

SYNTHESIS OF RESIDENT COORDINATOR ANNUAL REPORTS
2009



UN COUNTRY COORDINATION:
ENHANCING LEADERSHIP FOR DEVELOPMENT

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

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

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United Nations Development Group

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FOREWORD



This September, world leaders gathered in New York to attend a special review Summit on the Millennium Development Goals. The path set at the Summit helps determine the direction which progress on the goals takes.

The MDGs are the most broadly supported, comprehensive, and specific poverty reduction targets the world has ever established. Further, for those living in poverty, they have never been abstract or aspirational targets. They have offered a pathway to a better life—a life with access to adequate food and income; to basic education and health services; to clean water and sanitation; to maintenance of the world's biodiversity; and to empowerment for women.

With five years to go until the MDG target date, progress on the MDGs needs to be accelerated. While some serious challenges remain, there is a range of tried and tested policies which can ensure MDG progress. With the support of strong global partnerships for development, the world can achieve the MDGs.

The UN has a special role to play in advocating for the MDGs, acting as a scorekeeper of their progress, and as a source and mobilize of support for countries striving to meet them.

This synthesis of UN Resident Coordinators' annual reports for 2009 describes some of the critical ongoing work of the United Nations development system to support countries meeting the MDGs and their own national development goals. In these chapters, we see the importance of having seasoned, competent leaders as representatives of UN agencies at the country level. By bringing the specific competencies of their agencies to the UN Country Teams, they can work harmoniously and effectively with the Resident Coordinator to provide the kind of support to national leaders that can come only from the coordinated presence of the UN.

The report also shows how the movement to system-wide coherence in support of national priorities is gaining its own momentum, as governments, donors, and

the UN system see its benefits. Increasingly, the UN system is harmonizing and simplifying its procedures, working more effectively, and making its programmes more coherent and relevant for partner countries. It is also extending its support for South-South cooperation and working with new partners.

It is important to celebrate MDG achievements. The United Republic of Tanzania has been able to increase its primary school enrolment rate by ninety per cent since 1991; South Africa has cut in half the proportion of people without access to clean drinking water; poverty rates in Egypt have fallen by half since 1999; and Viet Nam decreased its under-five child mortality rate by 75 per cent between 1990 and 2008.

The global recession, the food and fuel crises, and the challenges of catastrophic natural disasters—some related to climate change—have complicated the road to 2015. But they do not put the MDGs out of reach if the world collectively determines that it wants to achieve them.

Meeting the MDGs means a better life for billions of people. It will take the commitment of all UN entities, backed by strong global partnerships and the political will of governments, to accelerate progress. With those key elements in place, the MDGs can be achieved.



Helen Clark
Chair, United Nations Development Group



Secretary-General Ban Ki-moon meets with senior UN officials in Port-au-Prince, Haiti following the 12 January 2010 earthquake. (UN Photo/Marco Dormino)



Chair of the UN Development Group Helen Clark visits a school for children with special needs in Dorotcaia, Moldova. (UNDP/John McConnico)

With five years to go to meet the Millennium Development Goals (MDGs), this synthesis of the annual reports submitted to the Secretary-General by over 130 Resident Coordinators in 2009 has unique value in helping to gauge how to attain the MDGs by 2015 in the face of the economic crisis, climate change, and food insecurity.

As in previous years, the report highlights the activities of the United Nations Development Group (UNDG) in support of countries' efforts to achieve the MDGs and other internationally agreed development goals (IADGs). In 2009, however, we also placed emphasis on the critical importance of national leadership and leadership at every level in the UN system in making our collective efforts effective. We also sought the views of partners inside and outside the UN system on the effectiveness of that leadership role in different capacities and settings.

Nowhere is the question of leadership more relevant than in the Resident Coordinator system, which is the global network for the coordination of UN operational activities for development under national ownership and leadership. The UNGD brings together 32 UN agen-

cies, funds, programmes, and departments to establish system-wide guidelines and agreements for development operations at the country level.

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

The report documents how the UN development system has contributed to enhancing national leadership for development to achieve the MDGs and other IADGs through strengthening system-wide coherence, common country programming, aid effectiveness, and humanitarian crisis and post-crisis transition situations. It also summarizes the most significant steps that country teams are taking to improve the coordination of their activities and to enhance their capacities, the challenges they face in doing so, and the lessons that

we can all learn from their efforts. It complements the report of the Secretary-General to the Economic and Social Council on the functioning of the Resident Coordinator system (E/2010/53), with a focus on experiences reported from UN country teams.

Highlights of progress in the Resident Coordinator annual reports:

Accelerating progress in the achievement of the MDGs. The annual reports indicate that UN country teams are enhancing government leadership and national ownership of development strategies to attain the MDGs by advancing policies and resources for scaling up efforts. These cover support for the inclusion of the Goals in the drawing up and carrying out national development plans, including Poverty Reduction Strategies, and aligning and improving the quality of UN-DAFs. UN country teams also reported efforts towards sustaining progress and mitigating risks through, for example, support for conducting analysis and interventions to assess the impact of the economic and food crises on the most vulnerable. In other areas, the UN country teams established monitoring and social protection systems, helped to integrate disaster risk reduction into strategy and programme formulation processes and strengthened climate change mitigation and adaptation efforts. Efforts to address the lagging MDGs focused on more coherent and coordinated programming support, upstream policy engagement, and innovative approaches on the ground.

Enhancing system-wide coherence. The annual reports illustrate how countries have improved coordination and system-wide coherence. The Delivering as One countries report that the elements of the approach—such as the One Programme, the common budgetary framework, and the One Fund—have provided Governments with a clearer overview of the UN's work and resources and have enhanced national ownership and leadership and alignment of UN development support to national priorities. Although there should be even greater use of national systems, countries report that these tools have significantly augmented the coordina-

tion of development activities between Governments and the UN system.

Harmonizing business practices. In response to the demands and needs of Governments on the ground, the UN system has encouraged harmonization of accounting and other business practices. It is also moving away from a project-by-project-based approach by agencies and donors towards common and coherent development programmes with regular and reliable funding. Taken together, such measures reduce costs and promote efficiency at every level. Resident Coordinator annual reports show that, overall, 63 per cent of UN country teams continue to implement and maintain previously existing common services: joint procurement and/or common long-term agreements for such administrative services as travel are the most usual. There is widespread interest in sharing common premises with several or all UN agencies within a single country, and many countries have such projects in the pipeline. However, funding gaps or lack of legal agreements among agencies continue to delay them.

Improving common country programming. The annual reports suggest a continuous trend towards greater alignment between UNDAFs and national priorities and national development cycles. Eighty-three UN country teams report that their UNDAF cycles are fully aligned with national cycles, with another eight showed promise of becoming so shortly. Encouragingly, 115 UN country teams say that their UNDAFs are aligned with national priorities. There are also indications that national ownership during all phases of the UNDAF process is increasing, with a growing understanding among partners that the UN is well placed to play a stronger leadership and coordination role as a neutral, trusted partner and convener on issues that require a common approach and purpose.

Strengthening capacity development. An increasing number of UN country teams are pursuing a more systematic and comprehensive approach to capacity development. For example, 69 country teams reported pursuing a coordinated approach towards capacity development, with regular coordination meetings

or by developing a common action plan for capacity development. UN partners offered integrated services, including capacity assessments and measurement, and supported programming for capacity development. The Resident Coordinator annual reports show that many country teams are now actively supporting national governments in promoting South-South cooperation as a pillar for capacity development.

Integrating human rights into joint programming.

UN country teams reported providing support in some 110 countries to partner governments on human rights issues, including strengthening national protection systems, advocacy and high-level interaction with national governments, integration of human rights in UNDAFs, formulation of joint programmes, and creation of thematic groups.

Advancing gender equality and empower of women.

Gender equality and the empowerment of women is both a goal in itself and a means for achieving all other MDGs. It is one of the five core programming principles. The annual reports indicate that, through joint initiatives, more UN country teams are harnessing the collective support of the UN system to help national partners to promote gender equality and women's empowerment and end violence against women.

Delivering aid more effectively. As impartial and trusted partners, UN country teams supported ongoing dialogue between development partners and national stakeholders, facilitating negotiations for an effective division of labour among development partners and for the closer alignment of international assistance with national priorities. They reported that they have strengthened the institutional capacities of central and local governments to coordinate and evaluate the impact of development aid. Specifically, they worked closely with Governments to create supportive legislative and policy environments for non-state actors and to improve the capacity of parliaments, civil society organizations, and the private sector to take an active part in formulating development policy.

Strengthening the Resident Coordinator system and UN country team capacity.

Strong Resident Coordinator and UN country team capacity is crucial if they are to deliver better results on the ground. Several initiatives are underway to strengthen the Resident Coordinator system and empower the Resident Coordinators and UN country teams. The annual reports indicate a significant strengthening of financial, technical, and human resources capacities in the Resident Coordinators offices over the past year. Although the UN development system still needs better coordination capacity to manage the complexities while ensuring efficiency, Resident Coordinators and UN country teams nonetheless rose to the challenge in 2009 with solid interventions and results on the ground.

Supporting humanitarian crisis and post-crisis transition situations.

In crisis and post-conflict settings, many UN system actors joined with outside partners to support national efforts to maintain or restore stability, to consolidate peace, and to work toward the realization of the MDGs. UN partners also worked hard at the country level to continue strengthening the UN system's response by integrating their leadership mechanisms, coordination and implementation. In integrated mission settings, the establishment of joint planning units between the Resident Coordinator's office/UN country team and UN missions have become more frequent. Such initiatives have strengthened the joint analysis, planning, and monitoring of shared UN priorities.

Each chapter contains numerous examples of innovative country experiences. It is my hope that you, the reader, will come away with a better sense of how much is being accomplished by the UN country teams in supporting national leaders to design and implement their own development strategies and to strengthen their capacities for the achievement of the MDGs and other internationally agreed development goals.

Deborah Landey

Director

UN Development Operations Coordination Office



Muslim women in traditional dress passing by a young girl in the close quarters of the Casbah in Algiers, Algeria. (Bernard Wolff/UNFPA)



This Haitian schoolgirl, along with her classmates, receives information on HIV prevention. (Carina Wint/UNFPA)

CHAPTER ONE

ENHANCING NATIONAL LEADERSHIP TO ACCELERATE PROGRESS IN THE ACHIEVEMENT OF THE MILLENNIUM DEVELOPMENT GOALS

Countries with effective national leadership have made the greatest strides towards achieving the Millennium Development Goals (MDGs). With this foremost in mind, UN country teams worldwide report that they are increasingly working as one entity with national governments and in direct response to national priorities, strategies and needs. Challenges remain but success does come where individual country capacities, resources and historical and geographical circumstances combined with national ownership and leadership drive the development agenda forward. This has been underscored by the many success stories coming from the Resident Coordinator country reports.

The experiences of 2009 come alive through these stories. They make for encouraging reading and thus identify how important it is to have effective partnerships. The MDGs have provided a strong framework for the UN system to work towards a common end, with their time bound targets for addressing extreme poverty, hunger, and disease, and for promoting gender equality, education, and environmental sustainability.

According to the Secretary-General's report, *Keeping the Promise*¹, there has been significant progress in reducing poverty, increasing school enrolment, improving child health, access to safe water, controlling malaria and HIV/AIDS treatment. Progress towards the achievement of other targets, however, such as improving maternal health and access to sanitation, is lagging. Progress has also been uneven across different population groups. Notably, the poorest of the poor and the most vulnerable and marginalized groups, including women and children, have not always benefited.

1 "Keeping the promise: A forward-looking review to promote an agreed action agenda to achieve the Millennium Development Goals by 2015", report of the Secretary-General to the General Assembly (A/64/665), 12 February 2010.



In Balkh, Afghanistan, boys play football near where one of the Buddhas of Bamiyan once stood. (UN Photo/Fardin)

As part of a massive effort to achieve the MDGs by 2015, UN Resident Coordinators and UN country teams have been pushing hard to enhance national leadership, connect countries to new knowledge and resources, and scale up investments to close development gaps and reach the excluded.

Their achievements have been considerable. Compared to ten years ago, UN programmes are far more closely aligned to national cycles and are helping some 115 countries to plan the most effective approaches to the MDGs in light of national priorities. By leveraging the full range of expertise available in the system, UN country teams are providing governments and national partners with a wider and better selection of technical assistance as well as more effective and coherent joint programming in areas from employment to food security, trade and adaptation to climate change.

As the international community reiterated at the September 2010 MDG Summit in New York, the MDGs

provide an historic opportunity to address profound inequities among the peoples of the earth. The support which UN country teams can offer is essential to help to drive this work.

In May 2010, the UN Development Group (UNDG), which unites 32 UN entities that play a role in development, adopted a new set of strategic priorities for 2010-2011. It urged a leap forward in the quality and impact of UN support at the country level, especially in those countries that need greater support to achieve the MDGs.

The challenge is to apply past lessons in order to lead a more unified, coherent response to national development priorities and to equip UN country teams with the right mix of skills to engage in meaningful policy and programme dialogue, technical advice and capacity development. The strategy also calls for simpler shared procedures and business practices to make programmes more effective.

UNDG FRAMEWORK FOR THE MDGs

Since 2006, UN country teams, guided by the framework set out in the *UNDG Action Plan on the Development Outcome of the 2005 World Summit*, have focused on three major areas:

1. Scaling up and/or targeting investments to close development gaps and to reach people previously excluded;
2. Ensuring that progress achieved through such investments is sustained; and
3. Mitigating risks which could arrest or reverse progress while re-establishing the basic foundations for meeting targets after a period of stagnation or regression.

In 2009, more than 110 UN country teams reported their progress on these priorities.

The following three sections provide an analysis and examples of the contributions that they made.

1. SCALING UP OR TARGETING INVESTMENTS TO CLOSE DEVELOPMENT GAPS AND TO REACH THE EXCLUDED

Targeted interventions can quickly improve people's lives and speed up progress even where current trends make full achievement of the MDGs unlikely. Such interventions are essential first steps to establishing a more general framework for scaled-up action.

This often implies substantially extending or modifying existing strategies, programmes and budgets; putting a greater emphasis on incorporating the MDGs into national strategies; strengthening national monitoring

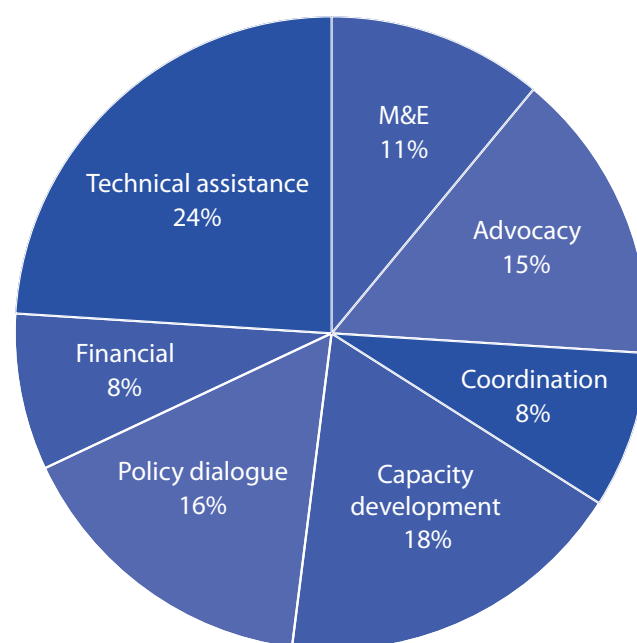
and reporting systems; and fostering deeper community support for action.

Resident Coordinators reported in 2009 many efforts to strengthen national leadership, including integrating the MDGs into national development plans; strengthening capacity for performance monitoring and reporting; and improving or simplifying UN Development Assistance Frameworks (UNDAFs) to better reflect national priorities and plans.

Supporting national development plans and poverty reduction strategies

In 2009, 98 UN country teams indicated that their country's National Development Plan (NDP) or Poverty Reduction Strategy (PRS) was focused on achieving the MDGs. This compared to 90 in 2008, 67 in 2007 and 57 in 2006.

Areas of support UNCTs provided to the formulation and implementation of NDPs/PRSs, 2009



Ahunna Eziakonwa-Onochie
RC, Lesotho

"Ours is a PEOPLE business. What drives me is knowing that deep inequalities still exist in a world of plenty. What inspires me is my belief that future generations will be unfamiliar with the depth of poverty that dominates this era as a result of the work we do today. As Resident Coordinator, my agenda is to rise above the complexities and pursue development passionately—not on my own terms but on the terms of the people we serve."



UN country teams provided significant assistance to countries in preparing or revising their national development plans and secured stronger links between those strategies and national budgets or medium-term expenditure frameworks. They also put an emphasis on capacity development, gender and human rights and underlined the importance of an analysis of policy options and investment packages on an economy-wide basis. In providing technical advice, UN country teams often used the analytical tools and expertise of non-resident agencies.

Other areas of support included strengthening advocacy; broadening the participation of national stakeholders; monitoring and evaluation; enhancing capacity for analysis and evidence-based policy-making; analysing areas of progress and shortfalls in implementation; and opportunities for improved coherence.

Country Examples

Armenia: Enhancing capacity-building of inclusive schools

Armenia lacked adequate services in the education sector to meet the needs of children with disabilities. UNICEF started its support of inclusive education in the difficult context of post-Soviet institutions and prevailing negative attitudes toward children with disabilities. The project aimed to provide quality education service to children with special needs in Armenia through a model called "inclusive schools". Those schools are mainstream (formal) schools that adjusted their teaching methods and classroom settings through teacher training, curriculum modification, establishment of resource rooms and recruitment of a multidisciplinary specialist team (special educators, psychologists, speech therapists) to provide services to children with special needs. The model of inclusive schools has been scaled up and is currently used in 49 schools in 11 provinces. Resource and professional support services were made available to 204 students with special needs and their parents in eight project schools; resource rooms

were furnished and equipped with teaching material and aids for children with special needs. A total of 212 teachers with enhanced knowledge and skills in inclusive education methodology and a number of multidisciplinary professional teams are providing needs-based educational and other support to children with disabilities through organizational arrangements, teaching strategies and resource use in the eight project schools. In 2009, an additional 18 schools passed through the process of capacity development and infrastructure adjustment for the provision of inclusive education and are waiting for certification and funding. The Ministry of Education and Science has adopted full ownership of the inclusive education initiatives in the country. Inclusive education is included in the Mid-term Expenditure Framework and draft Education Development Programme for 2008-2015.

Botswana: Strategic plan for accelerating child survival and development

Under the leadership of the Ministry of Health and with support from UNICEF, Botswana launched the Accelerated Child Survival and Development (ACSD) Strategic Plan in October 2009 as part of the country's efforts to achieve the MDGs and Country Vision 2016 for a just, compassionate and caring nation. The ACSD addresses a number of issues that contribute to the country's high infant and child mortality rates (the infant mortality rate is 51/1,000 live births; the under-five mortality rate is 76/1,000 live births), with major causes being pneumonia, diarrhoea, HIV and neonatal conditions (pre-maturity, birth asphyxia, infections), most of which can be easily prevented and treated. The major underlying cause of death is HIV (58 per cent), followed by malnutrition. As a result, the Government has begun to implement the high-impact interventions identified in the Plan, for example, to introduce the use of zinc in the treatment of diarrhoea, to introduce the Hib vaccine as part of the pentavalent vaccine, to promote the use of antenatal steroids, and to provide free insecticide-treated nets to children under five and pregnant women in

malaria-endemic districts. The Government has also introduced vitamin A supplementation to all children aged 6 to 59 months. The first campaign was conducted in June 2009 and the next dose was given as part of the measles campaign carried out in November 2009, achieving more than 100 per cent coverage. The impact on child mortality will become apparent only in future studies and surveys.

Kenya: Improving children's access to health, education and nutrition

In Kenya, there are an estimated 2.4 million orphaned children; 60 per cent of them have been orphaned as a result of HIV and AIDS. Statistics show that for every 10 children orphaned by AIDS, three to four will have died of HIV or AIDS by age two. The capacity of families to care for and protect orphans is overstretched. This, combined with increasing poverty, has left many children heading their own households, living in institutional care or surviving on the streets. The Government's Department of Children's Services, with support from UNICEF, embarked on an ambitious initiative to demonstrate the feasibility of a social protection scheme through cash transfers to the poorest households taking care of orphaned and vulnerable children. The required processes and systems now exist to ensure the Government's capacity to implement a national programme to respond to the crisis affecting orphaned and vulnerable children. The Government has been progressively implementing and sustaining this programme technically and financially, through which 75,000 households have increased their capacity to provide better nutrition, health and education to almost 250,000 children. It is expected that, as a long-term result, these children will be able to overcome the intergenerational poverty cycle.

Nepal: Enhancing employment and peace building through local economic development

Nepal is a land-locked least developed country emerging from a decade of civil conflict, with high rates of underemployment, poverty and social exclusion that exacerbate the challenges of post-conflict political transition and the

achievement of the MDGs. The foundation for the local economic development process was piloted in two Nepali districts to stimulate employment-centred and inclusive local economic recovery and growth. The initiative has also strongly emphasized building local competitive advantages in the production and marketing of food products to create more opportunities for local enterprises, producers and workers. As a result, over 25,000 paid workdays for over 400 needy households were created and the injection of wages and cash for the purchase of local materials into the community helped to stabilize the fragile local economy.

Rwanda: Stopping the spread of HIV

Stopping the spread of HIV is a primary development concern in Rwanda. Different UN agencies are active on the policy, planning and service-delivery fronts, each with tasks that are discrete but mutually reinforcing. UNFPA has worked with the Government on systems to distribute male and female condoms. UNICEF helps to insert HIV education into activities of youth centres. WFP supports adherence to antiretroviral drug regimes through the provision of a porridge that improves nutrition. UNAIDS assists the National Network of People Living with HIV in coordinating activities across 1,304 organizations and 466 cooperatives; this fosters a community of support and education. WHO works with the health system on developing technical guidelines while UNIFEM tracks the integration of gender issues across HIV programmes. UNHCR aids in extending HIV services to refugees. Joint UN agency efforts have gone into helping Rwanda to access its first funds from the Global Fund to Fight AIDS, Tuberculosis and Malaria. These will go towards the 2009-2012 National Strategic Plan. All of these efforts support national initiatives that are providing antiretroviral treatment to 70 per cent of people in need, one of the highest coverage rates in sub-Saharan Africa. Prevention services reach more than 60 per cent of the population, with a target of 80 per cent by the end of 2010.

Tajikistan: Enhancing agricultural productivity

Lack of entrepreneurship, infrastructure, credit and agricul-

Albéric Kacou
RC, Tanzania

"It is about one's ability to build and inspire a UN team, united in heart and vision, to serve a common duty of purpose. To do this, the RC needs political acumen to seize the right opportunities at the right moment. He/she should be able to take calculated risks and have passion for results and impact. Above all, he/she should be humble in leadership and ensure joint ownership of all agencies in support of country aspirations."





UN agencies in Viet Nam are working together to address the complex problem of gender-based violence. (Aidan Dockery/United Nations Vi)

tural debt has undermined agricultural productivity and equitable growth, with severe consequences for the livelihoods of rural farmers in Tajikistan.

Building on its successful programming to reduce poverty through enhanced rural livelihoods and agriculture, the UN country team, led by UNDP and FAO, has built capacity to reduce poverty through agricultural training, microfinance and the investment of remittances in local infrastructure projects. Business advisory centres have worked to assist and train farmers to develop rural entrepreneurship skills that make agriculture more productive. Six regional micro-loan foundations were supported to provide credit to vulnerable households. As a result, agricultural productivity has increased on average among farmers that were supported with these initiatives.

Viet Nam: Shaping policy positions in the transition to a middle-income country

In Viet Nam, the Government has called on UN agencies

to help to shape policy positions during the transition to middle-income country status. Working through a set of programme coordination groups, UN development experts develop research and evidence for new policy directions and common positions for policy advocacy. The Social and Economic Development Policies Group, for example, conducted significant research and advocacy to assist the Government in drafting Viet Nam's new national socio-economic development plan. The strategy now reflects issues relating to social protection and the reduction of child poverty, two priorities for agencies such as UNDP and UNICEF that have come to fruition through coordinated UN support.

As these examples illustrate, UN country teams are becoming increasingly valuable partners for Governments as they advocate for and advise on the effective integration of the MDGs into national strategies. Resident Coordinators and the country teams are increas-

ingly called upon to demonstrate to local partners how to apply international development targets to their national agendas.

Nonetheless, a number of UN country teams still lack the technical skills to aid countries in this process. Truly effective engagement will require more expertise in national economic and social policies, budgeting and costing, and monitoring and evaluation.

Enhancing UN country team capacity to support MDG achievement

The UNDG Policy Network for MD/MDGs became operational in 2007. Its aim was to bolster the capacity of UN country teams to support national responses through a pool of UN experts. The Policy Network's 2009-2010 Business Plan includes the creation of a web-based roster that country teams can consult for targeted help. The Network also collects, analyses and disseminates best practices.

Country Examples

Malawi: Joint technical support to UN country teams

Relations between the Government and the UN system have been evolving positively both in quality and scope of dialogue since the impact of Delivering as One has made itself felt in Malawi. In 2009, with the start-up of the One UN Fund and the first tranche of funding from the Expanded Window, greater emphasis was given to the independent, neutral and impartial role that the UN can play to support the achievement of MDGs. This can be done, first and foremost, by enhancing aid effectiveness and supporting key aspects of national capacity. The country team decided to explore these issues more in depth through a series of UN joint support missions and called upon the support from the UNDG Policy Network.

The first mission, composed of FAO, IFAD and UNDP, took place in 2009. It generated stronger focus on capacity is-

sues in the effective implementation of the Agriculture Sector Wide Approach (SWAP), known as the Agriculture Development Programme (ADP), developed by the Government with technical support from the World Bank and FAO. The implementation of the ADP is a critical factor in reducing hunger and poverty and in ensuring better health in the country. Against this background, the UN joint mission was organized to highlight clearly differentiated roles that UN agencies could play in building critical capacities for programme management, accountability and monitoring and evaluation, all of which are important components for ADP implementation. These activities clearly indicate that there is ample scope for UNDG agencies (FAO, UNDP, UNICEF, WFP and others) to support the Government in the agricultural sector.

The second inter-agency technical mission consisted of advisors from ILO Headquarters, the UNICEF Regional Centre in Nairobi and the UNDP Regional Centre in Johannesburg. It focused specifically on the mainstreaming of MDG planning and costing through the Malawi Growth and Development Strategies and on the kind of action UN agencies need to take to ensure a continued upward trend in MDG achievement. In its conclusions, the mission indicated a clear shift in focus from MDG planning and costing methodologies to overall capacity development for the management of SWAPs (including the expansion of SWAPs to various sectors) and integrating aid flows into national processes.

Uzbekistan: Joint technical support to UN country teams

Within the framework of the Poverty and Social Impact Assessment (PSIA), the UNDP Economic Governance Programme in Uzbekistan has been focusing on the implications of the multiple crises—economic, financial and food security—on the urban poor. Much emphasis has been placed on addressing rural poverty while urban poverty requires multidimensional assessments encompassing employment issues taking into account the expected rural-

Alfredo Missair
RC, Venezuela

"Leadership must be understood within the ethical dimension of human rights, and integrity is the indicator of choice to value an RC's performance. We have the privilege to work backed-up by the greatest peaceful revolution of our civilization: the Universal Declaration of Human Rights; it guides us in helping States achieve human development. We should do it without substituting local actors, meaning that emotional intelligence and humility are essential skills. When national capacity has been developed, we should leave without anyone noticing it."



urban migrations as well as other factors such as the outflow of professional workforce to neighbouring countries and spatial planning and development. Within this multi-dimensional context, a UN joint support mission, consisting of the UN Economic Commission for Europe, UNDP, UN-Habitat, provided support to the UN country team in the formulation of the policy brief on the impact of economic crisis on urban poverty in the context of the PSIA. Their in-kind support enriched situation analyses and policy recommendations that were included in the policy brief.

UNDG Policy Network web platform

The UNDG Policy Network web platform www.undg-policynet.org was established in 2009, featuring an online roster of advisors from throughout the UN system. More than 220 people, mainly from UN country teams, have signed up to use its services and more than 60 technical advisors from 15 UN agencies have uploaded their profiles. The website also hosts a matrix of support for the preparation of MDG country reporting, and offers a range of tools and resources to practitioners. The website hosts a database on good practices from many different countries, and continues to update information over time.

Preparation of the publication on MDG good practices

In response to demand from the field, the Policy Network produced MDG Good Practices, a catalogue of MDG-related challenges, with over 200 case examples of how a variety of situations have been tackled in creative ways. The case examples come from many sources—such as national governments, beneficiary groups, UN agencies, bilateral development agencies and the private sector—and contain many unique lessons useful for development planners and practitioners. The publication was released in June 2010 (see <http://www.undg-policynet.org>).

Strengthening performance monitoring and reporting

Effective monitoring is essential for policy-makers as they make difficult daily decisions on where best to focus scarce resources. To strengthen the capacity of countries to monitor and report on their progress towards international development goals, UN country

teams have for some years supported the preparation of national MDG reports. They have also helped to boost national statistical systems through access to DevInfo, the UN's human development database system (see graph next page).

National MDG reports generally offer short statistical summaries of progress as well as assessments of how close countries are to meeting their goals. Some also include a deeper analysis of what is needed to achieve specific targets.

From 2001 until the end of 2009, a total of 235 MDG reports were published in 129 countries, with 17 of them developed in 2009.

To provide each country with the opportunity to analyse why it is making progress on some MDGs but not on others, UNDG issued updated guidance to country teams and Governments in December 2009 on how to understand newly emerging trends. It included the impact of the global economic and climate crises on progress against select MDGs and examples of good practices where progress had been accelerated.

Approximately 42 additional countries produced MDG national reports in 2010 in preparation for the September Summit, of which 30 were particularly detailed, highlighting progress to date and examining what has worked and what more needs to be done. A synthesis of these reports, entitled *The Path to Achieving the Millennium Development Goals: A Synthesis of Evidence from around the World*, was made public in June 2010 (www.undp.org/mdg/reports.shtml).

Country Examples

Jordan: Developing the second National MDG Report

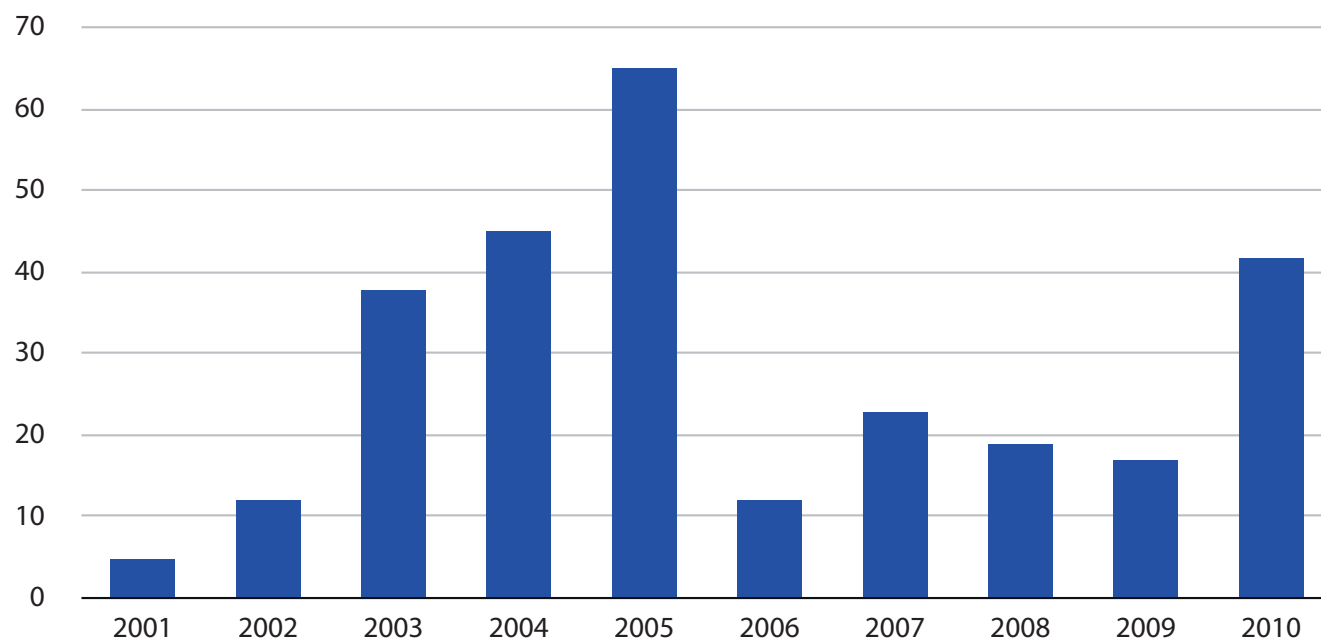
In 2009, the Government developed its second National Executive Programme with an unprecedented level of co-ordinated support from UN agencies. Specifically, the UN played a significant role in integrating MDG-related indicators and targets into the Programme. These collective efforts consequently led to the development of Jordan's second National MDG Report, a striking example of UN agencies—resident and non-resident—successfully coming together under the leadership of the Resident Coordi-



“The MDGs have sparked a remarkable, global mobilisation. Rarely have so many organisations—from the global to the grass roots—agreed on a common agenda. Rarely have so many individuals—citizens and CEOs, philanthropists and political leaders—found such common ground.”

– Ban Ki-moon, UN Secretary-General

Number of MDG Country Reports published since 2001



nator to achieve a shared goal. The process began during the third quarter of 2009 and the report was completed for the MDG Summit in September 2010. The second MDG report comes 10 years after the Millennium Declaration in order to learn from the achievements made and plan the road ahead for the remaining five years before the 2015 target date. The report shows that Jordan has paid great attention to addressing poverty and unemployment by providing training and employment opportunities for youth of working age. Furthermore, Jordan has made great strides in the area of providing education for all as evidenced by the country's education indicators at the holistic, gender and regional levels. During the coming years, all Jordanians will have to intensify their efforts in order to maintain the MDG achievements, enhance opportunities for progress, overcome obstacles, and adopt the measures and interventions needed to accelerate progress.

Mongolia: Launching a web-based MDG monitoring and evaluation system

UN agencies supported the launch of a new web-based MDG monitoring and evaluation system, which defined

the roles and responsibilities of multiple agencies and offered national policymakers as well as members of the public access to regular progress updates. The system enables all relevant stakeholders to update and share MDG-related data online and has been central to the preparation of Mongolia's third National MDG Report.

Rwanda: Strengthening national statistical capacities

UNDP, UNFPA, UNICEF and UNIFEM support the development of national statistical capacities to map needs of individual communities and provide evidence for public planning. These efforts are coordinated with community-level interventions by UNCDF and UNDP that facilitate access to capital for local infrastructure, foster entrepreneurship, and develop capacities for gender-equitable planning and budgeting, all elements of poverty reduction and the emergence of capable local governments.

Uzbekistan: Enhancing statistical capacities

The UN helped to develop an MDG-monitoring database using its DevInfo software system (see below), covering 91 MDG-related indicators for the period 2000-2008. It pro-

vided regional training in statistical data analysis techniques and the use of DevInfo, leading to the publication of a statistical bulletin on MDGs.

Viet Nam: Strengthening data management

Five UN organizations—UNAIDS, UNDP, UNFPA, UNICEF and UNIFEM—acted together to assist the collection of high-quality data during the 2009 Census. The Government has prioritized data management as an area for UN support that will benefit the Ministries of Finance, Education, Health and Public Security, among others. UN agencies and other international donors will also turn to census data to inform their assistance. Initially, UNFPA brought its long experience with census design to helping to develop census questionnaires, train enumerators and test data capture. Once the Census began, staff from all five organizations participated in joint monitoring missions, reaching triple the number of locations as individual agencies did in the 1999 Census. Staff from different organizations viewed the monitoring through different lenses. Those from UNIFEM, for example, quickly realized that the low number of women enumerators was a missed opportunity for women to learn new skills and earn an income and for the Census to draw out detailed information that women might feel more comfortable sharing with other women. This gap can be corrected in future statistical exercises.

DevInfo

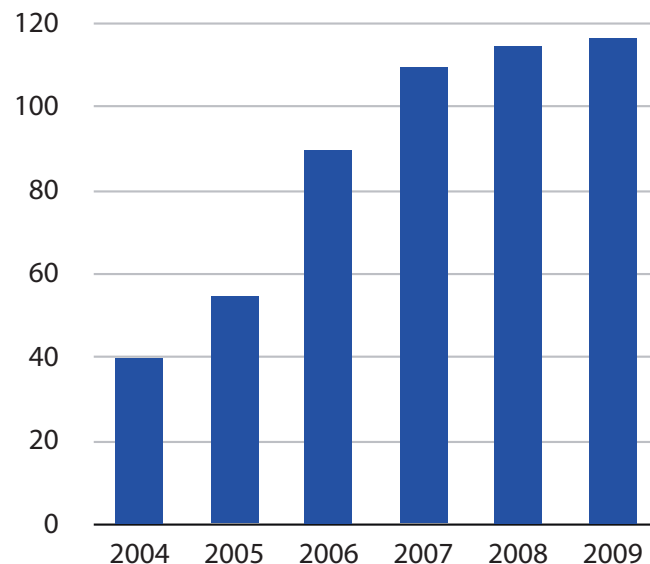
Good statistical information is a crucial element of accurate analyses and effective policymaking and will play a major part in the successful achievement of international development targets.

The UN launched DevInfo in 2004 to help countries to monitor progress towards the achievement of the MDGs. Its use spread rapidly around the world: by 2009, some 120 countries had adapted the system to meet national needs to manage human development data.

With UN support, countries have also successfully

adapted DevInfo for uses beyond MDG monitoring, such as mapping UN interventions and tracking the results of joint programmes. In 2009, more than 40 UN country teams reported using DevInfo as their country's aid information management system, and an increasing number of countries reported using DevInfo databases for documents and publications such as MDG progress reports and statistical yearbooks.

Number of Countries with DevInfo Adaptation



Aligning and improving the quality of UNDAFs to support the achievement of the MDGs

UN Development Assistance Frameworks (UNDAFs) are the main tool with which UN country teams set priorities and agree strategies for the period ahead. In the past, the UN did not fully take into account national development strategies and cycles in the development of the UNDAF. Now, however, aligning the UN framework with national priorities is considered a vital step towards achieving the MDGs. It has also become an important goal in UN country team programming.

Anita Nirody
RC, Uzbekistan

"Leadership in development is about inspiring and motivating people to bring about positive change, especially for the poorest and most vulnerable—it is immensely complex, but the UNRC, with the strength of the UN system behind her or him, is uniquely positioned to do so."



In 2009, a total of 115 country teams reported that their UNDAFs are now aligned with national development plans and directly address the achievement of the MDGs. Three goals in particular—MDG 1: End poverty and hunger, MDG 3: Gender equality and MDG 6: Combat HIV/AIDS—have received the greatest attention since 2008.

Of those 115 teams, 83 were also fully aligned with national programming cycles while another 13 reported plans to align in the next cycle.

In 2009, a total of 15 UN country teams prepared a new UNDAF (Azerbaijan, Belarus, Burkina Faso, Cambodia, Chile, China, Democratic People's Republic of Korea, Georgia, Indonesia, Maldives, Iraq, Swaziland, Turkey, Uruguay and Zambia). Another 17 repositioned the UNDAF during annual and mid-term reviews to respond more closely to national strategies and plans, providing Governments with more effective and coherent joint

programming and a better selection of technical assistance.

Country Examples

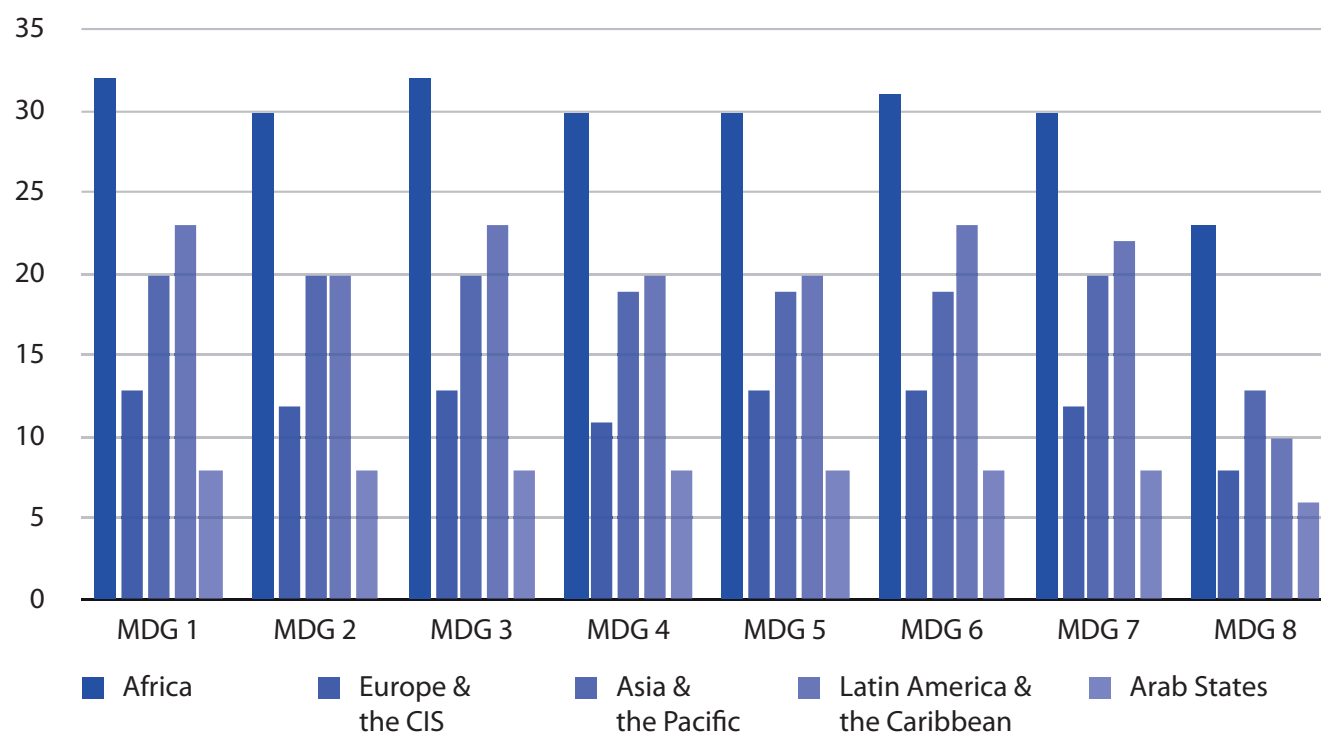
India: Supporting the achievement of the MDGs through the Joint Programme on Convergence

All UN development work under the India UNDAF 2008-2012 is aimed at meeting the MDGs. UN agencies signed the Joint Programme on Convergence with the Government of India and seven state governments to help to place 35 districts on track to achieving the MDGs by 2012.

The UN will help those districts to build capacity to improve participation in district planning, budgeting, implementation and monitoring exercises.

Most importantly, the Programme is fully owned by the central and state governments, which see it not as a stand-alone UN scheme but as a complement to the Government's own larger programmes. All seven UNDAF priority

Number of UNCTs that support achievement of MDGs through the UNDAF, 2009





A view of passengers aboard trains connecting the suburbs of Kolkata, India. The Asia-Pacific region is urbanizing rapidly with 1.77 billion people, 43 per cent of the region's population, living in urban areas. (UN Photo/Kibae Park)

states have signed memorandums of understanding with the Government and the UN, with clear statements of results, deliverables and respective roles. The Indian Planning Commission and the Ministry of Panchayati Raj (Local Governance) have issued guidelines requiring all districts to prepare specific District Human Development Reports if they want further flexible funding.

Mozambique: Tapping the best expertise for a joint HIV and AIDS programme

The UN country team tapped the best expertise from across its different agencies for a joint HIV and AIDS programme in Gaza Province, where the HIV prevalence rate among adults was as high as 27 per cent in 2007—and growing. Collaboration in mobilizing resources has enabled the country team to make a strong contribution at the subnational level in line with Mozambique's policy of decentralization. The first step was to convene provincial and district officials to develop a coordinated set of 11 district action

plans under an umbrella provincial plan. IOM, UNFPA, UNICEF, WFP and WHO then helped the provincial Governor to organize a resource-mobilization meeting involving officials and over 100 participants from civil society, the private sector and the UN agencies that raised more than \$2 million to implement the plans. These resources are funding a gamut of activities from prevention to care and treatment—80 per cent of those planned for 2009, the first year of the programme, have been implemented.

Uruguay: Strengthening a gender equality perspective in Parliament

UNDP, UNFPA and UNIFEM have worked together with the Feminine Joint Caucus to help to foster agreements among women parliamentarians that are changing national legislation and political discourse. Politicians from different parties have come together to work on strengthening a gender-equality perspective in issues under consideration by Parliament as well as in its procedures and practices. The

Aurélien Agbénonci
RC, Rwanda



"From my experience, a good leader is a visionary and, in the case of the United Nations, someone who constantly has in mind the vision, mission and strategic goals of the organization. The key to a leader's success is anchored in mutual trust and a relationship of honesty and transparency. Based on these common values and with the vision in mind, the leader is able to motivate, inspire and lead the team towards the common objective."

joint support of the three agencies has allowed access to a range of institutional, political and technical experiences from other countries engaged in gender-based legislative processes. Operating together has also helped in creating a neutral arena for women politicians to come together to discuss new initiatives. One notable sign of progress has been the adoption of gender-responsive budgeting by the Ministry of Finance.

Challenges and recommendations

Despite these positive trends, the Resident Coordinator annual reports also reveal that in many cases, UN country teams are struggling to make the tough strategic choices necessary to adjust to shifting realities and to define successful programmes.

In some instances, the UNDAFs are too broad and do not provide agencies with sufficiently precise direction. In the case of middle-income countries and net contributor countries, the largest obstacle is the lack of a well-defined agenda to guide the UN system's cooperation and align it with national needs and priorities.

In this context, several UN country teams reported the need to reposition the UN strategically. Many developing countries are emerging as donor countries. Governments have shown interest in technical assistance in cross-sectoral areas and in increasing South-South exchanges, especially in technical areas. To meet the growing demand from Governments for upstream policy support, the UN country teams must focus more on achieving the MDGs and less on the project-based approach, which is often driven by the need to pay staff salaries.

Moving upstream to become a provider of knowledge, evidence, standards-based policy advice, facilitation and catalytic investments will entail significantly greater changes to the UN system's organizational set-up. It will require more highly qualified policy experts to become strongly involved in advocacy and coordination.

With its recently approved strategic priorities for 2010-2011, the UNDG is committed to addressing these challenges through stronger leadership, increased agency incentives, strengthened performance-appraisal sys-

tems and improved system capacity to deploy knowledge and know-how. The UNDG will support UN country teams in more firmly aligning UN strategy with national priorities and in accelerating the achievement of international development targets. Repositioning the UN country teams calls for adroit leadership from Resident Coordinators in order to persuade the UN's many entities to subsume their separate interests in favour of common goals.

MDG Achievement Fund

The MDG Achievement Fund (MDG-F) was established in December 2006 with a generous contribution of €528 million from the Government of Spain aimed at supporting national governments, local authorities and citizens' organizations to tackle poverty and inequality. In September 2008, Spain committed an additional €90 million.

In addition to supporting the achievement of the MDGs and sustainable human development, equality and social coherence, the MDG-F also intends to contribute towards advancing UN reform and the implementation of the Paris Declaration. This is done through upstream policy support combined with downstream participatory action in eight thematic areas as well as partnering with a minimum of two UN agencies. The Fund emphasizes national ownership through the governance of the programmes as well as their implementation.

The MDG-F today supports 128 joint programmes in 49 countries² and is currently helping more than 3.5 million people directly as well as another 20 million people indirectly. An average of five UN agencies participates in these programmes, which have an average budget of \$5 million and a maximum duration of three years.

All the MDG-F joint programmes are in line with national priorities either through the UNDAF or, in those countries without an UNDAF, through the national development strategies. The Fund has emphasized the importance of capacity development, an essential element of all joint programmes. Over 3,000 national and

² The 49 countries comprise 18 in Latin America and the Caribbean, 10 in Africa, 8 in the Arab States, 7 in Asia, and 6 in Eastern Europe.

"No single actor can achieve the MDGs, promote sustainable development, or tackle the global problems we face. The UN as a convener of nations, a contributor of big ideas with global reach, and a mobilizer of collective international will and commitment to act for development is indispensable to overcoming development challenges, working in partnership with others."

*—Helen Clark,
Chair of the UN Development Group*



local institutions and 500 policies, laws and/or plans at the national and local levels are being directly supported by the MDG-F joint programmes. Increasing national ownership should in turn enhance the sustainability of these interventions.

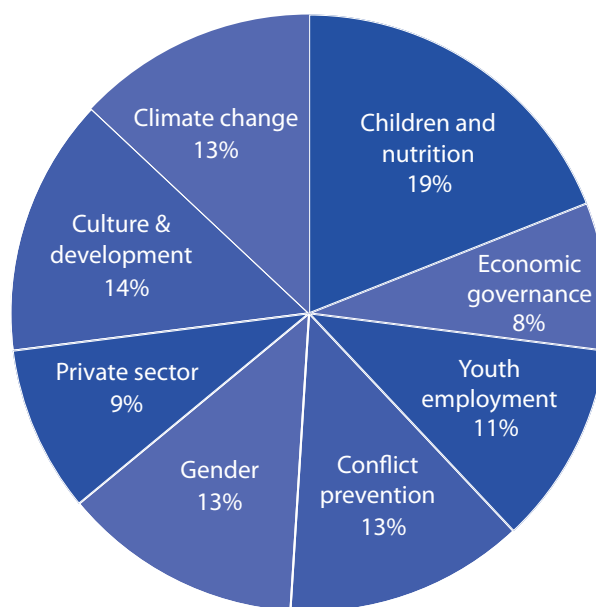
Feedback shows a very positive increase in UN coordination due to the MDG-F. However, this increased coordination does not translate directly into efficient and effective joint implementation. Issues such as delays of funds transferred from some UN agency headquarters to their country offices and in turn to national partners, lack of harmonized UN procedures, the lack of an empowered UN Resident Coordinator to effectively play his or her role in the oversight and management of joint programmes, etc., demonstrate that greater efforts are still needed.

To improve aid effectiveness, all MDG-F joint programmes build on the collective strength of the UN, bringing together several agencies to address issues that spread across the mandate of individual organizations. This puts the MDG-F at the vanguard of the UN reform process, giving a significant boost to efforts to strengthen system-wide coherence.

In 2009, 104 joint programmes began implementation with a total budget of \$591 million, in comparison to 70 in 2008 with a total budget of about \$400 million. The graph below depicts the distribution of joint programmes by programmatic area.

Although most of the MDG-F joint programmes have only recently begun, some early positive results on public policies and improvements in people's livelihoods are already apparent. With just over half the joint programmes still having less than one year's worth of implementation and many joint programmes having delays of approximately six months, it is still too early to give an overall impression of the Fund's results. However, given the complexities associated with joint

**Allocation of funds by programme area
(US \$ millions)**



programming (both in the UN and in national governments), the inexperience with this type of programming, the lack of harmonized UN procedures and the staggered start-up times for the programmes, it is encouraging to note that over half the funds have been transferred to joint programmes and that the current estimated delivery is 16 per cent. Those programmes in their second and third years are moving forward with often interesting results. Morocco and Viet Nam, for example, promulgated gender-based anti-violence laws, and Ecuador passed antidiscrimination and racial inclusion laws.

In Ethiopia, the Leave No Woman Behind programme uses a model of peer-to-peer training linked to loans for starting small businesses. Over 1,000 women received training on health, education and income issues and in turn trained 9 to 10 others in order to obtain their loans. This has resulted in an increase of visits to the local health centres by pregnant mothers for monthly check-ups and deliveries and by teenage girls for gender-related issues.

2. ENSURING THAT PROGRESS ACHIEVED THROUGH SCALING UP AND TARGETED INVESTMENTS IS SUSTAINED

With the global economic crisis, food insecurity, and climate change raising a real possibility of MDG reversals, it became clear in 2009 that creating an enabling environment to maintain current progress was in many cases just as important as accelerating it. Policymakers highlighted the need to ensure that scaled-up action was not seen as a one-off event but was underpinned in the longer term by reforms to social, political and economic institutions. This was to include strategies to address the structure of the economy, global and regional integration, and the sustainable use of natural resources.

Major areas of focus in 2009 were securing faster, pro-poor economic growth; improving political and economic governance; fostering the growth of the domestic private sector (especially small and medium-sized enterprises); rural development; and expanding trade capacity to take advantage of international markets. This approach also entailed a new focus on designing and implementing social safety nets such as promoting food security, a greater respect for human rights, and ensuring environmentally sustainable development.

In 2009, UN country teams reported many examples of strengthening national and local capacities to allow access by the poor to social services, food assistance, social protection and basic infrastructure as well as credit, technology and productive employment. These have all contributed not only to progress on the MDGs but also to their longer-term sustainability.

Some examples are reported below while others appear in sections dealing with cross-cutting issues and leadership in crisis and post-crisis situations.

Country Examples

Cape Verde: Supporting national action for children

UN agency support to national action for children is gaining in scope and efficiency, as illustrated by a recent integrated immunization campaign. UNFPA, UNICEF and WHO worked with the Ministries of Health, Education and Justice to cover multiple bases at the same time: polio vaccination for all children under five years of age, a general survey of immunization coverage, the collection of accurate information on the number of girls in secondary schools and the identification of possible sources of dengue fever outbreaks.

Mozambique: Reducing poverty by increasing agricultural productivity

FAO, IFAD and WFP are jointly implementing a programme to reduce poverty by getting agricultural goods to market—a critical link in a country where 80 per cent of the population works in the agriculture and fisheries sectors. To date, the programme has helped over 11,000 farmers in five provinces improve the quality and quantity of their harvests. Each agency supports a set of activities in a sequence designed to build the market value of agricultural commodities. FAO provides infrastructure—such as inexpensive silos to prevent grain losses—and technical assistance on post-harvest handling and storage. IFAD broadens access to credit that can be used to store grain while waiting for optimum market prices. WFP is helping to set standards for marketable commodities and construct warehouses. In procuring some produce at higher-than-market prices for use in food distribution programmes in Mozambique, WFP also provides an initial incentive for farmers to adopt new practices. In the first year of the programme, land used for cultivation has doubled.

Pakistan: Combating maternal mortality

Maternal mortality has been an intractable issue in Pakistan, where rates remain high. In 10 districts, UNFPA, UNICEF and WFP are piloting an integrated package of ser-

Bishow Parajuli
RC, Myanmar

"An RC is a champion for human development. It gives an opportunity to lead and strategize the development process of the UN system to uplift socioeconomic change, tackle humanitarian challenges and promote what we aspire to achieve in the UN. Every day is a challenge; every day is a reward for me. I've learned that as an RC, I need to accommodate, listen to and support colleagues, and build trust and confidence with the Government—only then can I steer the development process forward."



vices to strengthen existing Government initiatives and introduce new innovations. The programme covers many aspects of the journey to safe motherhood: more skilled local birth attendants, access to family planning, advocacy for health care during pregnancy, management and administrative reforms of health-care providers, and monitoring and evaluation to guide the changes. In the last year, it has resulted in a 39 per cent increase in the number of skilled birth attendants and a 5 per cent decline in maternal death rates.

Rwanda: Scaling up child-friendly schools

UN agencies support the education sector through child-friendly schools, now a model that the Government plans to scale up nationally. Different agencies carry out a variety of tasks all connected to ensuring that children go to school and receive a high-quality education once they are there. Since hunger is a reason for children to leave school, WFP provides free meals of maize and beans while FAO conducts agricultural programmes that teach communities how to best raise crops, plant vegetables that improve child nutrition and sell agricultural products for money that supports schools. UNESCO is active in devising programmes targeted to girls, who are only half as likely to complete their education as boys. UNICEF supports teacher training and partners with the Government to install “smartware” in schools, such as child-centred curricula and clean sanitation facilities.

Food security

The surge in food and fuel prices in 2008 was a stark reminder that the world’s food systems are not serving the needs of its people, particularly the one billion or so living on very low incomes. The higher prices caused additional hardship and triggered political unrest in many countries.

To increase the coherence and impact of UN support to national authorities, in April 2008 the UN Chief Ex-

ecutives Board established the High-level Task Force (HLTF) on the Global Food Security Crisis, chaired by the Secretary-General. The HLTF focuses on the need for coordinated and effective UN action to bring together humanitarian, trade and development interests in a way that ensures support for leadership by national authorities.

The HLTF currently comprises the heads of 22 UN entities, as well as the IMF, OECD, the World Bank and the World Trade Organization. Its task is to support a coordinated response with two clear goals: (a) the immediate alleviation of hunger and (b) effective long-term investments in social protection, food and agriculture systems, and fairer trade. In particular, it advocated sustained investment in smallholder-based agriculture, reversing a decades-long decline in spending on food security both within national budgets and in international development assistance.

Trends and progress

Given the need for prompt action, in 2009 UN country teams adopted a two-track approach to fight hunger and food insecurity: combining direct intervention to address immediate needs with long-term development programmes to promote agriculture and rural development. Some 70 UN country teams supported nationally led action on food security in seven areas: Food assistance, including safety nets;

1. Nutrition programmes for children, mothers and vulnerable populations;
2. Social protection systems for vulnerable populations;
3. Smallholder farmer food productivity, with a special focus on women farmers;
4. Agricultural sector development; infrastructure and trade and tax policies;
5. Information and monitoring systems; and

6. Advocacy for sufficient, sustained and predictable funding and sustained investments.

Country Examples

Cambodia: Integrating food security and humanitarian phase classification approach

The lack of food security surveillance and early warning system posed a real challenge for the country. Under the Strengthening Emergency Needs Assessment Capacity initiative, FAO and WFP are closely cooperating with other partners to develop, implement and advocate a commonly accepted, standardized tool for classifying food insecurity. These efforts are based on the model of the Integrated Food Security and Humanitarian Phase Classification approach for situation analysis and early warning. This approach seeks to establish broad consensus among key stakeholders (e.g., Governments, UN agencies, NGOs, donors, the media and target communities) on the current hunger severity and expected trends in a country's food security situation. As a result, the Integrated Food Security and Humanitarian Phase Classification (IPC) exercise contributed to the development by the Government of the 2008-2010 Cambodia Protracted Relief and Recovery Operation. It also helped to further refine WFP assistance in those areas with the highest levels of food insecurity. WFP used the results of the IPC exercise to determine the first stage of geographic targeting for its food assistance programmes in 2008-2010. WFP and cooperating partners conducted field visits to verify the IPC findings and to further refine the targeting criteria at the commune and village levels.

Egypt: Strengthening the agricultural system

High oil prices and growing demand for biofuels in 2008-2009 pushed world food stocks to their lowest levels since 1982. To reduce Egypt's vulnerability to rising food prices, an inter-agency assessment mission (FAO, IFAD and WFP, together with the World Bank) worked with the Government to draw up a comprehensive plan to strengthen

Egypt's agricultural system, improve its social protection programmes, reduce its vulnerability to future food price shocks and address the serious problem of malnutrition in young children (www.fao.org/world/regional/rne/morelinks/Publications/English/ISFP.pdf). Based on the report's recommendations and support from the Minister of Agriculture, the UN inter-agency food security task force worked to map ongoing UN agency support on food security and poverty, determine how best to integrate the report's recommendations into ongoing agency programmes and identify possible sources of funding. At the end of 2009, the Special Representative of the Secretary-General for Food Security and Nutrition was requested to support the resource mobilization efforts needed to establish an interministerial advisory board to prepare, formulate and monitor food security policies.

Islamic Republic of Iran: Developing a national medium-term priority framework for the agriculture sector

The UN country team helped the Government to develop a national medium-term priority framework for the agriculture sector. This helped both to develop collaborative technical assistance programmes with the UN and to create new partnerships with the private sector, NGOs, international organizations and financial institutions. A significant accomplishment was a strengthened response from the Government to food-security issues, resulting in the establishment of the Food Security High Council in the 5th Five-Year National Development Plan (2010-2014).

Overall, the UN country team's new focus on food security achieved immediate results: massive increases in the numbers of people able to access food, significant boosts to smallholder farmer food production and assistance to national authorities as they coped with the macroeconomic implications of food-price volatility.

Malawi: Targeting the most destitute households

According to the 2007 Malawi Welfare Monitoring Survey, approximately 40 per cent of Malawians are extremely

Bruno Pouezat
RC, Morocco



"A good RC has a passion for development of the people, for the people, by the people and a commitment to making a tangible and lasting difference. To be a good RC means having confidence in the United Nations and the legitimacy of its agencies, the competence of its professionals and its global networks—and a willingness to see that the RC-ship is a team sport, leaving the centre stage to others. And on top of all this, a sense of humour in undoing all the knots we keep tying up ourselves into."



"To accelerate and sustain progress, development strategies must be locally-owned and based on broad national consensus. It helps immensely where a country's institutions are responsive and accountable, and have the capacity to implement MDG policies and programmes."

*-Helen Clark,
Chair of the UN Development Group*

poor, living on less than \$0.33 per day. More than 4 million Malawian children live in deep, widespread poverty and suffer from low literacy, food insecurity and high rates of malnutrition. Nearly 13 per cent of the country's 7.3 million children under the age of 18 have lost their parents or caregivers, many to HIV-related diseases.

The Government, in collaboration with development partners and civil society, has been developing its Social Protection Policy to protect, promote and transform the livelihoods and welfare of the most destitute households. The social cash transfer scheme (SCTS) targets ultra-poor Malawian households (i.e., those living on less than \$0.10 per day) in which no able-bodied member aged 19 to 64 years is fit for work or in which a household member is fit for work but must care for more than three dependents. Beneficiaries receive a monthly cash payment based on the size of the household and number of children in the household who go to school. The scheme uses community-based, inclusive targeting in a multi-stage process to identify beneficiary households. As a result, the SCTS reached 24,051 households in seven districts. The total of 94,386 beneficiaries included 48,635 orphans and vulnerable children, 17,163 elderly people over the age of 65, and 1,951 people living with disabilities. It is estimated that over two thirds of beneficiary households may be affected by HIV. Results from an external evaluation (March 2007-March 2008) illustrate the significant positive effects in intervention households compared to the control households, including: improved food security, nutrition, and diet diversification; increased school enrolment, attendance and performance; improved health for adults and children; increased asset accumulation; decreased child labour; and improved housing among beneficiary households.

As a result of the success of the pilot, social protection has now been brought to the forefront of the development debate in Malawi. The Social Protection Policy is currently being tabled by the Cabinet. Pending Government endorsement of the Policy and inclusion of the SCTS as part of the National Social Protection Programme, the scheme may be scaled up to all 28 districts in Malawi, which would reach the poorest 10 per cent of households, or approximately 1.3 million people, at a cost of \$60 million annually.

Nigeria: Improving food security

The lack of access to sufficient services (extension, credit, health and nutrition education), food, marketing resources and technical knowledge to increase agricultural productivity, diversification and sustainable use of natural resources posed serious challenges to the country. The Government, with technical assistance support from FAO, is implementing the National Programme for Food Security (NPFS) in support of MDG 1. This is a food-security strategy that gives priority to agriculture and asset-creation for the poor and makes local investments on a national scale, starting from initial production and demonstration sites and gradually extending to the entire country. The NPFS budget is \$365 million for 5 years or \$84 per household per year.

The Programme is establishing production and demonstration sites in 327 local government areas and combines actions on: improving household food security and incomes through increases in productivity, diversification and sustainable use of natural resources; enhancing food security of consumers through improved access to and availability of food and increasing income of producers through more efficient marketing; enhancing farmers' and consumers' access to support services such as extension, credit, nutrition and health education; and fostering participation of the poorer section of the rural population. According to the Minister of Agriculture and Rural Development, the NPFS has contributed to the 7 per cent growth rate of the agricultural sector over the last three years at the macro level. The Programme, which started with a pilot phase in three sites covering 4,000 households, is now reaching out to 785,000 food-insecure households.

Pacific Islands: Improving monitoring systems to assess crisis impact

Faced with the compounding effects of the food, fuel and economic crises on the most vulnerable population among the Pacific Island countries, UN agencies worked with the Governments to provide a three-fold response. They:

1. Established a Global Economic Crisis sentinel site evaluating the social impact on the most vulnerable populations;

2. *Provided policy advocacy using these community-based monitoring results and other evidence from the region and the world (in particular through the July 2009 report, Protecting Pacific Island Children and Women during Economic and Food Crises, and the February 2010 Pacific Conference on the Human Face of the Global Economic Crisis); and*
3. *Institutionalized the community-based monitoring system with the national data system, which evolved into the Pacific Poverty Alert system, which provides policymakers with real-time social-impact information.*

The sentinel site's monitoring plays a critical role in a concerted UN and donor response to the Pacific Islands countries, together with efforts from the Asian Development Bank, the Pacific Economic Monitor and the World Bank.

Challenges and recommendations

A late 2009 progress report revealed that despite the progress described above, national coordination of international assistance for food security remains a challenge, particularly in least developed countries (LDCs).³ The report also noted that the efficiency of coordination mechanisms and instruments in place vary greatly from country to country and that the involvement of civil society and NGOs in national processes needs improving. Nonetheless, the High-level Task Force has identified good practices that can help national authorities to work more effectively with country teams and other stakeholders within existing structures.

At the regional level, processes such as the Comprehensive Africa Agriculture Development Programme have been invaluable in promoting coherent policy and institutional frameworks. However, ensuring consistent support for the implementation of national plans based

³ See <http://www.un-foodsecurity.org/sites/default/files/09progressreport.pdf>

on these frameworks remains a challenge.

There is also too much dependence on external sources for monitoring, research, analysis and advice, particularly in sub-Saharan Africa, which underscores the urgent need to develop both national and regional capacities.

Overall, the HLTF Comprehensive Framework for Action (CFA) remains a good basis for coordinated advocacy and action. Nevertheless, feedback from those who have used it suggests that it should indicate better options for linked investments in nutrition, social protection, and trade. It should also provide additional analysis on the links between food security and access to land, employment opportunities, water use, and adaptation to climate change. The CFA is a living document and is under constant revision.

3. MITIGATING RISKS THAT COULD ARREST OR REVERSE PROGRESS TOWARDS MEETING GOALS WHILE RE-ESTABLISHING THE BASIC FOUNDATIONS FOR MEETING TARGETS AFTER A PERIOD OF STAGNATION OR REGRESSION

In 2009, a wave of devastating natural disasters, a global recession, the lingering effects of the global food and fuel crises, the influenza epidemic and the effects of climate change showed how fragile MDG progress could be. Such risks to the development process can be reduced or minimized, as described above, through actions under the first two of the three *UNDG Action Plan* focus areas. However, there are other essential measures that can reduce vulnerability and mitigate the impact of disasters, such as integrating disaster prevention and conflict-sensitive approaches into needs assessments and planning.

Over the past year, UN country teams focused especially on mitigating those risks through analyses and interventions such as assessing the impact of the crises on the most vulnerable, establishing monitoring and social protection systems, adjusting assistance frameworks, and integrating disaster risk reduction into strategy and programme formulation.

They also strengthened climate change mitigation and adaptation efforts across the board. Some examples appear here while others are included in the sections dealing with crisis and post-crisis transition situations.

UN joint crisis initiatives

In April 2009, the Chief Executives Board endorsed nine joint crisis initiatives for action at global, regional and national levels in an attempt to foster a coherent response to the recent wave of crises.

To put the initiatives into effect, and based on national government leadership and priorities, UN country teams were encouraged to assess critical needs, making use of existing analyses to identify critical gaps. They were then encouraged to frame interventions to address those gaps, to identify potential synergies across programmes and to identify overall budgetary needs as well as existing or potential sources of funding.

As a result, several country teams provided support to national governments in 2009 to develop analysis and programmes towards mitigating the devastating effects of economic, financial and food crises, as the country examples in the next sections show.

Economic crisis

To lessen the effects of the global economic and financial crises on the most vulnerable, UN country teams set up systems to monitor the real-time impact on unemployment, poverty, food insecurity and social instability in several countries. They also engaged in wide-

ranging advocacy to focus the response in the context of the MDGs.

“THE FINANCIAL MELTDOWN. THE GROWING FLU PANDEMIC. THE SPREAD OF WEAPONS OF MASS DESTRUCTION. THE THREAT OF CATASTROPHIC CLIMATE CHANGE. THE ONE BILLION PEOPLE WHO NOW GO TO BED HUNGRY. CONFLICT AND INSTABILITY FROM AFRICA AND ASIA TO THE MIDDLE EAST. AN ADDITIONAL 100 MILLION PEOPLE MAY FALL INTO POVERTY THIS YEAR ALONE, IN ADDITION TO THE BILLION ALREADY LIVING ON LESS THAN \$1 A DAY. IN A GROWING NUMBER OF COUNTRIES, HUNGER AND ECONOMIC HARDSHIP THREATEN SOCIAL STABILITY.”

**– BAN KI-MOON,
UN SECRETARY-GENERAL**

At the June 2009 UN Conference on the World Financial and Economic Crisis and Its Impact on Development, Member States took the crucial step of fostering collaboration between the United Nations and the Bretton Woods institutions. Both sets of institutions agreed on a broad division of labour, with the UN strengthening its role in responding to the economic crisis and its impact on development at the country level, given its broad field presence. The latter concentrated on providing advice to Governments on financial systems.

At the national level, an increasing number of UN country teams reported that they had agreed on clearly defined complementary roles with the Bretton Woods



institutions. In Armenia and the Democratic Republic of the Congo, for example, the UN and the World Bank developed a common UNDAF/Country Assistance Strategy and jointly co-chaired donor-coordination forums. In Bhutan, both the World Bank and the IMF joined the UN country team and were allocated space in the UN country team offices.

Given the impact of the global economic crisis and the widening gaps in living standards between urban and rural areas, country teams also paid increasing attention to rural development, an area where the UN can provide immediate support to the most-affected vulnerable groups.

Support to social enterprises—aimed at promoting pro-poor income opportunities and improving the livelihoods of people with disabilities—also helped to raise awareness and promote better social protection of vulnerable groups.

Country Examples

Armenia: Assessing the impact of the economic crisis on the most vulnerable

The global financial crisis has represented a serious threat to the country's economic growth and achievements in the area of poverty reduction. The economic decline will have particularly dire consequences for the poor and vulnerable groups of the population, who have limited means of dealing with successive shocks. According to 2008 official data, 23.5 per cent of the population is poor and 3.1 per cent is extremely poor.

The UN, the IMF, the World Bank and the Ministry of Labour and Social Affairs—under the leadership of the Prime Minister—organized a conference to determine policy options to mitigate the potential impact of the global economic crisis on vulnerable sectors of the population. As a rule, financial crises are accompanied by the reduction of production capacities, leading to mass labour force reductions. The UN country team jointly conducted a rapid

assessment among groups most affected by the crisis, reviewing its impact at the household level in all 11 provinces. Survey results reflected the impact of the crisis on household incomes, employment, migration processes, food security, access to health-care services and consumption habits in rural and urban areas in Yerevan and the marzes provinces.

Based on the results of the survey, the following anti-crisis measures were recommended in order to mitigate the consequences of the crisis and ensure social protection for the population, stability of jobs and food security: (a) formulate monitoring systems to evaluate the efficiency of crisis response strategies implemented in various sectors and intersectoral impacts; (b) expand government projects providing temporary employment involving not only unskilled labour but also skilled labour and establish a differentiated payment approach considering the complexity of the work and labour consumption; (c) use clear mechanisms in the establishment of real prices for food, medication, health and utility services; and (d) expand the scope of food aid and food security, and other social protection measures. In particular, introduce as soon as possible a school feeding project in the most vulnerable communities.

Indonesia: Monitoring the impact of the global economic crisis

While poverty rates have been declining, about half of the population is living just above the poverty line and is highly vulnerable to shocks. Therefore, even though the impact of the current crisis is not as severe as feared, it is essential to monitor and address vulnerabilities in order to better prepare for future shocks and reduce the high rate of households moving in and out of poverty. This is particularly relevant in light of Indonesia's ambitious poverty targets and for the achievement of the MDG.

The global crisis also showed that policymakers lack timely information to design and target mitigation measures. To address this gap, member States participating in the G20

meeting in London in April 2009 called on the UN, working with other global institutions, to establish an effective mechanism to monitor the impact of the crisis on the poor and most vulnerable. As a result, the Global Impact and Vulnerability Alert System (GIVAS) was set up under the auspices of the UN (www.voicesofthevulnerable.net). There is a wide information gap between when a crisis hits the most vulnerable and when data on what is happening finally emerges, which GIVAS will fill at the global level by linking existing early-warning systems and using innovative ways of collecting real-time data. The System will show the impact and provide warning signals about potentially worsening vulnerabilities and will be extremely useful in Indonesia, where data relating to poverty and other socio-economic issues is in government agency databases that are often sector- or user-specific databases and not accessible in a user-friendly way.

Thailand: Addressing emerging development challenges

While Thailand, like other developing and middle-income countries, seemed to rebound fairly quickly from the crisis, full recovery is estimated to take some time in spite of the projected 3 to 4 per cent growth rate in 2010. The Government's stimulus packages certainly helped the economy to bounce back. The crisis also provoked intense internal discussion on the effectiveness and efficiency of existing social protection mechanisms and forward-looking analysis of their possible restructuring. Under the aegis of the UN Resident Coordinator and the leadership of relevant line ministries and civil society partners, quarterly development cooperation seminars were organized to bring together different stakeholders and provide policy recommendations on emerging issues. The first seminar focused on the impact of economic shocks on vulnerable groups while the second looked at gender-based violence, addressing in particular the challenges of implementation of the Domestic Violence Act. The third seminar brought together grass-roots networks and government represen-

tatives in the lead-up to COP15 in Copenhagen, providing an opportunity for people to share their concerns with the negotiating team. The last seminar for 2009 aimed at providing policy recommendations on how to design and implement a comprehensive migration-management framework.

The seminars proved to be an excellent forum for convening decision makers with the aim of catalysing expertise and reconciling perspectives on specific issues identified as priorities by the Government. Recommendations arising from the seminars were further advocated by the Resident Coordinator and concerned agencies through direct communication with relevant ministries and, in some cases, the Office of the Prime Minister. This led to follow-up actions and further engagement. For example, as recommended by the seminar on economic shocks, the Government requested that the UN country team organize a workshop to review existing mechanisms for monitoring vulnerability and economic crises, with the aim of designing a comprehensive mechanism that will inform the next National Economic and Social Development Plan.

Disaster risk reduction

The 2010 earthquakes in Haiti, Chile and China, the floods in Brazil and the drought in the Western Sahel all underscored the need to ensure that development investments take into account the possibility of new disasters.

This becomes more urgent than ever while countries are accelerating their progress towards achieving the MDGs. At the same time, responses to disasters also need to take into account risk-reduction approaches in order not to increase or create new risks and vulnerabilities.

The main international mandate and framework for disaster risk reduction is the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and

David McLachlan-Karr
RC, Papua New Guinea

"Leadership relates to the achievement of tangible results, rather than posturing. Ultimately, it is about creating a way for people to contribute to making something extraordinary happen. Successful RCs seem to embody a series of traits and exhibit skills that enhance the team dynamic—they are diplomatic and consensus-builders, empathetic, constructively partial, and persons who can identify and prioritize opportunities to maximize the UN mandate in support of the host government's development aspirations."





A Brazilian UN peacekeeper takes a break while working through the rubble of the United Nations mission in Port-au-Prince, Haiti. (UN Photo/Logan Abassi)

Communities to Disasters. The revised Resident Coordinator job description, approved by UNDG on 29 January 2009, now includes a specific function to encourage and support national risk reduction efforts. This places a premium on leadership to persuade hard-pressed Governments to invest scarce resources in mitigation measures in the face of immediate demands.

Trends and progress made

The *2009 Global Assessment Report on Disaster Risk Reduction: Risk and Poverty in a Changing Climate* indicated that progress towards reducing disaster risk is still mixed. In general terms, countries are making significant progress in strengthening capacities, institutional systems and legislations to address deficiencies in disaster preparedness and response. Good progress was also made in other areas such as the enhancement of early-warning systems. In contrast, countries report

little progress in mainstreaming disaster risk reduction considerations into social, economic, urban, environmental and infrastructural planning and development. The governance arrangements for disaster risk reduction in many countries do not facilitate the integration of risk considerations into development. In general, the institutional and legislative arrangements for disaster risk reduction are weakly connected to development sectors.

Moreover, the policy and institutional frameworks for climate change adaptation and poverty reduction are only weakly connected to those for disaster risk reduction at both the national and international levels. Countries have difficulty addressing underlying drivers of risk such as poor urban and local governance, vulnerable rural livelihoods and ecosystem decline in a way that leads to reduction in the risk of damages and economic loss.

In 2009, the UNDG produced the *Guidance Note on Integrating Disaster Risk Reduction into the Common Country Assessment and UNDAF*, which helps country teams in disaster-prone countries to integrate disaster-reduction strategies when designing or reviewing their UNDAFs. However, the limited capacity of UN country teams and the divergence between the humanitarian and development approaches remain significant challenges for the UN system.

To address these issues, the UNDG and the UN International Strategy for Disaster Reduction (UNISDR) organized a pilot training of trainers for experts from UN country teams, the World Bank, and other agencies from the global and regional levels. This newly trained inter-agency network will work with country teams to ensure an enhanced, coherent approach to integrating disaster risk reduction into the 2010 UNDAF rollout process.

The Maldives has already integrated disaster risk reduction into its current national framework, and other countries, such as Indonesia, are making it a key priority area in their new frameworks.

The Resident Coordinator reports indicate that as many as 85 UN country teams provided support for national emergency and relief capacity in 2009.

Country Examples

Fiji, Solomon Islands, Tonga and Vanuatu: Increasing resilience to future hazards

The UN country team in Fiji has helped several countries in the Asia-Pacific islands region to reduce disaster risk and to recover from recent disasters by increasing their resilience to future hazards.

Vanuatu is building more resilient communities by sensitizing provincial and local government officials to community risk assessment, action planning and implementation. Tonga is improving the livelihoods of its tsunami-affected

residents as well as the overall practices for disaster risk management and early-warning systems.

Solomon Islands is rehabilitating livelihoods and property destroyed by the floods of February 2009 and improving the resilience and adaptation of settlements against future disasters.

At the regional level, the UN convened the Pacific Platform for Disaster Risk Management in May 2009 in Fiji, convening for the first time national focal points, regional development partners and key decision makers responsible for finance and planning.

Nepal: Launching a new disaster risk reduction initiative

The Resident Coordinator worked with the Government and donors to prepare new a coordinated plan of action to reduce the risks posed by future disasters. The plan included:

- 1. Carrying out a vulnerability assessment of all schools and hospitals in Kathmandu Valley and the physical retrofit and strengthening of school and hospital buildings;*
- 2. Increasing the emergency preparedness of the Government and other entities through better information, stockpiling of emergency supplies, planning and management;*
- 3. Improving flood management in the Koshi River Basin;*
- 4. Scaling up disaster risk management to enhance local-level risk assessment methodologies; and*
- 5. Building institutional capacity, setting up financial mechanisms for risk reduction and integrating disaster risk reduction into development planning.*

Constant advocacy by the UN country team led to the Cabinet's approval of the National Strategy for Disaster Risk Management.

Douglas Broderick
RC, Cambodia

"A cohesive UN country team with its development goals aligned with national priorities and Millennium Development Goals is the cornerstone of good leadership. Our 'Delivering as One' approach allows the UN Country Team in Cambodia to remain focused on results and accentuate its strengths and comparative advantage. We Work as One and we Speak as One, and our combined efforts carry far more weight than our individual voice."



Challenges and recommendations

While disaster risk reduction has gained political commitment and visibility at the global level, much more needs to be done to ensure that it becomes an integral part of the work of the UN Resident Coordinators and country teams at the country level. Some country teams have supported this initiative, but most became involved only reactively, once a disaster had already occurred.

Many UN country teams have reported plans and some active responses in the face of disasters. In countries that have been identified as prone to earthquakes (Haiti), cyclones (Philippines), tsunamis (Samoa) or floods (Ghana), it is imperative to measure how far the stated investments of the UNDAF in reducing risk actually reduced losses. The undg encourages Resident Coordinators to provide as much relevant information as possible to the international development community through their reports.

While it must be accepted that those countries that are near the beginning of their UNDAF cycle may not have had adequate opportunity to undertake such actions at this stage, the scale of the disaster in Haiti should spur a greater sense of urgency. The earthquake, in a country already beset with challenges of so many kinds, clearly tested the capacities of the Government, the UN and the global community. The UN country team needs to be involved in the immediate aftermath of such a disaster but with the intention of mitigating future risks while rebuilding. The UN assistance framework will clearly need to be adjusted.

It is always difficult to point to disasters that did not occur because of risk-mitigation activities but it is essential to examine such cases wherever possible so that the lessons—both positive and negative—can be transferred to the increasing number of countries now facing the possibility of natural catastrophe.

Climate change

Addressing climate change is a top priority for the United Nations. Secretary-General Ban Ki-moon made it one of his signature issues upon election, and he has

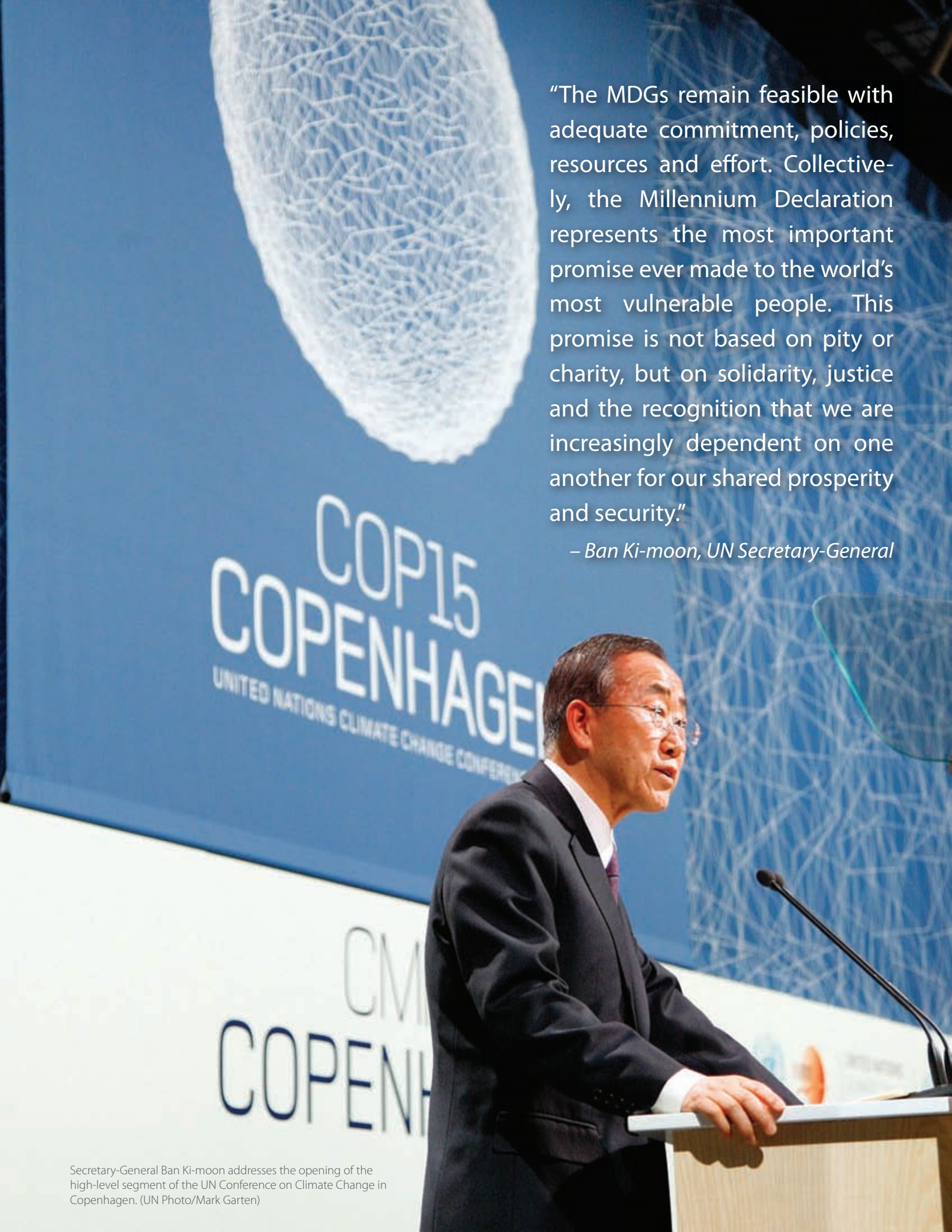
consistently shown leadership in drawing together international leaders to take action—as he did by supporting efforts to secure an agreement at the fifteenth UN Climate Change Conference (COP15) held in Copenhagen in December 2009. The UN, under whose auspices so much of the analytical and standard-setting work has taken place, is uniquely placed in this issue, and the Secretary-General has urged all parts of the UN system to contribute to the solution of addressing climate change.

Climate change has a significant impact on the capacity of countries for economic growth, poverty alleviation, and the achievement of international development targets, including the MDGs. The international community faces an urgent need to develop and implement ambitious programmes to respond to what the Secretary-General has called “the defining challenge of our times.”

The cross-cutting character of climate change underscores the importance of a coordinated system-wide response, a message that was highlighted in the Statement of Purpose to COP 15 (www.unsceb.org/ceb/ref/hlcp/climate-change/statement_of_purpose): “Climate change in all its dimensions must be addressed within the broader context of sustainable development, which includes economic advancement, poverty eradication and environmental protection, elements that are essential to the realization of human rights and the achievement of the MDGs and other internationally and nationally agreed goals and aspirations.”

In 2009, the UN system intensified its efforts for more coordinated and effective delivery in all areas relating to climate change. With the original programmatic work at the headquarters level completed, emphasis shifted to delivering results at the regional and country levels. Determined efforts to bridge the current gap between talk and action will drive cooperation at all levels and contribute to a successful outcome in the negotiations relating to the United Nations Framework Convention on Climate Change (UNFCCC).

Also in 2009, the undg developed a specific set of tools for UN country teams to support national responses to climate change. They include three themes: integrating

A photograph of Secretary-General Ban Ki-moon speaking at a podium during the COP15 Copenhagen conference. He is wearing a dark suit and glasses. The background is a large blue banner with the text "COP15 COPENHAGEN" and "UNITED NATIONS CLIMATE CHANGE CONFERENCE". A large, white, abstract, web-like structure is visible in the upper left background.

"The MDGs remain feasible with adequate commitment, policies, resources and effort. Collectively, the Millennium Declaration represents the most important promise ever made to the world's most vulnerable people. This promise is not based on pity or charity, but on solidarity, justice and the recognition that we are increasingly dependent on one another for our shared prosperity and security."

– Ban Ki-moon, UN Secretary-General

disaster risk reduction; mainstreaming environmental sustainability; and integrating climate change considerations in the country analysis and the UNDAF.

UN country frameworks for environmental governance will enable UN country teams to support national efforts to promote environmental sustainability and to meet their international and national obligations. Although climate change is not a new issue at the global level, it is an emerging phenomenon at the country level and requires much awareness-raising among policymakers and the general public. To better address the causes and effects of climate change, UN agencies must collaborate better at the national level, using the comparative advantages of each agency and avoid isolated responses leading to ineffective outcomes or duplication.

Trends and progress made

In 2009, 65 UN country teams reported capacity-building efforts on climate change, linked especially to policy development and implementation, to support obligations under existing legal frameworks.

“IN A CARBON-CONSTRAINED AGE, GROWTH BASED ON REDUCED CARBON FOOTPRINTS IS ALSO VITAL FOR ALL COUNTRIES. TO ACHIEVE THAT, A CLIMATE DEAL WHICH GENERATES SIGNIFICANT FUNDING FOR LOW-CARBON ENERGY AND DEVELOPMENT SOLUTIONS IS ESSENTIAL—AND MUST NOT BE ALLOWED TO FALL OFF THE INTERNATIONAL LIST OF PRIORITIES.”

—HELEN CLARK, CHAIR OF THE UN DEVELOPMENT GROUP

A total of 48 countries reported environmental sustainability and/or climate change as one of the national priorities in their UNDAF. There are currently 17 joint programmes targeting climate change.

While many UN country teams have been supporting the Government's efforts to reach an international agreement in the fifteenth session of the Conference of the Parties to the UNFCCC, almost all agencies have also developed strategic programmes leading directly to operational work at the country level. In Samoa, for example, the UN country team is working with the key Ministries of Health, Agriculture and Finance to mainstream adaptation in their policies and programmes.

Nevertheless, the UN system must work even harder in a coherent manner to provide effective support to Governments. Integrated approaches among UN agencies, national ministries and other relevant stakeholders are essential. There has been some progress. The UN country team in China, for example, reported that the China Climate Change Partnership Framework Joint Programme moved into its second year, with some impressive early results, including a new draft Energy Law presented to the National People's Congress at the end of 2009. This new law promotes the development and use of renewable energy, improves the energy structure, diversifies energy supplies, safeguards energy security, protects the environment, and helps to achieve the sustainable development of the economy and society. The UN country team also showed progress in adaptation planning, in particular looking at the impact on the Yellow River Basin and on the development of adaptation-oriented local environmental health action plans.

In the Pacific, 16 UN agencies are working together to continue their shift away from short-term, ad hoc project work to a more collaborative and programmatic approach to climate change, such as the subregional UN-



Deforestation in the rain forest in Acre, Western Brazil. (UN Photo/P Sudhakaran)

DAF (2008-2012) and the UN Country Programme for Papua New Guinea (2008-2012). This approach is seen to have the potential to introduce longer-term development initiatives that can contribute to the building and retention of indigenous capacity within the region. In Cape Verde, nine agencies worked as a team to reduce vulnerability.

Challenges and recommendations

Last year, many UN country teams reported the need to improve support in strengthening mitigation and adaptation efforts, disaster risk reduction and management, and natural resources conservation.

Although capacity development is a major part of UN operational activities, too often it occurs reactively rather than as part of a systematic strategy.

More than other global challenges, climate change

needs the combined programming and implementation knowledge, expertise and advice of the entire UN system. It requires concerted and coordinated activities and stronger collaborative mechanisms—such as clear frameworks on adaptation, mitigation, capacity-building, technology and financing.

UN country teams must be more inclusive not only in the inter-agency context but also in terms of broader partnerships with national civil society, community-based groups and grass-roots organizations. They will also benefit from strengthening their ties with national ministries, particularly those in finance and planning.

In this most important challenge and under the right circumstances, the neutrality of the country teams gives them a strong platform for leadership. With effective leadership, they can play a prominent role in raising

EI-Mostafa Benlamlih
RC, Indonesia

“Effective leadership calls for modesty and an honest desire to learn, contribute and empower. An RC must consult, listen, negotiate, and challenge established wisdom. Earn the trust of your team, which is your strongest asset. Treat your colleagues as peers—tap into their strengths, and trust, inspire, and motivate them. And keep the focus on your common purpose: making a difference to people’s lives. Above all, be patient—it pays.”



awareness and developing popular and government support for environmental measures to combat climate change and its effects. As work in Brazil demonstrates, climate change is also an area where UN communications teams can explore their full potential. Overall, however, joint UN country team initiatives on climate change still seem to be the exception rather than the rule, and the majority of activities reported still tend to be single-agency driven, disparate and ad hoc.

In 2009, UN country teams reported that they needed better support to use the wealth of available information for strategic decision-making. There is a strong demand for training and other capacity-building programmes for UN staff on the ground, particularly to prepare national adaptation programmes of action.

Country Examples

Brazil: Advocating for climate change

In 2009, the UN country team's joint advocacy campaign adopted climate change as its main focus for communications activities. Throughout the year, the team, chaired by the UN Information Centre, organized a series of activities, events and publications on key issues on the development agenda with a heavy emphasis on the environment.

One major initiative was the launch of a nationwide campaign in partnership with media networks TIM and MTV—which primarily target young Brazilians—to build awareness on the importance of protecting the environment. Participants were invited to answer the question “What are you doing to take care of the environment?” by sending photographs or 30-second films made using cellular phones, together with a short text explaining their ideas, to the “Green United Nations” site (www.onuverde.org.br).



UN Brazil's "Green United Nations" website (www.onuverde.org.br/)

Colombia: Addressing adaptation to climate change

The joint programme, *Integration of Ecosystems and Adaptation to Climate Change in the Colombian Massif*, is strengthening policies on environmental management and climate change adaptation, integrating them into poverty-reduction strategies. It brings together government ministries, four UN agencies (FAO, PAHO, UNDP and UNICEF), universities, and indigenous and farmer communities in a combined effort to generate policies relating to climate change adaptation at the national level, and to contribute to strengthening local and regional capacity for adaptation. The joint programme helped to create a consultation space at the national level—in coordination with the Instituto de Hidrología, Meteorología y Estudios Ambientales de Colombia and the Ministry of Environment—where proposals for policy dialogue on “Poverty, Environment and Climate Change Adaptation” were shared and discussed; they are available at www.pnud.org.co, www.cambioclimaticomacizo.org and <http://institucional.ideam.gov.co/jsp/index.jsf>.

The 3,500 families from the indigenous and farming communities living along the upper basin of the Cauca River—located in the Colombian Massif mountains in south central Colombia where 70 per cent of the country's drinking water originates—are the primary beneficiaries of the joint programme. A participatory analysis was carried out to understand their vulnerabilities to climate change and, from this information, the joint programme designed a transition strategy for adaptation to gradually strengthen food security, conservation, risk management and access to the water supply in the upper basin. The Kokonuko indigenous people, along with other local actors, adopted the "Pact for the Rights of Mother Nature" to commit themselves to the medium- and long-term goals of the transition strategy while six field schools were created to carry out these adaptation measures at 900 sites with the participation of the indigenous and farming communities.

Ukraine: Promoting private-public partnerships on climate change

A UN-led "Go Green" national campaign raised public awareness on ecological issues, promoted changes in individual and corporate attitudes, and reinforced dialogue on climate change. The UN joined with the Government and business representatives to arrange the first Ukrainian Business Summit on Climate Change and presented the results of an all-Ukraine survey on perceptions of climate change.

It is critical to acknowledge the role that business plays in the national development process and its contribution to the solution of the development challenges facing the country is crucial. The UN country team continued to promote private-public partnerships and corporate social responsibility through the Global Compact initiative. In 2009, more than 140 private-sector companies involved in the initiative signed their commitment to: (a) adopt a precautionary approach to environmental challenges, (b) undertake initiatives to promote greater environmental responsibility, and (c) encourage the development and diffusion of environmentally friendly technologies.

Uruguay: Strengthening the National Response System for Climate Change

UNDP, UNEP and UNESCO have combined efforts to strengthen the National Response System for Climate Change, which spans all relevant national institutions. With national officials deliberating the possible dimensions of climate change, UN agencies have shared knowledge and helped to link national and UN climate change initiatives. A strategic response plan is now in place.

Viet Nam: Analysing the policy dimensions of climate change

Climate change has been a priority issue for the UN in Viet Nam for years as Viet Nam is one of the most vulnerable countries in the world to the effects of climate change. UN agencies worked closely with the Government in identifying and analysing the policy dimensions of climate change, culminating in a policy paper and recommendations. The paper highlights the main climate change challenges faced by Viet Nam and makes a series of recommendations for how national policies and practices should be strengthened. It argues that while Viet Nam is one of the countries most affected by climate change, major climate action is possible and that can bring many opportunities for further development. UN inputs have also fed into a framework national policy on the issue, which has already attracted substantial international finance. Coordination among UN agencies has brought new aspects of climate change to the fore, such as possible gender ramifications. This facet had received only limited attention until the Programme Group on Gender moved to highlight it. Through research and advocacy, awareness has grown among officials in different ministries and the National Assembly.

Conclusions: Enhancing national leadership for the achievement of the MDGs

National ownership and leadership of development strategies are fundamental to accelerating and sustain-

"Put forth a clear vision of what we have to achieve concretely to improve the lives of people in the country where we serve. Galvanize the energies of all UN partners so that together we tackle challenges that no single agency or institution can face on their own. Remember that a leader serves a team and that we all serve the ideals of the United Nations. Keep at it everyday."

Fidele Sarassoro
DSRSG/RC, Democratic Republic of the Congo





Chair of the UN Development Group Helen Clark speaks at a meeting aimed at re-emphasizing the Millennium Development Goals, insisting the MDGs must be met by their deadline and stating that "the world's poorest deserve no less." (UN Photo/Paulo Filgueiras)

ing progress towards the MDGs. Preconceived global policies and programmes are bound to fail owing to wide variations among countries in terms of their resources and institutions as well as their administrative, historical and geographical circumstances. Successful UN country teams have combined pragmatic policies with enhanced domestic capacity.

One significant achievement of the past decade is that experience has given country teams a good sense of the programmes and interventions needed to meet the Goals.

The UN has played an important role in encouraging and enabling national leaderships to design and

implement their own development strategies and to strengthen their domestic capacities. UN country teams have demonstrated broad and far-reaching efforts to make the UN work more effectively in pursuing the MDGs. Many of the initiatives described in this chapter that would have been unthinkable in the past are now the accepted way for the UN to operate at the country level.

Nevertheless, major challenges remain, among which is the need to deepen the UN country team's engagement in national development processes, including Poverty Reduction Strategies. This entails UN country teams building their capacity for high-level policy dialogue, particularly in middle-income and net con-

tributor countries. This has implications for the skills mix and office profiles needed in many programme countries.

Building UN country teams' strategic planning capability is vital; without this, several UN country teams expressed fear of being marginalized. UNDAF mid-term and annual reviews suggested that in some countries, UN assistance was dissipated through small projects implemented across too many sites and targeting too few beneficiaries. They concluded that, in future, the UN should consolidate more and identify fewer, but higher impact, programmes for delivering support. With 48 countries developing new UNDAFs in 2010, positioning the UN correctly is all the more timely. Resident Coordinators and country teams have been asked to review their assistance frameworks and to ensure the appropriate capacities at the country level. Increasing the effectiveness of UN programmes in meeting the MDGs will also require the continued harmonization and simplification of business practices.

UN country teams also encouraged the UNDG to facilitate the exchange of expertise among middle-income countries. The UN system is exploring new models of development cooperation that will address the common trends and challenges of middle-income countries. Clearly, new strategies will be required that take into account and maximize the current socio-economic context.

The largest obstacle reported by UN country teams in middle-income countries is the lack of a well-defined agenda to guide cooperation within the UN system to align its work with the needs and priorities of those countries. They call for a clearer approach, both for normative and advocacy work and in field operations, which requires aligning the programming of UN activities more closely with national strategies and policies.

In sum, as countries work harder on the MDGs in antici-

pation of 2015, the need for UN country teams to professionalize and deepen their support to developing countries will only grow in urgency and this will require even greater coherence, coordination and capacity at the country level. The newly approved UNDG Strategic Priorities for 2010-2011 offer an excellent opportunity for the UN to provide even greater support to national partners in meeting the MDGs and other development targets. Only by ensuring that UN country teams take a full part in nationally led development dialogue, that the collective effort of the UN is demand driven and that global best practices are integrated in all programming will the UNDG be able to use the unique comparative advantages of the UN system to deliver results on the ground.

Frode Muring
RC, Russian Federation

"On the ground, the accountability of leadership is for results. And UN cohesiveness makes more results for the resources we have. As Russia and other middle income countries need less financial support, leadership is also about how the UN and not only one single agency shall continue to be relevant. The RC needs to coach the team so the UN adapts to the changing circumstances. In Russia, it means making development a two-way street."





In El Fasher, Sudan, Jan Pronk, the former Special Representative of the Secretary-General for the Sudan urges members of the Sudan Liberation Army to engage in peace talks. (UN Photo/Fred Noy)

CHAPTER TWO

SYSTEM-WIDE COHERENCE

System-wide coherence depends on the leadership skills of Resident Coordinators and UN country teams. By judiciously aligning and coordinating the diverse expertise of their various entities, the country teams can work most effectively with Governments to ensure optimal development results. The comparative advantages underpinning the country teams include impartiality, expertise in the Millennium Development Goals and the ability to draw upon a wealth of global experience.

The overarching mission is to match national priorities with what the UN is best placed to deliver while fostering national leadership over the entire development process. Thus, in response to the demands and needs of Governments, the UN system has been instilling a new strategic focus into its programmes: securing predictable and sustainable financial resources, harmonizing business practices and, most importantly from a practical perspective, moving from a project-based approach to common, coherent programmes.

NATIONAL LEADERSHIP AND OWNERSHIP

A number of Governments volunteered to work with the UN on Delivering as One pilot country initiative, which the Secretary-General launched subsequent to the General Assembly adoption of the resolution 62/208 of 18th December 2007 on the 2007 triennial comprehensive policy review (TCPR). The TCPR itself, the foundation of current reform efforts, calls for greater coherence, effectiveness and efficiency throughout the UN development system.

Delivering as One was designed to offer a high level of adaptability to specific country contexts, fostering greater national leadership over UN development assistance, reducing transaction costs and achieving better development results. By 2009, Delivering as One countries reported that there had been significant progress in aligning UN activities with national plans. There are eight pilot countries and an additional 13 national Governments have indicated their desire to voluntarily adopt the approach and 9 currently implementing common country programmes.

The pilot countries report that the Delivering as One approach, including a common country programme, a common budgetary framework and a single funding mechanism, provides Governments with a much clearer overview of the UN's work and resources and has significantly augmented their coordination with the UN system. This helps them to plan better for the medium and long term and to optimize allocation of resources. There has been progress in coordination among UN agencies, but intersectoral coordination and linkages within Governments needs to be improved further. According to the Delivering as One stocktaking reports, the strength of Government ownership of development strategies can vary significantly between different ministries, and many challenges remain in matching

the UN's integrated programme planning to national processes and timelines.

During intergovernmental consultations in Mozambique, Rwanda and Viet Nam, pilot countries emphasized the importance of national leadership and of increased access to the varied assets of the UN development system. UN country teams have recognized that national priorities should guide the UN's work and that, ultimately, coherence is rooted in having a UN system that remains relevant and strategic to the country in question. In these intergovernmental forums, participants from Governments and the UN system are able to lay the foundations for more productive support.

In Albania, the Delivering as One approach enabled line ministries involved in UN joint programmes to work much more productively with the various participating UN agencies as part of a single entity. Increasingly, ministries no longer contact agencies individually with various requests but rather approach the UN system through either the Office of the UN Resident Coordinator or the lead agency of the joint programme with a single request. Increased UN coordination also brought about greater coordination among line ministries, which now work together much more effectively under joint programmes.

In Pakistan, Delivering as One has helped to develop new ties between the Ministry of Health and the Ministry of Population, both of which worked with limited understanding of what the other was doing. Now they have formally agreed on collaborative interventions under a joint UN programme on health and population.

In Viet Nam, the Ministry of Education and Training decided to establish an interdepartmental coordination committee on HIV after witnessing the achievements of UN joint efforts. The Government noted that this was a clear impact of the UN working as one with the Ministry and that greater UN coherence had motivated it to



Secretary-General Ban Ki-moon meets with UN Resident Coordinators serving in the Delivering as One pilot countries. From left: Albéric Kacou, UN Tanzania; John Hendra, UN Viet Nam; Susan McDade, UN Uruguay; Secretary-General Ban Ki-moon; Petra Lantz, UN Cape Verde; Aurélien Agbénonci, UN Rwanda; and Zineb Touimi-Benjelloun, UN Albania. Resident Coordinators from UN Mozambique and UN Pakistan not pictured.

strengthen its internal coordination. Furthermore, the committee would help it to avoid duplication, address potential gaps and have a better overview of the sector response to HIV.

Results have been similar in nearly all the pilot countries where all stakeholders have come to realize that for the UN to deliver as one, the Government needs to lead as one and donors need to support as one; for this to happen, the UN must provide a more coordinated UN mechanism for all actors at the policy level.

ONE PROGRAMME

Some of the most significant progress towards system-wide coherence has been in the area of planning and implementing programmes at the country level. Generally, countries found that joint mechanisms enabled a more inclusive approach, bringing UN organizations closer together, including both the specialized and

non-resident agencies (in some cases, the non-resident agencies represent over 30 per cent of the One Programme budget) and ensuring more effective use of their differentiated expertise. In addition, the introduction of a joint UNDAF review process reduced transaction costs and staff time and led to improved planning results.

Common country programming, while recognizing different approaches by different UN country teams, has enabled the UN development system to focus on a strategic subset of national priorities that leverages its comparative advantages. For example, in the United Republic of Tanzania, a Delivering as One pilot country, the UN country team effectively responded to the national priority and the MDGs on maternal health and newborn mortality. Through a joint programme, each contributing UN organization is supporting the Government's efforts. WHO is contributing expertise in overall health systems development and management, UNFPA brings its expertise in advocacy and policy dialogue

Gana Fofang
RC, São Tomé and Príncipe

"I work with a very good team—it's important to draw on their skills, talents and resources. We set targets, we set goals, and we strive to put our heads together with the Government to achieve tangible results. It is the UN, not just the RC, but the UN Country Team that works together to ensure that the political leadership of the country agrees that there is a vision which we should aspire to and rally people around, above and beyond interests. Within the Country Team it is important that you take leadership but at the same time provide space so colleagues have the opportunity to contribute; it's important to create that space."





A One UN Joint Programme poster at a Delivering as One Exhibition in Dar es Salaam, Tanzania. (UN Photo/Mark Garten)

and UNICEF provides technical support at the primary health-care level. Beyond the health system, issues such as food security and nutrition are supported by expertise from UNICEF, WFP and WHO. Social and cultural issues that influence health are addressed through technical assistance from UNESCO, working with UNFPA. ILO expertise ensures that the joint programme addresses the working conditions of health workers, inadequate health standards and limited access to maternity protection in the workplace. As a result, a decline in deaths has already been seen in one of the three provinces where the joint programme operates.

Although the One Programme design does not necessarily cover every UN body in the country or all the areas of UN work there, it helps to indicate where there

is potential for more effective inter-agency collaboration both in specific geographic regions and in specific themes and activities. It identifies duplication among participating UN agencies as well as gaps where the UN should play a more robust role.

Challenges and recommendations

Though results vary by country and different programmes, there is evidence from some countries that the implementation of an increasing number of joint programmes focused on engaging in key national policy and planning processes has accelerated progress and contributed to an enabling environment for the achievement of results. The realignment of the One Programme cycle to synchronize with the Government's planning, budgeting and fiscal cycle is a crucial start. It reduces transaction costs, can potentially increase the delivery rate and enhances Government absorption capacity.

Despite progress, several challenges remain. For example, some agencies at the country level now must file multiple annual reports, and the large variety of reporting and planning formats required by agencies at the headquarters level does not facilitate the easy transfer of information from one to another. Furthermore, since standard UN Headquarters planning and reporting rules and tools still apply, reporting to national counterparts on common country programming adds an extra layer of bureaucracy and an additional burden for staff, who already must report to their own agency. The development of common reporting formats and mechanisms as well as an agreement from agency headquarters that these are sufficient for their own specific requirements would greatly improve this situation.

Results-based management principles need consistent application to ensure that the quality and logic of programmes are constantly improved. Each participating agency must assign sufficient staff time to their com-

ponents of the common programmes to avoid staff spreading themselves too thinly across programmes. Such capacity constraints, both in terms of technical results-based management know-how and staff numbers, are exacerbated by the duplication in planning and reporting processes due to the reasons highlighted above. Further harmonization and some specific training in key technical competencies such as results-based management could positively affect the capacity constraints on the ground and improve the quality of programme design.

The delegation of responsibility within agencies also needs improvement, especially between agency headquarters and country offices. Interaction between the programme and operations staff of all agencies should be strengthened so that there is a greater level of co-operation and coordination, enabling more effective operational support to programme implementation. In addition, cross-cutting issues, such as environmental sustainability, gender, and the human rights-based approach, need to be mainstreamed into the formal programme management cycle at the country level.

In Albania, gender issues have been addressed more coherently by UN agencies through the Joint Programme on Gender. Moreover, increased coherence in the message and the language on gender has spurred a similar reaction from line ministries and representatives of the Government, who now employ similar concepts in their speeches and communications, particularly with respect to gender-based violence, improving monitoring of the status of women, increasing women's access to social protection and special measures for women in decision-making. While it is clear that *Developing as One* has significantly increased and scaled up the UN's work on gender equality, the findings of a recent *Delivering as One* gender retreat in Viet Nam have shown that the pilots have not yet had significant impact on the improved integration of gender-equality priorities

into broader development programmes.

Recently, the Government of the United Republic of Tanzania called for the further simplification of programming through the development of a single UN Development Assistance Programme. In a recent resolution, the UN Economic and Social Council approved the submission on a voluntary basis of a Common Country Programme document. This document would be consistent with the UNDAF and include in an annex a brief description of each agency's specific contribution. It would also include a clear statement of the country programme's strategic focus and the way in which it should respond to national priorities. For those agencies that require their governing body's approval, it would also include a clear description of the individual agencies' proposed/indicative contribution to the Common Country Programme, enabling agencies at the headquarters level to establish clear linkages between the Common Country Programmes and their own respective global strategic plans.

Common budgetary framework

Starting in 2007, the *Delivering as One* pilot countries made efforts to design and establish a funding system that is more aligned and simplified in support of their common plans and programmes. The common budgetary framework is an attempt to cost the *One Plan/Programme* realistically on the basis of results. It projects the availability of resources and indicates the resulting funding gap.

Countries report that this common framework enables UN country teams to plan more effectively and to a certain degree helps to improve funding predictability, including through the establishment of *One Funds*. It also fosters Government leadership of UN programmes and helps to align those programmes better with national development priorities. In Albania, the single

Gulden Turkoz-Cosslett
Former RC, Albania

"You must have passion for your work and be persistent and creative. Trust in your team and sound judgment for decision-making are also key elements. As UN RC, you are inspired by the values and ideals of the UN Charter and the wealth of experience and expertise the UN system has to bring to the country for the benefit of its people. You draw on that expertise at country level and ensure the UN is relevant, strategic and a trusted development partner to the Government, civil society and donors."



budgetary framework for the One UN Programme has provided a significantly more transparent overview of the UN's financial resources and gaps in the country, helping the Government in particular to exercise stronger ownership and leadership over the UN's assistance in the country. In Malawi, the One Fund presents an opportunity to further align the UNDAF/One Plan with national priorities and Government-led processes. In the United Republic of Tanzania, the UN's long-term planning capacity and funding predictability were greatly improved through predictable donor finance and the One Fund mechanism.

Multi-donor trust funds and country funds

UNDG multi-donor trust funds (MDTFs) have become an important funding mechanism for directing and leveraging resources in an effective and coordinated way. MDTFs are multi-agency funding mechanisms that receive contributions from more than one donor. They have evolved into an important complementary source of funding for UN system-wide development efforts.

Operating on the UNDG joint principles, MDTFs provide more flexible, coordinated and predictable funding to support nationally determined priorities. Channelling contributions through one mechanism aimed at reducing transaction costs by facilitating and streamlining donor contributions and aligning donor reporting. By improving coordination among all stakeholders, MDTFs also offer a forum for policy dialogue and programme coordination.

There are currently more than 32 MDTFs covering a wide spectrum of humanitarian, post-conflict/transition and development activities. Some finance activities in several countries but most focus their activities on one country only. In recent years, the MDTF mechanisms, legal instruments, governance and oversight frameworks have been significantly strengthened so that new MDT-

Fs can be expeditiously established based on coherent, nationally owned strategies containing clear priorities for short-term and long-term financing.

To ensure a harmonized and simplified approach, in 2008 the UNDG agreed on standard legal documents for the establishment of MDTFs: a Memorandum of Understanding, a Standard Administrative Arrangement and an Administrative Agent protocol. In February 2010, the UNDG approved guidance for the establishment of MDTFs.

The Delivering as One pilots report that MDTFs/country funds have had a noticeable impact on providing resources for the One Programme and are potentially an important source of predictable funding.

The experience of the United Republic of Tanzania in particular suggests that the country-fund mechanism has improved the UN's long-term planning capacity and funding predictability. Some countries also report that the fund has significantly improved UN transparency and inter-agency collaboration in monitoring and financial reporting while considerably reducing the time and transaction costs of overseeing common programmes for all stakeholders.

Although the MDTFs have achieved some degree of predictability, programme quality and timely delivery ultimately depend on ensuring sustainability of funding. There are still concerns that resources rather than strategic objectives continue to drive the development of country programmes.

Expanded Delivering as One funding window for achievement of the MDGs

The Expanded Delivering as One Funding Window was designed as a facility of last resort to meet the funding gaps identified in the pilot countries. To improve joint resource mobilization, non-pilot countries that meet

the eligibility criteria under the Expanded Funding Window, such as Bhutan and Papua New Guinea, have set up country funds and have accessed resources from this funding mechanism.

Total contributions from the Netherlands, Norway, Spain and the United Kingdom to this funding mechanism amount to \$250 million for 2009-2011. Of this amount, a total of \$165.2 million was disbursed in 2009 and 2010.

Joint resource mobilization

While joint resource mobilization often targets specific programmes and projects, a growing number of countries use a more integrated approach. Many use a common budgetary framework as the basis for defining resource mobilization targets while those resources are managed through MDTFs or One Funds.

Overall, in 2009, many countries confirmed that joint resource mobilization was effective and frequently resulted in more resources at the country level. In Argentina, the mobilization of resources through the Resident Coordinator system increased by 20 per cent compared to 2008.

Country Examples

Papua New Guinea: Establishing a common budgetary framework to focus results

The common budgetary framework in Papua New Guinea gives a comprehensive picture of the finances required both for programme results and strategic support and helps the management and mobilization of UN resources to fill funding gaps. It also reduces duplication and focuses resource mobilization at the country level, reducing transaction costs to partners. Based on the budgetary framework, One Fund was created to support its programme and business operations. The fund provides a common pool of resources for the UN country strategy and helps to better coordinate UN system work in the country. Papua

New Guinea's key donors responded positively, saying that the One Fund will significantly reduce their transaction costs and enable them to make a single contribution to the UN system rather than multiple contributions to multiple agencies. The One Fund channels 50 to 80 per cent of UN development resources in the country and is close to becoming the country team's single financing mechanism.

United Republic of Tanzania: Using One Fund to prioritize programming

The use of a single governance structure, a single resource mobilization process and a single reporting mechanism is enabling the reduction of the consultative burden and the reduction in transaction costs in terms of dealing with the Government counterparts and donors, who are equally benefiting from this decrease. However, the internal coordination costs for the UN have increased.

This experience has shown that the Delivering as One Fund enabled the Government and the UN country team to effectively prioritize programming on the basis of national needs and achieve greater programmatic coherence, improved performance on Paris Declaration indicators, and reduced competition among UN agencies for resources while providing an incentive for UN agencies to work together. Other benefits were that the One Fund enabled better long-term planning, funding predictability and accountability as well as a substantial reduction in transaction costs with donors and was instrumental in harmonizing business practices. At the same time, some challenges have been identified, including the need to increase the level of multi-year funding commitments to match the UN's longer-term planning, sustain local funding levels and align One Fund activities with the national fiscal year, and the UN's increased use of programme-based approaches and national systems.

The use of joint funding mechanisms has considerably expanded in recent years. Their contribution to the achievement of national priorities and their niche with-

Jacqui Badcock
RC, Philippines

"Being an RC is about building trust among equals in a UN country team and harnessing individual strengths for a collective good. It's about winning respect and respecting others views leading to inclusive decision-making. Learn to delegate fully and with trust—but equally be able to be decisive when you need to. *If you are a woman, prove yourself as yourself to win the trust of your team. Women have their own style of leadership and should not pretend to lead in the same way as men.*"



in the overall funding architecture for development have yet to be formally assessed. They have also been reported to improve transparency of the UN's financial resources, helping to strengthen Government leadership of the UN's assistance in the country.

The undg will continue to provide advice to countries when they are considering different options for funding arrangements. Support will also be provided to ensure efficient oversight.

HARMONIZATION OF BUSINESS PRACTICES

In the TCPR, the General Assembly encouraged the harmonization of business practices and collaboration across the UN system, beginning with a call for UN specialized agencies, funds and programmes to share offices and implement a joint administrative model covering a wide range of activities.

In response, the undg is urging and supporting agencies to scale up the harmonization of business practices at the headquarters and country levels. The approach adopted was for one of the pilot countries to lead in a particular area of business harmonization that was a significant bottleneck at the country level. Mozambique led in information and communication technology (ICT), Albania and The United Republic of Tanzania in procurement, and Viet Nam in one communication team and common premises. Based on these experiences, and under the TCPR, the undg has developed global guidance in a number of areas.

The undg has also developed guidance on common procurement, based on the experience of pilot countries. It includes guidance on common long-term agreements and contracts committees, and a road map for building common procurement teams at the country level.

The undg issued guidance on planning and developing common ICT infrastructure across agencies at the country level. It supported the development and implementation of projects in Mozambique, Rwanda and the United Republic of Tanzania that included business planning and development, and network and security systems.

UN country teams also received guidance on funding options for common premises, which is crucial in the absence of centralized or agency-specific resource support. In collaboration with UNEP, the undg looked at potential funding sources for more environmentally friendly premises.

In 2009, the undg developed guidance and training on common services and business operations. Based on the newly developed training material, workshops for trainers were held in Cairo, New York and Dakar throughout 2010. Covering most of the regions, the workshops aimed at building a pool of resource persons that will be available to support the implementation of harmonized business practices at the country level. Altogether, more than 80 participants from 30 countries successfully absolved the trainings.

Trends and country experiences

The 2009 annual reports show that 63 per cent of UN country teams implemented and maintained previously existing common services, most often with joint procurement and/or agreements for administrative services such as travel.

There is widespread interest in sharing common premises with several or all UN agencies and many countries have such projects in the pipeline. However, funding gaps or lack of legal agreements among agencies continue to delay them. Owing to the high upfront investment and long-term commitment needed to establish common premises, agencies remain cautious. Less than

half of the reporting countries received training in common services. While a few conducted training on their own, they did so with outdated materials.

Numerous difficulties have also emerged. A common location project in Viet Nam and the ICT project in Mozambique encountered delays in resolving details and getting the requisite agency signatures on their Memorandums of Understanding (MoUs). While standard and vetted MoUs exist for both common premises and common services, countries are finding that they are inadequate for customized solutions. This experience has shown that financial feasibility, legal frameworks and governance aspects of such common services need to be included in the planning phase and that the development of respective MoUs requires time and significant expertise.

In 2009, UNDGs in Europe and Central Asia identified four major impediments to common service initiatives: a lack of clarity over cost-effectiveness; inadequate communication and information-sharing; insufficient delegation of authority to inter-agency operations manager teams; and a lack of harmonized policies and procedures.

Uncertainty remains over what constitutes “common services.” Some country teams want a ruling on whether overall country team savings or agency savings take precedence when considering the implementation of common services.

Countries are also hindered by a lack of capacity within the operations managers’ teams, with the result that country teams often do not see the work on harmonizing business practices as a priority. The reasons for this lie in a perception of limited short-term gains, relatively high investment in analysis and harmonization efforts, and the oftentimes very limited capacity at the country level to successfully design and implement harmonized business practices. The country teams generally

Based on the guidelines of the different agencies, the UN country team in **Mozambique** developed improved and harmonized procurement procedures and expanded its common procurement efforts by establishing more than 25 long-term agreements in all areas of business operations and the implementation of a web-based common supplier database and procurement portal. It also made significant progress towards an efficient ICT architecture by fully establishing a common ICT infrastructure. Launched in March 2010 and based on a common services model, the infrastructure includes shared connectivity, wireless accessibility, a common emergency operations/situation room, radio room, data centre and server room.

In **Liberia**, the UN consolidated radio rooms in joint locations and has started work on joint procurement for items such as fuel and the Post Exchange/UN Commissary. Other shared services include language training, aviation, common staff transport in Monrovia, and pouch and dispensary services. Several UN agencies share common premises, and a new joint office in Voinjama, Lofa County, brought together seven UN agencies with the UN (peacekeeping) Mission in Liberia.

In **Brazil**, 11 resident agencies signed an agreement for common travel-agency procurement processes, led by UNDP and UNESCO. The UN country team also implemented the Green Task Force, which is identifying common procurement services for economies of scale and to reduce environmental impact.

report that strong leadership from the Resident Coordinator’s office is crucial for acting on the common services agenda.

Challenges and recommendations

Several country teams expect the UNDG to place greater emphasis on the harmonization and alignment of business practices, including in the areas of ICT, human resources and procurement. Additionally, they would like the UNDG to work on improving the harmonization of separate agencies’ strategic planning and reporting mechanisms that would enable the development of a single action plan and a single annual report from UN

José Manuel Hermida
RC, Ecuador

“A heartfelt belief in the core values of the UN, pride in representing these in word and deed, along with unbridled enthusiasm and perseverance in the pursuit of shared objectives, are essential to forging the consensus required to meet the formidable development challenges. Transparency in leadership, striking a balance in favor of common goals over personal agenda, is fundamental to establishing the trust required to lead effective teams.”



country teams. This would eliminate, or at least reduce, the duplication of reporting by individual agencies and promote a single reporting format, as called for by the Delivering as One pilot countries.

Most UN country teams implement common services of some sort, ranging from basic administrative services to common premises. While it is clear that all work must be adjusted to country needs, the teams have called for additional assistance at the headquarters level.

A key deliverable in 2010 was the implementation of the guidance on common procurement and common ICT infrastructure. A revised training package on common services was finished and training was conducted with support from the UN System Staff College, as indicated above.

To address bottlenecks to establishing common services at the country level, the UNDG and High Level Committee on Management (HLCM) Chairs launched a mission to selected countries to find fast-track solutions. In March and April, a mission was conducted to four countries, namely, Albania, Malawi, Mozambique and Viet Nam. In particular, the mission addressed most issues concerning business practices, such as ICT, human resources management, finance, common premises and procurement. The mission report outlines the major challenges and proposes a detailed set of solutions to effectively increase coherence and efficiency of business practices at the country level. Further to the mission report, a detailed implementation plan was developed that serves as a basis for the High-level Committee on Management and UNDG work plans for 2011.

Finally, to address the resource issue for common premises, the possibility for effective financing through public-private partnerships is being explored by an inter-agency team. Exploring additional funding options is important as Governments are likely to offer only plots rather than buildings that are move-in ready.

Many country teams see common premises as a crucial start to working in common—both symbolizing and catalysing a culture of cooperation that must grow if UN reform is to succeed. Funding for common premises and identifying an effective management system to take this forward are critical in order to decrease the hindrances to such common service.

JOINT COMMUNICATION

Greater use of joint communication can improve the overall messaging of the UN system, support policy advocacy, mobilize resources and catalyse change. It does not replace the communications efforts of individual agencies but amplifies their voices, preserving their distinct identities while presenting the UN country team as a coherent entity.

Ninety-seven countries reported in 2009 that they have UN Communications Groups (UNCGs) in operation. Many countries without UNCGs conduct joint activities on an informal basis and observances of international days are collectively organized. Fifty-nine countries reported that their UNCGs have joint strategies and work on joint advocacy and media relations. These countries were twice as likely to view their communications groups as effective compared to those without such strategies. The UNCG in Zambia, for instance, highlighted its strategic joint activities last year as a best practice model for supporting national and UN-observed events, including the Millennium Campaign to Stand Up Against Poverty.

In 2009, 78 country teams used UN system websites, with five more in different development stages; 57 per cent of those countries without websites were in the African and Arab States regions. UN newsletters were published in 38 countries and other common materials, such as reports and information kits, in 29 countries.



UN Tanzania change agents Peter Luhanga and Victor Kida prepare to distribute “Be the Change” campaign materials to staff in Dar es Salaam. (UN Tanzania Photo/Mia Bulow-Olsen)

UN TANZANIA'S “BE THE CHANGE” CAMPAIGN

The UN Communications Group aimed to increase staff understanding and to enhance their commitment and engagement to the Delivering as One pilot initiative through a coordinated “Be the Change” campaign, using visual materials and giving quizzes to staff members.

The UNCG built team spirit at year-end briefings, parties, family days and sports days; produced introductory information packages and seminars for new staff; appointed “Change Champions” among staff to advocate for change and function as an informal link between the UNCG and staff; and helped to organize joint staff-training sessions. The One UN Staff Association and human resources units

supported some of these activities and a One ICT network was established to facilitate information-sharing and collaboration. This inter-agency spirit and coordination resulted in more positive working relations. Communication with donors improved considerably through the development of closer working relations, regular dialogue and tailoring of information materials to suit donor needs, leading to increased donor ownership of the Delivering as One initiative. UN partnership with the media was strengthened through capacity-building initiatives, including hosting information briefings for editors and informal gatherings between media and heads of agencies, establishing and supporting community radio stations, and collaborating with journalism institutes to develop curricula.

Delivering as One pilots 2009 communication workshop

Communication specialists from the Delivering as One pilot countries held a workshop in New York in Decem-

ber 2009 to discuss their progress, challenges and lessons learned in applying joint strategic communication to speak with one voice on issues (read the workshop report: www.undg.org/pilotcomswkshp). The pilots agreed that joint communication, when done correctly,

Kim Bolduc
RC, Panama

“Leadership in our complex UN missions and teams is about vision, passion and courage. It’s about believing in justice and equal rights, while fighting against cynicism and indifference, with commitment and dedication. It’s about taking action, even under difficult circumstances, to care for people in need, putting resources and technology at the service of communities in a sustainable way, while convincing decision makers of the necessity to improve the way we currently manage the world.”



AFGHANISTAN: JOINT COMMUNICATION CAMPAIGN

In 2009, the UN experienced its most challenging year since the fall of the Taliban in 2001. It was marked by a sharp rise in security incidents and by the first direct and large-scale attack against the UN in Afghanistan. At a critical time, when access by the UN was shrinking and when the UN reputation had been damaged following its involvement in contested elections, it was all the more important to remind Afghans that the UN remained present in Afghanistan to deliver services. Joint communication was one of UN Afghanistan's highest priorities in 2009.

The Resident Coordinator's office collaborated with the UN Assistance Mission in Afghanistan and designed a joint communication campaign to feature the humanitarian and development work carried out by the UN in Afghanistan. The aim was to increase awareness of UN work in the country and to promote peace. The UN country team launched a large-scale radio and television campaign featuring the role of the United Nations in Afghanistan, which was aired twice over a 22-day period in three local languages on three national TV and radio channels. Under the theme "I work for the UN, I work for Afghanistan," UN national staff discussed their work while beneficiaries explained how UN interventions had changed their lives for the better (<http://www.youtube.com/unamatv>). Although there was no hard evidence that the campaign changed public perception of the UN, it helped to miti-



gate the impact of the UN's political crisis. The country team launched additional strategic outreach activities throughout the year. Staff from most agencies met with students at Kabul University, where they raised awareness of the role of the UN, of the assistance their agencies provide to Afghans, and of the values and principles of humanitarian action and development. These joint outreach activities revealed that the UN was still seen as an honest broker at the local level and that Afghans expected the UN to advocate with the Government to protect their rights.

delivers clear benefits for the UN system and individual agencies through a more strategic and results-oriented approach.

The pilots identified the advantages and changes from coordinating communication activities in a more strategic way. A joint and integrated communication strategy supports the One Programme (or joint programming in non-pilot countries) and policy advocacy while also demonstrating results, explaining the work of the UN and supporting resource mobilization. A joint communications team or a UN Communications Group with the right skills play a critical role in enabling UN country teams to communicate more strategically and effectively. Some pilots noted they are shifting from limited human resources for communication to addressing

capacity gaps and adding capability. On the important issue of funding, pilots have increased financing for communication and are integrating communication in country resource mobilization frameworks; joint communication focused on reporting on development results increased visibility for donors. A common visual identity based on the UN emblem helped foster perceptions of a coherent UN system working to support development at the country level, while active external communication has increased the visibility and image of the UN system to show that it is Delivering as One. The pilots concurred that monitoring and evaluation of joint communication is improving, but still needs more work.



The UN Development Group, UN Communications Group and DOCO convened a workshop for communications staff from the Delivering as One pilots from 14–18 December 2009 in New York. (Photo/Daisy Leoncio)

Challenges and recommendations

In communicating as one, country teams have found that they can have a bigger impact through joint messaging and using joint advocacy to convey the UN system's views on key issues.

An increasing number of countries describe joint communication as a nexus of all its activities. The country team in Uruguay, for example, observed that communication is an essential component of the change management process and is a core function of what the UN does as an advocate for policies and global norms. To maximize the potential of joint communication, priorities must be clearly established, which in turn will encourage all members to strengthen their commitments to it. Leadership is also lacking on who should take the lead in setting up the local UN Communications Group and make executive decisions about its structure and funding.

In 2011, the UN system and UN country teams must prioritize joint strategic communication while communication specialists must share their knowledge and expertise—or seek it out—by regularly interacting with one another in a more structured way. UN country teams pursuing the Delivering as One approach should establish a strong UN Communications Group with a

commitment of staff time and resources for joint work, with commensurate accountability, incentives and reporting lines. In order to support these efforts, Resident Coordinator offices should have a communications specialist at the professional level or recruit and train for communication expertise and experience. However, all of this is only possible if there is leadership buy-in. Resident Coordinator and UN country team leadership, commitment and agreement on communication priorities are essential to drive UN reform forward, inspire action and catalyse change.



Olusegun Obasanjo (left), United Nations Special Envoy of the Secretary-General for peace in the Great Lakes Region, accompanied by Liberata Mulamula (right), Head of International Conference on the Great Lakes Region, flies in by helicopter to the area near the Ugandan border. (UN Photo/Marie Frechon)

CHAPTER THREE

COMMON COUNTRY PROGRAMMING

The General Assembly has identified the United Nations Development Assistance Framework (UNDAF) as the main tool for UN country teams' engagement with Governments and national partners. The UNDAF ensures that UN development activities are aligned with nationally defined priorities and undertaken through the lens of international standards and norms. Providing the strategic direction for UN activities in a given country, the UNDAF is also the basis for the negotiating and convening power of the Resident Coordinators and UN country teams, making it essential for coherence and effectiveness.

Through the UNDAF, Resident Coordinators and country teams engage partners in a common vision and shared goals that improve coherence and increase aid effectiveness. This approach has led to more inclusive partnerships based on national ownership, transparency and mutual accountability and to a better appreciation of the UN's comparative advantages. Moreover, strategically focused UNDAFs provide feasible, measurable results over their five-year cycle while progress reports contain material for communications and advocacy to showcase how the UN's contribution is addressing national priorities.

EFFORTS TO STRENGTHEN UN COUNTRY TEAM CAPACITY FOR QUALITY UNDAFs

The quality of the UNDAF is paramount, and Member States have urged the undg to make it more user-friendly and flexible. Similarly, in their past reports, Resident Coordinators have remarked on the varying quality of UNDAFs, identifying a need for better and more systematic support through process. This includes offering direct technical assistance to build the capacity of UN country teams while strengthening other support mechanisms at the regional and global levels. UN country teams also urged the undg to simplify the UNDAF process. Its complexity and inflexibility have at times made it difficult for them to align closely with national planning processes and to guarantee the flexibility needed in changing environments, such as in post-conflict countries.

In response, the undg has produced guidelines and training to simplify common country programming and to improve the strategic positioning of the UNDAF at the country level. These simplified guidelines aim at providing higher quality for the next generation of UNDAFs and a better leadership tool for Resident Coordinators and country teams.

As a result of this new guidance, the country teams developing new UNDAFs now will be better equipped to develop high-quality programmes in support of national priorities. The simplified guidelines feature four main mandatory steps: a roadmap; country analysis; strategic planning; and monitoring and evaluation. UN country teams can take each step in a flexible manner that is most relevant to the national context.

The undg also developed voluntary guidance in 2009 on how to elaborate and carry out an UNDAF Action Plan which is results-oriented. Similarly, new guidelines



Primary school children in class in Harar, Ethiopia. (UN Photo/Eskinder Debebe)

for producing progress reports aim to foster greater mutual accountability, transparency and operational coherence among partners. They set minimum standards for country teams to follow in conducting annual reviews, in collaboration with the Government, and reporting progress through accepted monitoring and evaluation mechanisms. They also provide checks and balances for national authorities, the UN country teams and partners to regularly adjust the UNDAF to ensure that it continues to respond closely to national priorities and challenges.

Guided by the following, the UNDAF puts national counterparts in the driver's seat:

1. **National ownership**, meaning government leadership that is inclusive of all stakeholders at all stages of the process, particularly in setting the agenda;
2. **Alignment with national development priorities, systems and programming cycles**;
3. **Inclusiveness** of the UN system, with full involvement of specialized and non-resident agencies as well as development partners;
4. **Mutual accountability and transparency** among all partners; and
5. **Integration** of the five programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management and capacity development) tailored to the country context.

This chapter focuses on the ways in which each of these aspects of the UNDAF is applied.

1. NATIONAL OWNERSHIP

The annual reports for 2009 suggest a continuous trend towards greater alignment between UNDAFs and na-

tional priorities and national development cycles. UN country teams are increasingly reporting greater government and stakeholder leadership and ownership of development goals during all phases of the UNDAF process. There is a growing understanding among partners that the UN is well placed to play a stronger leadership and coordination role on issues that require a common approach.

These trends are also visible in countries that are using annual and intra-cycle reviews. For example, Ethiopia, Egypt, Iraq, Malawi, Uruguay and Zambia used their reviews as an opportunity to reinforce national ownership, with Governments taking the lead in organizing the process and steering the UN response to lessons learned. It also helped them to revisit the monitoring and evaluation system, revise UNDAF indicators and incorporate national priorities that emerged after the UNDAF had originally been developed.

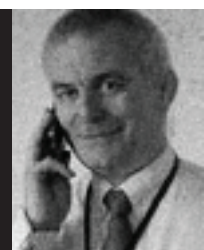
For these countries, this was the first step towards conducting an end-of-cycle evaluation, the results of which will be fed into the development of their next UNDAF. Overall, these mid-term reviews concluded that the UN needs to focus better on what it can contribute to the national development process based on its comparative advantages and that UN country teams should improve their internal and external communications with stakeholders.

2. ALIGNMENT WITH NATIONAL DEVELOPMENT PRIORITIES, SYSTEMS AND PROGRAMMING CYCLES

UN country teams are required to align the UNDAF to national priorities and their planning cycles to those of national governments; however, a consistent problem reported by Resident Coordinators and UN country

"I subscribe to the motto: 'To lead is to serve.' To me, leadership begins with having a joint purpose that we all wish to serve. The first step for a leader is always to have that joint purpose recognized and defined; the next step is to get organized to do that effectively. A leader needs to get everyone involved to know which role they can play."

Knut Ostby
RC, Fiji



teams was the slow pace at which agency headquarters and their governing bodies approve their country programmes. The best solution to this bottleneck is for agencies to streamline their procedures. In the meantime, creative leadership at the country level has led to ad hoc solutions, such as timing the UNDAF cycle to start one year into the Government's cycle so that there is an element of synchronicity. This means that UNDAF implementation would begin one year after the start of the national development cycle, thereby guaranteeing full programme alignment.

In many countries, other development partners are bigger players than the United Nations in terms of funding, which can cause Governments to consider the UN a low priority. This perception reinforces the need for inspired leadership by Resident Coordinators who can build a team to bring out the best aspects of the UN system and better leverage the system's convening power and assets.

3. INCLUSIVENESS OF THE UN SYSTEM

Resident Coordinators report that the country programming process is becoming increasingly inclusive, broadening the range of partners involved. This includes UN agencies that do not have a permanent presence in a country (non-resident agencies). In January 2009, the undg approved the Non-Resident Agency Work Plan (2009-2011) to improve the engagement of non-resident agencies in country-level development work.

One of the key goals of the Work Plan is to integrate non-resident-agency issues more closely into undg common operational and support mechanisms, such as:

- Closer engagement of the Regional undg Team to support country programming processes;

- The integration of non-resident-agency issues into training in the Resident Coordinator development system (such as Resident Coordinator induction programmes); and
- Institutionalizing Resident Coordinator accountability for engagement of non-resident agencies at the country level through performance appraisal.

Evidence from Cape Verde, the Libyan Arab Jamahiriya, Pakistan, Serbia and Zambia suggests that non-resident agencies are, indeed, adding value to the UN development system at the national level, including through greater engagement in the country analysis and development of the UNDAF.

4. MUTUAL ACCOUNTABILITY AND TRANSPARENCY

The concepts of mutual accountability and transparency are closely linked to managing for results. Mutual accountability infers that the providers and recipients of aid are accountable not only to their respective publics but also to the commitments made to one another for the use of resources to achieve results. Effective mutual accountability for aid entails identifying, monitoring and meeting reciprocal commitments on its delivery and use. As a neutral partner, the UN system is uniquely positioned to strengthen national capacities and effective mechanisms for mutual accountability and transparency.

For the United Nations, the Management and Accountability System provides a clear framework in which undp management of the Resident Coordinator system, on behalf of the system, and the mutual accountability of the UN development system for development results can be exercised effectively. The Management and Accountability System also outlines the roles and responsibilities for all relevant stakeholders in achieving the vision of the Resident Coordinator system.

UN country teams use results-based management principles and monitoring and evaluation mechanisms to ensure greater mutual accountability, such as conducting annual and mid-term reviews of UNDAF results and the implementation of aid-effectiveness commitments enshrined in the TCPR and the Paris Declaration. Governments have either directly driven these activities or have actively collaborated in them in Delivering as One pilot countries, including Cape Verde, Rwanda, the United Republic of Tanzania and Viet Nam and in other countries, such as Egypt, Indonesia, Lao People's Democratic Republic, Malawi and Mongolia.

Quality support and assurance

In 2009, the UNDG took steps to assess and bolster support to UN country teams in designing effective UNDAFs that address national priorities. The Management and Accountability Framework delineated the roles and responsibilities of the regional UNDG teams, the UN System Staff College, and DOCO in managing the quality support and assurance mechanism for UNDAF design, implementation and monitoring and evaluation.

The expanded membership of the regional UNDG teams—teams located in six regions that provide leadership, strategic guidance and support to Resident Coordinators and UN country teams for the achievement of country-level results—has increased the participation of UN agencies and significantly broadened the range of expertise available to country teams during UNDAF preparation.

Reporting

The leadership of UN country teams and the quality of UNDAFs hinge heavily on the feedback and lessons learned from reporting. Over the last 10 years, UN country teams have tried numerous ways of monitoring and evaluating their UNDAFs and have identified the need

for standard guidance and good practices.

Member States have also called for a standard operational format for reporting on UNDAF results to ensure greater accountability and transparency and to reduce transaction costs and the administrative burden to Governments. A UNDG handbook on results-based monitoring is scheduled to be issued in the third quarter of 2010. A major challenge, however, is to harmonize agency-specific reporting requirements for UNDAF progress reports to minimize duplication and to reduce transaction costs.

Country Examples

Georgia: Formulating the UNDAF in the context of a middle-income country

In keeping with TCPR and aid-effectiveness principles, UN development cooperation is moving upstream to the strategic policy level in terms of its country role and involvement. This is especially pertinent in middle-income countries, where emerging economies offer better services to their populations yet entrenched development issues, such as poverty, persist. In Georgia, for example, the UN country team developed a strategic policy-level UNDAF in 2009 based on a concise review of the UNDAF 2006-2010 and a rapid country analysis through the lens of a middle-income country. At its June 2009 UNDAF design workshop, the Government, the UN and other stakeholders reached consensus on three strategic thematic areas for UN support: poverty reduction, democratic development and disaster risk reduction. Three theme groups were formed that include representatives from different government offices, UN staff and civil society organizations. Between June 2009 and February 2010, the theme groups met regularly to develop the contents of the UNDAF and the country team served as the steering committee for the process. DOCO, regional UNDG teams and the regional Peer Support Group played an instrumental quality-assurance role at every stage of the UNDAF process to frame the UNDAF within the middle-income-country context. On the initia-

Lenni Montiel
RC, Turkmenistan

"Connecting, not simply communicating, is the key. With integrity. Being available to all. Listening to colleagues genuinely, empowering them and doing things patiently with them. That's what persuades colleagues to share a vision, to trust and to be inspired to achieve things they didn't think possible otherwise. Connecting creates enjoyable experiences, allowing colleagues to live and work with positive energy and ready to go for the so much needed extra miles in our development work."



tive of the new Resident Coordinator in December 2009, Georgia became one of the first countries to develop an UNDAF with a middle-income-country focus, using the newly issued 2010 UNDAF guidelines and simplified results and monitoring and evaluation framework.

Iraq: Designing an UNDAF in a post-crisis country

In 2009, the UN country team continued the transition from the shorter-term UN Assistance Strategy (2008-2010) towards longer-term support that will be embodied in the UNDAF (2011-2014). A mid-term review of the 2008-2010 assistance strategy was held in Baghdad in June 2009 and resulted in an updated version of the document with a performance monitoring framework. It was the starting point for the new UNDAF process and acted as an introductory session for high-level counterparts from the Government, partners and civil society.

As a result of the government leadership working with the UN, the UNDAF (2011-2014) is now aligned with the National Development Plan (2010-2014).



Ad Melkert, Special Representative of the Secretary-General for Iraq, speaks with election officials on the day of Iraq's parliamentary elections. (UN Photo/Rick Bajornas)

Challenges and recommendations

Bolster agency commitment to reform. The harmonization of individual agency rules, procedures and business practices will remove a major challenge to the

reform effort. Agencies could provide options to their respective governing bodies for streamlining reporting procedures and examining the possibilities of joint reporting on UNDAF-related work. This would greatly advance system-wide harmonization at the headquarters level. Programming tools and the approval process for country programme documents also need to be streamlined.

Agency headquarters must be more flexible in harmonizing and simplifying procedures, guidelines and practices. Sustaining momentum for UN reform at the country level requires more support from executive-level decision makers both at the regional and headquarters levels.

Improve UNDAF support services. UN country teams need more support for the preparation of the new UNDAF cycle, including the training of programme staff and improved financial support. This could include on-time/on-demand technical assistance, readily available resource people and facilitators, and a well-archived and accessible information management system.

In practice, this means regional undg teams and headquarters need to improve their knowledge-management systems and to provide staff with the right capacities to guide the UNDAF process.

In 2011, the role of the regional undg teams and peer support groups as well as of the support that they can provide to the country teams will be refined. Regional Directors are now more engaged in the whole range of country contexts, especially during UNDAF preparation and implementation, to promote disciplined priority-setting that ensures alignment between national priorities and the UN's comparative advantages.

Broaden opportunities for funding. A quality UNDAF and greater coherence are labour-intensive and costly, requiring predictable, stable, multi-year funding. Options for funding need to be broadened.

Sharpen the focus on results-based monitoring and monitoring and evaluation, which remain very weak links. It is important to keep the monitoring and evaluation reporting format consistent while organizing workshops and learning events (including case studies) on best practices. The creation of an expert roster for UNDAF monitoring and evaluation will also be useful. Monitoring and evaluation frameworks and compliance guidelines should be established for all new funding mechanisms before they are launched at the field level.

5. INTEGRATION OF THE FIVE PROGRAMMING PRINCIPLES

In February 2007, the UNDG endorsed five cross-cutting programming principles, identified as crucial to developing better-quality UNDAFs. They are:

- The human rights-based approach;
- Gender equality;
- Environmental sustainability;
- Capacity development; and
- Results-based management.

The UNDG stated that all five are necessary for effective UN-supported country programming and must balance the pursuit of international norms and standards with the achievement of national development priorities. The principles bring value to country analysis, strategic planning, and monitoring and evaluation. They also help to identify possible strategies and programme responses.

In 2009, many UN country teams asked for clarification on the origin and complementarities of the principles as well as a more coherent training approach covering them. In response, the UNDG developed the guidance note on the application of the programming principles

to the UNDAF, a conceptual framework on how the principles complement one another, <http://www.undg.org/docs/11190/UNDAF-Guidance-Principles.pdf>. The guidance note supports their application during the four main steps of the UNDAF process. In addition, a training package on designing a new UNDAF based on the guidance note was developed and rolled out in 2010.

The principles touch on issues that inspired many UN staff to join the organization, while Resident Coordinators have used them to motivate country teams to work together, applying their collective but separate comparative advantages. They also embody issues that other stakeholders can and do relate to, allowing UN country teams to pool funds and help agencies to work together. Their commonality can lead to shared programming and funding and provide moral and practical incentives for agencies to cooperate.

Several countries have demonstrated the positive impact of mainstreaming these principles, including Cambodia and Tajikistan on capacity development, Botswana and Turkmenistan on environmental sustainability, Rwanda and Ukraine on the human rights-based approach and Guatemala on gender equality.

In the following section, a closer examination is provided of three of these cross-cutting principles:

- A. Capacity development;
- B. Human rights; and
- C. Gender.

The principles of results-based management and environmental sustainability will be focus of future reports.

A. Capacity development

Capacity development is critical to the achievement of the MDGs and other international and national

Magdy Martínez-Solimán
RC, Mexico

"A good leader is someone who listens, reads, and only then makes decisions—fair decisions. Decision-making is inspired in values: it applies what we stand for, to problem-solving. A leader has a vision in mind that is shared by others. A good leader is not a lone ranger but a team leader. Leadership means getting somewhere great with a maximum of support, and getting the maximum of support for change."



development targets. The UN development system has defined “capacity development” as a core function and contribution and as integral to the support that UN country teams provide to national partners. The UNDG has agreed on a common approach to capacity development and has articulated the role of UN country teams in its 2006 joint position paper. Throughout this process, UN country teams work to support capacities of central and local governments and social partners to lead, manage, achieve and account for their own national development priorities.

with desk reviews and policy and operational documents and, in some instances, in-country support. In 2009, for example, the Task Team supported Argentina, Azerbaijan, Belarus, Belize, Guatemala, Thailand, the United Republic of Tanzania and Uzbekistan. In many countries, such as Tajikistan, Turkmenistan and Uzbekistan, the UN country teams went on to support the integration of capacity development into the common programme documents and common programme action plans.

Supporting national capacity development

The UN development system aims to improve the resilience of States and social institutions to the effects of global shocks. UN country teams provide upstream advice to Governments that are faced with policy choices, institutional reforms, and investment decisions. In this way, national capacity is strengthened, resulting in people and institutions that are able to perform more effectively and consistently and with a flexibility that allows them to adapt.

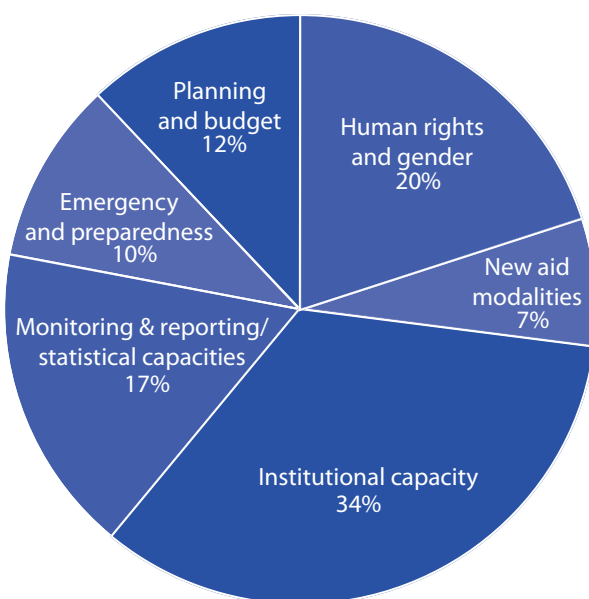
The UN country team in Mauritania, for example, developed a plan to strengthen national monitoring and evaluation. The country team in Niger drew up a common plan on strengthening national capacities, and, in Liberia, the UN supported the development of a ten-year National Capacity Development Strategy covering all sectors (see graph on next page).

Trends and progress

The 2009 Resident Coordinator reports indicate that an increasing number of UN country teams are pursuing a more systematic and comprehensive approach to capacity development. Sixty-nine UN country teams reported pursuing a coordinated approach towards capacity development, with regular coordination meetings or by developing a common action plan on capacity development. The Asia and Pacific region had the highest proportion, with 74 per cent of UN country teams indicating a coordinated approach.

The UNDG Capacity Development Task Team, through a core of regional advisers, supported UN country teams in integrating capacity development into their UNDAFs

Areas of UNCT support in capacity development



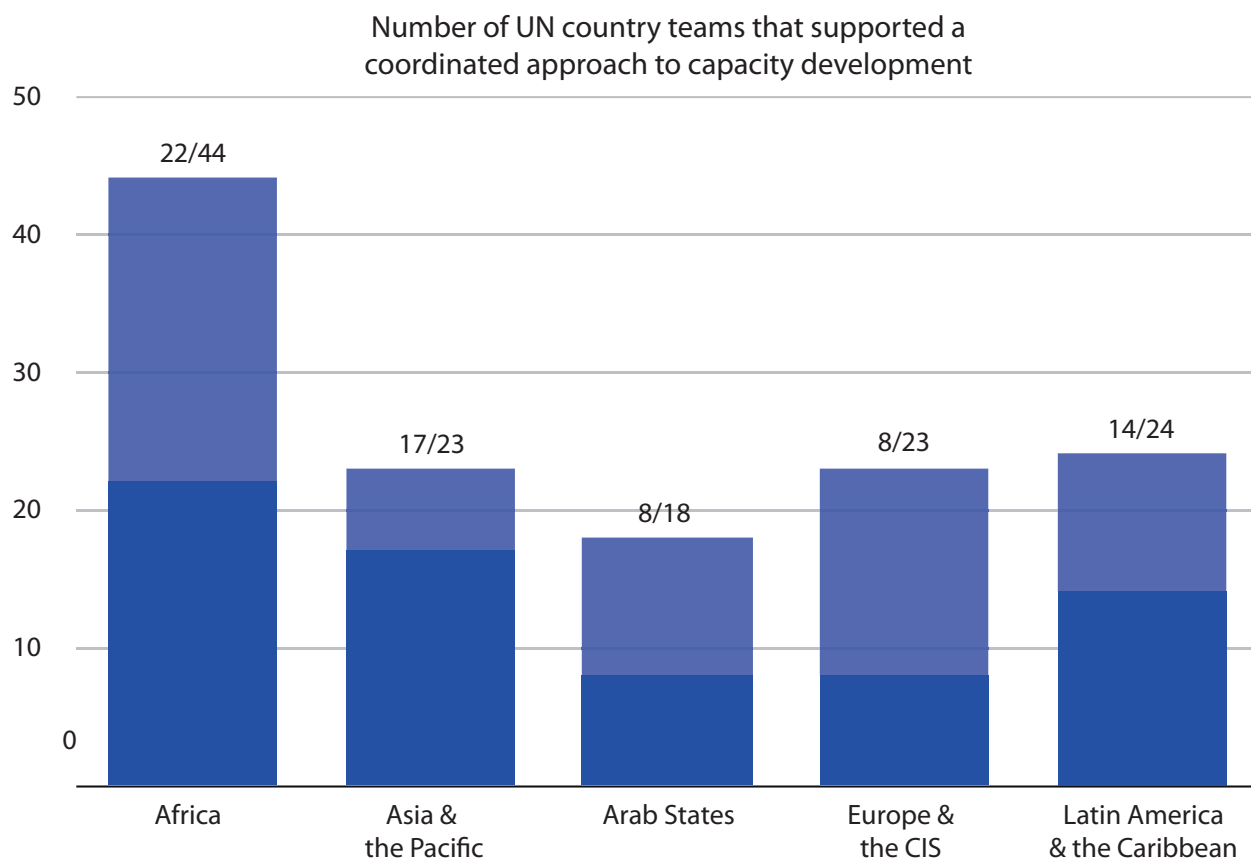
The 2009 Resident Coordinator annual reports show a wide variety of areas in which UN country teams were engaged in capacity development, including new aid modalities, human-rights mechanisms, disaster preparedness, and national planning and budgeting capacities.

More than 20 UN country teams, including those in Azerbaijan, Fiji, Guinea, Jordan and Swaziland, supported the improvement of national statistical and monitoring and evaluation capacities. In Bosnia and Herzegovina, the Democratic Republic of the Congo and Nepal, among others, the country teams provided support to the Government in preparing the national census. In Bhutan, UN agencies assisted internal auditors through

"The UN, with its universal membership, its convening role, its perceived neutrality, and the idealism that characterized the writing of its charter and the development of its mission, has a special role to play. That role is to provide global leadership for development."

*—Helen Clark,
Chair of the UN Development Group*





an annual audit conference, where field experiences were shared with the internal auditors of all ministries.

Country Examples

Bosnia and Herzegovina: Building capacities for strategic planning and public policies

The UN country team is helping to build the Government's capacity for strategic planning and establishing public policies. Examples include support to the national Mine Action Centre and local municipal strategic planning; the management of environmental hot spots; three government statistical agencies (including preparatory work for a national census); health authorities; capacity-building for the management of disaster risk reduction and for pandemic-preparedness planning; and capacity development for the protection of cultural and natural properties.

Some of the tangible outcomes are as follows: the national Mine Action Centre now operates completely inde-

pendently from external support (both institutionally and financially) and a central coordinating operational centre for disaster risk management is now operational, including the preparation and passage of required legislation. Furthermore, joint efforts by UNDP, UNHCR and UNICEF have resulted in a revised returns strategy, including approval in Parliament, focusing on socio-economic aspects and resulting in much higher levels of sustainability of returnees to the country.

Cambodia: Capacity development for gender mainstreaming

Women in Cambodia face significant challenges to their well-being and dignity. Gender inequalities are evident in women's relatively poor access to essential services in health, education and justice, and in the high rates of maternal mortality, low levels of adult female literacy and limited legal protection, particularly in rural areas.

Facing a lack of enabling policy framework and effective mechanisms to promote gender equality, a lack of awareness and very low capacity to mainstream gender, through the programme, “Cambodia’s Partnerships for Gender Equality”, UNDP carried out joint activities and/or co-financed activities with ILO, ITC, UNFPA, UNIFEM, GTZ and JICA. This programme enabled cooperation with Cambodian NGOs to support the Ministry of Women’s Affairs to mainstream gender into national development plans and strategies. A second Cambodia Gender Assessment has been published along with separate policy briefs with sector-specific recommendations. Opportunities for capacity development were provided throughout the process, contributing to strong ownership of the process and the end product.

There have been remarkable achievements in promoting women’s participation in public decision-making. The share of women in civil service has increased from 32 per cent in 2008 to 34 per cent in mid-2009. This increase is attributed to action plans and affirmative action, including the national guideline from the State Secretariat of Civil Service instituting a quota of 20 to 50 per cent women new recruits to the civil service. The approach taken for the partnership with the Ministry has been very comprehensive and long term. Senior international gender experts/policy advisers and national project officers were embedded in the Ministry and worked very closely with the Minister and senior government officials in the spirit of true partnership, allowing trust, respect and an enabling environment to develop.

Iraq: Strengthening national institutions and the social contract

Building on achievements made, the UN country team support in Iraq was extended to strengthen national institutions and the social contract between State and people and to achieve equitable human development as well as national and international development goals. The main instrument at the disposal of the UN country team is the undg Iraq Trust Fund (ITF), which is co-managed with

the World Bank. The undg ITF has proven itself an effective post-conflict instrument for the delivery of coordinated and strategically focused assistance to Iraq.

Kyrgyzstan: Legal empowerment of people living with HIV

The stigma of and discrimination against people living with or at risk of HIV are high among the general population in the country. A joint endeavour of UNDP, UNHCR, UNICEF, and several national actors and NGOs developed the capacity of the Adilet (“justice”) Legal Clinic, one of the few clinics to provide legal services to people living with HIV, drug users, sex workers and other high-risk groups. On the basis of the cases that it supports, Adilet also regularly monitors compliance with human rights requirements. A lawyer from the Adilet Legal Clinic set legal precedent in Kyrgyzstan by winning a case involving breach of confidentiality regarding a patient’s HIV-positive status. This was the first case of its kind in Central Asia and had social and economic ramifications that ultimately have far-reaching effects and set a legal precedent pertaining to HIV in Kyrgyzstan.

Liberia: Developing the ten-year national capacity development strategy

Limited institutional and technical capacity at the national and subnational levels is one of the main constraints to continued progress in the country’s development. Identified as an overarching national priority, it is critical for recovery, sustained economic growth and national reconciliation. To address this issue, after several years of preparation and consultations between the Government and the UN, the ten-year National Capacity Development Strategy, covering all sectors, was drawn up in 2009. In turn, the National Capacity Development Unit at the Ministry of Planning and Economic Affairs (MPEA) was established, financed by UNDP, to lead Liberia’s capacity development agenda. It promotes collaboration among partners active in all sectors, including public, private and civil society, and integrates MPEA planning activities to provide strategic,

Marta Ruedas

ASG/Deputy Special Coordinator of the Secretary-General/RC, Lebanon

“Leadership of the UN Country Team is a complicated dance; you have to know when to step forward and when to step back, depending on the partner and rhythm of the moment. Sometimes it’s all about guiding the team towards cohesion, sometimes it’s about ensuring that a particular line is held, and not dispersed among the many centrifugal tendencies of the Country Team. Sometimes it’s about encouraging discussion, sometimes about channeling it. In all, it’s an exercise in creative flexibility with a touch of steel. But it’s never boring.”





Women washing in the Nam Song river at dusk in Viangchan Province, Laos. (Getty Images/Bertrand Gardel)



coordinated leadership for capacity development at the national level.

Nepal: Contributing through the UNDAF to hard-earned peace and development gains

After a year of substantial progress in 2008, there were significant challenges in 2009 in the continued implementation of Nepal's Comprehensive Peace Agreement. Political instability, humanitarian challenges, severe drought, sustained high food prices, decline in agricultural production, unrest and the global economic crisis increased the number of people affected by high to severe food insecurity to 3.7 million Nepalese in 2009. Within this challenging transitional context, the UN country team delivered approximately \$227 million in development and humanitarian assistance in 2009 as part of the UNDAF (2008-2012). For example, UNDAF priority A, "Consolidating Peace", is aligned with the national goal of peacebuilding and covers UN support directly linked to the peace process. The focus is on constitution-building, elections, reintegration of conflict-affected children and ex-combatants, mine action, transitional justice, law enforcement and the participation and protection of women and children in the peace process. Under this UNDAF outcome, UN agencies executed their activities in close collaboration with the UN Mission in Nepal. A total of \$14.8 million was disbursed, resulting in strengthened national institutions, processes and initiatives to consolidate peace.

Building capacity in aid and development management

UN country teams worked closely with central and local governments in 2009 to improve the capacity of parliaments, civil society organizations and the private sector to take an active part in development policy. As impartial and trusted partners, UN country teams facilitated greater dialogue and supported negotiations for an effective division of labour among donors.

Many developing countries have developed aid infor-

mation management systems (AIMS) as a tool to improve the coordination of aid, increase its transparency, strengthen accountability and increase its contribution to development. However, the benefits from such systems have in many cases been less than expected and many systems have not been sustained in the longer term despite a considerable investment of time and finance by Governments and their development partners. Much expertise and experience exist within Governments, donors, AIMS contractors and civil society. UN country teams have a key role to play in convening these stakeholders and leveraging their expertise to increase the contribution of existing AIMS to reducing poverty and achieving MDGs/IADGs and provide effective support to countries that are about to develop such systems.

In some 80 countries, Resident Coordinators co-chaired government/donor coordination forums, making inclusive negotiations possible. Eighty UN country teams reported that they provided specialized support for capacity development in aid modalities and aid management. Particularly important in this respect was the strengthening of national capacities for designing, setting-up and effectively using the AIMS that are now in place in 62 countries.

Strengthening national leadership by supporting South-South cooperation

In the 2007 TCPR, the General Assembly specifically urged the UN system to support cooperation between developing countries. Such South-South cooperation demands initiative from Resident Coordinators to tap the UN system's global network for potential partners.

The 2009 annual reports show that many UN country teams, such as those in Chile, El Salvador, Namibia, the Republic of Moldova and Romania, are now actively supporting national governments in promoting South-South cooperation as a pillar for capacity development.

Several UN country teams supported South-South co-operation by facilitating conferences between countries, the exchange of information between Governments and civil society organizations, or the sharing of technical expertise between two or more countries.

Country Examples

Burundi: South-South cooperation to strengthen infrastructure and capacity to combat HIV and AIDS

Technical limitations and capacity gaps hinder the improvement of the national plan to prevent the transmission of HIV and care for people living with the virus. Burundi's "Strengthening Infrastructure and Capacity to Combat HIV and AIDS" initiative, a project of the India, Brazil and South Africa (IBSA) Trust Fund, was developed in partnership with Burundi's Ministry to Combat HIV/AIDS and the NGO Society of Women against Aids in Africa, Burundi Chapter. It is a joint UNFPA/UNDP programme in which UN participating agencies support operations, infrastructure improvements, policy enhancement, and the development of communications and prevention strategies. The initiative will last three years (2009-2011), with a total budget of over \$1 million. A centre for reproductive health and HIV prevention, testing and treatment has been built, furnished and equipped, which will provide families with health services that include prenatal care and family planning. A revised national plan to combat HIV is being developed that will benefit from best practices that have proven effective in India, Brazil and South Africa and that will supply Burundi experts with information and enable them to apply lessons learned to Burundi's reality and challenges. Workshops for exchanges of experiences between Brazilian and Burundian experts have permitted partners to identify what they can learn from one another and how to work jointly to develop an effective partnership to provide access to reproductive health and combat HIV in Burundi.

Fiji: Supporting the Pacific Conference on Human Face of the Global Economic Crisis

The Samoa and Fiji UN country teams worked closely with the Government of Vanuatu to help to prepare the Pacific Conference on the Human Face of the Global Economic Crisis, which took place on 10-12 February 2010 in Port Vila, Vanuatu. Through information-sharing and lessons from past crises, Conference participants identified a range of policy responses to mitigate the impact of the crisis more effectively. Armed with new knowledge of the issues, the countries committed themselves to protect vulnerable groups during the current and future crises.

São Tomé and Príncipe: Enhancing natural disaster preparedness

The country team provided technical support to a national delegation for a simulation exercise on natural disasters held in Maputo from 26 November to 4 December 2009. As a vital input to their national disaster preparedness, participants learned the essentials of political commitment and the need for community participation in the wake of disasters, including effective radio communication, response plans and standard operating procedures. Delegations from Angola, Madagascar, Malawi and Zimbabwe also attended this exercise, enabling an exchange of essential information for more effective preparedness.

Challenges and recommendations

The undg itself must nurture the capacity to support national capacity development. Increasing numbers of UN country teams are improving their abilities in this area as well as the abilities of Governments. However, despite improvements, only a minority of UN country teams possess a comprehensive strategy for capacity development.

UN country teams have identified gaps in their own capacity to address the issue. They often emphasize training activities to enhance skills of individuals, noting that capacity development entails a wide spectrum of activities.

Michele Falavigna
RC, Chad

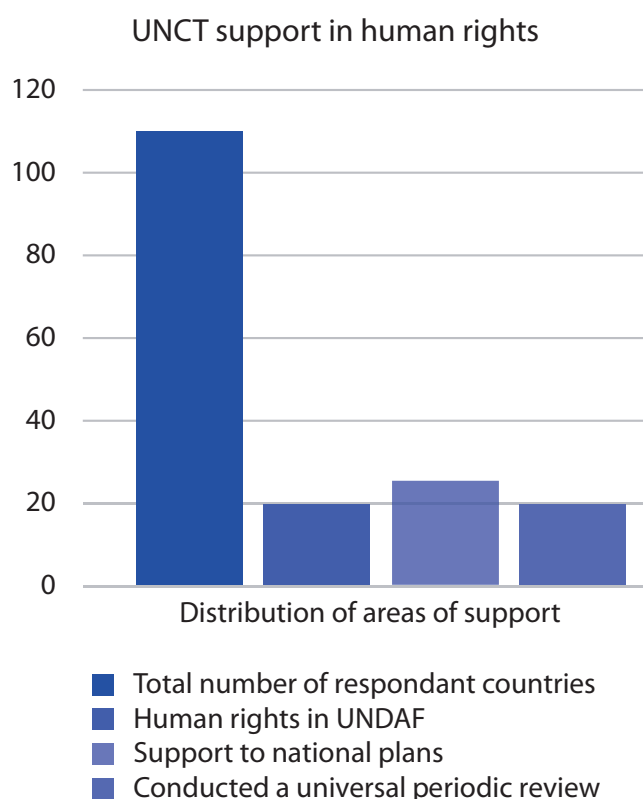
"The challenges in front of us are a source of concerns. But we have the strength of One System behind us, saving lives, ensuring respect of human rights, protecting the most vulnerable, ensuring decent jobs, pushing gender to the center of our priorities—these are the measures of our strength and what could change the world, by working together."



B. Human rights

Encouraging respect for human rights is enshrined in the UN Charter as a fundamental purpose of the United Nations. All organizations of the UN system share the commitment to human rights, the values and principles of which are set out in the Universal Declaration on Human Rights and the nine core international human rights treaties as well as other international instruments of the last 60 years.

At the end of 2009, the UNDG established a dedicated mechanism for mainstreaming human rights into UN operational activities. In 2009, 110 UN country teams provided support to partner Governments for human rights issues, including strengthening national protection systems, advocacy and high-level interaction with national governments and the integration of human rights into UNDAFs.



Advocacy efforts and high-level interaction with national governments

In Ecuador, Maldives, Mongolia and Papua New Guinea, the UN country teams supported the establishment or strengthening of national human rights institutions. In Samoa, Swaziland and Timor-Leste, the country teams also assisted national parliaments in their work on human rights issues.

Many country teams also supported the signature and ratification of international human rights treaties and assisted Governments with their reporting and implementation obligations. Supporting States take forward the recommendations from UN treaty bodies and special rapporteurs while the UN country teams incorporate universal periodic reviews more regularly into their activities.

Country Example

Egypt: Supporting the rights of persons with disabilities

Approximately one tenth of the world's population lives with a disability, and recent studies indicate that the number rises to 20 per cent for people living in poverty. Four UN agencies (ILO, UNDP, UNICEF and WHO) are working with the Government in a joint programme to ensure that national legislation is in full accordance with the UN Convention on the Rights of Persons with Disabilities. The joint programme focuses on working with government counterparts at the strategic policy level and on building the capacity of NGOs while at the same time developing a communication strategy with media professionals that promotes positive attitudes towards people with disabilities. The programme is also piloting relevant community projects, most notably through ICT-for-development approaches. In 2009, for example, an electronic library with audio and Braille prints was established for the visually impaired in the Cairo neighbourhood of Sayeda Zeina through a partnership between the Vodafone Foundation and the Al Noor Maghraby Foundation. Other initiatives



Young Salasaca Indians in Ambato, Ecuador. (UN Photo/Milton Grant)

under this joint programme will be rolled out in 2010 and will feature the development of a national disability action plan and the organization of workshops for media professionals.

Bringing the UNCT together on issues and activities, joint programming and thematic groups

Resident Coordinator and UN country team leadership is vital in bringing together the entire country team in the focus on human rights issues and activities. Country teams such as those in Indonesia, Pakistan, Sri Lanka, Uruguay and Venezuela all reported joint human rights programmes as part of their activities. Those in Azerbaijan, Haiti, Malaysia and Panama established thematic human-rights groups to improve cooperation to facilitate the mainstreaming of human rights issues into the

country team's work. In Uruguay, no less than 13 joint programmes (including on MDGs, governance and democracy, gender, poverty reduction and food security) incorporate the human rights-based approach. This has, among other things, helped to refine the focus of programmes to address the needs of those groups most excluded from the development process and the reasons behind their exclusion. It has also led to a stronger emphasis on accountability and the rule of law in addressing development issues.

Challenges and recommendations

The undg dedicated mechanism for mainstreaming human rights into UN operational activities was established to help to translate the UN commitment to this priority into practical, useful services and tools to sup-

Minh Pham
RC, Jamaica

"The key to leadership is the ability to unite multiple stakeholders under a shared vision; a vision that offers unparalleled value, is based on integrity and motivates a commitment to accomplish the tasks at hand. A good Resident Coordinator must be aware of his or her skills, as well as those of the team, and deploy them with emotional intelligence and efficiency to affect that shared vision."





"The empowerment of women and girls must be a top priority. That must include measures which reduce the burden of domestic activities and free women to generate income, care for their children, and send their girls to school; as well as offering broader political empowerment."

*-Helen Clark,
Chair of the UN Development Group*

port the UN country teams. Training material on the human rights-based approach has been developed and each new UNDAF benefits from this training. The mechanism will need to be strengthened in order to provide technical support and advice to country teams on the implementation of human rights standards and principles. Similarly, good practices and lessons learned on human rights mainstreaming need to be collected, analysed, documented and shared with UN country teams.

C. Gender

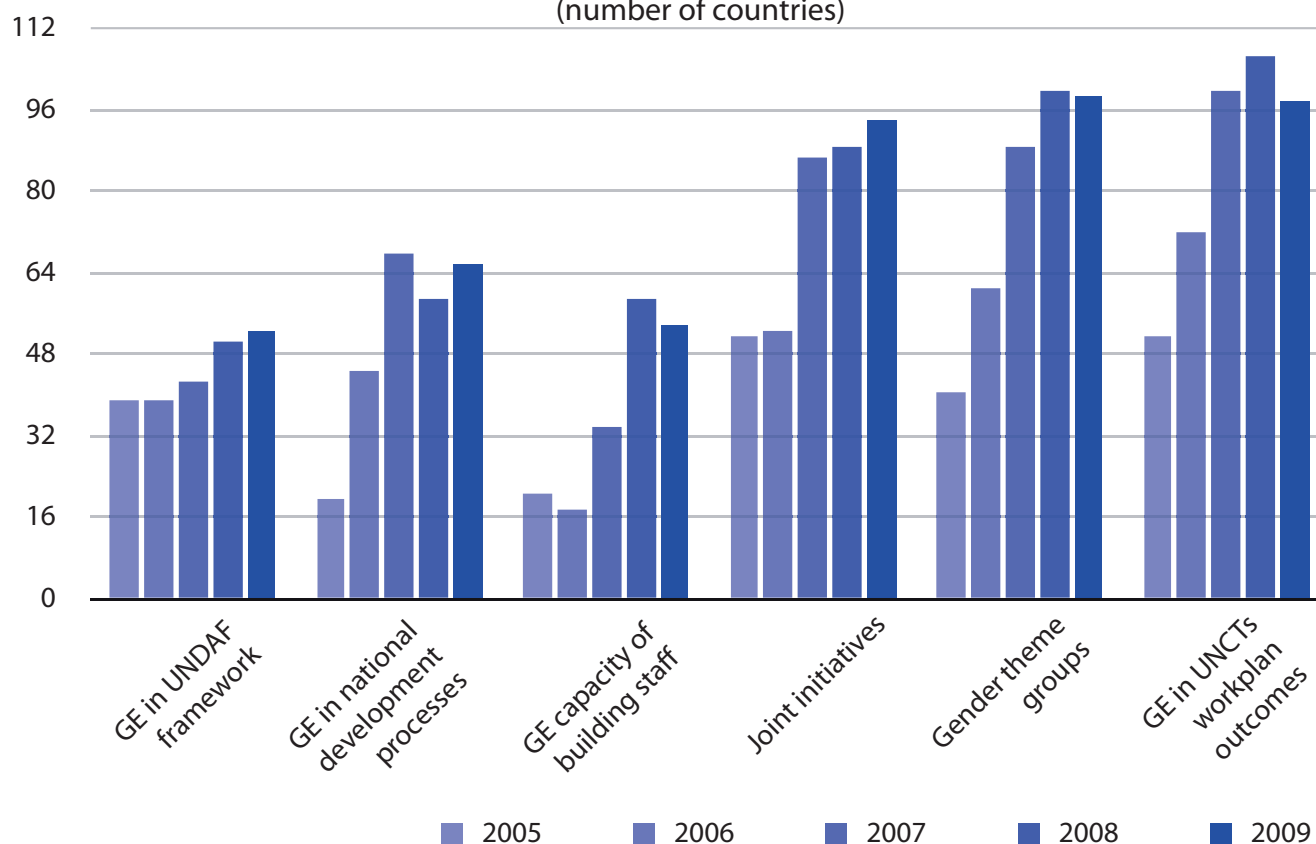
Gender equality and the empowerment of women is a goal in itself and a means for achieving all other MDGs. For instance, providing girls with education has a positive impact on improving child and maternal health as well as on increasing women's participation in economic and political activities. Women's health and empowerment contribute significantly to the well-being of children since women are still the primary agents of childcare around the world. Tackling the prevalence of

sexual and gender-based violence not only addresses a basic human right but also helps to reverse the spread of HIV/AIDS. The Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) provide comprehensive guidance for integrating gender perspectives effectively into the MDG framework.

As with the other MDGs, the achievement of gender equality and women's empowerment is dependent on effective government leadership and national ownership of development strategies. As called for by Member States in the 2004 and 2007 TCPRs, the UN development system is committed to supporting Member States to assist them to achieve their national priorities on this key issue.

Specifically, the TCPRs requested the UN system to pursue gender equality and the empowerment of women in all its country programmes in accordance with national development strategies. It was also tasked with improving institutional accountability mechanisms and

UN country teams reporting on gender equality initiatives
(number of countries)



including gender-equality results and gender-sensitive indicators in its strategic frameworks.

The following analysis is based on information from 123 Resident Coordinator annual reports. The first set of categories tracks support for gender equality and women's empowerment through UN and government processes and coordination mechanisms. This is followed by an analysis of specific areas of joint programmatic activity.

Trends and progress

The UNDG has tracked results since 2004, with reports continuing to show an overall positive trend towards stronger UN country team support for gender equality and the empowerment of women.

Key areas of progress in 2009 were as follows:

- The number of UNDAFs that contained references to gender equality and/or women's empowerment increased to 53, up from 41 in 2004;
- Ninety-eight UN country teams reflected gender equality or women's empowerment as a key element in their work plans compared to 49 in 2004;
- Ninety-four UN country teams reported on joint initiatives on gender equality, an increase from 43 in 2004;
- The number of gender theme groups reached 99 compared to 37 in 2004;
- Internal capacity-building initiatives for UN country teams numbered 54 compared to 24 in 2004.

Gender theme groups are increasingly effective bodies for promoting women's leadership and building coalitions to advocate for more equitable legal and policy environments. For example, in the Dominican Republic, the Gender Theme Group supported dialogue between government and civil society officials to further women's rights in the constitutional reform process. Gender theme groups also often play a role in assisting national women's machineries in the preparation

of targeted reports to the CEDAW committee, as well as translating its comments into legal reform, such as national strategies for gender equality.

Country Example

Senegal: Promoting the implementation of national strategy for equity and gender equality

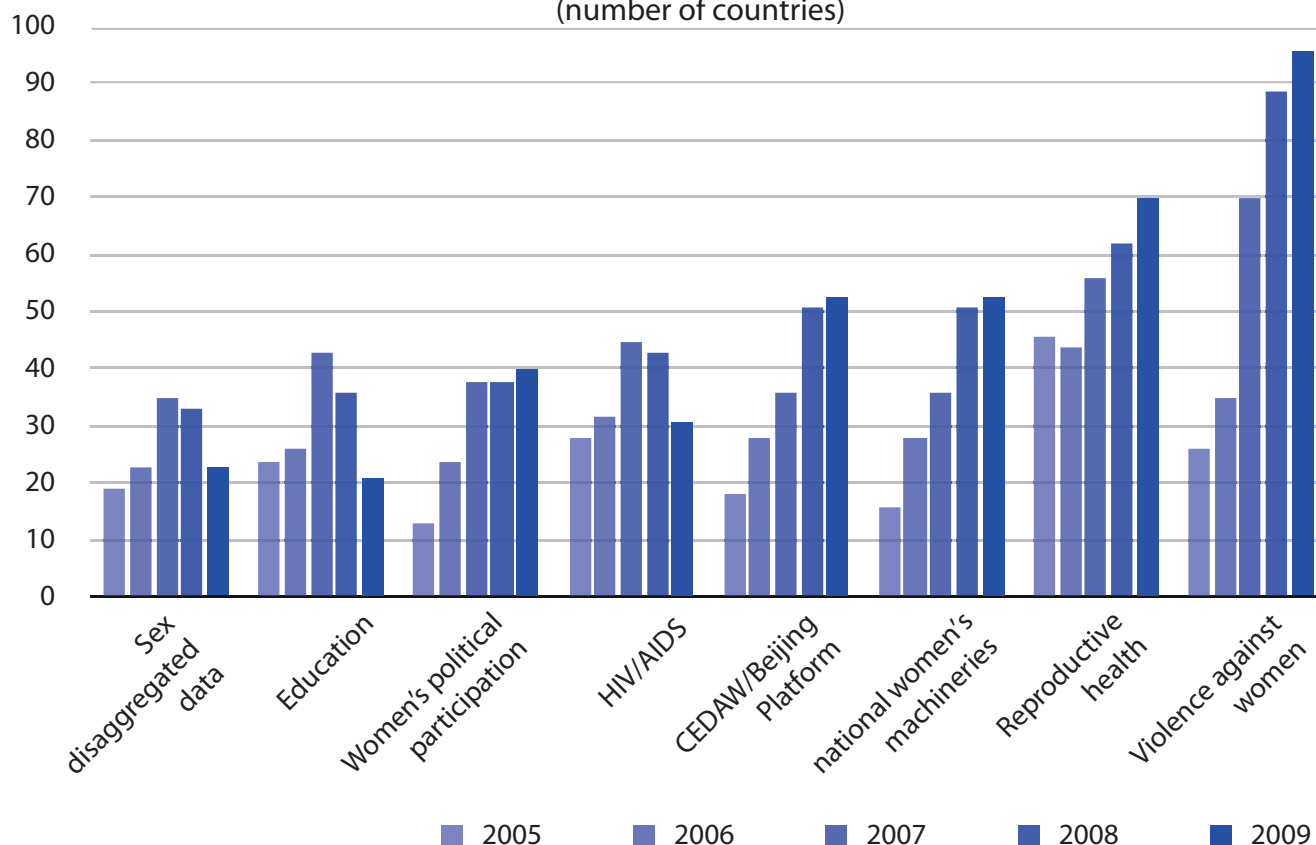
The UN country team Gender Theme Group, led by UNIFEM, supported the drawing up and implementation of the National Strategy for Equity and Gender Equality in Senegal and coordinated negotiations to establish a common funding mechanism. The Group also supported the launch of the National Observatory for Women's Rights, which is recording advances such as the adoption of a law strengthening the sanctions for gender-based abusers and giving human rights associations the ability to bring civil actions in cases of violence against women and girls.

Areas of support

The areas of joint gender-equality initiatives most frequently reported in 2009 include:

- Ending violence against women (96 joint initiatives compared to 28 in 2004). This increase is, in part, attributable to the Secretary-General's UNiTE to End Violence Against Women campaign;
- Assistance in implementing and/or reporting on the Beijing Platform of Action and/or CEDAW (53 examples compared to 21 in 2004);
- Strengthening reproductive health and reducing maternal mortality (70 examples compared to 37 in 2004);
- Capacity development support for national women's machinery (53 examples compared to 11 in 2004);
- Supporting women's empowerment in HIV/AIDS programmes (31 examples compared to 43 in 2008 and 34 in 2004). It would appear that explicit attention to the gender dimensions of HIV/AIDS has

Fig. 2: UN country team initiatives on gender equality by area of support
(number of countries)



decreased significantly—more than can be accounted for by changes in the reporting format; this is a troubling trend;

- Supporting girls' enrolment in primary school as well as building national capacity in education resources, such as promoting the Education for All initiative (21 compared to 36 in 2008 and 19 in 2004)¹;
- Strengthening the collection of sex-disaggregated data (23 examples compared to 33 in 2008 and 9 in 2004)².

1 This is another declining trajectory but it could reflect the reduced level of detail provided in 2009 reports. Many countries reported efforts to improve education although they did not report a specific gender focus.

2 Again, a decrease in reported support although there were a few examples that noted efforts to disaggregate data but not specifically by sex. It is unclear if efforts in this area are falling or if a more concise reporting format accounts for the reduction.

The UN can encourage effective leadership in the achievement of gender-equality goals by supporting women's political participation, which is also a key MDG target. Indeed, UN country teams reported that support in this area has quadrupled since 2004. As the Secretary-General recently indicated, the global target for women's political participation is 30 per cent yet the world average currently stands at 18 per cent, with only 27 countries meeting the MDG target. By strengthening their political participation, women's voices can strengthen accountability for national commitments to gender equality.

In 2009, the UN country team in Zambia supported government and civil society leaders in developing a 50/50 gender strategy for women's political participation shortly after the International Women's Colloquium held in Liberia in 2008. In Lesotho, the UN country

Moustapha Soumaré
DSRSG/RC, Liberia

"Achieving development goals is impossible without effective leadership and the latter is unthinkable without capable and committed staff. As manager, therefore, advancing staff capacity and providing conditions for optimizing their outputs have always been my priority. I have always believed in my staff and their ability to deliver. My task has been to facilitate the delivery by creating conditions for knowledge and skills development, and ensuring the proper application of these toward goals that have been determined collectively."



team promoted cohesion among women Members of Parliament by supporting the women's caucus, which encouraged women legislators—irrespective of political party affiliation—to form a united front to pass gender-sensitive legislation.

Country Examples

Albania: Promoting women's political participation

UNIFEM, UNICEF and UNDP partnered in promoting women's political participation—as candidates and as voters—with each organization focusing on its comparative advantage. UNIFEM drew on its long-standing relationships with women's groups and gender advocates within the Government to mobilize women and monitor the implementation of a 30 per cent quota for women candidates on party lists. UNICEF worked through Albania's system of youth parliaments to spread the message on the importance of women as candidates and voters. UNDP and UNIFEM worked together with journalists to promote fair media coverage of gender-equality issues and of women candidates. In the 2009 elections, the percentage of women in Parliament more than doubled from the previous elections, from 7 per cent to 16.4 per cent. These results will have powerful impacts on Albania long into the future. Not only are more women sitting in Parliament but the extensive outreach also helped to improve women's perceptions of the roles that they themselves play in their society.

Malawi: Supporting the increase of women in political positions

Under UNDP and UNFPA leadership, UN support was instrumental in strengthening the capacity of the Malawi Electoral Commission, which contributed to the success of the presidential and parliamentary elections in 2009. The UN worked with the Ministry of Gender to launch a 50/50 campaign to increase the number of women taking part in politics, with the immediate result that the percentage of women in Parliament rose from 14 to 22 per cent. Managed by UNDP, a trust fund of about \$21 million enabled

the Electoral Commission to register some 94 per cent of all eligible voters and to achieve a 74 per cent voter turnout on polling day, resulting in a free and credible election, applauded by both international observers and national monitors.

Challenges and recommendations

Ending violence against women has received increasing priority within the UN system, not least because of the Secretary-General's UNiTE to End Violence Against Women campaign; however, these powerful intentions need to be translated into tangible changes.

Challenges remain in achieving MDGs relating to girls' education, which is a cause for concern given the lack of attention that this has received in the reporting by UN country teams. Only 53 of the 171 countries with available data had achieved gender parity in primary and secondary education, with progress in secondary schooling particularly slow. In some regions, gaps are even widening yet only 21 UN country teams—a third fewer than the previous year—reported any initiative in this important area.

Efforts to reduce the spread and confront the impact of HIV must take into consideration the gender dimensions of the epidemic. For example, HIV infection affects the ability of girls to complete primary and secondary school and the burden of care most often falls to them when a parent is disabled by an AIDS-related illness. Again, there is concern about the decline in the number of UN country teams reporting initiatives in this area: from 43 in 2008 to only 31 in 2009. MDG5 on maternal mortality is the most off-track of all of the Goals; it is therefore a positive sign that there is growth in UN country-team reporting on support to reproductive health initiatives, including maternal mortality. Nonetheless, much more needs to be done if this Goal is to be met.



Girls studying at Attabari Elementary School in Sana'a, Yemen. (© UNESCO/Linda Shen)

Conclusion

These cross-cutting issues are not mere subsidiary or extraneous issues. On the contrary, they are some of the most critical challenges facing the world's people. Furthermore, they evoke the core of what the United Nations is about: the Charter, the Universal Declaration of Human Rights, and six decades of carefully structured and often hard-won international conventions and treaties.

Despite their importance, however, they could easily become casualties of a compartmentalized approach to development, with each agency and fund officially responsible for some parts of these issues—for example, gender, climate change or human rights—but

with no one agency on the ground actually having primary ownership of them. This is why they have been identified as the five core programming principles. It is in such circumstances that system-wide coherence comes into its own, equipping Resident Coordinators with pragmatic and inspirational tools for leadership, such as the UNDAF, thereby ensuring delivery on these vital issues.

Neal Walker
RC, Kyrgyzstan

"I think that you have to have a real passion and a real commitment for the UN to put up with the stress and the frustrations that go along with being a Resident Coordinator. But if you have that passion and commitment and you're able to generate a sense of mission and trust in the Office of the Resident Coordinator, then the sky's the limit."





Ibrahim Gambari, Joint Special Representative for the African Union-United Nations Hybrid Operation in Darfur (UNAMID), meets with local Sudanese sheikhs at Mornei Internally Displaced Persons (IDP) Camp in El Geneina, West Darfur. (UN Photo/Albert Gonzalez Farran)

CHAPTER FOUR

ENHANCING AID EFFECTIVENESS

Leaders from both the developing and developed countries face new challenges as the global and regional aid environment expands with new actors. Despite the economic downturn, and as the global and regional aid environment expands with new actors, aid remains an important instrument for financing development and the priorities set by the international development community remain constant. The momentum has grown from the end of 2008, building on the three major conferences that set the tone for accelerating change in 2009: the Third High-Level Forum on Aid Effectiveness (in Accra), the UN High-level Event on the MDGs (in New York), and the Follow-up International Conference on Financing for Development to Review the Implementation of the Monterrey Consensus (in Doha). UN Member States agree that to achieve the MDGs, the UN development system needs to provide more support to the effective management of development assistance.

The UN system has indeed made visible progress in improving the quality and impact of aid over the previous few years, as confirmed by the OECD 2008 *Survey on Monitoring the Paris Declaration: Making Aid More Effective by 2010*. Overall, UN country teams performed well in supporting national leadership of the development process as well as in aligning their assistance with national priorities and strategies. UN development assistance has become more predictable, and government budgets report such assistance more regularly.

UN country teams are also engaging more effectively in programme-based and sector-wide approaches and they increasingly conduct missions and analytical work collectively. The OECD survey also pointed out, however, that the country teams need to make better use of national systems, such as those for public financial management, procurement, and monitoring and evaluation, and further reduce the number of parallel project implementation units. The latter are dedicated management units designed to support the implementation of projects or programmes. If these are established outside, and therefore in parallel to, country institutions and structures, they tend to undermine national capacity development, distort public-sector salaries and diffuse accountability for development results.

This chapter examines how, in 2009, the UN system's drive for coherence fits into the global calls for aid coordination and effectiveness. Strong Resident Coordinator leadership is required to assert the UN's advantages and to capitalize on opportunities to make aid more effective and efficient. Through the creation of efficient tools and greater institutional capacity to plan effectively, the undg is committed to improving the effectiveness of its development programmes by ensuring that UN country teams:

- Align with national challenges and priorities through dialogue with government and other key partners;
- Focus undg activities in areas where the UN system has clear comparative advantages;
- Make effective, coordinated use of national, regional and global expertise within the UN development system;
- Maximize coherence by using the undaf as the primary strategic planning and programming framework for all UN specialized agencies, funds and programmes; and
- Maximize operational and administrative efficiency by harmonizing business practices and making effective use of common services.

AID COORDINATION

UN country teams continued to provide specialized support to central governments in 63 countries and made significant progress in extending their assistance to line ministries (52 countries), regional and local authorities (27 countries), and civil society organizations (18 countries). This led to more inclusive stakeholder dialogue and effective national ownership of the development process.

Country Examples

Ghana: Taking ownership of the national development process

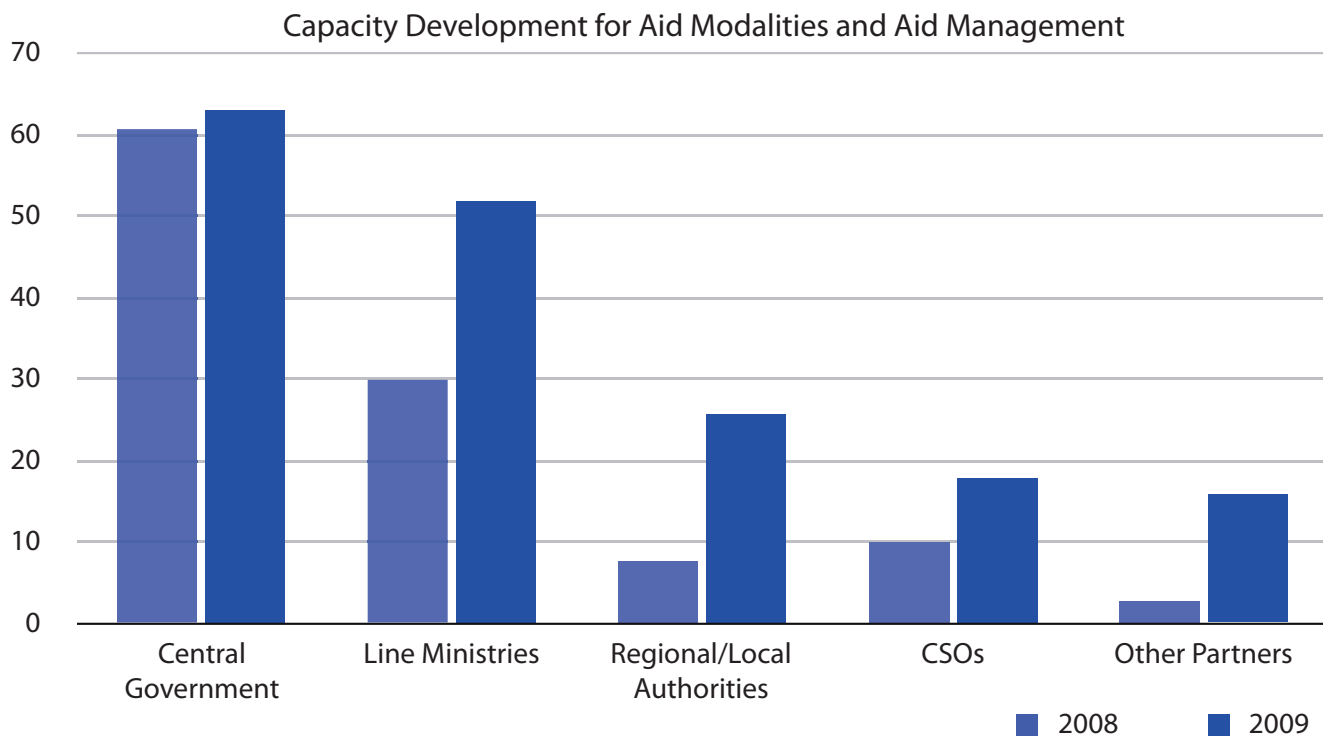
The UN country team, led by UNDP, provided advice for the development of a national aid policy and supported the Government's efforts to educate relevant officials on global commitments and how to apply this knowledge in their daily work. The UN played a pivotal role in establishing and supporting an effective Government-donor forum, which ensured that development partners contribute effectively to nationally defined priorities based on their respective comparative advantages. In Ghana, the donor community rallied behind a joint understanding of how to tackle HIV/AIDS and hunger in the country, critical for making accelerated progress towards achieving the MDGs.

Ukraine: Establishing an effective, sector-based aid coordination system

Under government leadership, the UN supported the drafting of the National Strategy for Attraction of International Aid 2009-2012. To ensure aid transparency and predictability, the UN provided advisory and technical support for establishing an international aid-information monitoring system. It also helped government representatives take part in regional consultations on the International Aid Transparency Initiative and international knowledge-sharing forums.

Yemen: Supporting the implementation of the Paris Declaration

In partnership with the World Bank, the Resident Coordinator co-chaired the country's development partners' forum, which provides a platform for effective aid coordination between the Government and the donor community. To support the implementation of the Paris Declaration on Aid Effectiveness, UNDP helped to draw up a national aid coordination policy and establish a development assistance database to track aid flows. This proved to be an important tool for the allocation of resources to the areas where progress needs to be accelerated.



LOCALIZING THE PARIS DECLARATION ON AID EFFECTIVENESS

In order to improve development effectiveness, aid must be adaptable to local needs. The 2008 Accra High Level Forum reviewed progress on implementing the 2005 Paris Declaration and called for country-based action plans to set out time-bound and monitorable proposals to achieve the targets of the Paris Declaration and Accra Agenda for Action by 2010. In endorsing the Agenda, ministers of developing and developed countries emphasized that ownership, alignment, harmonization of aid delivery, and the management of results and mutual accountability should be adapted to specific country contexts. Throughout 2009, many UN country teams supported Governments in adapting the Paris Principles to local needs and requirements. Each country used different means to translate the principles into local action, setting out joint commitments

and targets for improving aid effectiveness at the country or regional level.

Country Examples

Egypt: Helping to launch the Cairo Agenda for Action on Aid Effectiveness

The UN was instrumental in supporting the Government's launch of the Cairo Agenda for Action on Aid Effectiveness, which aims to build coherence among national and international development partners and to ensure development effectiveness in Egypt. The Agenda is intended to ensure government leadership of its development agenda, guiding partners on where to focus their bilateral and multilateral efforts.

The Agenda has four deliverables: (a) a nationally owned situation-analysis process; (b) the establishment of priorities based on that analysis; (c) the introduction of results-based management arrangements in the priority areas; and (d) the creation of lead institutions and focal points working with development partners.

Neil Buhne
RC, Sri Lanka

"To be a Resident Coordinator, and also a Humanitarian Coordinator, during a crisis, is a great privilege, but also a great responsibility. If you do your job well, the UN team will save lives. If you don't, lives can be lost and trust in the UN disappears. Key to effective leadership at such a time, is building an environment of trust and respect with the UN team—starting with RC/HC leading by example."



A photograph of a farmer in a field of wheat. The farmer is wearing a light-colored shirt and dark trousers, and is carrying a large bundle of harvested wheat stalks on their back. The field is filled with tall, golden wheat stalks, and the background is slightly blurred, showing more of the field and some green foliage. The lighting is warm, suggesting late afternoon or early morning.

“Leaders embraced the principle of global solidarity. That is why they dedicated more than \$1 trillion to help emerging economies through the crisis, and why they reaffirmed their aid commitments under the Millennium Development Goals, despite hard economic times. Each nation recognized that its own prosperity depends upon the economic health of the others. Acting in their enlightened self-interest, they began taking the steps to ensure that the poorest and most vulnerable nations do not disproportionately suffer.”

—Ban Ki-moon,
UN Secretary-General

These arrangements will form the basis for joint planning, monitoring, evaluation and reporting on Egypt's progress towards its development priorities. The Cairo Agenda implements the Accra Agenda for Action nationally but its objective is broader in that it will also identify development priorities for national and international partners and will inform government policy and resource allocation.

Indonesia: Localizing the Paris Declaration on Aid Effectiveness

Indonesia launched the Jakarta Commitment: Aid for Development Effectiveness, which aims to adapt the Paris Declaration to its specific needs. The Jakarta Commitment was created as a roadmap to help implement fundamental principles of the aid effectiveness agenda on a national level. As Indonesia became a middle-income country with foreign borrowings accounting for a mere five percent of its total spending, its relationships with its donors shifted from an aid model to a development partnership. The Jakarta Commitment is an official recognition of this changing relationship. The President signed and launched a new medium-term national development plan 2010-2014 in early 2010, which is the basis for the new United Nations Partnership for Development Framework (UNPDF) 2011-2015. In accordance with the priorities established between the Government and the country team, three focus areas form the pillars of the UN development partnership with Indonesia: (a) enhancing equity in access to benefits, services and economic opportunities for improved sustainable, productive and decent livelihoods; (b) promoting effective participation and protecting the rights of the poor and vulnerable; and (c) strengthening national and local resilience to climate change, threats, shocks and disasters. In line with the Jakarta Commitment, the UNPDF will fully support the Government's development objectives and integrate them into national programmes and associated arrangements for improving aid effectiveness. It will also support the development of national coordinating and programming mechanisms, especially at the sectoral and regional levels. Moreover, the arrangements will support progress in the use of national systems for implementation, management and monitoring, based on internationally recognized standards and good practices. Individual country programmes and project documents will

specify how they contribute to UNPDF objectives and will be aligned with the Jakarta Commitment. The implementation of the Jakarta Commitment is supported through technical assistance, sharing of international best practices and South-South exchange. In line with the Jakarta Commitment, specific coordination and harmonization mechanisms are being implemented for different national priority areas. The UN country team is committed to make use of these platforms and processes in order to strengthen joint programming and UN coherence based on national ownership. Indonesia also established coordinated donor funding through multi-donor trust funds for climate change and disaster risk reduction.

HARMONIZED APPROACH TO CASH TRANSFERS

For the UN system, the Harmonized Approach to Cash Transfers (HACT), adopted by UNDP, UNFPA, UNICEF and WFP in 2005, is a significant step towards aligning development aid with national priorities and needs.

The HACT reduces transaction costs for partners and UN staff by consolidating the system's many different procedures for transferring cash to implementing partners into fewer, simpler, shared procedures. It also encourages the increased use of national systems in managing development processes, focusing on building and improving the ability of national partners to manage public financial resources properly.

The HACT was a significant expression of leadership by the four agencies, which broke with the "convoy" tradition often apparent in the UN system—in which everyone proceeds at the speed of the slowest agency. Instead, the four agencies chose to move forward and draw others in their wake.

Progress in 2009

The HACT was expanded beyond the four funds and programmes in the Delivering as One pilot countries in 2008 and the momentum is steadily building. Despite a relatively slow start in 2009, UN country teams made considerable advances but the HACT still needs



Two official guides and young monk in a Dzong in Western Bhutan. (Matthew Moore)

to be adopted more broadly by other specialized agencies and to be extended to countries beyond the pilots. Nonetheless, the HACT is now integrated into the e-learning kit of the UN's common country programming processes. The Internal Audit Services of UNDP, UNFPA, UNICEF and WFP agreed on a framework for cooperation between the internal audit services of the UN organizations on issues associated with the HACT in programme countries. This coordinated approach to country-level cash transfers encourages agencies to avoid duplicating audit efforts.

Country Examples

Bhutan: Fostering an integrated approach to HACT monitoring

The HACT Group in Bhutan developed a joint assurance plan, including a joint audit plan, with strong support from the Government. To foster an integrated approach to monitoring, the HACT Group expanded in 2009 to include programme monitoring focal points. The UN system also

aligned with the Government's planning and monitoring system by using a uniform standard (quarterly) progress report template, along with a new too—the HACT Funding Authorization and Certificate of Expenditure form—to certify expenditures and provide the basis for the disbursement of funds.

ENGAGING IN PROGRAMME-BASED APPROACHES, INCLUDING SECTOR-WIDE APPROACHES

The move towards programme-based approaches is a paradigm shift in aid delivery. The commitment to providing two thirds of aid in the form of programme-based approaches was one of the most radical pledges in the Paris Declaration. Programme-based approaches move away from stand-alone projects towards the development and implementation of a coherent, country-led programme of activities across a particular sector or area. Through these approaches, donors

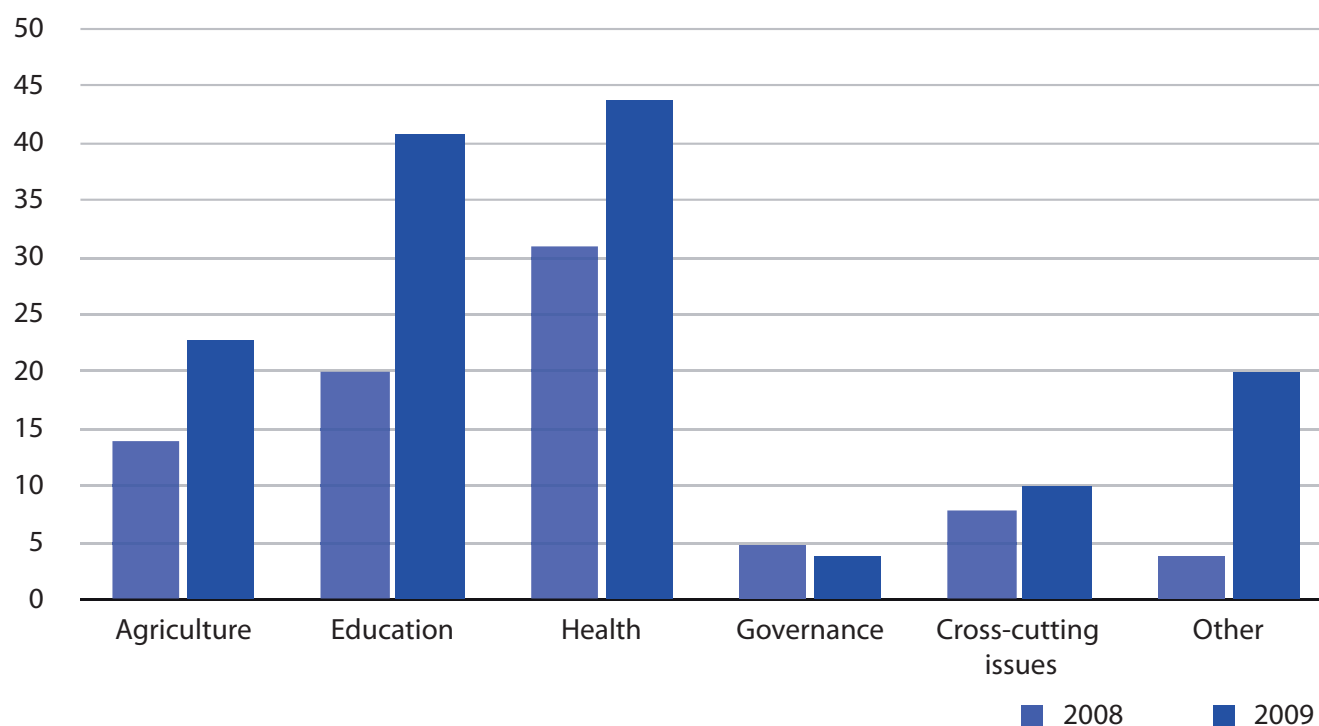
contribute to a coherent set of development activities at the national, sectoral and thematic levels, typically by supporting the development and implementation of a single, country-led strategy. A programme-based approach can include activities financed from pooled resources, but there are also some that do not. In 2009, UN country teams increasingly harmonized their technical and financial support through programme-based approaches, particularly at the sector level. In addition, they have increasingly been designating a UN lead agency for each thematic area to represent the team with one voice in coordination forums. A total of 55 UN country teams (compared to 53 in 2008) reported participating in 154 programme-based approaches in 2009 (compared to 82 in 2008) primarily in the health, education and agricultural sectors. While the overall number of UN country teams engaged in programme-based approaches has remained stable, the total number of programme-based approaches in which they are

involved has almost doubled, pointing to clear progress by countries in rationalizing their development frameworks.

Overall, the role of the UN system in relation to programme-based approaches is not that of a traditional donor and neither are financial contributions the defining factor of UN engagement. In fact, only 10 UN country teams reported financial contributions towards pooled funding arrangements in 2009.

Rather, UN country teams focused on strengthening national leadership to conceptualize and manage programme-based approaches effectively and targeted sector-specific capacities to accelerate progress on the MDGs. Country teams also supported national partners to ensure that sector-based programmes were accessible to the poorest and most marginalized populations.

UNCT engagement in programme-based approaches



"One of the greatest calls of leaders is to unlock the potential in people and empower them to make positive transformation in their lives, their communities and their countries. In Ukraine, we adopted the empowerment principle into work with all of our stakeholders. We are inspired by newly empowered communities who have significantly advanced the development agenda in this context. 10 thousand people are now empowered as practitioners at the community level and fully trained on sustainable development and improving local self-governance. A results-oriented dialogue with the Government of Ukraine ensures national leadership in process of elaboration of the new UNDAF 2012-2016."

Olivier Adam
RC, Ukraine



DEVELOPING AND MONITORING AID EFFECTIVENESS STRATEGIES FOR UN COUNTRY TEAMS

As well as supporting national leadership, UN country teams made progress in assessing and improving their own compliance with principles for effective assistance. With technical support from UNDP, they used international commitments and instruments to position the UN system more effectively in fast-changing aid environments such as those in Egypt, Ghana, Jordan, Malawi, Rwanda and the Syrian Arab Republic.

The UN country team in Malawi, for instance, developed common strategies for addressing aid effectiveness and capacity development to capitalize on the strengths and expertise of each UN agency in deliver-

ing coherent support to national partners. With technical support from DOOCO, the regional UNDG team, and the Resident Coordinator's office in Mozambique, it assessed its current performance against international good practices, identified bottlenecks and fed the recommendations into the development of the new UN-DAF in 2010. This facilitated a more focused, coherent and strategic engagement of the UN country team in the national development process based on complementary and mutually reinforcing contributions from each UN agency.

The UN country team in Viet Nam conducted a validation survey of its performance in the OECD 2008 *Survey on Monitoring the Paris Declaration*, which will help it to prepare for the next survey round in 2011. The country team in Mozambique also assessed its implementation



People in the minority area of Orhovac (Rahovac) in Kosovo. (UN Photo/Flaka Kuqi)

of the Paris Declaration, which provided direction on needed adjustments and informed the development of the *UNDG Better Aid for Development Effectiveness: Reference Guide for UN Country Teams*.

Challenges and recommendations

Despite these positive initiatives, the effective monitoring of UN country teams' own compliance with internationally accepted good practices remains a challenge. Only 29 UN country teams reported that they were currently able to track such progress.

Many Resident Coordinators have shown what can be done with strong leadership, using the UN's convening power to coordinate donors and agencies to reduce transaction costs and conflicting demands on national governments. Following these examples, more intensive efforts are needed to link headquarters policies on aid effectiveness with concrete action by UN country teams. In too many instances, it is business as usual while the development landscape at the country level changes dramatically. Even in cases where the need for change has been recognized, country-team capacities may not yet be fully aligned with the needs of programme countries. Decisive action is needed to overcome the difficulties of repositioning the UN system in the country's aid environment in the short term.

Looking forward, UN country teams should build on a series of positive trends such as enhanced support for national leadership of the development process, increased alignment of UN programming with national priorities and planning cycles, better harmonization of UN development assistance and strengthened partnerships with other development actors. This includes defining complementary roles with the Bretton Woods institutions as well as managing more rigorously for development results and accountable reporting to national partners. At the same time, further progress is

needed in areas that have so far proven challenging for the UN system, such as strategic engagement in new aid modalities and enhanced use of national systems, particularly for financial management, procurement, and monitoring and evaluation.

2010-2011: A window of opportunity for enhanced national dialogue on development effectiveness

The Fourth High-Level Forum on Aid Effectiveness will take place in Busan, Republic of Korea, from 29 November to 1 December 2011—following those in Rome (2003), Paris (2005) and Accra (2008)—and will assess the achievement of Paris Declaration targets by its 2010 deadline.

The lead-up to the Forum offers a unique opportunity for UN country teams to discuss seriously with national governments and development partners the successes and failures of their efforts to increase development effectiveness.

The third OECD Survey on Monitoring the Paris Declaration will take place in early 2011. Resident Coordinators can play a prominent role in supporting national partners in conducting this survey and by facilitating effective engagement of the donor community.

"Leadership is about building a shared vision, inspiring and bringing people together to achieve impact in the human development process. A Resident Coordinator should support the country efforts in achieving its development goals, among them the MDGs, with a human rights approach. It takes dedication, emotional intelligence and, above all, a strong UN Country Team and motivated UN staff to succeed as Resident Coordinator."

Pablo Mandeville
RC, Nicaragua





RC Mbaranga Gasarabwe speaks with media during an official ceremony for the launch of free food distribution to 600,000 beneficiaries. (WFP/Judith Schuler)

CHAPTER FIVE

STRENGTHENING THE RESIDENT COORDINATOR SYSTEM TO LEAD UN DEVELOPMENT OPERATIONS

The leadership capacity of the Resident Coordinator and the country team is crucial if they are to fulfil their responsibilities to implement coordination at the country level and provide optimal support to the Government. This is particularly so for Resident Coordinators when their role is combined with other major functions such as Humanitarian Coordinator, Designated Official for Security or Deputy Special Representative of the Secretary-General. The Resident Coordinator office remains the UN's core coordination support centre at the country level even when the peacekeeping and/or humanitarian channels fund additional positions since the staff of the Resident Coordinator office usually bridges the different functions performed by Resident Coordinators. Over the years, Resident Coordinator offices have adapted to the demands of supporting the Resident Coordinator function in an increasing number of substantive areas as well as strengthening the tools for measuring UN accountability and the capacity to communicate on UN results.

Nevertheless, the 2009 Resident Coordinator reports indicate that a considerable amount remains to be accomplished in order to implement fully the directives of the General Assembly in its resolution 62/208 on the TCPR in which it urged the United Nations development system “to provide further financial, technical and organizational support for the Resident Coordinator system” and “to ensure that resident coordinators have the necessary resources to fulfil their role effectively”.

An overview of current Resident Coordinator office capacities shows how, in the face of the lack of resources, various country teams have succeeded in mobilizing additional resources to support the work of the UN development system with an office that can provide solid backup. This is all the more significant given that DOCO funding for staffing the Resident Coordinator offices and the country teams is often insufficient to support the work of the Resident Coordinator system fully at the country level.

While it is clear that long-term strategies and solutions are required to ensure the viability of the system, both UN and non-UN stakeholders have indicated through their funding the value that they place on an adequately supported and more efficient Resident Coordinator office.

1. THE RESIDENT COORDINATOR: RECRUITMENT AND ASSESSMENT

Over the years, the responsibilities and tasks of the Resident Coordinator in leading country teams have expanded considerably. Resident Coordinators are required to maintain and constantly develop a multifaceted set of skills to meet the high demands of the position and to ensure coordination between partners inside and outside the UN system. As leaders of the UN country teams, they are entrusted with serving the broader interests of the UNDG and of the UN specialized agencies, funds and programmes. It is one of the most demanding jobs in the UN system, and for some years, the UNDG has been working on improving the recruitment, selection, performance management and training of Resident Coordinators.

An increasingly complex and multifunctional role

The country-level leadership of the Resident Coordinator system is made up of 128 UN Resident Coordinators/UNDP Resident Representatives, a Development Coordinator in Kosovo and a Deputy Special Coordinator in the Occupied Palestinian Territory.

As of early 2010, a total of 29 of these positions were also designated as Humanitarian Coordinators, over 100 as the Designated Official for Safety and Security, and 13 undertook integrated mission functions—such as Deputy Special Representative of the Secretary-General and Executive Representative of the Secretary-General/Deputy Special Coordinator. Some Resident Coordinators are simultaneously performing as many as five functions. In Burundi, for example, the Resident Coordinator is also the Executive Representative of the Secretary-General, Humanitarian Coordinator, Designated Official for Safety and Security, and UNDP Resident Representative.

These and other examples show the complexity of UN development activities. Leadership and coordination skills are paramount and require commensurate support from all development actors concerned.

“EVEN IF YOU DON’T HAVE THE POWER OF THE PURSE, IF PEOPLE KNOW THAT THE RESIDENT COORDINATOR HAS ACCESS TO THE TOP LEVELS OF GOVERNMENT, WHEN THEY CONVENE A MEETING, THE OTHER DONORS WILL COME. THIS HAPPENED IN NIGERIA WHEN I WAS THE FINANCE MINISTER. THE RC WAS ABLE TO GET OTHERS AROUND THE TABLE BECAUSE HE HAD DEVELOPED EXCELLENT RELATIONSHIPS WITH THE COUNTRY AUTHORITIES AND COULD BRING MESSAGES TO THEM AND TO OTHER PEOPLE. RESIDENT COORDINATORS CAN MAKE HEADWAY WITH THE GOVERNMENT AND KEEP GOOD RELATIONS BUT NOT BE AFRAID TO SPEAK UP AND SPEAK THE TRUTH. THEY NEED A CERTAIN LEVEL OF MATURITY, AND A CERTAIN AMOUNT OF SENIORITY.”

—NGOZI OKONJO-IWEALA,
WORLD BANK

Improved procedures to attract and recruit Resident Coordinators

The complexities and demands of the Resident Coordinator position have not always made it an attractive career option, not least in the absence of a system-wide



Edmond Mulet (left), Acting Special Representative of the Secretary-General for Haiti and Head of the UN Stabilization Mission in Haiti (MINUSTAH), and Kim Bolduc (right), then Deputy Special Representative of the Secretary-General for Haiti, in the wake of the deadly earthquake that struck Haiti's capital, Port-au-Prince. (UN Photo/Marco Dormino)

TWO VIEWS ON THE ROLE OF THE RC

"I considered for a long time, even before I joined the UN at HQ, that the job of the [DSRSG/] Resident Coordinator is one of the most satisfying jobs in the world for me. I don't know many Resident Coordinators who were not fascinated by their jobs. They have so much to do with running a mission while at the same time trying to re-shape and rebuild a country. It's a fascinating job. When I hear, for example, the President of Timor say that without the UN mission his country would be in chaos, or the same in Liberia and in Haiti! They are all so proud of the work that they do and we are happy to provide them with all the means and support that they get from UN peacekeeping."

- Alain Le Roy, Under-Secretary-General,
Department of Peacekeeping Operations

"You give them limited authority, no money, and yet somehow they are supposed to keep everybody headed for common goals. Then you add full responsibility for their people's security with inadequate resources in a dangerous world. It's no wonder some people don't even want the job. But the rewards of helping people on a large scale makes it one of the world's most satisfying."

- B. Lynn Pascoe, Under-Secretary-General,
Department of Political Affairs

human resources system to provide incentives for recruits from UN agencies. In 2009, the UNDG undertook a talent-management initiative to better attract, recruit and retain Resident Coordinators from within and outside the UN system. This process called for a closer matching of candidates' profiles with post requirements, improved competency assessment and development, and reinforcement of career management.

A number of communication and marketing tools were developed to convey the attractiveness of the Resident Coordinator position as a career option. They outline the elements of the job and its eligibility requirements and give details on the selection and appointment procedures.

Impact News, a newsletter for Resident Coordinators and potential Resident Coordinator candidates, was launched in December 2009. It provided an overview of the position, explanations of broader UNDG policies and tools, and other useful information, such as forthcoming vacancies and learning opportunities. Similarly, in December 2009, the UNDG website RC Online (rconline.undg.org) was launched as an information resource and promotional tool for Resident Coordinators and Resident Coordinator candidates. In addition to public information, the website includes a restricted-access page to provide Resident Coordinator candidates with easy access to information on vacancies, updates on UNDG policy developments and learning opportunities.

Patrice Coeur-Bizot
RC, India

"The evolving role of the UN in response to member countries' expectations, a large Country Team and a complex development setting present challenges, as well as opportunities for the Resident Coordinator in India. A phrase from Indian scriptures, 'Yatha Drishti, Tatha Srishti'—as is the vision, so is the creation—echoes my belief. A Resident Coordinator who can inspire a common vision will lead a Country Team that is best placed to provide an effective and coordinated support to the country's development efforts."



Path-breaking agreement to ensure greater accountability

The UNDG Management and Accountability System was established in 2008 and, in 2009, policies to strengthen mutual accountability were elaborated and agreed. A division of labour was set out between Resident Coordinators and country teams. This path-breaking agreement offers greater accountability not just for the results that Resident Coordinators need to produce but also for what country team members have signed up to deliver. These include updated Resident Coordinator functions, guidance on working relations between Resident Coordinators and UN country teams, and a dispute-resolution mechanism for the teams. These instruments are a vital step forward for the Resident Coordinator policy platform, codifying the Resident Coordinators' equal relationship with and responsibility to country team members, who clearly recognize their role in strategically positioning the UN system in the country.

Expanding and strengthening the performance appraisal system

UN reforms aim to strengthen accountability and oversight of the Resident Coordinator system. The UNDG Management and Accountability System, approved by the UNDG in 2008, delegates the performance management of Resident Coordinators and UN country teams to the regional UNDG teams.

In 2009, the performance management system for Resident Coordinators/Humanitarian Coordinators/Designated Officials for Safety and Security and UN country teams was significantly strengthened by the introduction of a revised "One80 Competency Development Tool" for Resident Coordinators and UN country teams. This is a peer-to-peer feedback process (i.e., where the Resident Coordinator and all members of the UN Country Team participate) aimed to improve UN performance and strengthened mutual accountability at the country level. The tool offers team members useful feedback for the planning, review and development of their performance collectively and as individual team

members. Figure 1 illustrates the five key attributes of UN country teams that are assessed for development. The tool specifically adds "competency development" for all team members since the constant improvement of their skills is a core focus of country teams worldwide. The One80 Competency Development Tool was launched in December 2009 and has been adopted by 118 UN country teams with 1,481 participants.



Figure 1. One80 UN country team key attributes

Greater diversity reached in the Resident Coordinator corps

The Secretary-General, with the assistance of the UNDG Chair and the Inter-Agency Advisory Panel and with the support of all UN system agencies, is working to expand the gender and geographical balance of the Resident Coordinators. In 2009, a total of 40 Resident Coordinators were selected and appointed, representing nearly one third of all posts globally. Another seven Resident Coordinators were appointed to an integrated mission function, such as Deputy Special Representative. These appointments saw a significant increase in gender and agency diversity (see box on page 105). In 2009, the UNDG developed revised standard operating procedures for the Inter-Agency Advisory Panel to guide the selection of the best Resident Coordinator candidate with the most relevant profile for a given country. Gender and geographical balance as well as the broader representation of different UN entities and

"Many don't appreciate the role of the Resident Coordinator. Many think the Resident Coordinator just brings people together. Rather, the person should be the guide of the priorities, be technically equipped, be able to negotiate with governments, should have political acumen, and be a leader that all our representatives would follow."

--Thoraya Obaid, Executive Director, UN Population Fund



Thoraya Ahmed Obaid, Executive Director of the UN Population Fund, and Helen Clark, Administrator of the UN Development Programme and Chair of the United Nations Development Group, attend the 2010 Women Deliver conference in Washington, D.C. (UN Photo/Mark Garten)

external partners were given important consideration in the selection process.

Challenges

UN country team leadership

Leadership starts, but does not end, with the Resident Coordinator. Leadership capacity throughout the UN country team is vital to the success of development operations. Several country teams noted that agencies need to take proactive measures to limit UN country team vacancy rates by proposing candidates as soon as it is known that a position will be opening up.

Further refinement of the appraisal system

At the end of each year, a Resident Coordinator who is also the Humanitarian Coordinator, the Designated Official for Safety and Security and the Resident Representative is responsible for reporting on four sets of results in the discharge of his/her functions. Furthermore, OCHA, the UN Department of Safety and Security, and the Chief Executives Board all provide inputs to the Regional UNDG Team to assess the Resident Coordinator. The appraisal system has improved mutual accountability and a deeper assessment of the multiple functions of the Resident Coordinator; nevertheless, some people have found it cumbersome and corrective action is now in the pipeline.

2. TRAINING FOR RESIDENT COORDINATORS AND UN COUNTRY TEAMS

Several initiatives are under way to strengthen the Resident Coordinator system and empower the Resident Coordinators and UN country teams. Tools and guidance focused on strengthening the skills, effectiveness and accountability of Resident Coordinators and UN country team members have been developed and

are being implemented. The assessment, selection, induction and training of Resident Coordinators are being continuously improved. The Resident Coordinator talent-management initiative aims to enlarge the pool of qualified candidates and help to ensure timely succession planning for Resident Coordinators/Humanitarian Coordinators/Designated Officials for Safety and Security.

“WHEN I CAME IN 1975, THIS WHOLE AREA OF TRAINING OF WOMEN LEADERS, OR LEADERS AS A WHOLE, WAS NOT IN THE UN AND THAT SHOWS THAT THE UN HAS GROWN A GREAT DEAL. LEADERSHIP IN THE UN IS QUITE IMPORTANT, RIGHT NOW IN PARTICULAR, BECAUSE THE UN IS GOING THROUGH A VERY STRATEGIC CHANGE. WE DO HAVE SKILLS BUT WE CAN ALSO GROW WITH THE SKILLS AND THUS THE IMPORTANCE OF THIS LEADERSHIP PROGRAMME IS TO HELP PROVIDE SKILLS AND TECHNIQUES OF THIS NEW LEADERSHIP”.

-THORAYA OBAID, EXECUTIVE DIRECTOR, UN POPULATION FUND

The induction programme for first-time Resident Coordinators also continues to be enhanced, responding to emerging corporate and organizational priorities as well as the learning needs of prospective participants. In 2009, it included discussions on climate change, food, energy, and the financial and economic crises as well as lessons learned from the Delivering as One pilot countries. The induction programme continued to draw resource persons from practitioners in the field, including



Thirty-four female Resident Coordinators participated in the Women Leadership Development Programme Workshop in June 2010 in Amman, Jordan.

RESIDENT COORDINATOR GENDER AND AGENCY DIVERSITY

As of April 2010, 37 per cent of all Resident Coordinators designated by the Secretary-General were female, 52 per cent were from the South and 34 per cent were from organizations other than UNDP.

This represents a 6 per cent increase in female Resident Coordinators during 2009 alone, with a 12 per cent increase since 2005. In terms of geographical diversity, numbers have held steady in the past year, ensuring balanced

representation. However, there has been an increase of 14 per cent in the number of Resident Coordinators from the South since 2005. With regard to agency affiliation, there was a 1 per cent increase in Resident Coordinators from agencies other than UNDP in 2009, with a 6 per cent increase since 2005.

Of the first-time Resident Coordinators designated in 2009 by the Secretary-General, 47 per cent were female, 41 per cent were from the South and 47 per cent were from UN entities other than UNDP.

staff from across the UN system (UN Secretariat, Deputy Special Representative of the Secretary-General, Resident Coordinators, agency representatives, World Bank, government and civil society representatives) to lead discussions and share actual experiences on a wide variety of topics. This approach will be continued in future.

An inter-agency review of all training offered to Resident Coordinators by different UN entities is planned for 2010 in order to ensure continued and relevant training throughout a Resident Coordinator's career. The review

will culminate in the development of a comprehensive Resident Coordinator-UN country team competency development strategy and plan. DOCO is developing additional learning resources for Resident Coordinators, including specific training to support Resident Coordinators facing politically challenging situations.

Training with key development partners as well as with leaders on UN reform is critical for Resident Coordinators to obtain first-hand information and to provide them with an opportunity to share experiences with

Petra Lantz
RC, Cape Verde

"Good leaders recognize who is in the know. Effective leadership is about letting the right person take the lead on a particular issue. Often the best source of knowledge resides with national colleagues. When you believe in the capacity of others and provide them the tools and the room to act, you get the best results."



colleagues. In addition, a new orientation package will be initiated to bridge the gaps in the orientation that the UN system currently provides to Resident Coordinators between various assignments, either on rotation from one duty station to another or as a first-time Resident Coordinator before receiving formal induction.

UN country team leadership and coordination skills workshops run by the UN System Staff College are creating a common learning, leadership and management culture among senior UN managers within the UN system at the country and regional levels. The workshops equip participants with the essential knowledge and skills necessary to be more effective leaders who can deliver results. During the course, participants improve their skills in facilitating and managing diverse teams, in negotiation and consensus-building, in applying sound political judgment and analysis, and advocacy and

media communication skills. In 2009, 116 officials (52 women and 64 men) at the P5 level and above, from 21 UN agencies and more than 40 duty stations, attended the course.

In the first quarter of 2009, the UNDG approved the Guidance Note on Resident Coordinator and UN Country Team Working Relations, which the Chief Executives Board subsequently endorsed. The Guidance Note updated Resident Coordinator job functions and established a dispute-resolution mechanism for UN country teams. There will now be greater accountability not just for the results that a Resident Coordinator produces but also for what UN country team members deliver as part of the team.

To increase the number of women in key leadership positions within the UN system, in line with several General Assembly resolutions, the Women Leadership



UN Resident Coordinator in Lao PDR Sonam Yangchen Rana and Mr. Thongloun Sisoulith, Deputy Prime Minister and Minister of Foreign Affairs, after signing the National Millennium Development Goal Compact for Lao PDR. Chair of the UN Development Group Helen Clark and Assistant Secretary-General and Chair of UNDG Asia-Pacific Ajay Chhibber look on. (UN Lao PDR/Laophoto)

Development Programme was launched in 2008. Key recommendations include short-term executive training, strategic guidance and counselling, and executive coaching and mentoring for women Resident Coordinators and middle-level management women. A follow-up workshop to assess progress was scheduled for June 2010.

In line with the targets contained in the Resident Coordinator Talent Management Implementation Plan, work also began in 2009 to develop a comprehensive competency development package for Resident Coordinator candidates. The UNDG prepared and endorsed a conceptual framework covering all aspects of competency development from grooming potential candidates to attend the Resident Coordinator Assessment Centre to following up Centre results with a mandatory competency development plan for candidates with identified gaps and strengthening Resident Coordinator induction and in-service training programmes. Also included was greater coordination with training for other functions, such as humanitarian coordination and the Designated Official function. The conceptual framework will be expanded into a full competency development strategy, highlighting short-, medium- and long-term targets.

3. FUNDING OF RESIDENT COORDINATOR OFFICES

The 2009 annual reports indicated a significant strengthening of financial, technical and human resources in the Resident Coordinator offices. Although the UN development system needs even greater coordination capacity, many Resident Coordinators and UN country teams rose to the challenge in 2009 with strong resource mobilization efforts.

The relatively limited resources from central channels encouraged Resident Coordinators to look for alterna-

tive funding and greater involvement of agencies. For example, many offices not only maintained their staffing level but were also able to mobilize resources to hire additional staff. Country-level donor-funded positions, cost-sharing and secondments from partner agencies greatly helped Resident Coordinator offices to find the staff needed to meet the challenges. Better coordination of technical resources ensured that most Resident Coordinator offices were fully supported in 2009; however, the sustainability of resources remains an issue, as noted several times in the present report.

In 2009, DOCO supported the capacities of 130 Resident Coordinator offices by distributing funds based on the following criteria: (a) one professional coordination officer per Resident Coordinator office; (b) operational support based on the number of UN country team members; (c) supplementary funding to offices with national sub-offices and multi-country coverage; (d) supplementary funding based on the number of non-resident agencies; (e) supplementary funding to countries rolling out a new UNDAF; and (f) supplementary funding for transition countries.

The Resident Coordinator system had 465 coordination staff globally in 2009, of which 62 were bilaterally funded. There were also 44 dedicated planning staff in 34 countries (including the 33 Strategic Planners funded by DOCO in crisis and post-conflict countries), 37 information/communication staff in 33 countries and 13 monitoring and evaluation staff in 12 countries. Country analysis receives dedicated support in countries where Peace and Development Advisers or UNDP Recovery Advisers are deployed.

Some 66 UN country teams were successful in raising additional resources for staff, particularly those teams with a large local international community; most teams, however, had to cope with unpredictable funding. Development partners indicate that extrabudgetary funds are intended to augment capacity only on a

Pratibha Mehta
RC, Yemen



"There are a lot of issues common to all agencies, such as gender issues and achieving the Millennium Development Goals (MDGs), so as Resident Coordinator my responsibility is to make sure that there is no duplication in support to the country. Our effort in Yemen is to see how the various UN agencies can work together on issues of common interest to save on operational costs, and redirect savings toward other development work."

temporary basis until the UN system is able to support greater coordination centrally. UN country teams working in countries with a smaller international community had to rely exclusively on DOCO support.

Country Examples

Angola: Enhancing the capacity of Resident Coordinator offices

In Angola, a new Coordination Specialist and Special Assistant, financed by Spain through the MDG-F, was the first international staff member to be assigned to the Resident Coordinator office in two years. The Resident Coordinator office also successfully submitted a proposal for a new Communications Fellow.

The integrated office of the Resident Coordinator/Humanitarian Coordinator in Indonesia was further strengthened by a team of consultants and a UN fellow to support the UNDAF and other joint programming processes. Advisers for human resources, the MDGs and avian influenza also provided much-needed support; however, maintaining the capacity of the office is dependent on longer-term funding support from DOCO.

Equatorial Guinea: Coping with discontinuity

The Resident Coordinator office was understaffed for more than six months, significantly reducing its coordination capacity and support to the UN Country Team. The Resident Coordinator reversed this trend by mobilizing efforts to secure track funding and financing from the Government to bring programming support to the Resident Coordinator office. Similarly, the Resident Coordinator secured financing from UNDP extrabudgetary resources in order to hire a consultant to bridge the gap in operations management. An operations manager was recruited and will overlap with the consultant for two months to learn the intricacies of the job before the consultant's contract expires. Since other UN agencies did not contribute funds to support the recruitment of coordination professional and since it did not prove possible to place a Junior Professional Officer in

the Resident Coordinator office, a local staff member was hired and will receive the requisite training. Further extrabudgetary resources were raised to ensure essential back-up to support the one core finance post.

Mauritius and Seychelles: Coping with unpredictable funding

To tackle the very limited UN presence (only 2 UN agencies were physically present and 14 non-resident agencies were scattered across the subregion), scarce resources and the lack of an overall strategic framework for development assistance, the Resident Coordinator office set up a team of non-resident agency focal points organized by thematic area. These focal points regularly scan the national policy landscape for strategic entry points of relevance to the mandates and expertise of non-resident agencies and then foster opportunities for joint UN intervention.

This experiment has been a great success for the non-resident agencies, the Government of Mauritius and the Indian Ocean Commission. Not only have many key projects and programmes been developed but a number of them are now also developing a regional dimension for South-South collaboration because of the level of best practices developed. Non-resident agency focal points are a cost-effective way of enabling greater UN development assistance and strengthening the in-country presence of non-resident agencies.

However, the sudden departure of a key member in the Resident Coordinator office team, the focal point for FAO, IFAD and UNIDO, at the end of 2009 jeopardized the sustainability and credibility of Delivering as One activities. This clearly shows that there is a need for more predictable funding to ensure that agencies and the Resident Coordinator office have sufficient capacity simply to sustain Delivering as One activities on the ground.

The examples of Equatorial Guinea and Mauritius and Seychelles demonstrate the need for predictable resources for Resident Coordinator offices to enable

them to support the coordination and leadership of the UN development system. The 2009 paper, *Capacity Requirements for Resident Coordinator offices in the Context of Post-Crisis Recovery and Peace-Building*, prepared by DOCO and UNDP and endorsed by the Secretary General's Policy Committee Decision in December 2009, identified specific needs for transition countries, defined the functional and staffing requirements for Resident Coordinator offices in post-crisis settings, and outlined steps to ensure the timely deployment of coordination capacity for crisis and post-crisis recovery in a coordinated and transparent fashion; additional resources for coordination capacity were raised and deployed.

"IT'S BEEN MY EXPERIENCE THAT MOST PEOPLE ON THE GROUND ACTUALLY WANT TO DO GOOD, IF YOU'RE ABLE TO GIVE PEOPLE AN IDEA, GET THEM TOGETHER, LISTEN TO THEM, TALK TO THEM ABOUT WHAT IT IS THAT MATTERS, WHAT WE SHOULD BE DOING TOGETHER IN TERMS OF THE OBJECTIVE. COORDINATION IS NOT JUST A MATTER OF HOLDING HANDS AND DANCING AROUND THE CAMPFIRE. YOU NEED TO COORDINATE FOR A GOAL."

-ROSS MOUNTAIN, FORMER DSRSG/RC/HC IN THE DEMOCRATIC REPUBLIC OF THE CONGO (2004-2009)

Regional UNDG teams

In its resolution 62/2008 on the TCPR, the General Assembly requested the UN development system to strengthen its coordination at the regional and head-

quarters levels through closer cooperation within the Resident Coordinator system and in close consultation with Governments and, where appropriate, to include UN entities not represented at the regional level.

In accordance with the UNDG Management and Accountability System regional teams are accountable for: (a) provision of coherent technical support to Resident Coordinators and UN country teams; (b) quality assurance of the UNDAF/UN programme; (c) performance management; and (d) troubleshooting in difficult country situations, dispute resolution, etc.

In 2009, there was an independent assessment of the capacity of regional UNDG teams to perform their assigned functions under the Management and Accountability System. It noted that their inclusion in the System had made them a key driver in the UN reform process.

The UNDG Advisory Group reflected the recommendations of the capacity assessment in the UNDG strategic priorities. The four core functions of the regional UNDG teams would continue but cast in the context of their roles of leadership and providers of strategic guidance. The six regional UNDG teams are those in Asia and the Pacific; the Arab States and the Middle East and North Africa; East and Southern Africa; West and Central Africa; Europe and the Commonwealth of Independent States; and Latin America and the Caribbean. Since 2008, they have addressed each of the core functions in their specific regional context to advance a coherent agenda. Specifically, they:

- Led in expanding their membership to all UN specialized agencies, funds and programmes, including non-resident agencies and regional commissions operating in their region. By the end of 2009, most regional UNDG teams had an average of 16 members compared to six members in 2006;
- Developed region-specific terms of reference, work plans and budgets. The teams provided technical

Richard Dictus
RC, Malawi

"All UN Country Team members are leaders in their own right. Effective coordination requires that UNRCs are professionally empowered and purposeful in how they manage relations. Increasingly UNCT members need to assume Delivering as One leadership roles in their areas of competency—the UN has to speak with one voice at all levels. In Malawi, the UNCT chose to take a 'shared leadership' approach, as it helps us manage complexity and deepens cohesion and coherence."



- support through their quality support and assurance role and developed regional peer support groups to improve country programming. This resulted in more strategic, coherent and result-oriented UNDAFs;
- Conducted performance appraisals for all Resident Coordinators and UN country teams in 2009 and provided them with feedback; and
 - Pressed the need to fully internalize the management and accountability framework at the regional and country levels to improve the quality and impact of UN-supported programmes. The teams worked to ensure that Resident Coordinators, UN country teams and other UN staff were aware of the Management and Accountability System and the issue was discussed at most Resident Coordinator cluster meetings in 2009.



Secretary-General Ban Ki-moon (centre) walks through the Red Square in Moscow, Russia with Vitaly I. Churkin (right), Permanent Representative of the Russian Federation to the United Nations, and Frode Mauring (left), UN Resident Coordinator in Russia.

Challenges and recommendations

Despite these achievements, significant scope remains for finding greater synergy with non-UN regional resources and entities, including leveraging regional networks and institutions to bridge country capacity gaps.

Building on the progress made in 2009, the Regional UNDG Teams will consolidate their four core functions and support Resident Coordinator/Humanitarian Coordinator leadership in their efforts to build overall country programme coherence. They will also boost their own capacity to mobilize resources by promoting greater links with regional entities.

Country Examples

Eastern and Southern Africa: Supporting the strategic positioning of the UN Country Team in Malawi

The UNDG supported the Malawi Country Team with recommendations for positioning UN assistance to government capacity development and improving service delivery. It also recommended ways to promote collaboration among UN agencies to carry out capacity development strategies and programmes. The Government had made food security a strategic priority and the regional UNDG team is leading a capacity assessment in the agriculture sector to examine achievements, lessons learned, challenges and opportunities, and how the UN can support the Government to achieve sustained food security.

Europe and the Commonwealth of Independent States: Supporting UN country teams in developing their UNDAFs

The regional UNDG team supported UN country teams in developing their UNDAFs during a two-day meeting in Bratislava, Slovakia. A dedicated regional website was established to facilitate regular communication regarding quality assurance for UNDAFs in the region. In 2009, the team also hosted a conference involving 13 countries on the effects of the financial crisis on employment, social protection and food security and worked to improve coordination on initiatives to deal with recurrent food, water and energy shortages in Central Asia.

dination on initiatives to deal with recurrent food, water and energy shortages in Central Asia.

Conclusion

Resident Coordinators are vital to the coordination and harmonization of the UN development system's work at the country level. Their leadership goes much further than simply coordinating UN agencies by promoting aid coordination with donors outside the UN system. Their convening power and their liaising efforts with Governments and other actors are essential to maintaining the UN's relevance in achieving the Millennium Development Goals.

Equally important is a strong, effective UN country team. As emphasized throughout the present report and often addressed by the international development community in many forums, strong leadership within the UN country team is critical in ensuring the relevance and effectiveness of the UN system in all of the countries in which it operates. The UN system must increase agency incentives and support for country-team collaboration and improve senior leadership engagement with regional UNDG teams and UN country teams in key countries.

The UNDG calls for agencies to assess and reward staff based on their contributions to national, regional and headquarters systems through a formal performance-appraisal system. It also looks to partner agencies to train their staff in collaboration and leadership skills. The message is clear: for the UN development system to remain relevant, support from every level is required for the leadership role of Resident Coordinators and UN country teams.

Robert Piper
RC, Nepal

"Successful RCs probably focus less on leadership and more on support. They think about how to usefully serve the UNCT. Profiling a particular agency's success to an important audience. Finding ways to pool services to cut costs. Helping fund-raise. Assisting smaller agencies break out of the vicious circle of low-resources-low capacity-low profile. Ultimately RCs and RC Offices need to add value to the work of the individual agencies that make up the UNCT—being given the space to 'lead' follows naturally after you earn the privilege."





A delegation of the government of the Democratic Republic of Congo (DRC) negotiate with Ituri militia groups on the disarmament of combatants and their integration in the government armed forces. (UN Photo/Martine Perret)

CHAPTER SIX

LEADING IN HUMANITARIAN CRISIS AND POST-CRISIS TRANSITION

UN country teams often face humanitarian challenges in which the Resident Coordinator, working with government leadership, must assume the responsibilities of helping to coordinate humanitarian activities even without the official Humanitarian Coordinator designation. In addition, UN humanitarian efforts are sometimes included in the UNDAF, primarily for UN country team support to strengthen national capacity in the areas of needs assessments, disaster management (earthquakes, hurricanes, floods, etc.), and emergency preparedness. There is also an obvious role for the Resident Coordinator/Humanitarian Coordinator and the UN country team in the transition to reconstruction and development, with a clear implication that reconstruction and rehabilitation efforts must take into account future development demands and the need to mitigate future risk.

In humanitarian emergencies, Resident Coordinators are directly accountable to the Emergency Relief Coordinator, whether or not they are also formally designated as Humanitarian Coordinators, and are supported by the Office for the Coordination of Humanitarian Affairs (OCHA). Resident Coordinators are expected to lead and coordinate the response efforts of humanitarian actors in support of national efforts. This includes: establishing and leading an inclusive Humanitarian Country Team comprising UN agencies, the International Organization for Migration, non-governmental organizations and components of the International Red Cross and Red Crescent Movement; leading the development of a strategic response plan for humanitarian action in-country, coordinating its implementation by establishing clusters (sectoral groups) and holding them accountable, and raising funds for it; advocating with all relevant parties, including non-State actors, for compliance with international humanitarian and human rights laws; and ensuring that timely and appropriate plans are developed for recovery.



Victims of the worst floods to hit Pakistan in several years walk through water-filled streets in the northwestern city of Nowshera. An estimated 2.5 million of the province's 3.5 million residents have been affected by severe floods. (UN Photo/WFP/Amjad Jamal)

In 2009, UN country teams worked together on joint assessments, planning and resource mobilization to support humanitarian needs in locations including Bhutan, Chad, Madagascar and Malawi. Many countries have established humanitarian country teams to coordinate humanitarian issues and support the Government with national emergency preparedness and responses as well as in contingency planning for emergencies.

Country Examples

Ghana: Teamwork in responding to flood situation

Since the occurrence of severe flooding in 2007 in northern Ghana, the UN country team, working with government counterparts, has responded by establishing two coordination mechanisms: the Inter-Agency Working Group on Disaster Preparedness and Response (IAWG) in Accra and the UN Task Force in Tamale, the regional capital. The two groups meet regularly on a monthly basis and more fre-

quently whenever an emergency occurs to ensure appropriate and rapid response. In 2009, following a review of the UN Contingency Plan, WFP and UNICEF strategically pre-positioned food and non-food items in the north in anticipation of annual floods, which took a devastating turn in June as a result of exceptionally heavy rainfall.

The IAWG worked together from Accra to coordinate and respond effectively to the floods in the southern sector of Ghana, which covered Greater Accra, Western, Central and Volta regions while the UN Task force in Tamale ensured the coordination of flood emergency measures in the three northern regions. Joint assessments were undertaken in areas seriously affected and response was better coordinated, helping to minimize duplication of efforts and address gaps.

Towards the end of November 2009, a joint post-flood assessment was undertaken in the three northern regions.

The recommendations from the assessment provided strategic input in scaling up the Early Recovery Programme, which is part of the country-wide Human Security Programme.

Samoa: Responding effectively to the humanitarian situation

In September 2009, an earthquake and a tsunami struck the island nation of Samoa, causing widespread devastation. Under the leadership of the Resident Coordinator, the country team and its cluster system immediately sprang into action, resulting in:

- *Effective coordination of over 60 humanitarian partners, contributing to effective and timely targeting of humanitarian and early recovery assistance;*
- *Finalization and submission, within 10 days of the tsunami, of the Early Recovery Framework document*

to the Prime Minister, developed jointly by the Asian Development Bank (ADB), the UN and the World Bank;

- *Receipt of government endorsement of the Early Recovery Framework and its use for resource mobilization;*
- *Full capitalization of the Early Recovery Framework at approximately \$100 million, contributing to a quick, successful move from the humanitarian to the early-recovery mode of operations; and*
- *Longer-term reconstruction put on track through a damage and loss assessment, supported by ADB, the UN and the World Bank.*

The crisis also helped to build strategic partnerships with ADB and the World Bank, which can be leveraged for future development work, especially as more joint ADB/World Bank offices will likely be established in the Asia and the Pacific region.



Helmet and flack jackets of the members of the 1 parachute battalion of the South African contingent of the United Nations Peacekeeping Mission in the Democratic Republic of the Congo (MONUC). (UN Photo/Marie Frechon)

Sonam Yangchen Rana
RC, Lao PDR

"Successful leadership in the United Nations is not only about intelligence and charisma but also the commitment and mind-set to make a difference. For leadership to achieve meaningful results, the qualities that generate trust and confidence, inspire others and are forward looking are essential. It takes focus and confidence to listen and learn, to take calculated risks, and to be able to make timely and sometimes difficult decisions for the common good. Clearly, leadership styles need to be adjusted to different circumstances to achieve development results. Ultimately, it is about building relationships, advocating, and resolving conflicts through consensus."



Syrian Arab Republic: Enhancing national capacity to reduce risk and prevent disasters

The country is vulnerable to a range of natural disasters, including drought, flooding and earthquakes, given its location in an active seismic zone. Owing to the resultant internal and regional displacement of populations, the UN country team committed itself to enhancing national capacity to reduce risk and prevent disasters and to establish a comprehensive disaster-management system.

This included support to the national risk reduction strategy and technical assistance to the development of a geographic information system for risk reduction. FAO and UNDP worked with national counterparts to implement a drought management strategy.

The country team also developed innovative models to help Iraqi refugees, such as electronic cash transfers (UN-HCR) and food distribution through electronic mobile-phone cash vouchers (WFP), the first scheme of its kind globally.

Challenges and recommendations

UN country teams report the need for resource mobilization efforts to fund humanitarian activities and the need for better donor responses. Humanitarian country teams and the cluster approach have worked well to coordinate the response to humanitarian challenges but the cluster system, including funding for cluster leads, could be further strengthened.

COORDINATION DURING RECOVERY

Policy environment

In his 2009 report on peacebuilding in the immediate aftermath of conflict (A/63/881-S/2009/304), the Secretary-General stressed that reinforced support to

the Resident Coordinator role and leadership must be coupled with increased unity and coherence of the overall UN leadership team. In the context of the TCP, the General Assembly also recognized the crucial role that effective and responsive Resident Coordinator/Humanitarian Coordinator systems can play in situations of transition from relief to development. Nonetheless, while the Resident Coordinator office is a hub for coordination, analysis and planning, it is often difficult to mobilize the necessary resources and office capacity.

In a paper prepared by DOCO and UNDP in May 2009 and endorsed by the Secretary-General Policy Committee in December 2009, a minimum coordination support package was established for Resident Coordinator offices in crisis and post-crisis countries, including some three to four core coordination positions, and in some cases field coordination officers. In late 2009 and early 2010, approximately \$4 million was received for this effort and allocated to Resident Coordinator offices in seven priority transition countries to support their core coordination staffing needs.

Achievements

Resident Coordinators and UN country teams have worked hard to mobilize the staff capacity and support necessary to undertake crucial planning and coordination functions in transition settings. DOCO began fundraising efforts to support core coordination functions in 2009; however, there is still no guarantee of adequate and sustained funding for Resident Coordinator offices in countries heading into the recovery phase.

Country Examples

Côte d'Ivoire: Enhancing UN leadership in humanitarian, peacekeeping and development contexts

Côte d'Ivoire is in transition from humanitarian support and peacekeeping interventions towards more sustainable development efforts. The UN system has three parallel



A man dips his finger in ink at a polling station in Abidjan, Côte d'Ivoire, after voting in his country's long-awaited presidential elections. The United Nations mission in Côte d'Ivoire (UNOCI) has increased its forces by 500 troops to provide continued technical, logistical and security support during the electoral period. (UN Photo/Basile Zoma)

agendas: humanitarian (the gaps are laid out in the 2009 Critical Humanitarian Needs of the Consolidated Appeals Process); post-crisis programme (support to the Government's Programme de sortie de crise); and development (PRSP and UNDAF).

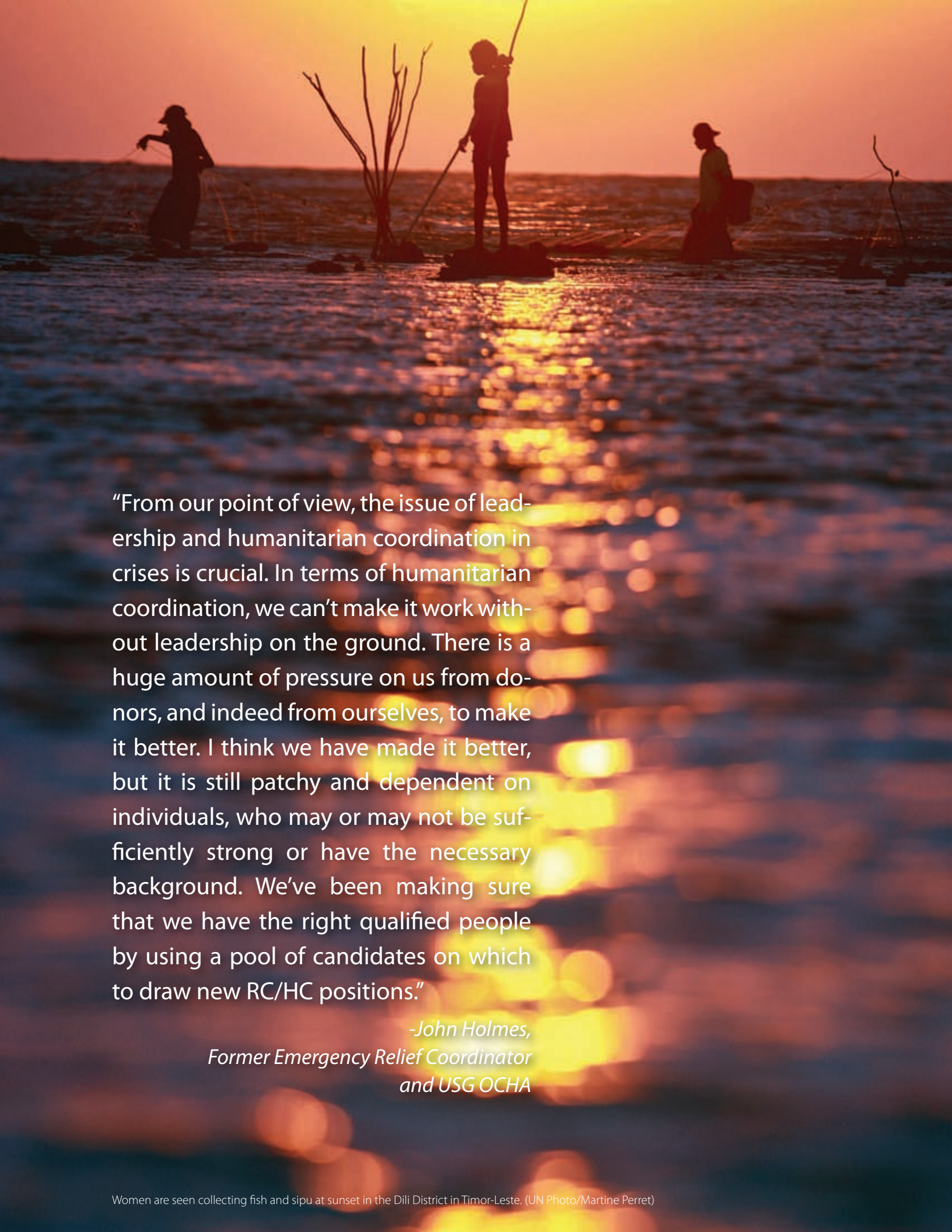
The coordination system in Côte d'Ivoire is fully integrated and brings together the United Nations peacekeeping operation (UN Operation in Côte d'Ivoire, or UNOCI), the UN country team and other humanitarian actors. The Groupe de coordination stratégique (GCS), chaired by the Deputy Special Representative of the Secretary-General/Resident Coordinator/Humanitarian Coordinator, provides senior leadership to all UN efforts in the country. The GCS includes the heads of agencies and section chiefs from UNOCI and meets on a regular monthly basis to discuss strategic issues relating to the political situation and peacebuilding process.

As OCHA activities are phased out during the transition period, it will be essential to support UN leadership in the GCS and to ensure a seamless transition from the humanitarian effort to recovery and development coordination. Some functions are being transferred to the Resident Coordinator office before the coordination structures of the PRSP are fully operational. Consequently, it is planned that the Coordination Unit in the office of the Deputy Special Representative of the Secretary-General/Resident Coordinator/Humanitarian Coordinator should be strengthened to take over most coordination functions relating to displacement, protection and emergency preparedness. In line with its exit strategy, OCHA will significantly reduce its budget and staff, including closing four of its five sub-offices. Once OCHA leaves the country, a Humanitarian Support Unit, funded by OCHA, will work within the Coordination Unit, primarily to support issues relating to displacement,

Susan McDade
RC, Uruguay

"A good Resident Coordinator needs to first be a good development professional and understand the nature of the development challenges where we work. We need to be good managers of people and processes to get results. We need to have good political skills to best position the UN to be a good development partner. Finally, you need to have emotional intelligence, a strong sense humor and a lot of patience."



A photograph showing the silhouettes of three women standing in shallow water, likely a lagoon or coastal area, at sunset. They are holding long poles, possibly for fishing or collecting. The sun is low on the horizon, creating a bright, golden glow that reflects on the water's surface. The sky is a mix of orange and yellow, and the water is dark with shimmering highlights from the sun.

"From our point of view, the issue of leadership and humanitarian coordination in crises is crucial. In terms of humanitarian coordination, we can't make it work without leadership on the ground. There is a huge amount of pressure on us from donors, and indeed from ourselves, to make it better. I think we have made it better, but it is still patchy and dependent on individuals, who may or may not be sufficiently strong or have the necessary background. We've been making sure that we have the right qualified people by using a pool of candidates on which to draw new RC/HC positions."

*-John Holmes,
Former Emergency Relief Coordinator
and USG OCHA*

protection and emergency preparedness.

In preparation, OCHA and the Coordination Unit improved their cooperation during 2009 and undertook joint activities. To provide the leadership necessary to unite the full spectrum of UN actors and interventions effectively and to ensure that adequate recovery coordination functions remain after the withdrawal of humanitarian actors, a strong coordination team comprising the Resident Coordinator Unit, UNOCI and OCHA is vital.

Nepal: Driving and facilitating joint programming

The Resident Coordinator office plays a key role in facilitating the undertaking of UN country team activities in the ongoing transition from humanitarian to more recovery-oriented functions. In particular, dedicated capacity has strengthened the ability of the country team to develop joint programming in order to focus and streamline UN activities for better results on the ground. The UN Peace Fund for Nepal was established in 2007 by the UN Mission in Nepal and transferred to the Resident Coordinator office in 2008. The Fund finances projects that directly support the peace process and is proving to be an important instrument for promoting UN reform.

In 2009, clear criteria for project selection were developed and the fund was better resourced financially and in terms of dedicated staff. The Fund provides financial incentives for joint programmes by setting the funding cap higher for multi-agency proposals than for those for single agencies. This has stimulated collaboration and concentrated attention on the comparative advantages of each agency.

The need for resources has motivated agencies to develop their capacity for peacebuilding activities, including smaller agencies, which have been able to partner together and play a role in this vital area. By the end of 2009, nine UN agencies in Nepal were actively engaged in peacebuilding projects funded through the UN Peace Fund for Nepal compared to four in 2008. The Fund raised \$8 million in new resources.

The leadership of the Resident Coordinator office improved the overall work of the UN country team even as the UN's

political mission and humanitarian operations were scaling down. The drawdown added to a general reduction of the UN presence in the field, in particular relating to field analysis and information flows. While a joint Resident Coordinator/Humanitarian Coordinator office was established in 2010 to manage the transition effectively, increased capacity for analysis, planning and coordination is crucial to enable more effective UN country-team leadership and joint programming in Nepal.

Challenges and recommendations

The Resident Coordinator offices in transition countries have played a crucial role in strengthening UN activities on the ground, driving and facilitating joint programming, robust coordination and joint funding mechanisms. However, Resident Coordinator offices have limited resources for coordination capacity, particularly during the transition from crisis to recovery.

As humanitarian donors gradually withdraw, lack of funding for transition is often an obstacle to development and increases the risk of chronic vulnerability. There are also challenges in maintaining coordination capacity in countries where peacekeeping or political missions are phasing down or planning to withdraw. In addition, a number of countries face security challenges, which considerably hinder the delivery of UN agency programmes.

To strengthen coordination capacities in transition contexts, UN country teams recommend that deployments to address the capacity gap of Resident Coordinator offices in crisis and post-crisis countries should be implemented more rapidly. Surge capacity should be available to cover gaps in staffing and, in the longer term, UNDP recruitment procedures should be faster, less bureaucratic and more flexible. Whereas staff members are required to give only one month's notice, it currently takes approximately six months to recruit replacements; this often causes a gap in staffing, which hampers programme implementation.

ENHANCING NATIONAL LEADERSHIP IN CRISIS AND POST-CRISIS TRANSITION SITUATIONS

During 2009, many events in crisis and post-crisis countries required a coordinated UN system to support national efforts. They included local and national elections, as in Afghanistan and Iraq, and the negotiation or implementation of peace agreements, as in Burundi, the Central African Republic, Chad and Nepal. In Nepal, for example, implementing the country's Comprehensive Peace Agreement proved difficult owing to a lack of confidence between the political parties. This resulted in Parliament's being obstructed for five months. UN country teams have responded in such fluid contexts by supporting peace consolidation in various areas through, for example, security-sector reform, reintegration activities and efforts to strengthen access to basic social services, promote livelihoods and support community rehabilitation.

Also during 2009, there was progress towards stronger UN leadership teams that encompass the different roles and perspectives of the UN in a country. One result has been the establishment and use of joint analysis and decision-making processes that take into account the full spectrum of UN actors in the country. This has brought stronger and swifter results. The recognition that coherent leadership teams make a difference implies in turn the need for strengthening them through the reinforcement of rosters and the preparation of potential candidates for senior positions.

National ownership and alignment of UN system priorities to national frameworks

UN country teams, together with UN peacekeeping, political and humanitarian actors, made significant progress in 2009 in responding to peace consolidation challenges in line with national priorities. Major achievements included ensuring that UN priorities in transition settings were fully aligned with national development

"An integrated mission is a peacekeeping mission working with the country team. In most DPKO missions, the integration has to start between the military and civilians. Initially, there is very little coherence, and you need to develop that coherence by working with others. Rather than implementing procedures and mandates, my basic objective is to be clearer on the synergies that are possible from working together on the ground. You need leadership for that to get results.

The stabilization and security strategy in East Congo [DRC] brought together political, military, humanitarian, and development efforts into an integrated plan, recognizing the particularities of each of these and working with the government. This was used as the basis of an integrated strategic framework that everybody is looking to use now."

—Ross Mountain
former DSRG/RC/HC in the Democratic
Republic of the Congo (2004-2009)



Alan Doss (left), Special Representative of the Secretary-General and Head of the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC), and his delegation (from left to right): Bipin Rawat, MONUC North Kivu Brigade Commander; Alpha Sow, MONUC Coordinator for the Eastern Region and Major Stone, MONUC Commander, arrive at the Helicopter Operating Base in Pinga. (UN Photo/Marie Frechon)

goals or crisis response plans and that they had been drawn up jointly with Governments and other national stakeholders. UN presences on the ground have also worked hard to continue to strengthen UN system response by integrating their leadership mechanisms, co-ordination and implementation.

Building on the efforts of previous years, effective contributions to peace consolidation took place in 2009. With help from the UN Peacebuilding Fund, UN country teams in Burundi, the Democratic Republic of the Congo, Nepal and Sierra Leone developed joint programmes in such areas as justice-sector reform and the rule of law, community reconciliation, socio-economic recovery in areas affected by conflict, youth employment, anti-corruption, and interventions to combat sexual and gender-based violence. National steering committee mechanisms, co-chaired by UN leadership and government partners, initiated, reviewed and approved such interventions.

Country Examples

Burundi: Enhancing national ownership and UN alignment with national priorities

The year 2009 was crucial for the peace process in Burundi, marked by significant progress in the Global Cease-fire Agreement between the Government and the rebel movement, the Palipehutu-FNL, which was transformed into a political party in April as the National Liberation Force (FNL).

The disarmament and demobilization of former FNL combatants contributed to a significant improvement in security and stability during the year. The UN system supported the Government in many areas, including democratic governance, the preparation of elections, and the disarmament, demobilization and reintegration of former combatants.

For a more effective response to the wide array of peace consolidation challenges in Burundi, the UN system jointly

developed the comprehensive UNDAF 2010-2014, guided by the national vision "Burundi 2025".

Sierra Leone: Aligning with the national agenda through the government aid architecture

In 2009, the Government launched an Agenda for Change to promote adequate and affordable energy, a better transportation network, increased production in the agricultural and fisheries sectors, and better social services.

At the same time, the Government faced three major challenges: corruption, illicit drugs and youth unemployment. The UN drew up a Joint Vision, which pledged to align its activities with this national strategy. The UN and the Government agreed to finance this support through a multi-donor trust fund.

Progress made and remaining challenges

The 2009 Resident Coordinator annual reports clearly show that supporting national ownership and leadership remain at the heart of UN country-team planning and coordination efforts. Strategic frameworks elaborated in Burundi and Sierra Leone are fully aligned with, and developed in parallel with, the national priorities identified in poverty reduction strategies, national peace-consolidation plans or other development strategies. It is also clear that using the comparative advantage of each UN actor, efforts for joint planning among the various parts of the UN system have increased, delivering peace dividends to populations affected by conflict. An example of this is the increased level of joint programming and implementation enabled under the UN Peacebuilding Fund.

Nevertheless, instability continues to challenge many countries, sometimes reversing progress. This makes it difficult to build and strengthen national capacity and poses problems in the smooth implementation and delivery of UN activities. The experience of Sierra Leone indicates the potential difficulty in rallying the whole

William Infante
RC, Serbia

"The UN is a steadfast and credible partner of governments and peoples around the world. Through its projects and programs the UN inspires commitment to sustainable development results and impacts, and is helping to cultivate future generations of leaders and thinkers who build knowledge, modern democracies, and stable economies."



UN system around the Government's aid policy and in ensuring that coordination structures are robust and successful. Such efforts demonstrate the need to recognize that no one partner can do it alone and that it is the collective responsibility of every partner to help the Government to manage aid effectively.

SUPPORTING UN LEADERSHIP IN INTEGRATED MISSION SETTINGS

In integrated mission settings, coherent and effective UN leadership is vital. Under the overall leadership of the Special Representative of the Secretary-General, the role of the Deputy Special Representative of the Secretary-General / Resident Coordinator / Humanitarian Coordinator is crucial to ensuring a coordinated response by the UN system. While integration efforts have been under way over the past few years, they have now been further consolidated, as reconfirmed through the Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict (A/63/881-S/2009/304) and in the guidelines endorsed by the Secretary-General on 13 June 2006 for the Integrated Missions Planning Process.

Trends and achievements

In integrated missions, the establishment of joint planning units between the UN country team and UN peacekeeping and special political missions/offices has become more frequent. This has strengthened the joint analysis, planning and monitoring of UN priorities.

There was a more strategic approach in 2009 to supporting priorities in many of the 18 locations¹ where the UN had an integrated presence. This included the

establishment of joint strategic frameworks as well as better-integrated national and subnational coordination structures and delivery mechanisms in the field.

Several countries, such as Côte d'Ivoire, the Democratic Republic of the Congo and Timor-Leste, have developed integrated strategic frameworks to lay out a common vision, priorities, and roles and responsibilities within the UN system to achieve better results on the ground. Other UN presences, such as those in Burundi, Guinea-Bissau and Liberia, have used the UNDAFs to outline the integrated UN response to national priorities.

Achievements in 2009 included improved efforts at the country level to have stronger leadership teams, integrated structures, joint analysis and planning and joint implementation for better results. UN country teams reported that having one joint UN senior management team uniting Special Representatives of the Secretary-General, the Deputy Special Representative of the Secretary-General/Resident Coordinator/Humanitarian Coordinator, and mission and UN country team senior leadership resulted in faster decision-making, greater team confidence and the removal of institutional barriers between various UN actors. It also fostered a more flexible system to fill capacity gaps with staff from various parts of the system to support coordination and programming, and advanced targeted interventions in support of national peace consolidation and development efforts.

Integrated UN leadership has also been better at combining efforts and in analysis and planning, implementation and operations. UN country teams see working with UN peacekeeping missions or special political missions/offices as an opportunity to reinforce coordination and to complement the activities of agencies while also ensuring that causes of conflict and the risks of relapse into conflict are properly taken into account.

¹ Afghanistan, Burundi, the Central African Republic, Chad, Côte d'Ivoire, the Democratic Republic of the Congo, Guinea-Bissau, Haiti, Iraq, Kosovo, Lebanon, Liberia, Nepal, Occupied Palestinian Territory, Sierra Leone, Somalia, Sudan and Timor-Leste.

Several Resident Coordinators/Humanitarian Coordinators also made the important comment that the leadership that they had exercised during the humanitarian response efforts made it easier to maintain close cooperation after the humanitarian response was concluded.

Country Example

Sierra Leone: Promoting an integrated mission through leadership and a common vision

In accordance with Security Council resolution 1829, the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) was designed to bring together the political, governmental and developmental dimensions of the UN into a single country strategy.

Extensive consultations in 2008 between the UN specialized agencies, funds and programmes and UNIPSIL led to a Joint Vision, comprising 21 programmes to consolidate peace. Its four priorities are: integrating rural areas into the national economy; economic and social integration of youth; equitable and affordable access to health services; and accessible and credible public services.

Challenges and recommendations

In 2009, most UN integrated presences established integrated leadership structures with joint UN mission-UN country team planning units for decision-making, planning and coordination. As in previous years, however, institutional cultures and funding and implementation mechanisms still differ within the UN system.

Progress in developing adequate policy and administrative mechanisms at the global level is slow and, in some cases, it is a challenge to keep up with developments in the field. While UN leadership structures have become increasingly integrated, there are still impediments to a common UN vision that inspires efficient programming and delivery on the ground.

Additional countries will develop integrated strategic frameworks between the UN country teams and the peacekeeping/political mission in a number of crisis and post-conflict settings during 2010. Such efforts need to be taken seriously from all sides of the UN system and appropriate support from headquarters must be ensured to countries in going through these planning processes. In addition, a number of transition countries, such as Liberia and Sierra Leone, have expressed interest in embarking on Delivering as One initiatives. As these will be the first experiences for this type of initiative in settings where UN country teams coexist with UN peacekeeping or political actors, options on how to progress in this regard will have to be carefully considered, led by the Government and UN actors on the ground.

In 2010, UN country teams in several countries will also need to ensure that their planning and management take into account the reconfiguration and/or draw-down on UN peacekeeping missions. Examples include the UN Observer Mission in the Democratic Republic of the Congo (MONUC) and the UN Mission in the Central African Republic and Chad (MINURCAT). To manage such transition processes, UN country teams need to examine to what extent this may eventually involve increasing the capacities of the UN country team.

Valerie Julliard
RC, Dominican Republic

"An RC has many responsibilities, relative authority and limited resources but it can be a very influential position, both within the UN system and with national authorities and partners if carried out with fairness and generosity. Coordination is an exercise of diplomacy and of consensus building. Generosity, together with fairness, are the basis of consensus building, an ideal means of decision-making."





Secretary-General Ban Ki-moon speaks to a group in Sultan Colony, an encampment of people displaced by Pakistan's potent monsoon floods, in Punjab Province, near the city of Multan. (UN Photo/Evan Schneider)

CONCLUSION

LESSONS LEARNED AND THE WAY FORWARD



The Resident Coordinator annual reports reflect the important role that the UN has played in helping national leaders to design and implement their own development strategies and to strengthen their domestic capacity. The UN country teams have made far-reaching efforts to ensure that the UN is more effective in supporting national governments as they work to achieve the MDGs.

Support for the inclusion of the Goals in drawing up and carrying out national development plans, including poverty reduction strategies, and the alignment and improved quality of UNDAFs are among the chief UN contributions. UN country teams also supported countries to sustain progress and mitigate risks through, for example, support for conducting analyses and interventions to assess the impact of the economic and food crises on the most vulnerable. In other areas, monitoring and social protection systems were established, disaster risk reduction supported and efforts to mitigate and adapt to climate change strengthened. UN country teams addressed those MDGs where progress was lagging by focusing on more coherent and coordinated programming support, upstream policy engagement and innovative approaches on the ground.

Some of the most significant progress on system-wide coherence has been in the area of joint planning and implementing programmes at the country level. Generally, countries found that joint mechanisms enabled a more inclusive approach, bringing UN organizations closer together, including both the specialized and non-resident agencies, and ensuring more effective use of their specific expertise. In addition, the introduction of a joint UNDAF review process reduced transaction costs and staff time and led to improved planning results.

In response to the demands and needs of governments, the UN system has encouraged the establishment of common pools of financial resources and the harmonization of accounting and other business practices. At the same time, UN agencies and donors have

moved from a project-by-project-based approach towards common, coherent development programmes with regular, reliable funding. Taken together, such measures reduce costs and promote efficiency at every level, both within the UN system and among partners, creating a stronger base for continuing cooperation.

The leadership of Resident Coordinators and UN country teams has been strengthened by the new UNDAF guidance, including the Common Budgetary Framework and country funds, through which they are able to establish local frameworks and make allocations from those frameworks. The Common Budgetary Framework also enables UN country teams to plan more effectively and, to a certain degree, helps to improve funding predictability.

Enterprising UN country teams have also integrated many of the organization's core principle—from gender equality to human rights, from capacity development and results-based management to environmental sustainability—across a variety of agencies and their programmes.

By working in an incremental but steady way, UN country teams have strengthened the institutional capacities of central and local governments to coordinate and evaluate the impact of development aid. Specifically, they have worked closely with governments to create supportive legislative and policy environments for non-State actors and to improve the capacity of parliaments, civil society organizations, and the private sector to take an active part in formulating development policy.

As impartial and trusted partners, country teams supported ongoing dialogue between development partners and national stakeholders, facilitating negotiations for an effective division of labour among donors and for the closer alignment of international assistance with national priorities.

In crisis and post-conflict settings, many UN system actors joined with outside partners to support national efforts to maintain or restore stability, to consolidate

peace and to work towards the realization of the MDGs. On the ground, a great deal of effort also went into continuing to strengthen the UN system's response by integrating leadership mechanisms, coordination and implementation. In integrated mission settings, the focus on integrated strategic approaches by United Nations country team and the mission have been launched. Capacity development of planners to enable this integrated approach has been important. Such initiatives have strengthened the joint analysis, planning, and monitoring of joint UN priorities.

Despite the many successful examples, the annual reports also point out a number of obstacles that must be overcome if the reform of the UN development system is to succeed in attaining the level of coherence necessary to meet the challenges ahead.

For example, several UN country teams reported the need to continue to reposition the UN strategically. Many developing countries are emerging as donor countries and a number of governments have shown interest in technical assistance in cross-sectoral areas and in increasing South-South exchanges, especially in technical areas. To meet the growing demand from governments for upstream policy support, the UN country teams must focus even more on achieving the MDGs and less on the project-based approach.

As the UN moves upstream to become a provider of knowledge, evidence, standards-based policy advice, facilitation and catalytic investments, significantly greater changes to its organizational set-up will be required. More highly qualified policy experts will become strongly involved in advocacy and coordination.

Building the strategic capacity of UN country teams through the UNDAF is a vital factor in improving the UN's ability to support national efforts to achieve the MDGs. UNDAF mid-term and annual reviews suggested that in some countries, UN assistance was dissipated through small projects implemented across too many sites and targeting too few beneficiaries. They concluded

that, in future, the UN should consolidate more and identify fewer, but higher impact, programmes for delivering support.

UN country teams also encouraged the UNDG to facilitate the exchange of expertise among middle-income countries. The UN system is exploring new models of development cooperation that will address the common trends and challenges of middle-income countries. Clearly, new strategies will be required that take into account and maximize the current socio-economic context.

Increasing the effectiveness of UN programmes in meeting the MDGs is directly linked to the harmonization and simplification of business practices, procedures and guidelines. In 2009, UN country teams repeatedly reported the need for the UNDG to place greater emphasis on the harmonization and alignment of agency business practices, including in the areas of ICT, human resources and procurement, in order to help to facilitate common services and operational reform at the country level.

Of particular concern in this respect is the large variety of reporting and planning formats required by agencies at their headquarters level. Since standard headquarters planning and reporting rules and tools still apply, reporting to national counterparts on common country programming adds an extra layer and an additional burden for staff who already have to prepare their own agency annual reports and plans. This situation would be greatly alleviated if agency headquarters agreed to develop common reporting formats and mechanisms and accept them as sufficient for their own specific requirements.

Interaction between programme and operations staff should be much stronger for the mutual reinforcement of changes taking place at the programmatic and operational level. In addition, cross-cutting issues, capacity development, environmental sustainability, gender equality, and the human rights-based approach are rel-

evant to all programmes and should be mainstreamed consistently.

More intensive efforts are needed to link headquarters policies on the implementation of international commitments on aid effectiveness with concrete action by UN country teams. Further progress is also needed in areas that have so far proven challenging for the UN system, such as strategic engagement in new aid modalities and enhanced use of national systems, particularly for financial management, procurement, and monitoring and evaluation.

The Resident Coordinator annual reports also made it clear that Resident Coordinator offices need predictable resources to support the coordination and leadership funding of the UN development system. Sustainability of resources is an issue that must be addressed.

In humanitarian, crisis and transition settings, UN country teams reported the need for resource mobilization efforts to fund humanitarian activities and for better donor responses. There are also challenges in maintaining coordination capacity in countries where peacekeeping or political missions are phasing down or planning to withdraw.

UNDG STRATEGIC PRIORITIES 2010-2011

In May 2010, realizing that the UN development system needs to become more internally focused and coherent, the undg adopted its strategic priorities for 2010-2011. At the heart of the strategic priorities is the undg's commitment to support country efforts to (a) accelerate achievement of the MDGs and other internationally agreed development goals; (b) ensure that UN country teams participate fully in nationally led and owned development dialogue and that the UN's collective effort is demand driven; and (c) to deploy world-class development knowledge and know-how at the country level.

The strategic priorities also emphasize maximizing operational and administrative efficiency through harmonizing business practices and making more effective use of common services. Three entry points are identified in the strategic priorities: (a) the 48 undaf rollout countries in 2010 and the 28 undaf rollouts in 2011; (b) the countries which are in or coming out of crisis—to ensure seamless transition from humanitarian to recovery phase, with an emphasis on addressing underlying development challenges at the earliest possible time; and (c) the Delivering as One pilot countries and those which are voluntarily adopting the approach.

To drive implementation on the ground, the strategic priorities emphasize the need to increase incentives for collaboration. Organizations should appraise and reward country and regional staff for their role in ensuring that the undg strategic priorities are implemented. The strategic priorities foresee an intensification of the engagement of senior agency leadership: Principals, Assistant Secretary-Generals, Assistant Director-Generals and Regional Directors. Resident Coordinators and members of the UN country teams will drive implementation.

As countries scale up efforts to achieve the MDGs, UN country teams will further professionalize and deepen their support to developing countries in response to increasingly urgent demand. This means that country teams must have the capacity and expertise required to implement the changes needed. This synthesis of the reports of the Resident Coordinators for 2009 provides the basis for action while the undg strategic priorities 2010-2011 firmly indicate the direction in which the UN system needs to travel.



Secretary-General Ban Ki-moon delivered remarks at the opening of the MDG Summit at UN Headquarters in September 2010. (UN Photo/Rick Bajornas)

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Bangladesh	G.P.O. Box 224 Dhaka 1000	UN Offices, 18th Floor, IDB Bhaban E-8/A Begum Rokeya Sharani, Agargaon Sher-e-Bangla Nagar, Dhaka-1207
Barbados	P.O. Box 625C Bridgetown St. Michael	U.N. House, Marine Gardens Hastings Christ Church
Belarus, Republic of	G.P.O Box 103 Minsk 220050	17 Kirova Street 6th floor 220000 Minsk
Benin	Boîte postale 506 Cotonou	Lot III Zone Résidentielle Cotonou
Bhutan	G.P.O. Box 162 Thimphu	United Nations House Samten Lam Thimphu
Bolivia	Av. Sánchez Bustamante, esq. Calle 14, Calacoto La Paz	Av. Sánchez Bustamante, esq. Calle 14, Calacoto La Paz
Bosnia-Herzegovina	Marsala Tita 48 71000 Sarajevo	Marsala Tita 48 71000 Sarajevo

COUNTRY	MAILING ADDRESS	STREET ADDRESS
Botswana	P.O. Box 54 Gaborone	Plot 22 Khama Crescent Gaborone
Brazil	Caixa Postal 0285 Brasilia, DF 70359-970	EQSW 103/104 Lote 1 Bloco D - Setor Sudoeste 70670-350 - Brasilia, DF
Bulgaria	P.O. Box 700 1040 Sofia	25 Khan Krum Str. 1040 Sofia
Burkina Faso	01 BP. 575 Ouagadougou 01	Immeuble Secteur 04 (Quartier ex Koulouba) Ouagadougou
Burundi	Boîte postale 1490 Bujumbura	Green Building 4470 Chaussée du Peuple Murundi Bujumbura
Cambodia	P.O. Box 877 Phnom Penh	House No. 53, Pasteur Beng Keng Kang Phnom Penh
Cameroon, Republic of	Boîte postale 836 Yaounde	Immeuble Foul'Assi Nouvelle Route Rastos, Rue N° 1775 Yaounde
Cape Verde	Caixa Postal 62 Praia	Avenida Oua Achada Santo Antonio Praia
Central African Republic	Boîte Postale 872 Bangui	Avenue Barthélémy Boganda Immeuble "La Couronne" Bangui
Chad	P.O. Box 906 N'Djamena	Avenue du Colonel d'Ornano (Ex-Immeuble UEAC) N'Djamena
Chile	Dag Hammarskjöld 3241 Vitacura, Santiago. 7630412	Dag Hammarskjöld 3241 Vitacura, Santiago. 7630412
China	2 Liangmahe Nanlu Beijing 100600	2 Liangmahe Nanlu Beijing 100600
Colombia	Apartado Aereo, No. 091369 Bogota	Avenida 82 No. 10-62 Piso 3 Bogota
Comoros	Boîte postale 648 Moroni	Hamramba Moroni
Congo (Republic of)	Boîte postale 465 Brazzaville	Avenue du Marechal Foch Brazzaville

COUNTRY	MAILING ADDRESS	STREET ADDRESS
Congo (Democratic Republic of)	Boîte Postale 7248 Kinshasa I	Immeuble Losonia Boulevard du 30 juin Kinshasa
Costa Rica	Apartado 4540-1000 San Jose	Oficentro La Virgen 2, 300 mts. sur y 200 suroeste de la Em- bajada Americana Pavas, San José
Cote d'Ivoire	01 Boîte postale 1747 Abidjan 01	Angle avenue Marchand & rue Gourgas
Croatia	Kestercanekova 1 P.O. Box 867 Zagreb	
Cuba	UNDP Cuba, P.O. Box 1608, GCPO New York 10163-1608	Calle 18 No. 110 (entre 1RA y 3RA) Miramar, Playa Ciudad de la Habana
Djibouti	Boîte postale 2001 Avenue Mohamed Issa dit "Cheiko" Plateau du Serpent	
Dominican Republic	Apartado 1424 Santo Domingo	Avenida Anacaona No. 9 Mirador Sur Santo Domingo
East Timor	Enterprise House, 28-30 Knuckey Street Darwin, NT 0801 Australia	UN Agency House Caicoli Street Dili-Timor Leste
Ecuador	P.O. Box 1703-4731 Quito	Av. Amazonas No.2889 entre Av. Mariana de Jesús y La Granja Quito
Egypt	P.O. Box 982 Postal Code No. 11511 Cairo	1191 Corniche El Nil Street World Trade Centre Bldg. (4th Floor) Boulak, Cairo
El Salvador	P.O. Box 1114 San Salvador	Edificio Naciones Unidas Boulevard Orden de Malta Sur N° 2-B, Antiguo Cuscatlán
Equatorial Guinea	UNDP Malabo, Equatorial Guinea c/o UNDP, P.O. Box 1608-Grand Central Station New York, N.Y. 10163-1608 USA	Esquina Calle de Kenya con Calle Rey Boncoro B.P. 399 Malabo
Eritrea	P.O. Box 5366 Asmara	Hday Street (Airport Road) Asmara
Ethiopia	P.O. Box 5580 Addis Ababa	Africa Hall Old ECA Building 7th Floor Addis Ababa

COUNTRY	MAILING ADDRESS	STREET ADDRESS
Fiji	Private Mail Bag Suva	Floor 8 Kadavu House 414 Victoria Parade Suva
Gabon	Boîte postale 2183 Libreville	Derrière le Palais de Justice de Libreville Quartier SOBRAGA Libreville
Gambia	P. O. Box 553 Banjul 5 Kofi Annan Street Cape Point Kombo St Mary's Division	
Georgia, Republic of	UNDP Country Office in Georgia 9, Eristavi, ST. 0179 0179 Tbilisi	9 Eristavi Street 0179 Tbilisi
Ghana	P.O. Box 1423 Accra	Ring Road Dual Carriage (near Police Headquarters) Accra
Guatemala	Edificio Europlaza World Business Center Torre IV, nivel 10 - Apartado Postal 23-A	Edificio Euro Plaza World Business Center 5 Avenida 5-55, Zona 14 Torre IV, Nivel 10 Guatemala City, C.A 01014
Guinea	Boîte postale 222 Conakry	Maison commune, Corniche sud, Coléah Lanséboungyi Commune de Matam, Conakry
Guinea-Bissau	C.P. 179 P.O. Box 1011 Bissau Codex	Rua Rui Djassi Bissau
Guyana	P.O. Box 10960 Georgetown	42 Brickdam & United Nations Place Stabroek Georgetown
Haiti	Boîte Postale 557 Port-au-Prince	387, Ave. John Brown Bourdon Port-au-Prince
Honduras	Apartado Postal 976 Tegucigalpa D.C.	Edificio Casa de las Naciones Unidas Colonia Palmira, Ave. Republica de Panama Tegucigalpa, D.C.
India	P.O. Box 3059 New Delhi 110003	55 Lodi Estate New Delhi 110003
Indonesia	P.O. Box 2338 Jakarta 10001	Jalan M.H. Thamrin Kav. 3 Jakarta 10250

COUNTRY	MAILING ADDRESS	STREET ADDRESS
Iran, Islamic Republic of	P.O. Box 15875-4557 Tehran	United Nations Building No. 39 Shahrzad Blvd. Darrous Shariati Ave. Tehran 19487 73911
Iraq	C/O UNDP-Iraq P.O. Box 941074 Amman 11194 – Jordan	Building No. 16 Majid Al-Edwan St.-Shmeissani Amman - Jordan
Jamaica	P.O. Box 280 Kingston	1 -3 Lady Musgrave Road Kingston 5
Jordan	P.O. Box 941631 Amman 11194	United Nations University International Leadership Institute Building Queen Rania Street University of Jordan Building No. 274
Kazakhstan	United Nations Office 67, Tole Bi Street 050000 Almaty	United Nations Office 67, Tole Bi Street 050000 Almaty
Kenya	P.O. Box 30218 Nairobi	United Nations Avenue Gigiri United Nations Complex Block Q
Korea (DPR)	P.O. Box 27 Pyongyang	21 Munsudong Pyongyang
Korea, Republic of	#201 Sa-Ok Bldg. Hannam Tower 730 Hannam-2 dong Yongsan-Ku Seoul 140-212	#201 Sa-Ok Bldg. Hannam Tower, 730 Hannam-2 dong Yongsan-Ku Seoul 140-212
Kosovo (Development Coordinator's Office)	14 Payton Place Pristina 10000	14 Payton Place Pristina
Kuwait	P.O. Box 2993 Safat 13030	UN House, West Mishref, Block 6 Diplomatic area opposite to Gulf University
Kyrgyzstan	160 Chui Prospect Bishkek 720040	160 Chui Prospect Bishkek 720040
Lao People's Democratic Republic	United Nations Development Programme P.O. Box 345 Vientiane	Lane Xang Avenue Vientiane
Latvia, Republic of	UNDP Latvia Projects Office Pils iela 21 Riga, LV-1167	UNDP Latvia Projects Office Pils iela 21 Riga, LV-1167

COUNTRY	MAILING ADDRESS	STREET ADDRESS
Lebanon	P.O. Box 11-3216 Beirut	Arab African International Bank Bldg Riad El Solh Street Nejmeh, Beirut 2011 5211
Lesotho	P.O. Box 301 Maseru 100	UN House, United Nations Road Maseru
Liberia	P.O. Box 10-0274 Simpson's Building Mamba Point	UN Drive 1000 Monrovia 10
Libyan Arab Jamahiriya	P.O. Box 358 Tripoli	69-71 Shara Turkiya Tripoli
Lithuania, Republic of	Central Post Office Box 62 Vilnius LT-2000	Gostauto 40a LT-01112 Vilnius
Madagascar	P.O. Box 1348 Antananarivo 101	Immeuble Galaxy Plaza, Rue Dr. Raseta Andraharo Antananarivo 101
Malawi	P.O. Box 30135 Lilongwe 3	Plot No. 7, Area 40 Lilongwe 3
Malaysia	P.O. Box 12544 50782 Kuala Lumpur	Wisma UN Block C, Damansara Offices Com- plex Jalan Dungun, Damansara Heights 50490 Kuala Lumpur
Maldives	P.O. Box 2058 Male'	UN Building Buruzu Magu Radhebai Higun Male'
Mali	Boîte postale 120 Bamako	Immeuble Me Hamaciré N'Douré Badalabougou-Est Bamako
Mauritania	Boîte postale 620 Nouakchott	ILot K Lots No. 159, 160, 161 Nouakchott
Mauritius	P.O. Box 253 Port Louis	6th Floor, Anglo-Mauritius House Intendance Street Port Louis
Mexico	Apartado Postal 105-39 11581 Mexico, D.F.	Avenida Presidente Mazaryk 29, piso 8 Colonia Chapultepec Morales 11570 Mexico, D.F.

COUNTRY	MAILING ADDRESS	STREET ADDRESS
Moldova, Republic of	131, 31 August 1989 Street Chisinau MD-2012	131, 31 August 1989 Street Chisinau MD-2012
Mongolia	P.O. Box 46/1009 Ulaanbaatar	United Nations Street 12 Sukhbaatar District Ulaanbaatar
Montenegro	Beogradska 24b 81000 Podgorica Beogradska 24b Podgorica	
Morocco	Casier ONU, Poste Rabat-Chellah 10000 Rabat	13, Avenue Ahmed Balafrej Souissi, Rabat
Mozambique	P.O. Box 4595 Maputo	Av. Kenneth Kaunda, 931 Maputo
Myanmar	P.O. Box 650 Yangon	No. 6, Natmauk Road, Tamwe Township Yangon
Namibia	Private Bag 13329 Windhoek	Sanlam Centre 154 Independence Street Windhoek
Nepal	P.O. Box 107 Kathmandu	UN House Pulchowk Lalitpur
Nicaragua	Apartado Postal 3260 Managua	Rotonda El Gueguense Plaza España 400 mts. Sur Managua
Niger	Boîte postale 11207 Niamey	Nations Unies/PNUD/UNFPA/ CDSR-AO n°428 rue av. du fleuve Niger CP2 040 Quartier Plateau Commune I Niamey
Nigeria	P.M.B 2851 Garki, Abuja	UN House, Plot 617/618 Diplomatic Zone Central Area District P.M.B 2851 Garki, Abuja
Occupied Palestinian Territories	P.O. Box 51359 Jerusalem	4A Ya' Kubi St. Jerusalem
Pakistan	P.O. Box 1051 Islamabad	House No: 12, Street No: 17 Sector: F- 7/2 Islamabad
Panama	Apartado 0816-1914 Casa de las Naciones Unidas Ciudad del Saber, Edificio 129	

COUNTRY	MAILING ADDRESS	STREET ADDRESS
Papua New Guinea	UNDP P.O. Box 1041 POM Port Moresby	UN House Level 14, Deloitte Tower Douglas Street, Port Moresby
Paraguay	Casilla de Correo 1107 Asuncion	Edificio Naciones Unidas Avda. Mcal. López esq. Saraví Asuncion
Peru	PNUD P.O. Box 18--0923 Lima 18	Av. Benavides 786 Miraflores Lima 18
Phillippines	P.O. Box 7285, 1300 Domestic Road Domestic Airport Post Office Lock Box Pasay City, Metro Manila	30th Floor - Yuchengco Tower RCBC Plaza, Ayala Avenue cor. Sen. Gil Puyat Ave. 1200 Makati City, Metro Manila
Poland	UNDP, UN Centre P.O. Box 1 02-514 Warsaw 12	Al.Niepodleglosci 186 00-608 Warsaw
Romania	c/o UN House 48A Primaverii Blvd. Bucharest 011975	48A Primaverii Blvd. Bucharest 011975
Russian Federation	9 Leontievsky Lane, Moscow 125009	9 Leontievsky Lane, Moscow 125009
Rwanda	Box 445 Kigali	12, Avenue de l'Armée Kigali
Samoa	Private Mail Bag Matautu-uta Apia	Lauofo Meti's Building Four Corners, Matautu-uta Apia
São Tomé and Príncipe	Caixa Postal 109 São Tomé	Avenida das Nações Unidas São Tomé
Saudi Arabia	P.O. Box 94623 Riyadh 11614	Ibn El-Nafis Street Diplomatic Quarter Riyadh 11614
Senegal	Boîte postale 154 Dakar	Immeuble Faycal 19, rue Parchappe Dakar
Serbia	UNDP Country Office P.O. Box 3, Internacionalnih brigada 69, 11000 Belgrade	UNDP Country Office Internacionalnih brigada 69, Belgrade
Sierra Leone	P.O. Box 1011 Freetown	76 Wilkinson Road Freetown
Somalia	UNDP Somalia P.O. Box 28832, 00200 Nairobi – Kenya	Springette, off Lower Kabete RoadSpring Valley Nairobi - Kenya

COUNTRY	MAILING ADDRESS	STREET ADDRESS
South Africa	P.O. Box 6541 Pretoria 0001	Metropark Building 351 Schoeman Street Pretoria 0001
Sri Lanka	P.O. Box 1505 Colombo	202-204 Bauddhaloka Mawatha Colombo
Sudan	P.O. Box 913 Khartoum	Gama'a Avenue Khartoum
Swaziland	Private Bag Mbabane P.O. Box 261 Mbabane	SRIC Building (Lilunga House) 5th floor, Somhlolo Street Mbabane
Syria	P.O. Box 2317 Damascus	Mezzeh, West Villas Ghazawi Str. N°8 Damascus
Tajikistan	UNDP/ Tajikistan P.O. Box 1608, GCPO New York, NY 10163-1608 USA	No. 39 Aini Street Dushanbe, 734024
Thailand	UNDP G.P.O. Box 618 Bangkok 10501	12th Floor, UN Building Rajdamnern Nok Avenue Bangkok 10200
the Former Yugoslav Republic of Macedonia	P.O. Box 305 Skopje, 1000	8 ma Udarna Brigada 2 Skopje, 1000
Togo	Boîte Postale 911 Lome	40, Avenue des Nations Unies Lome
Trinidad and Tobago	P.O. Box 812 Port of Spain	UN House #3A Chancery Lane Port of Spain
Tunisia	Boîte postale 863 1035 Tunis	61, Boulevard Bab Benat 1006 Tunis
Turkey	UN HOUSE Birlik Mahallesi 2. cadde No. 11 06610 Cankaya Ankara	UN HOUSE Birlik Mahallesi 2 Cadde No: 11 06610 Cankaya Ankara
Turkmenistan	UN House, 40 Galkynysh Street Ashgabat 744013	UN House, 40 Galkynysh Street Ashgabat 744013
Uganda	P.O. Box 7184 Kampala	UN House 15B Clement Hill Road Kampala
Ukraine	1 Klovsky Uzviz Kiev 01021	1 Klovsky Uzviz Kiev 01021

COUNTRY	MAILING ADDRESS	STREET ADDRESS
United Arab Emirates	P.O. Box 3490 Abu Dhabi	Al Karama Street Opposite Rawda Clinic Villa # 2, W-14/02
United Republic of Tanzania	UNDP, P.O. Box 9182 Dar-es-Salaam	Plot 134-140 Kingsway/Mafinga (Off Kinondoni Road)
Uruguay	Casilla de Correo 1207 Montevideo	UPAEP Building Javier Barrios Amorin 870, 2nd floor Montevideo
Uzbekistan	4 Taras Shevchenko Street Tashkent 100029	4 Taras Shevchenko Street Tashkent 100029
Venezuela	Apartado 69005 Caracas 1062-A	Avenida Francisco de Miranda Torre HP Piso 6, Oficina 6-A Los Palos Grandes, Caracas 1062
Viet Nam	UNDP Hanoi c/o G.P.O. Box 618 Bangkok, Thailand	25-29 Phan Boi Chau Hanoi
Yemen	P.O. Box 551 Sana'a	Al-Khorashi Building Opposite Awqaf Housing Complex Sharaa Al-Siteen Sana'a
Zambia	P.O. Box 31966 Lusaka	Plot No. 11867 Alick Nkhata Road Lusaka
Zimbabwe	P.O. Box 4775 Harare	67-69 Kwame Nkrumah Ave

ACRONYMS

AIMS	Aid information management systems	NDP	National Development Plan
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women	NGO	Non-governmental organization
CFA	Comprehensive Framework for Action	OCHA	Office for the Coordination of Humanitarian Affairs
COP15	Fifteenth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change	OECD	Organisation for Economic Co-operation and Development
DOCO	Development Operations Coordination Office	PAHO	Pan American Health Organization
DPKO	Department of Peacekeeping Operations	PRS(P)	Poverty Reduction Strategy (Paper)
DSRSG	Deputy Special Representative of the Secretary-General	RC	Resident Coordinator
FAO	Food and Agriculture Organization of the United Nations	SWAP	Sector Wide Approach
HACT	Harmonized Approach to Cash Transfers	TCPR	Triennial comprehensive policy review
HC	Humanitarian Coordinator	UN	United Nations
HLTF	High-level Task Force	UNAIDS	Joint United Nations Programme on HIV/AIDS
IADGs	Internationally agreed development goals	UNCG	United Nations Communications Group
ICT	Information and communication technology	UNDAF	United Nations Development Assistance Framework
IFAD	International Fund for Agricultural Development	UNDG	United Nations Development Group
ILO	International Labour Organization	UNDP	United Nations Development Programme
IMF	International Monetary Fund	UNEP	United Nations Environment Programme
IOM	International Organization for Migration	UNESCO	United Nations Educational, Scientific and Cultural Organization
ISDR	International Strategy for Disaster Reduction	UNFCCC	United Nations Framework Convention on Climate Change
ITC	International Training Centre	UNFPA	United Nations Population Fund
JICA	Japan International Cooperation Agency	UN-HABITAT	United Nations Human Settlements Programme
LDCs	Least developed countries	UNHCR	United Nations High Commissioner for Refugees
M&E	Monitoring and Evaluation	UNICEF	United Nations Children's Fund
MD	Millennium Declaration	UNIDO	United Nations Industrial Development Organization
MDG	Millennium Development Goal	UNIFEM	United Nations Development Fund for Women
MDG-F	Spanish MDG Achievement Fund	WFP	World Food Programme
MDTF	Multi-donor trust fund	WHO	World Health Organization
MOUs	Memorandums of Understanding		

UN COUNTRY TEAM WEBSITES

ALBANIA www.un.org.al	MADAGASCAR www.snu.mg
ARGENTINA www.onu.org.ar	MALAWI www.unmalawi.org
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AUSTRIA unvienna.org	MALDIVES www.un.org.mv
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BELIZE www.unbelize.org	NEPAL www.un.org.np
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JORDAN http://www.jo.one.un.org	UKRAINE www.un.org.ua
KAZAKHSTAN www.un.kz	UNITED REPUBLIC OF TANZANIA www.untanzania.org
KENYA www.un-kenya.org	URUGUAY www.onu-uy.org
KOSOVO (DEVELOPMENT COORDINATOR'S OFFICE) www.unkt.org	UZBEKISTAN www.un.uz
KYRGYZSTAN www.un.org.kg	VIET NAM www.un.org.vn
LAO PEOPLE'S DEMOCRATIC REPUBLIC www.unlao.org	ZIMBABWE www.unzimbabwe.org
LATVIA ano.deac.lv/html_e/index_02.htm	
LEBANON www.un.org.lb	
LIBERIA www.unliberia.org	



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