



PAN AMERICAN HEALTH ORGANIZATION  
WORLD HEALTH ORGANIZATION



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### **PARTICIPATION OF THE PAN AMERICAN HEALTH ORGANIZATION IN THE UNITED NATIONS REFORM IN MEMBER STATES**

This document reviews the status of the UN reform process at its headquarters and country level and its relationship with PAHO's work at country level. Also describes some experiences in enhancing the presence of health priorities in the national development agendas in the context of the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF), presently operating in Bolivia, Guatemala, Guyana and Venezuela. Colombia and Peru have completed this exercise, and the UNDAF effort is underway in Colombia and Guatemala.

The reform actions aim to strengthen the United Nations as a force for sustainable, people-centered development and poverty eradication by creating a framework in which individual United Nations organizations can work together and respond to the needs of member countries "in a consistent, coherent, and cost-effective manner".

The *United Nations Development Group* (UNDG) was formed to enhance the effectiveness and impact of United Nations development operations through facilitation of joint policy formation and decision making at headquarters level. WHO recently joined the group. At country level the CCA and the UNDAF, as well as the various theme groups, are expected to provide programming frameworks for all United Nations organizations in a country. CCAs are ongoing in Bolivia, Guatemala and Venezuela. Colombia and Peru have completed this exercise. The UNDAF effort is underway in Colombia and Venezuela.

These movements set in motion in the context of the reform of the UN System are expected to lead to greater unity of purpose, increased cost-effectiveness, coherence of efforts and agility in responding to the various and pressing needs of Member States and to the mandates of global conferences.

It is expected that the SPP discussion may provide feedback from Member States as to:

- how this process is perceived at country level by national authorities;
- how the Ministries of Health can better use this reform process for intersectoral action to enhance the presence of health priorities in the development discussions, and to mobilize more resources to improve health outcomes;
- how can PAHO better perform its technical cooperation functions in the context of the reform.

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Annexes

## 1. Introduction

In 1997, Secretary-General Kofi Annan initiated a wide-ranging reform program for the United Nations. Many of the reform actions aim to strengthen the United Nations as a force for sustainable, people-centered development and poverty eradication by creating a framework in which individual United Nations organizations can work together and respond to the needs of Member States “in a consistent, coherent, and cost-effective manner”. The *United Nations Development Group* (UNDG) was formed to enhance the effectiveness and impact of United Nations development operations through facilitation of joint policy formation and decision making at central, i.e. headquarters level. Delegation of duties from central level to country level forms an important part of the reform package.

At country level the *Common Country Assessment (CCA)* and the *United Nations Development Assistance Framework (UNDAF)* are expected to provide programming frameworks for all United Nations organizations in a country. These frameworks are also expected to provide a strategic platform for the effective implementation of the goals agreed upon at global conferences. The preparatory work for these frameworks is carried out by the UN country team under the leadership of the Resident Coordinator, with the assistance of Theme Groups or Inter-Agency Working Groups/Task Forces through intense involvement of other key partners in the process. As the framework is to be based upon a country’s own planning cycle and development plans, the framework is expected to increase the Government’s commitment and ownership of the future implementation process. As the framework is based upon an integrated plan which has been established with inputs from all UN agencies, from bilateral donors, the international financial institutions and other key partners, it should fall in line with the programs of other partners. In obtaining and working along a more consistent and coherent program, the United Nations system will be more efficient in supporting the Government.

## 2. Review and Summary of the Reform Process, Technical and Financial Aspects

In 1997 the UN Secretary-General introduced a major reform program for the United Nations called “Renewing the United Nations: a Program for Reform”. The purpose of the reform was to make the United Nations work more efficiently, by renewing the leadership culture and the management structure at the United Nations. These changes were expected to lead to **greater unity of purpose, increased cost-effectiveness, coherence of efforts and agility** in responding to the various and pressing needs of member countries.

To facilitate improved focus on and collaboration between the core missions of the United Nations **executive committees** were established in the areas of peace and security; economic and social affairs; development cooperation and humanitarian affairs. Advancement of human rights is considered an integral part of all UN activities and should be addressed by all four executive committees. The committees serve as instruments of joint policy development, decision-making, and management while also allowing the heads of the different UN entities to explore ways of pooling resources and services to avoid duplication, maximize program impact and minimize administrative costs. Simultaneously, other **administrative and budgetary reforms** were carried out, such as the consolidation of three departments in the economic and social fields into one new Department of Economic and Social Affairs. Throughout the Secretariat a number of efficiency projects were undertaken by managers to enhance cost-effectiveness in program delivery.

The *United Nations Development Group* (UNDG) was created as a key feature of the Secretary-General's reform, to bring together all United Nations funds, programs and other entities dealing with development activities. The work of UNDG is led by an Executive Committee, comprised of UNDP, UNICEF, UNFPA, WFP and, its newest member, WHO. The Administrator of UNDP chairs the meetings of the UNDG. Other entities may participate as warranted by their interests and mandates. UNDG works to transform policy into practice and to improving management and efficiency. Its main tools are the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF). Both are instruments to improve the capacity of the United Nations System (UNS) at the country level.

The *Administrative Committee on Coordination* (ACC), which was established in 1946 originally handled substantive and management issues for the UN system. Today the committee's main functions are to facilitate increased coordination of programs of the various UN system organizations. It encourages the active participation of all its members in the preparation and implementation of the CCA and UNDAF processes. Since 1997 major efforts have also been taken with regard to other UN reform initiatives, such as the strengthening of the Resident Coordinator System (RCS), the designation of UN Houses and a harmonization of procedures and policies.

The *Economic and Social Council* (ECOSOC) was established by the UN Charter as the principal organ, under the authority of the General Assembly, to promote economic and social progress, and the respect for human rights. ECOSOC meets once a year in July to discuss major economic and social issues, and has responsibility for oversight and support to the reform process.

In the context of reform, the various UN funds and programs have been requested by the General Assembly and ECOSOC to develop resource mobilization strategies, promoting multi-year funding pledges from donor governments on a predictable, continuous and assured basis, to enable longer term planning frameworks by the UN system organizations.

PAHO Member States participate in the UN reform process through their respective UN missions in New York and Geneva, bringing forth their own views at the annual meetings of the General Assembly and ECOSOC. The Ministries of Foreign Affairs are the focal point in government for this work. On special occasions, Ministries of Health are invited. Otherwise, they can provide their contributions or bring in their concerns through their Ministries of Foreign Affairs or their local missions.

### **3. Update of the Reform at the Central Level. Progress in the *United Nations Development Group (UNDG)***

Soon after the reform announcement a pilot phase was launched by UNDG to test the proposed UNDAF in 18 countries. After extensive consultations with the wider circle of UN agencies that constitute the UN system revised guidelines for the CCA and the UNDAF were issued. The guidelines, which have been endorsed by all UN organizations including the World Bank, represent a major accomplishment on the part of the UN system in its efforts to develop common tools for the use of the UN country team. In October 1999 the UNDG Learning Network was launched to review CCAs and UNDAFs with an aim to share lessons identified and to facilitate organizational learning.

In May 1999 UNDG launched a global Roll-Out Plan for UNDAF. Since then 19 countries have begun the exercise. Forty-two countries are expected to begin the process in 2000. All countries will have initiated an UNDAF, where applicable, by 2002. Over 100 CCAs are currently under various stages of preparation. (See Annex A).

The UNDG, which was created as a key feature of the Secretary-General's reform program, brings together UN entities dealing with development issues. Its principal goal is to strengthen the policy and program coherence and effectiveness of UN development activities through facilitation of joint policy formulation, decision-making, and program coordination. Together UNDG members<sup>1</sup> provide policy and program support to more

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<sup>1</sup> Present members of the UNDG are: DESA, IFAD, UNAIDS, UNCHS, UNDCP, UNCTAD, UNDP, UNICEF, UNIFEM, UNFPA, UNOPS, WFP, WHO, the regional commissions, the High Commissioner for Human Rights and the Special Representative of the Secretary-General for Children in Armed Conflict. The Office of the Spokesman of the Secretary-General and the United Nations Fund for International Partnerships (UNFIP) participate in UNDG as observers.

than 150 countries and mobilize and deploy more than US\$ 5 billion in resources annually towards the promotion of sustainable development and poverty eradication.

WHO became a member of the UNDG in September 1999. WHO's active presence is regarded as critical to strengthening the efforts of UNDG and UN reform, in general, and underscores recognition of the central role of health in development.

UNDG is composed of several sub-groups. The Sub-Group on Program Policies leads the development of the CCA and UNDAF. Among the top priorities of the UNDG for the year 2000 is a rationalization of procedures, to ensure best possible use of limited resources. While the process is underway country teams are encouraged to see how the present system can be further simplified and harmonized within existing rules and procedures, also to better meet the local requirements. As a means of harmonizing operational policies and procedures common programming terminology was established.

In October 1998 UNDG was assigned responsibility, by the ACC, for providing guidance and support to country teams in the area of globalization and in response to the financial crisis. A Task Force/Theme Group on Globalization was established to share information within UNDG and to link UNDG with other parts of the UN system.

#### **4. Update of the Reform at the Country Level**

The Common Country Assessment and the United Nations Development Assistance Framework are essential tools for the Resident Coordinator system to translate the objectives of the UN reform into operational results. Also, both are mechanisms that can be used as platforms for dialogue and follow-up to the Global Conferences that the UN has arranged.

##### **4.1 *The Common Country Assessment (CCA)***

The CCA is a first step for the formulation of a joint framework or an UNDAF for a country. ***The CCA is a multi-sectoral process, which analyses a country's situation and development needs in a coherent, comprehensive and systematic manner.*** The findings will be used as the basis for the UN's strategy and activities. In view of this the government's participation is extremely important. As the CCA is a collaborative, multi-sectoral process also non-resident agencies and other UN entities are also invited to participate, together with the civil society, the private sector and the donor community, including the Bretton Woods Institutions. All should be invited to participate in the process as early as possible. As a result of the wide participation, the process tends to strengthen unity and understanding of the UNDAF while at the same time it builds partnerships between the key actors. The process should also identify internal and external risks and describe any recovery and rehabilitation needs.

The findings of the process are described in a CCA document, which includes a specification of indicators to help determine the situation in a country. These indicators address general development targets, such as illiteracy, HIV/AIDS and the infant mortality rate as well as specific issues derived from major United Nations conferences and conventions, such as the elimination of child labor and follow-up to United Nations human rights treaties. A database for the UN will be established for this purpose.

Different coordination mechanisms can be used for preparing the CCA, including Theme Groups, Inter-Agency Task Forces or Inter-Agency Working Groups to help with the process.

PAHO's role in supporting countries in defining specific health indicators and in strengthening the health information systems (core data, vital statistics) should be a major input to this UN database.

#### **4.2 *The United Nations Development Assistance Framework (UNDAF)***

The UNDAF has been designed by the UN Secretary General as the centerpiece of the UN and its development cooperation at the country level. UNDAF lays the foundation for cooperation among the UN system, the government and other development partners through the preparation of a framework with a complementary set of programs and projects. ***It is a strategic planning and programming framework, which identifies common priorities for development in a country.*** This provides for an excellent opportunity for intersectoral action to address health determinants. PAHO's work in mobilizing other sectors and agencies to consider those determinants could be essential to improve health and enhance development opportunities in countries. It therefore requires close collaboration between the United Nations and national administration, as well as with other key partners such as civil society, bilateral aid organizations and international funding institutions.

An important part of UNDAF is the program resource framework (budget estimate), which provides an estimate of financial requirements by each participating organization in light of the goals and objectives. The program resource framework should reflect how the availability or lack of resources affected the choices made in the UNDAF; how the indicative resource allocation and proposed targets are consistent with stated goals, objectives and cooperation strategies. Thus it should enable results-based monitoring and evaluation of the activities, and also provide a basis for continuous assessment of resource allocation and disbursements in light of planned objectives. Because the figures presented in the resource framework can be only indicative, presented in order of magnitude, the resource framework must be updated annually. Obviously all

other participating organizations remain fully accountable for the use of their own resources.

When the UNDAF process has been completed the most important challenge is to ensure that it is reflected in the cooperation between the UN system and the program country. The definition of programs by other agencies should facilitate PAHO's design of its own program and budget to respond to the demands of a specific country. This sharing of responsibility in responding to the needs of countries should be carried out through the programming processes of partner UN system organizations, which are to be led by the government. Before the submission of any one agency's country program to its own Governing Bodies, the UN country team must review the proposed activities at country level to ensure that the program is consistent with the goals and objectives of the UNDAF. Whether cooperation is undertaken individually, in parallel or jointly, the UN system, working in collaboration with the government needs to employ the program approach and national execution as preferred modalities. Any constraints are to be addressed by the participating UN organizations as a matter of highest priority.

Monitoring and evaluation remain crucial elements of the process as a means of ensuring that the UNDAF remains relevant to a country's needs and priorities, and as such continues to be an effective tool to improve collaboration within the UN system. Monitoring must be continuous and should form an integral part of the Resident Coordinator's reports. Since the UNDAF process is a joint process involving all key partners to development in a country, all evaluations should be undertaken as joint exercises with other key partners. PAHO can make an important contribution to this evaluation process in assessing the health impact of major development projects, and policies.

#### **4.3 *The Country Strategy Note (CSN)***

According to the Guidelines for CCA/UNDAF all substantive issues that are addressed in the UNDAF, should be guided by the Country Strategy Note (CSN), or similar national policy/program frameworks. The CSN remains a voluntary initiative. If a country does not have a CSN, other similar frameworks reflecting national priorities should be used as a basis for the preparation of the UNDAF. PAHO's longstanding work in support of the development of national health plans and comprehensive legislative action should facilitate the preparation of the CCA and UNDAF.

#### **4.4 *The Resident Coordinator System (RCS)***

One of the most critical elements of the reform is to ensure that more effective coordination of the United Nations operational activities takes place at country level. It is

the United Nations Resident Coordinator who leads the country team, in his/her capacity as representative of the Secretary-General for development operations. In leading country teams in over 130 countries the resident coordinators are expected to advocate the interests and mandates of the UN in development, thereby drawing on the support and guidance of the entire UN family or organizations through the resident coordinator system.

It is the UN country team who under the overall leadership and guidance of the resident coordinator is responsible for planning, managing and implementing the preparations for the UNDAF process. The team is composed of the heads of each of the funds, programs, and agencies of the UN in a particular country. In addition to the country team other mechanisms, i.e. thematic groups, can be used also to further collaboration and synergy at country level.

It should be noted that in the region of the Americas PAHO has 28 field offices. In some instances, PAHO is either the strongest or the only UN agency represented in a country. In those cases, the Organization is asked to perform the functions of UN Resident Coordinator (RC) and to represent the other sister agencies. In addition, in some countries where there is a RC, PAHO acts as deputy RC when necessary.

There are about 630 thematic (theme) groups and inter-agency task forces in existence in the world (See Annex B). These groups vary considerably in size, composition, mandate and results. Some include non-UN actors. The single largest number is in the field of HIV/AIDS, where PAHO usually functions as lead agency. There are health groups in some four countries, but this is an increasing trend that promises to be very useful for donor coordination in the future. The Ministries of Health are very interested in this mechanism that builds on the existing agreements such as the UNICEF/UNFPA/WHO committee on health policy, and on the successes of previous sectoral committees, such as EPI, Vital Statistics, AIDS, IMCI, etc. Theme groups in Disasters are underway in seven countries. These groups concentrate on the reduction of vulnerability in risk countries, facilitate the inclusion of health aspects in multisectoral approaches to disaster prevention and relief. PAHO and Ministries of Health also participate in theme groups, such as food security, gender issues, violence, human development and poverty reduction.

The thematic groups function as avenues for information exchange and as mechanisms to review programs and projects prior to funding decisions. They can be used as mechanisms through which the UN in collaboration with development partners can plan, monitor and carry out initiatives proposed in the UNDAF. Experience from the pilot phase shows, that the groups are increasingly important for UN system staff below the

level of agency head, as they provide the staff an opportunity to meet and discuss the common goals, and in the process develop a sense of unity and purpose as a UN team.

UNDAF has been discussed on numerous occasions in the General Assembly. Several resolutions have been adopted which emphasize the need for full participation and direct involvement of the governments and all parts of the United Nations system in the UNDAF process. It is the Resident Coordinator who must seek the full participation of the government in all stages of the process, bearing in mind that the overall coordination of development cooperation rests with national authorities. It is hoped that in this way there is full national ownership of the process. Details of how this agreement is secured are determined at country level. It is also the Resident Coordinator, as leader of the country team, who is to invite other key partners and other interested organizations to participate in the preparation process.

In light of the crucial role played by the Resident Coordinators, who are funded and managed by the UNDP, measures have and are being put in place to strengthen the Resident Coordinator system. These measures include efforts to widen the selection basis of Resident Coordinators to include not only UNDP but also all organizations of the UN system. PAHO has been promoting and supporting the active participation of the PAHO/WHO representatives as Resident Coordinators. PAHO/WHO Representatives are supporting the UN reform activities not only in those countries that have been identified in the reform calendar as pilots, but fostering the sharing and the exchange of experiences among country teams in order to speed up the process.

Efforts to increase the number of women Resident Coordinators are being made as part of the reform. Other steps that are being taken include a renewal of the selection procedures, broader performance appraisals, reporting and accountability guidelines, and a clearer basis for annual reporting procedures. The aim is also to have stronger backstopping from headquarters, and enhanced training to support both resident coordinators and country teams in their efforts.

As a means of improving the use of scarce resources the Secretary-General also proposed that all UN funds, programs and information centers should come together under one single office, a United Nations House. This, it was assumed, would also enable a wider sharing of support services and reduce administrative costs. In subsequent resolutions the General Assembly supports the establishing of common premises if this can be done without increasing the costs for the UN or the respective countries. Today common United Nations Houses exist formally in 31 countries. A minimum of 10 additional houses is expected for next year. PAHO has joined the One UN House effort in cases where it was advantageous to all parties. This is the case of Ecuador today.

Other opportunities will be assessed as they come along in consultation with the Ministries of Health.

The Common House initiative has evolved into a common image coordinated effort concept. Progress has been made in public image and awareness on UN issues, through joint bulletins, radio and TV programs, UN World Days, common celebrations and policy advocacy on critical UN mandates.

The General Assembly has also adopted resolutions promoting the sharing of administrative systems and services, when possible. A survey on common services took place earlier this year. The responses are being analyzed at present to determine the action to be taken by headquarters to improve the use of common services in each country.

In the majority of countries in this region there are very active committees of administrators that have arranged for common services and efficiency measures such as joint negotiations with suppliers, banking and travel services, communications and security services, documentation and information centers.

#### **4.5 *Inter-Agency Cooperation***

The Secretary-General has also called for an appropriate distribution of responsibilities between the World Bank Group and the United Nations for the benefit of program countries. As a result of this a series of meetings between the World Bank and the UNDG have taken place. The meetings have so far mainly focused on the three following areas: World Bank participation in the CCA/UNDAF process, UN participation in the implementation of the World Bank's corresponding exercise, the Comprehensive Development Framework (CDF), and round table discussions on operational policies, strategies and practices. UNDG and country teams are encouraging World Bank participation in the CCA/UNDAF process.

UNDG is also encouraging resident coordinators and country teams to participate in the World Bank's CDF process. A WB/UN pilot project was started two months ago to study possible links between UNDAF and the CDF at country level. Among the 12 pilot countries are Bolivia and the Dominican Republic. At the first joint meeting to discuss the pilot study, in September 1999, it was reported that there are clear indications that the CDF process is substantially facilitated if a joint CCA exercise has been conducted prior to the CDF. The study also has shown that a joint CCA reduces duplication of efforts and enhances the complementarity in the final document.

In Bolivia, the CDF is in its final stage of preparation. Its main thrust is on poverty eradication. The CDF includes a matrix, which highlights inter-sectoral linkages. The

Government is very actively involved in the CDF process. The UN country team has participated in the design and preparation stage through the Resident Coordinator and a UN Human Development Advisor.

In the Dominican Republic the Madre Maestra Catholic University, in collaboration with the Government and the World Bank is coordinating the process. The UN system is only sporadically involved with the exception of the Resident Coordinator, who is invited to most of the important meetings.

It is hoped that the ongoing discussions and the agreements that are being reached between UNDG and the World Bank increase the involvement by the Bank in the UNDAF process and by the UN system in the development of corresponding processes of the World Bank. Of 12 finalized UNDAFs from pilot countries, 7 have been co-signed by the World Bank.

#### **5. Evaluation of Feasibility, Perspectives and Time Frame of the Reform**

In determining when to initiate an UNDAF process it should be noted that a CCA can be prepared at any time, to facilitate team building and policy debate. Once the UNDAF exists the CCA can subsequently be updated. No UNDAF should, in principle, be elaborated without a CCA. If the country team estimates that local conditions are such that an exception should be made, and that the country should go directly to an UNDAF, a request can be made to UNDG. It should, however, be noted that the CCA has value also as a stand-alone exercise and product, or as a basis for other frameworks. The time required to prepare an UNDAF will vary according to country circumstances. If the CCA has already been prepared, the process should take no longer than 10-12 weeks. It should, however, be noted that the entire planning and programming process, from the planning and preparation of a CCA to the formulation of programs of cooperation and the submission of these to governing bodies may take as long as 18 months.

As participating organizations will formulate their strategies and country program documents with reference to the UNDAF, it is important that UNDAFs be prepared sufficiently in advance of deadlines for submission to governing bodies. For countries that have harmonized program cycles beginning in the year 2000, it is recommended that a CCA be prepared for mid-term review meetings as an initial step towards the preparation of the next program cycle.

The preparation of the CCA and UNDAF apparently should not require substantial financial resources. All costs associated with their preparation—with the exception of assistance received from any global support arrangement—have to be borne locally. Additional technical support arrangements for the UNDAF have been established with 29 UN organizations serving as resources for countries preparing an UNDAF.

Among these, 28 of the facilitators that were trained for the pilot phase. (In Latin America pilot projects took place in Colombia and in Guatemala). Each UN system organization has also designated focal points on the CCA and UNDAF. It is essential that national and regional resources be used to carry out assessments and analysis.

As a follow-up to GA resolution 53/192, the Secretary General will need to report annually to ECOSOC on the UNDAF, and to the General Assembly, through ECOSOC, at its substantive session of 2001, on the impact of UNDAF in the field of operational activities. In September the Sub-Group on Program Policies met with the Inter-Agency Working Group on Evaluation to determine the main parameters for a light Monitoring and Evaluation system for CCA and UNDAF, in light of the requirements set by the General Assembly, and in the context of the results based approach. The sub-group is also in charge of ensuring that post-facto reviews of all CCAs and UNDAFs will be carried out in order to identify lessons learned, which then in turn will be fed back into training modules of the Staff College and of participating UN system organizations.

In May 1999 UNDG launched a global Roll-Out Plan for UNDAF. Since then 19 countries have begun the exercise. Forty-two countries are expected to begin the process in 2000. In South America, the following countries are carrying out an UNDAF as of the beginning of September: Guyana, Paraguay, Peru and Venezuela. During the year 2000, the preparation of an UNDAF for Nicaragua will be carried out. All countries will have initiated an UNDAF, where applicable, by 2002. Over 100 CCAs are currently under various stages of preparation. As many of the 34 countries that have completed a CCA did this before the revised guidelines had been issued, they have been encouraged to revisit their CCAs to ensure a quality foundation for their UNDAFs.

The UNDAF roll-out exercise will be linked to the harmonization of program cycles of the UN funds and programs, which is being accelerated in order to allow for greater synergies of operational activities at the country level. UNDG expects to complete the harmonization of program cycles for most interested countries by 2002, and for all of these countries by 2004. In Latin America 17 countries will have harmonized their cycles by 2002 (Bolivia will do so by 2003 and Ecuador by 2004, see Annex A).

Harmonizing the program cycle means that the country programs of a particular country commence in the same year and finish in the same year. The cycle should be synchronized, whenever possible, with the national development planning cycle. The CCA and the UNDAF require that existing policies and procedures be reviewed against the goals of the reform. Consequently this should lead to a simplification and harmonization of program procedures, as was recently highlighted during the ECOSOC session in July 1999. The two exercises, CCA and UNDAF, are not meant as an additional layer in existing programming processes of individual agencies. Parallel efforts

are made to streamline procedures with an aim to decrease the burden placed on country teams and especially on government counterparts

## **6. Assessment of the Views of some Representatives of the International Community**

A number of actors in the international arena have gone on record to state continued support for the Secretary-General's reform program and his efforts to improve the administrative and financial functioning of the UN system. In this context they have also called for further prioritization, coordination, increased delegation of responsibilities to country level, improved management and a stronger and more accountable financial performance. Long discussions have taken place around resource mobilization strategies and multi-year funding, as a means of facilitating the efforts of the UN agencies to make long term action plans. So far, no obvious improvements are evident at central level.

It seems that those initiatives of the reform that could easily be implemented at the outset have been carried out and are now being used rather successfully. As to other parts of the reform, they seem to have evolved into an ongoing discussion, at least in New York, continuing into next year's Millennium General Assembly. Many feel that the reform mostly exists on paper. On the other hand, UNAIDS is regarded as a good example of what the reformed process could achieve, in the health sector.

At country level one of the most interesting aspects of the reform will be to see how the UN will carry out coordination internally to better support countries sustained development. Another crucial point will be to see how this new setting will strengthen the role the ministries of health. An additional aspect will be to see how countries organize themselves to relate to the coordinated reformed UN.

## **7. Are There Net Gains for PAHO as a Specialized Agency, and for the Country's Health Development to be Expected from the Reform Process?**

As health determinants are subject to the work of many sectors, it should be in PAHO's interest that the UN works well together at country level. PAHO/WHO is willing to provide the knowledge base and the necessary policy and technical guidance to the countries and to the external agencies that support them. An enhanced UN System will lead to better and more equitable health outcomes.

The economic and social dimensions should be well integrated if the potential economic growth is to be captured. The Ministers of Health should play a more central role in preparing national development strategies. Similarly, the Ministers of Finance ought to become more knowledgeable about the contributions health can make towards

the eradication of poverty and building human capital. A key issue in supporting health sector development includes capacity building and creating a sense of ownership by Ministries of Health and strengthening their ability to link up health with other sectors of government, the private sector and civil society.

Also continued efforts must be made to further strengthening existing partnerships, as health is too large an agenda for PAHO alone. At country level one way of doing this is through extensive participation in the CCA/UNDAF. This process not only provides excellent opportunities to renew and intensify collaboration with all major UN partners, but also with others such as the Bretton Woods institutions and the international community at large.

UNDAF can hence be used as a platform for further dialogue on advocacy and policy. If appropriately and thoroughly compiled, the framework should provide a good basis for cooperation even under changing situations. It should provide a basis for better integration of UN system cooperation with national policies, plans and programs.

The follow-up to the UNDAF provides an opportunity to secure additional resources in support of national needs and priorities. These could be secured through improved UN system support for follow-up to the global development agenda emerging from UN conferences, conventions and declarations. Additional resources may also be available for the government's participation in Consultative Groups and Roundtable mechanisms as well as through individual and joint fund-raising efforts. Specific health consultative group meetings at local level could be facilitated by PAHO to enhance donor coordination and a shared view of health priorities. The reform may initially result in additional expenses at country level, but if properly planned and followed through, savings would be made later.

The reform process through CCA and UNDAF may lead to increased support to the Government for aid coordination. The preparatory processes for the CCA and the UNDAF can generate value-added in ways that enable the UN system and PAHO to better support aid coordination, where such assistance is requested by the government. As seen above, this can be a result of stronger partnerships, increased networking among development organizations, greater exchange of information and expertise. PAHO can ensure through participation in the UNDAF process that its unique assets and expertise are part of the UN system support to the government in a coherent, logical and efficient way. If reviews of the UNDAF are made part of a regular process of program reviews and of the reporting procedures and work program of the Resident Coordinator system it will be ensured that a wide range of partners come together on a regular basis to discuss major development issues. This, in turn, will ensure that the program remains focused and meets the changing needs of the population in the country.

### Participating Countries in the United Nations Development Group (UNDG)

	<i>Countries</i>	<i>CCA</i>	<i>UNDAF</i>	<i>CDF pilot country</i>	<i>Next harmonized progr. cycle beginning in:</i>
<b>AFRICA</b>	Burkina Faso <b>LDC</b>	On-going			2001
	Burundi <b>LDC</b>	Completed			2001
	Chad <b>LDC</b>	On-going			2001
	Eritrea <b>LDC</b>	On-going		✓	2001
	Gambia <b>LDC</b>	On-going			2001
	Ghana	Revisited	Completed	✓	2001
	Kenya	Completed	Completed		2004
	Madagascar <b>LDC</b>	Completed	Completed		2004
	Malawi <b>LDC</b>	On-going	Completed		<b>2002</b>
	Mali * <b>LDC</b>	-	Completed		2003
	Mauritius	On-going			2001
	Mozambique <b>LDC</b>	Completed	Completed		<b>2002</b>
	Namibia	Completed	On-going		2001
	Rwanda <b>LDC</b>	On-going			2001
	Senegal	Completed	Completed		<b>2002</b>
	South Africa	On-going	On-going		<b>2002</b>
	Swaziland	Completed			2001
	Uganda <b>LDC</b>	On-going		✓	2001
Zimbabwe	Revisited	Completed		<b>2000</b>	
<b>ASIA</b>	Bangladesh <b>LDC</b>	On-going			2001
	Cambodia <b>LDC</b>	Completed			2001
	China	On-going			2001
	India	On-going	On-going		2003
	Philippines	-	Completed		2005
	Vietnam *	On-going	Completed	✓	2001
<b>ARAB ST.</b>	Algeria	On-going			2001
	Morocco	Completed	Completed		<b>2002</b>
	Syria	Completed			2001
<b>LATIN AMERICA</b>	Bolivia	On-going		✓	2003
	Colombia	Completed	On-going		<b>2002</b>
	Guatemala	On-going	On-going		2001
	Guyana	On-going			2001
	Peru	Completed			2001
	Venezuela	On-going			2001
<b>EUROPE &amp; CIS</b>	Georgia	-			2001
	Romania	Completed	Completed	✓	<b>2000</b>
	Turkey	On-going			2001
<b>TOTALS</b>	37 countries	13 compl.	12 compl.	6 CDF co.	

\* : UNDAF-CAS interface pilot

Abbreviations: CAS: Country Assistance Strategy (World Bank)

CCA: Common Country Assessment

CDF: Comprehensive Development Framework (World Bank)

CIS: Commonwealth of Independent States

LDC: least developed country

**United Nations Theme Groups and Inter-Agency Task Forces<sup>1</sup>**

<u>Theme/Focus of Groups</u>	<u>Number</u>
United Nations Theme Group on HIV/AIDS	115
Gender, Gender & Development, Women & Development	58
Rural Development & Food Security	48
Health (often Health & Nutrition)	29
Operations (or Administrative) Working Group	27
Education	24
Poverty Elimination (or Alleviation)	21
Environment	20
Governance	20
Disaster Management Team	20
Public Information, Media, Advocacy	17
Human Rights	15
Social Services (Preparation of 20/20 BSS Studies)	16
Programme Coordination Working Group	11
Children, Youth, Adolescents	10
Employment & Sustainable Livelihood	10
Humanitarian Coordination, Relief & Rehabilitation	9
Agriculture & Natural Resources	9
Integrated Area Development	8
Statistics, Joint Database	7
Water & Sanitation	7
Population & Development	7
Security	7
CCA/UNDAF Preparation	7

<u>Theme/Focus of Groups</u>	<u>Number</u>
Capacity Building, Human Resource Development	7
Refugee Emergency & Migration	6
Drug Control Issues	6
Reproductive Health	5
Communications	3
Private Sector	3
Monitoring & Evaluation	3
Micro Finance	2
De-mining	2
Inter Agency (Staff) Training	2
Infrastructure	2
Sustainable Human Development	2
Industry, Industrial Restructuring	2
Adolescent Health	1
Economic Reform	1
Peace Building	1
Demobilization	1
National Execution	1
UNSI	1
<b>Total</b>	<b>573</b>

<sup>1</sup> Synthesis Report on the 1998 Resident Coordinator Annual Reports  
United Nations Development Group Office, July 1999