another area, UNESCO, together with ICSU and UNU, is co-sponsor of the **Ad Hoc Group to summarize gaps in scientific knowledge based on the Millennium Ecosystem Assessment** (www.millenniumassessment.org/). It also promotes “resilience thinking” by building capacities to deal with disturbances. UNESCO is also part of ICLEI (International Council for Local Environmental Initiatives), providing advice on and support for the contribution of cities to the achievement of the **target** to reduce significantly the rate of loss of biological diversity by 2010.

In the context of the CEB’s High Level Committee on Programmes (HLCP), UNESCO is fully contributing to a new top priority of the United Nations system, namely the preparation of a **common United Nations system strategy for action in response to global climate change**. The CEB will discuss this issue at the end of October, based on proposals from HLCP emanating from its 20-21 September 2007 session and from the conclusions of the high-level meeting on climate change convened by the United Nations Secretary-General on 24 September 2007. This subject is also expected to play an important role in future common country programming processes. In that regard, UNESCO has already suggested during recent missions to “Delivering as One” pilot

countries that consideration be given to include a component on climate change action in One Plans/Programmes.

At the global level, UNESCO has also been a proactive member of inter-agency networks and task teams in the area of gender equality, which has become a system-wide priority. The members of these mechanisms have developed a system-wide Gender Equality Policy and Strategy and a gender scorecard for United Nations country teams. Both have been endorsed by the UNDG principals.

- At the **regional** level, UNESCO maintains close collaboration with regional organizations, such as the African Union and the African regional economic communities, ASEAN or MERCOSUR. Although “Delivering as One” is very much focused on the country level, the continued importance of the regional dimension of United Nations action has been underlined, including in the United Nations system Conclusions and Recommendations relating to the **Triennial Comprehensive Policy Review (TCPR) resolution**. As UNESCO and other specialized agencies operate in many regions through **regional programmes**, UNESCO has suggested recently – for the first time in Viet Nam – that the One Plans/Programmes include also a section on the regional-level activities in support of national priorities. However, it is recognized that it will not be possible at this stage to include the funding of such activities in the One Budgetary Framework.

In terms of **regional programmes benefiting national policies and capacity-building**, many programmes exist in different regions. For example:

- the Southeast Asian Biosphere Reserve Network (SeaBRnet) and Ecotone Studies, in coordination with MAB networks in the region, including the East Asia Biosphere Reserve Network (EABRN), South and Central Asia MAB Network (SACAM), and the Pacific MAB Network (PacMAB);
- UNESCO supports networks of women across the Asia-Pacific region, implementing a two-pronged programme on S&T for women and women for S&T, bringing the benefits of science and technology to women’s empowerment in poor rural communities and promoting the engagement of more women in the science and technology enterprise; through the advocacy work of the Regional Secretariat for Gender, Science and Technology (RESGEST), National Committees in Indonesia, the Philippines and Viet Nam have been established and focal points identified in 11 other countries;
- the Asian Pacific Water Archive is an Internet-based facility to support hydrological research in the region by providing easy access to reliable data from a large geographical area by users in several countries. The central node is at the Regional Humid Tropics Hydrology and Water Resources Centre for Southeast Asia and the Pacific, located in Malaysia, and two country nodes, one in Japan and one in Australia, are operational. The Archive stores data for 46 river basins in 12 countries throughout the region.

Regarding **policy guidance and monitoring, the Regional Directors Teams (RDTs)** are increasingly assuming a system-wide role for quality review and assurance of common programming documents, general support for common country programming processes, including in the “Delivering as One” pilot countries, and evaluation of RCs and Country Team performance. Given the different organizational structures and decentralization approaches without the function of regional directors covering the entire range of their mandated sectoral activities, some specialized agencies – including UNESCO – have only participated on an ad hoc and partial basis in activities of the RDTs. This is one area where UNESCO will need to review and put in place modalities of its regular participation.

- At the **country level**, UNESCO has over the past years progressively strengthened its involvement and contribution to joint United Nations programming processes. To support UNESCO's effective participation in country-level programming exercises and to bolster substantive input and contributions in UNESCO's core thematic areas, the Director-General had decided at the time of validating the work plans for document 33 C/5 that **2% of the regular programme resources** available to the five Major Programmes be set aside to reinforce UNESCO participation in country-level programming exercises, including in support of the Organization's involvement in the "Delivering as One" pilots and in UNDAF roll-out countries. One per cent was earmarked for activities by sectors supporting field office processes, the other 1% was pooled for generic UNESCO involvement and contributions by involved field offices. The details are set out in the recent blue note of the Director-General (DG/Note/07/28 Rev.). **UNESCO is currently participating in a proactive manner in all eight "Delivering as One" pilots** (in three of which UNESCO is non-resident). All activities and backstopping funded from this "2% modality" are limited to the **preparation** of common country programming exercises – including missions to provide backstopping, missions by field staff, in particular for non-resident country programming, training (such as in change management, results-based management, gender mainstreaming) and temporary reinforcement of field office capacities – to cope with the flurry of additional coordination meetings and sectoral working groups, but **not for the implementation** of such programme documents once approved and adopted. The decentralization of the 1% pooled funds in the amount of up to some US \$1 million for UNESCO involvement in field-level joint programming exercises has now almost been completed and is expected to lead to a surge in involvement and palpable impact in UNESCO's presence and effective engagement in the 21 countries concerned. Once document 34 C/5 is adopted, the Director-General will review the experience gained with the 2% modality and decide about the approach to be followed during the 34 C/5 in support of country-level programming activities.

The 2% modality is complemented by **dedicated training from corporate training funds**, to strengthen capacities and understanding among field office staff as well as Headquarters staff for common country programming exercises and UNESCO's insertion therein. This training is offered on a global basis, regionally and for some select countries. The next global workshop will take place at Headquarters on 13 and 14 October 2007, with participation of staff from all pilot countries and many UNDAF roll-out countries. Extrabudgetary funds provided by the United Kingdom help meet the costs of this effort and other measures in that context (see also section VI below on UNESCO Country Programming Documents/UCPDs). It is hoped that additional voluntary contributions from Member States for that purpose will be forthcoming in the near future.

For **education**, UNESCO has developed the **UNESS** planning tool, akin to a Sector-Wide Approach (SWAp), for developing, in collaboration with all relevant United Nations organizations in the country, common education strategies and joint programmes in response to national priorities. UNESCO will work in close cooperation with EFA partners and other interested United Nations organizations to have UNESS – cast as a comprehensive and collaborative United Nations Education Strategy – integrated as a key component into One Plans/Programmes as well as the next generation of UNDAFs. Thus far, UNESCO has prepared draft versions of UNESS in 12 countries. They will now serve as a basis for further **elaboration of a United Nations system-wide education strategy in the countries concerned**.

In the area of **culture**, the efforts made to strengthen UNESCO's country-level presence have been reinforced by a supplementary sectoral allocation of 1% from the regular programme resources available to CLT to field offices benefiting from the services of culture programme specialists so as to enable them to induce and develop country-level programming activities. A **guidance note** has been issued by CLT on "Advocating for culture in the context of common United Nations country-level programming exercises".

Substantial contributions have been made to country-level programming and other national planning exercises, notably in Bhutan, Costa Rica, Cuba, Jordan, Mozambique (in particular with a view to elaborating a Sector-Wide Approach (SWAp) and the United Republic of Tanzania, including Zanzibar. Similarly, the protection and promotion of cultural diversity has now been included in the CCA and the UNDAF in a number of countries in Asia and Africa. For instance, in Somalia, a Cultural Needs Assessment Study carried out by UNESCO was validated within the framework of the Joint Needs Assessment. Furthermore, in 2007, UNESCO has contributed with its cultural expertise to the starting process of UNDAF development in Angola, Benin, Burundi, Côte d'Ivoire, Ecuador, Kenya, Niger, Nigeria, Sudan and Timor-Leste. In Afghanistan, within the framework of the Afghanistan Compact and the *Afghanistan National Development Strategy*, the UNESCO Office in Kabul has been participating in joint country-level planning and cooperation through the consultative group mechanism.

In the framework of the implementation of the intersectoral platform related to the **strengthening of national research and innovation systems**, SC and SHS will endeavour to assist Member States in reviewing existing research system capacities and science policies, with a view to strengthening their contribution to sustainable development and to formulating policies and strategies in this area. At the same time, cooperation and increased coordination at the national level will be ensured between the different intergovernmental and international science programmes and their national committees, where in place.

Throughout the evolution of the “Delivering as One” processes and United Nations reform efforts globally and at the national levels, UNESCO has underlined the **critical role of National Commissions** for its work and the desirability of associating them more closely with country-level programming by UNCTs. Accordingly, UNESCO has advocated for the inclusion of National Commissions in various country-level exercises. However, the response and result have been uneven as they depended on the one hand on government decisions as to the designation of their lead representatives with UNCT, and on the other hand on the receptivity of United Nations Country Teams to integrate National Commission representatives on their side.

Section III below provides detailed information on specific action taken and developments in the “Delivering as One” pilot countries, which were supported by a UNESCO Headquarters **mapping exercise** of the national development priorities in the various countries and the UNDAF priorities where existing against UNESCO strategic objectives and programme priorities.

III. EXPERIENCE WITH “DELIVERING AS ONE” PILOTS

7. UNESCO has committed to involving itself systematically and effectively in all **eight “Delivering as One” United Nations pilot countries**, with the principal aim of bringing to bear UNESCO’s thematic competences in the common One United Nations Programme/Plan, in response to national development priorities and in a concerted manner with United Nations partners.

One Plan/Programme

8. For UNESCO, as well as for the United Nations system as a whole, the **One Programme/Plan** is the central, if not driving, component of the “Delivering as One” initiative, guiding and informing the development of the other three “Ones” – the One Budgetary Framework, the One Leader, and the One Office, where applicable. In this spirit, UNESCO has been actively involved in and is contributing to a series of strategic programme planning missions to the eight “Delivering as One” pilot countries. Field office staff as members of the United Nations Country

Team, as well as Headquarters staff – as invited members of inter-agency expert teams (mandated and funded by UNDG) –, have been involved in the elaboration of guidance for various One components. In all pilots, UNESCO has been assuming important roles and responsibilities within United Nations Country Teams, thus well placed to participate in the formulation of the expected outcomes and the related deliverables and common results matrix.

9. Recent developments in the “Delivering as One” United Nations pilots include several positive achievements.

- In the **United Republic of Tanzania**, the process is fully inclusive and participatory for all United Nations system organizations. The One Programme is conditional upon joint programming by several United Nations organizations, while purely sectoral initiatives will remain outside the common framework. UNESCO succeeded in including in the One Programme outcome elements related to education (ESMIS) and culture reflecting the country’s priorities. In addition, UNESCO was requested by the country’s President to help develop as leader of the United Nations Country Team a national science, technology and innovation policy and strategy which – once completed – shall also form part of the One Plan.
- In **Viet Nam**, the recent developments are most positive indeed. The Government and the Country Team have a few days ago agreed that there would be a second version of the One Plan (approved in June 2007) by December. All specialized agencies have been invited to contribute to the revision, proposing adjusted outcomes to reflect their thematic contributions and to define deliverables for the results matrix. Work with all resident organizations is currently going on. This is a reassuring development after an initially rather limited approach to common country programming, when the first edition of the One Plan in essence only merged the approved country programmes from three UNDG Executive Committee agencies, and without much effort at joint programming, but excluded large parts of the United Nations system, and in particular specialized agencies. The Pilot is now conducted in a fully inclusive manner with full participation by **all** specialized agencies. UNESCO is member of the working groups elaborating the new version of the Plan and is well positioned to take a central role in the fields of education and culture, as well as in science and technology. UNESCO has also been active on preparing a joint programme on gender equality, which aims to provide strategic, coordinated and multi-sectoral technical assistance to build capacities of national and local duty bearers to promote gender equality. The UNCT in Viet Nam has been awarded funds under the thematic window for gender of the Spanish MDG Achievement Fund.
- In **Pakistan**, the central modality of delivery of United Nations programmes will be Joint Programmes. Joint Programmes – which will include service delivery, policy work and normative work – will represent at least 80% of all United Nations resources coming to Pakistan by 2010, and no more than 20% of the resources will be for stand-alone activities by United Nations entities. Based on sectoral expertise in that area, UNESCO has assumed co-chairmanship (with UNICEF) for the Education thematic working group, tasked to develop Joint Programmes in education. Likewise, the UNESCO Director of the Islamabad Office has been invited to be part of the United Nations system leadership group to manage the Pilot. It should also be noted that **IOC is blending its country-based activities into the One United Nations process with respect to developing and implementing the Indian Ocean Tsunami Warning and Mitigation System (IOTWS)**.
- In **Albania**, UNESCO has proposed activities for integration under various outcomes of the One Programme, including contributing in the areas of higher education, gender and research, territorial sustainable development, linking cultural and natural heritage with cultural tourism, and in the elaboration of a science strategy in response to a recent request to UNESCO by the Albanian Ministry for Education and Science. UNESCO has

been active in promoting gender equality with a dedicated equality project on “women in science”.

- Good progress is being made also in **Mozambique**, where, after a UNDG mission with effective UNESCO participation, the UNDAF was revised to include a fourth pillar on **economic development** reflecting more accurately the specific contributions, and normative functions, of the specialized and non-resident agencies to the development efforts in Mozambique, showing an overall strategic framework to which all of the United Nations agencies working in Mozambique are committed. Based on the UNDAF, the One Programme places particular focus on a subset of selected, strategic outputs highlighting joint action in those identified areas of comparative advantage of the United Nations, which present the greatest opportunity for the United Nations agencies to work together to achieve greater impact. This is a roundly positive development and is fully reflected in the just-issued operational plan for the Pilot.
- In **Rwanda**, the United Nations system has developed for the first time a common operational document capable of integrating activities of the whole United Nations system in a single operational document. This integrative format will probably lead to the replacement of limited documents like the Common Country Action Plan (Common CPAP) of the UNDG ExCom agencies. Uniting all United Nations organizations of the United Nations Country Team in one common operational document is important, as parallel tracks all too often lead to the marginalization of specialized agencies and non-resident agencies.
- Progress is also seen in **Uruguay**, where the Country Team moves towards elaboration of the One Plan, with UNESCO's field office temporarily reinforced by a member of the Headquarters (BSP) programming staff. UNESCO is contributing to the One Programme with outcome elements covering several of its domains of action, namely Early Childhood Care and Education (together with UNICEF), cultural industries and the information society, among others. The UNCT recently approved UNESCO's organization of immediate actions designed to address some of the new priorities of the Government beyond the 2007-2010 UNDAF introduced into the One Programme. These activities are calling on other agencies for potential joint programming, and introducing subregional and regional perspectives in science and technology policies for innovation and on disaster preparedness. Other components include cultural policies and e-governance.
- The **Cape Verde** pilot has evolved from a joint-office initiative launched in January 2006, which at the outset included only the four UNDG ExCom agencies (UNDP, UNICEF, UNFPA and WFP) which prepared – deriving from the UNDAF 2006-2010 and its results matrix – a “Country Common Action Plan” containing One Programme and One Budget (with one set of business practices), with One empowered Representative and all resident organizations sharing One Office. Recent efforts are being made to integrate better specialized agencies and the many non-resident agencies in Cape Verde, including through representation on the Regional Directors Team (RDT). The United Nations Country Team in Cape Verde is currently seeking to develop new joint programmes, which will include specialized agencies and non-resident agencies and which are designed to eventually revise the One Plan. UNESCO, along with other non-resident agencies, is exploring with the United Nations Country Team entry points and the strategic dimension for a revision of the One Programme, responding to national priorities. This new One Programme and its budgetary framework are planned to be adopted at the next UNCT meeting planned for 22-23 October 2007. This new programme would include ExCom Programming from the Joint Office Country Programme Action Plan (CPAP), Joint Programmes and individual Agency Programmes not included in CPAP. UNESCO has proposed activities for integration under various outcomes of the One Programme, including contributing in the areas of higher education, early childhood education (with UNICEF), communication for development (cross-cutting activity for all participating

agencies), environment (with UNDP and other organizations), management for social changes and culture. It is also noteworthy that the United Nations Resident Coordinator has proposed in the spirit of the “Delivering as One” to host in the United Nations building the new West African Institute for Research on Regional Integration, which is expected to be proposed at the end of the conference on regional integration which SHS, in the MOST framework, is organizing on 26 September 2007 with ECOWAS in Cape Verde.

10. Being a **non-resident agency in the country-driven processes** of the One United Nations remains a particular challenge for many specialized agencies (UNESCO is resident in five of the eight Pilots and has non-resident status in Albania, Cape Verde, and Rwanda). To this date, the creation of “NRA [non-resident agencies] coordination analysts”, tasked to promote the inclusion of NRAs into the work of the United Nations Country Teams – which UNDP committed to fund on behalf of UNDG –, have only been deployed in a limited number of pilots and CCA/UNADF roll-out countries. Thus, UNESCO needs to devise alternative, innovative solutions. In **Rwanda**, UNICEF has offered to host UNESCO in the UNICEF Kigali Office for key periods of the planning process, in order to draw on UNESCO’s expertise in quality education as one of the UNDAF/One Plan outcomes dealing with basic quality education.

One Budgetary Framework

11. The **One Budgetary Framework** complements the One Plans in the “Delivering as One” Pilot countries. It is linked to a **One (United Nations/Coherence/MDG) Fund**, which is designed to receive additional contributions from donors to meet the funding gaps needed to secure the attainment of the expected results articulated in the One Plan/Programme. This will be a particular challenge for donors to ensure that the reform leads to a complete success. Several issues need yet to be resolved and clarified before these funds can become operational and function to bridge the “unfunded gaps”. One issue is the **rigorous, professional costing** of the financial needs of each component and joint programme. The **process and priorities of fund allocation** is another issue, as are the accountability issues for results and financial resource use. A central issue to be resolved in inter-agency consultations and by each organization pertains to the **overhead charges**. Driven by the UNDG ExCom agencies, 7% is proposed for application to the One Fund. This is at variance with the current policy of several organizations, including UNESCO. Consideration is being given to strengthen the project proposal process by including all possible identifiable elements as direct costs, which then could conceivably allow that in the interest of progressing with the Pilots and avoiding UNESCO’s not being able to benefit from resources of the One Fund, a pragmatic policy is adopted for the Pilots only agreeing to the 7% approach. Pilot countries have started to work out (local) scenarios and MOU documents for the One Budgetary Framework and governance rules of the One Fund – as in **Pakistan**, where UNESCO is chairing the relevant working group on this matter. Other Pilots have likewise advanced in this area, with full UNESCO participation and input.

12. The launch of the new **UNDP/Spain MDG Achievement Fund (MDG-F)** in the first quarter of 2007, with a total volume of €528 million to be allocated over the next four years in a competitive process based on concrete project proposals submitted by UNCTs in select countries, has instilled a new element of cooperative (and competitive) programming in the work of United Nations Country Teams, including in the “Delivering as One” Pilot countries. UNESCO has participated in the preparation of concept notes and proposals for joint programming by UNCTs to help prepare submissions for funding under the gender thematic window in Viet Nam, Morocco, Albania, Costa Rica, Palestine, Mauritania, Tunisia and Mozambique. UNESCO’s expertise was furthermore acknowledged by having **ADG/CLT designated as the Convenor of the Technical Sub-Committee for the thematic window on culture and development**, where the review and appraisal of some **45** projects has recently been completed, with the overwhelming majority featuring UNESCO participation. The final decisions with regard to project approval **for a total budget of some \$90 million** by the MDG-F Steering Committee composed of the Spanish Government and UNDP are expected for mid-October. UNDP has also invited UNESCO to further ensure the monitoring and evaluation of the projects’ implementation throughout the next biennium.

Some joint programme proposals submitted to the MDG-F are aligned with the One Programme, such as in **Cape Verde** where UNESCO is part of a joint programme submitted under the MDG-F Environment and Climate Change thematic window, aligned with the One Plan priority area “Improving local management of environmental resources and service delivery”. Under the same window, UNESCO has been in **China** the lead agency for developing a project on “Capacities enhanced and policies developed for understanding and adapting to impacts of water supply changes on China’s environment and human development”, involving partnership with UNICEF and other organizations.

One Leader

13. Progress with respect to the **One Leader** touches upon fundamental leadership and accountability issues. They have already been discussed extensively, initially over the past two years by the Resident Coordinator Issues Group (RCIG) of undg and now with renewed impetus in each country. RC issues being of global relevance and applicability, it is difficult to conceive that significantly different models could be applied in the Pilots. Short of a global agreement in RCIG, which UNESCO would like to see completed during the remainder of 2007, the reinforcement of the One Leader may have to be based on pragmatic approaches, including the **adoption of a code of conducts by UNCTs**, as has recently been done in **Rwanda**. The policy regarding the One Leader will also have to address issues such as the clear delineation of functions for the United Nations Resident Coordinator, i.e. a clear separation between the coordinating functions performed on behalf of the entire United Nations system and the programmatic organization-specific functions of a UNDP Resident Representative respecting the core thematic/issues competences of other organizations of the United Nations system. The appointment of UNDP Country Directors in many countries over the past months has been a positive step in the right direction.

One Office (and common services and business practices)

14. With respect to the **One Office** (One House) and common services and business practices (i.e. banking services, cash transfer practices, travel agency, common security system, roster of translators and interpreters, inter-agency Operation Management Team, etc.) to be set and agreed upon as appropriate in the “Delivering as One” Pilot countries, progress is being made, even though different matters remain to be clarified in order to facilitate effective physical co-location, including harmonization of financial procedures or IT systems. In the **United Republic of Tanzania**, for example, UNESCO has just moved into a new separate building next to the UNRC and UNDP buildings, on a smart United Nations campus with several single buildings of other organizations, generously provided by the Government. The United Republic of Tanzania has also been selected by undg as a country where a new common approach would be developed together with related tools and techniques. In **Viet Nam**, UNESCO has indicated its readiness to consider moving into a One House once it has been completed in 2009, although a final decision will be subject to acceptable financial conditions.

In terms of common business practices, all United Nations Pilots have agreed to use a **Harmonized Approach to Cash Transfer (HACT)** as a common standard funding mechanism with national implementation partners. This approach is based on risk assessment, assurance control and periodic on-site review. Four cash transfer modalities are available to organizations to transfer funds to their implementation partners depending on the results of the risk assessment. The risk is defined after a macro-assessment of the national financial systems as well as a micro-assessment of proposed programme and project implementation partners. UNESCO is planning to apply this mechanism for the field offices in the “Delivering as One” Pilot countries and in all other appropriate projects, mainly whenever UNESCO is implementing a project in cooperation with a partner. Detailed information on the HACT can be found at: <http://www.undg.org/?P=255>.

IV. UNESCO – MANAGING CHANGE TO RESPOND TO EXIGENCIES OF UNITED NATIONS REFORM

15. There is a general acknowledgement across the United Nations system that the transition towards “Delivering as One” brings with it considerable challenges for the piloting countries. Hence there is the potential for added value in developing a systematized compendium of change-management techniques to facilitate the implementation of such changes. This compendium could be applied in future in other countries undertaking reform. In the long term, **support for the “Delivering as One” United Nations Pilots should be provided as much as possible from within the United Nations system and not from outside contractors**, with broad ownership and involvement of United Nations agencies, funds and programmes. UNESCO is part of a recent inter-agency initiative tasked to take stock of existing change-management techniques and good practices in the United Nations system and to start developing a common change-management curriculum. UNESCO has also been invited to join an inter-agency task team and expert roster on change management for the Pilots. Moreover, UNESCO has been invited by UNDG to be a member of a panel, at the end of September 2007, to evaluate bids for awarding a UNDG contract to an outside contractor proposed to be hired for global support to the eight Pilots on various dimensions of change management.

16. Within UNESCO, an important aspect of managing the changes related to United Nations reform lies in effective communication and in imparting knowledge about United Nations reform to a larger segment of staff. This has been addressed by the establishment by the Director-General of a **Working Group on United Nations Reform**, headed by the Executive Director of ODG. Likewise, the **Decentralization Task Force**, chaired by the Deputy Director-General, is systematically reviewing and addressing United Nations reform issues and implications at the country level. Work in this area has included the formulation of a **document of thematic core competences of UNESCO** prepared by BSP, for sharing with RCs and UNCTs. UNESCO has hosted various information and discussion meetings on the implications of United Nations Reform processes for UNESCO (including two events within the “60 minutes to convince” series). UNESCO has also set up a comprehensive **website on United Nations Reform**, with constantly updated information on developments related to CEB, UNDG and the eight “Delivering as One” Pilot countries. (http://portal.unesco.org/en/ev.phpURL_ID=36915&URL_DO=DO_TOPIC&URL_SECTION=201.html).

V. EVALUATING THE “DELIVERING AS ONE” PILOTS

17. UNESCO has emphasized from the outset of the “Delivering as One” initiative that the Pilots shall serve to experiment with – and draw lessons from – different ways of working together and delivering as “One” at the country level. Approaches and practices in these pilots shall not be precedents or models to be “automatically” transposed to and replicated by other countries. As such, the pilots will need to be subject to a thorough inter-agency review, assessment and evaluation. Based thereon there can then be an intergovernmental review and decision. Thus, the degree of success of the “Delivering as One” initiative will critically depend on the United Nations system’s ability to identify and evaluate the first stage of the piloting phase. To do this effectively, the CEB has requested the United Nations Evaluation Group (UNEG) – bringing together all Evaluation Offices of United Nations organizations, including UNESCO – to lead a process of inter-agency consultation and develop an evaluation approach. This is currently under preparation and being discussed in the CEB framework.

As indications are that UNEG may not be able to complete a substantive evaluation before the period 2009-2011, UNESCO is preparing together with other members of the G-10 group and UNDG team a factual assessment of the process developed and implemented by the Pilots during 2007.

VI. PREPARATION OF UNESCO COUNTRY PROGRAMMING DOCUMENTS (UCPDs)

18. UNESCO decided to launch **UNESCO Country Programming documents** (UCPDs) as a new tool designed to capture UNESCO's activities in a particular country in a comprehensive manner. A UCPD shall capture all of UNESCO's activities in a particular country, whether funded from regular or extrabudgetary resources, in a single document. Specifically, it shall:

- (a) provide, for a given country, a succinct overview of pertinent developments relevant to UNESCO's areas of competence (situation analysis);
- (b) provide a succinct results-based status description of all ongoing and recent past UNESCO support and activities for a particular country (including contributions by UNESCO category 1 institutes) and to highlight UNESCO contributions to deliverables of existing country programming documents (such as CCA/UNDAF, One Plan/Programme, PRS, SWAps);
- (c) describe ongoing cooperation with other United Nations partners and external donors;
- (d) identify components and deliverables for inclusion in ongoing or future common country programming exercises, including through common programming tools and approaches; and
- (e) suggest possible entry points for future cooperation and joint programming with other United Nations entities.

A UCPD should also focus on promoting coherence among UNESCO's sectoral inputs and those of other partners and on fostering intersectoral and interdisciplinary engagement. Moreover, UCPD shall provide a basis for a results-based, strategic approach to the mobilization of extrabudgetary funds. Ultimately, a UCPD is expected to lead to enhanced visibility of UNESCO in terms of its contributions to national development.

Giving priority to the eight "delivering as one" United Nations Pilot countries as well as to the 2007 CCA/UNDAF roll-out countries, UNESCO field offices, with substantive backstopping and funding from Headquarters (BSP), are in the process of drafting a first set of 10 UCPDs which are scheduled to be released by mid-October.