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and of the United Nations
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**UNDP strategic plan, 2008-2011**

# Draft strategic plan, 2008-2011
# Accelerating global progress on human development

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## IV. UNDP coordination for coherence

### A.  The call for coherence

40.   All development partners firmly support the call for greater coherence at the country level. Coherence of the United Nations system and of development partners as a whole is not an end in itself. The aim is to ensure that development cooperation and common work on global public goods is more effective in supporting programme countries to achieve their human development objectives. Within the United Nations family, UNDP – because of its universal presence, the cross sectoral and strategic nature of its work, the important role it has played in encouraging the overall funding of the system, and the pivotal role the UNDP Administrator has played in the system over decades – has been entrusted with the coordination of United Nations activities in development. UNDP must adjust this management role to the evolving needs of the United Nations family and member countries.

41.   UNDP will leverage its assets, experience and financial strength to foster overall United Nations coherence and make it a more effective partner. UNDP will eliminate any actual or perceived conflict of interest between its strategic coordinating role, including the management of the Resident Coordinator system, and its own operational work.

42.   The vision proposed is of a transformed UNDP whose strategic coordinating role is more explicit and transparent and whose operational role supports and strengthens the overall coherence and effectiveness of the system while it is managed separately. UNDP fully recognizes that this vision requires it to take transformative measures which will be effective in eliminating perceived conflict of interest issues and which will be measurable and credible. UNDP is cognizant that the vision proposed in the High-level Panel report on United Nations system-wide coherence is under discussion by member states. This process will inform the 2007 TCPR and provide the basis for action by UNDP and other United Nations organizations.

43.   The proposed UNDP approach consists of six inter-related components:

(a)   Delineation of functions UNDP performs on behalf of the system, defining the distinctive arrangements which will characterize their performance

(b)   Initiatives UNDP undertakes within its areas of programmatic focus that will play a significant catalytic and coordinating role for  United Nations partners

(c)   Enhanced partnerships with key United Nations agency partners, reflected in memoranda of understanding (MOUs), that formalize UNDP collaboration and United Nations system-wide partnerships with the private sector and civil society

(d)   Redesigned UNDP senior management structure to distinguish United Nations system-wide from UNDP-specific responsibilities

(e)   Withdrawal from programmatic areas that are not part of UNDP focus areas, as decided by

the Board

(f)    Resource projections consistent with and supporting the above principles

## B.    UNDP strategic coordinating role on behalf of the United Nations

44.    This role requires a distinct architecture to ensure clear delineation between United Nations-wide and UNDP-specific functions. Distinguishing characteristics feature:

(a)    Formal participation of agencies in decision making processes.

(b)    Decision-making separate from UNDP internal operational decision-making processes.

(c)    Clear separation between UNDP role in carrying out managerial functions on behalf of the system and its role as a participating or operational agency

(d)    Distinct administrative structure covering all agencies, funds and programmes

(e)    Distinct accountability line separate from UNDP as participating programme

(f)    Measurement of success based on independent assessment of the integrity of the governance arrangements in place.

45.    UNDP will pursue six key initiatives which it has been mandated to do on behalf of the United Nations system. These six initiatives incorporate the characteristics outlined above.

### B.1  Strengthened management and accountability of the resident coordinator system

46.    UNDP will undertake a series of important actions to strengthen the management and accountability of the resident coordinator system. Specifically, UNDP will pursue the following targets and outputs:

(a)    Implement processes in 2007-2008 to assess the content of United Nations Development Assistance Frameworks (UNDAFs) and to ensure improved strategic focus.

(b)    Review and revise the job descriptions of resident coordinators and country directors in 2007 to ensure clarity and clear demarcation of roles.

(c)    Train and put in place an additional 50 country directors by 2011.

(d)    Continue the process of gradually replacing deputy resident representatives with country directors or deputy country directors, to be completed in the course of 2008.

(e)    Implement the code of conduct that aims at both neutrality and inclusiveness

(f)    Institutionalize effective regional director teams by 2008

(g)    Implement the Common Agency Appraisal System of Resident Coordinators, and introduce an independent system to monitor the integrity of the common system by 2008.

(h)    Develop and introduce a global participant survey as one element of a process to institutionalize an objective assessment process for the management of the resident coordinator system. The survey will be implemented biennially starting in 2008.

(i)    Revise resident coordinator selection and appointment procedures and continue to increase the percentage of non-UNDP origin resident coordinators to 40 per cent by 2011, while ensuring that resident coordinators have broad development experience.

(j)    Establish a formal recourse procedure by first quarter 2008.

### B.2  Strengthened resident coordinator capacities and knowledge management

47.    UNDP is committed to strengthening support to the United Nations system-wide development agenda and promoting active follow-up on this agenda throughout the system. Agencies, funds and programmes of the system must have more confidence in the capacity of the resident coordinator system to represent and advocate for their respective development agendas. Consequently, for 2008-2011 UNDP will consult the system in order to identify a series of shared global agenda issues. UNDP will provide tailored support to empower resident coordinators to function as effective advocates of these issues. Critical to the goal of more effective management of the resident coordinator system will be the implementation of knowledge-management systems and training programmes.

48.    During 2008-2011, UNDP will:

(a)    Invest in improving the resident coordinator knowledge management system and integrate at least five other United Nations organizations as full partners in the system by 2009.

(b)    Prioritize three global agenda items for resident coordinator system advocacy and support.

(c)    Introduce a newly designed resident coordinator induction course by 2008

(d)    Provide as a routine and institutionalized practice, security training to increase the understanding of the role of resident coordinators as designated officials.

(e)    Develop and roll-out a set of new, tailored courses for resident coordinators on substantive issues relating to the global development agenda.

### B.3   'One UN' pilots

49.    'One UN' pilots were launched in Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam in January 2007 following United Nations Development Group (UNDG) consultations and at the request of Governments. UNDP is committed to working closely with its UNDG partners to ensure successful implementation of these pilots.

50.    Analysis of the pilots will take place in early 2008. Lessons learned will be taken together with the outcomes of the TCPR to inform a plan of action to further strengthen UNCTs and establish cohesive country-level funding mechanisms for 2008-2011.

### B.4   Support to United Nations coordination of prevention and recovery work

51.    UNDP supports inter-agency initiatives for crisis prevention as well as coordination of United Nations system-wide recovery efforts. UNDP will invest in strengthening the coherence of that process.

52.    Specific measures to be undertaken in this area include the establishment of norms and guidelines to inform work of the inter-agency group, as well as the launch of advocacy initiatives to boost funding for inter-agency recovery efforts.

53.    Special emphasis is given to early recovery, bridging the phase between humanitarian relief and structural development. UNDP chairs and leads the Inter-Agency Standing Committee Cluster Working Group on Early Recovery that consists of 19 United Nations and non-United Nations members. The objective of the early recovery cluster is to support the Humanitarian/Resident Coordinators (a) to plan early recovery sooner in a more comprehensive manner, and based on a common understanding of each situation; (b) to enable better integration of early recovery into existing programming and funding mechanisms; (c) to develop alternatives for enhancing resource mobilization for early recovery; and (d) to access surge capacity.

54.    In the increasingly urgent area of disaster risk reduction, UNDP will support coordination and assistance for the implementation of the Hyogo Framework for Action 2005-2015.

### B.5   Management of pooled resources and effective service provision

55.    UNDP will continue to provide a range of services on behalf of the United Nations system, and will make efforts to enhance the efficiency and effectiveness of those services, which include:

(a)    Administrative agent functions for global, high-profile and/or complex multi-donor trust funds (e.g., UNDG Iraq Trust Fund, Peace-building Fund), other multi-donor trust funds, and ensuring the highest standards of public disclosure for UNDG funds.

(b)    Provision of management and operational services in areas such as banking and related services, administrative services including human resources administration and common services and premises. These services will be provided on a full cost-recovery basis, and clear performance standards will be established for each area.

(c)    Promotion and support for simpler, more coherent business processes within the United Nations system. In this regard, UNDP is part of the United Nations-wide International Public Sector Accounting Standards (IPSAS) implementation efforts. Other important harmonization efforts include the development and implementation of an Inter-Agency Finance Accountability Framework and the full adoption of the Harmonized Approach to Cash Transfer (HACT) by 2008.

*B.6 Supporting inter-organization collaboration*

56. The current structure for inter-organization collaboration centring on the Chief Executives Board and the UNDG is under review. UNDP, through the Development Group Office, is committed to this process to ensure an effectively functioning system.

57. For the period of the strategic plan, UNDP will support the development of a new process for inter-agency coordination, and work to align the Development Group Office to the requirements of the new inter-agency structure. The UNDP Bureau for Development Policy will also get dedicated capacity to provide policy guidance to UNDG.

## C. UNDP initiatives with a significant catalytic and coordinating role among United Nations partners

58. Within the scope of its programmatic work, UNDP has identified a number of key initiatives around which it will focus the strengthening of its substantive support to United Nations-wide efforts. The purpose of identifying these initiatives is to highlight the substantive aspects of UNDP support to United Nations system-wide coherence.

*C.1 Promotion of MDG-based national development strategies*

59. In recent years UNDP has invested considerably in building its capacity to provide support to countries as they undertake the MDGs. The MDG Support project will focus more than ever on mobilizing and organizing support from the broader United Nations system and the MDG Support agenda will be incorporated more closely into the UNDG framework.

60. Issues in this area will be an important focus for UNDP, and the UNDG will devote substantial resources to systematically assessing progress in providing UN-wide support to MDG-based development strategies. The specific programmatic objectives, development outcomes and targets in this area are dealt with in Section 5 on UNDP operations.

*C.2 Strengthening the United Nations system response to HIV/AIDS*

61. UNDP is committed to ensuring that the resident coordinator system is fully empowered to provide for an effective United Nations response to AIDS. The responsibility of the system has been well established since the formation of the Joint United Nations Programme on HIV/AIDS (UNAIDS) in 1994. Following from the recommendations of the Global Task Team on Improving AIDS Coordination, the Secretary-General in 2005 directed resident coordinators to establish joint United Nations teams on AIDS at the country level with joint programmes of support. UNDG guidance on the formation of joint teams outlines the responsibility of resident coordinator s for:

(a) Providing overall United Nations leadership, advocacy and guidance on AIDS;

(b) Ensuring that AIDS remains high on national agendas;

(c) Ensuring formation of the Joint United Nations Team on AIDS;

(d) Ensuring that Heads of agencies, funds, and programmes are accountable for contributions towards the joint programme deliverables; and

(e) Reporting on the performance, functioning and work plan of the joint team on AIDS as part of the resident coordinator's annual report.

62. While the United Nations resident coordinator leads the process of establishing the Joint United Nations Team on AIDS, the UNAIDS country coordinator is an integral part of the resident coordinator system and is responsible for facilitating and promoting synergy between the Joint Team on AIDS and the UNCT.`

63. Two main performance targets have been set for this area:

(a) Joint United Nations Team on AIDS established in 100 countries by 2011, with articulation of roles, responsibilities and lines of reporting among team members.

(b) Joint programmes of support are developed in 100 countries by 2011 with work plans, costed activities, identified sources of funding, and assignment of responsible organizations/individuals.

*C.3  Developing stronger partnerships on environmental protection*

64.    UNDP and UNEP are committed to working together to enhance the capacity of the United Nations to help countries pursue environmentally sustainable development and accelerate progress toward achieving the MDGs. This partnership is based on a MOU which establishes how each institution will contribute to joint activities. For example, to significantly scale up the joint UNDP-UNEP Poverty and Environment Initiative launched during the 2005 World Summit, UNDP and UNEP have set up a joint Poverty and Environment Facility in Nairobi. UNDP and UNEP will establish joint benchmarks for the implementation of the MOU and will monitor progress jointly

*C.4  Collaborative inter-agency and cross-practice initiative to reduce violence against women*

65.    UNDP is committed to supporting the global initiative to reduce violence against women. UNDP actively participates in the interagency work. Extensive advocacy work and management of a Trust Fund by UNIFEM will provide valuable lessons for scaling up. The global initiative will also link with the on-going efforts of the 'Stop Rape Now: United Nations Action to End Sexual Violence in Conflict', of which UNDP is a founding member.

*C.5  Support to resource mobilization efforts for country level work*

66.    RCs must mobilize resources on behalf of UNCTs in support of their common goals and outcomes. The fundamental rationale behind this is that if resources are mobilized jointly – just as goals are planned and programmed jointly – there will be less of the fragmentation that arises when organizations are competing for resources. To further advance coherence, UNDAFs need to be anchored not only by resource targets, but also by an agreed joint resource mobilization strategy and plan focusing on UNDAF outcomes and common programme goals. The strategies will be led by the resident coordinator in concert with the UNCT.

67.    UNDP, working with partners, will help at least 20 countries develop joint resource mobilization strategies and plans by the end of 2008, and will conduct a review of these strategies by the end of 2009. Training and support will be provided to an additional 20 UNCTs to prepare resource mobilization strategies for joint programmes in 2008.

## D.    Enhanced United Nations system partnerships

68.    UNDP is committed to promoting and supporting United Nations partnerships within the system and with civil society and the private sector. The plan is to identify annually initiatives that gradually widen the array and impact of partnerships. This includes:

(a)    Strengthening of existing partnership arrangements, reflected in MOU with United Nations partners to ensure a practical division of labour and to create synergies

(b)    Seeking more structured partnerships with international financial institutions, and in particular the World Bank, in at least three critical areas by 2008: MDGs/poverty, early recovery and aid effectiveness

(c)    Establishing platforms, including South-South platforms, for United Nations system-wide support to boost local entrepreneurship, private-sector development and civil society in at least 50 countries by 2009.

## E.    Redesigned UNDP senior management structure

69.    There are two compelling reasons to review the organization of UNDP senior management functions. On the one hand, conditions must be created to support the Administrator in system-wide responsibilities. On the other hand, actual or perceived conflict of interest should be avoided. Thus the necessary demarcation starts between the respective responsibilities of the Administrator (for strategic system-wide coordination) and the Associate Administrator (for UNDP operational management). This demarcation then runs through separate reporting lines for the different functions of senior management within the central policy and management bureaux as well as the regional bureaux. At the country level, it is reflected in the responsibilities entrusted respectively to the resident coordinator (UNCT coordination and strategic country programming in response to national priorities) and the country director (UNDP operational management). These arrangements

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should be made transparent and subject to external assessment of integrity and effectiveness.

70. A number of key performance targets have been set for the separation of UNDP dual roles. By the end of the first year of the plan, UNDP will ensure:

(a) Clear internal delineation of top management responsibilities within the bureaux

(b) Realignment of management committee structures to reflect the distinct responsibilities. This has partially been achieved with the creation of the Operations Group chaired by the Associate Administrator (programme and support) and the Management Group chaired by the Administrator (strategic policy and the resident coordinator system).

(c) Development of annual goals relating to system-wide responsibilities and partnerships

(d) Establishment of an appraisal mechanism to assess the systems in place

(e) Work plans, individual performance assessments and incentive systems modified to reflect the objectives outlined.

## F. UNDP withdrawal from non-focus areas

71. On the operational side, criteria will be put in place and adhered to in order to guide UNDP response to country demand. Whilst supporting and respecting country-led national strategies, UNDP delivery should be based on expertise and comparative advantage. UNDP will be phasing out non focus area programmes that have been embarked on in previous years and intensifying activity within the focus areas as outlined in this strategic plan. An implementation review will be presented to the Board at midterm. The following criteria will guide UNDP programmes at country level:

(a) Contribution to acceleration of MDG achievement

(b) Creation of effective institutions

(c) Expansion of national and local capacities

(d) Promotion of sustainable development

(e) Support to United Nations partnerships

(f) Provision of 'last resort' in case of national capacity deficit or crisis

(g) Withdrawal from: (i) specialized sectoral activity (agriculture, health, education) except aspects of national institution-building or collaboration; (ii) small-scale projects without country wide impact; (iii) infrastructure with no capacity building; (iv) stand-alone procurement of goods.

## G. Resource projections to support this vision

72. UNDP resource requirements and projections need to match the scope of this vision. UNDP projects a reversal in the rapid recent growth in other income, reflecting the commitment to a more focused organization. UNDP projects growth in regular resources, which are fundamental to enabling UNDP to perform its coordination and core programmatic functions. Finally, UNDP is projecting a major increase in the resources it will manage on behalf of the United Nations system, reflecting the rapid expansion of this function. UNDP resource projections represent a significant shift from the last two MYFFs. This should be seen as a very clear indication of UNDP commitment to implementing the vision contained in the strategic plan.

## H. Implementation of change

73. The package of initiatives described in this section are intended to have a major United Nations system-wide impact; deliver credible and robust 'firewalls' between UNDP coordination and operational work; further the process of realigning UNDP management with United Nations system responsibilities, and allow for clear monitoring of results.

74. In the course of years 2007 and 2008, key change initiatives will be implemented against clear targets and benchmarks with progress reports provided to the Executive Board and other stakeholders. This will enable an independent assessment by the end of 2008. Building on the results, a new set of proposals for expanding and/or adjusting the process would be submitted to the Executive Board at the annual session 2009.