



URUGUAY ONE UN COHERENCE FUND

Annual Progress Report

Reporting period: July 2008 – December 2008

Joint Programme Number:	66249 (Other: H)		
Joint Programme Title:	Support of the modernization processes of public management as part of the democratization of the State and the promotion of citizens' rights.		
Participating UN Organization(s):	IOM and UNDP	Cluster / Priority Area:	State Reform and Citizens' Rights
Implementing Partner(s):	Office of Planning and Budget (OPP) Ministry of Interior (MI) Ministry of Foreign Affairs (MRREE) Ministry of Social Development (MIDES)		

I. PURPOSE

Programme Description:	<p>This project was developed as one of the objectives of the One UN Programme 2007-2010 "Building Capacities for Development" in Uruguay.</p> <p>The project will support the processes of modernization of the State institutions and the promotion of citizen participation in the design, management, monitoring and evaluation of public policies at the national and local levels. It will also support the design of policies for population that include mobility, internal migration, and linkages with the Uruguayan Diaspora.</p>
Development Goal:	UNDAF 4. "By 2010, the country will have advanced in the adjustment of national legislation and practices to its international commitments, and in the strengthening of public and civil institutions for the design, execution, monitoring and evaluation of public policies."
Outcome:	One UN Programme 4.1: Programmes to modernize public administration and attention to citizens have been designed and are being implemented.
Outputs and Key Activities:	<ol style="list-style-type: none"> 1. Strengthen democratic, participative, and decentralized modernization of the State institutions in proactively and closely addressing the needs of the Uruguayan citizens and guarantee access to goods, transactions, requirements, and information necessary for the enjoyment of their rights and obligations. <ol style="list-style-type: none"> 1.1 Creation of new systems that improve the functioning of the public administration and enhancement of access to information and ease transactions. 1.2 Improving the mechanisms for identifying the population of the country. 1.3 Strengthening the strategic capacity of the State to channel international cooperation efficiently. 2. Increase the capacity for professional management by State institutions to incorporate the development and promotion of quality information that Uruguayan citizens need; providing information on spatial mobility, internal migration, and international migration data of persons and connect with the Uruguayan Diaspora. <ol style="list-style-type: none"> 2.1 Strengthening the State institutions on managing internal migrations. 2.2 Improving the connection with the Uruguayan diaspora.

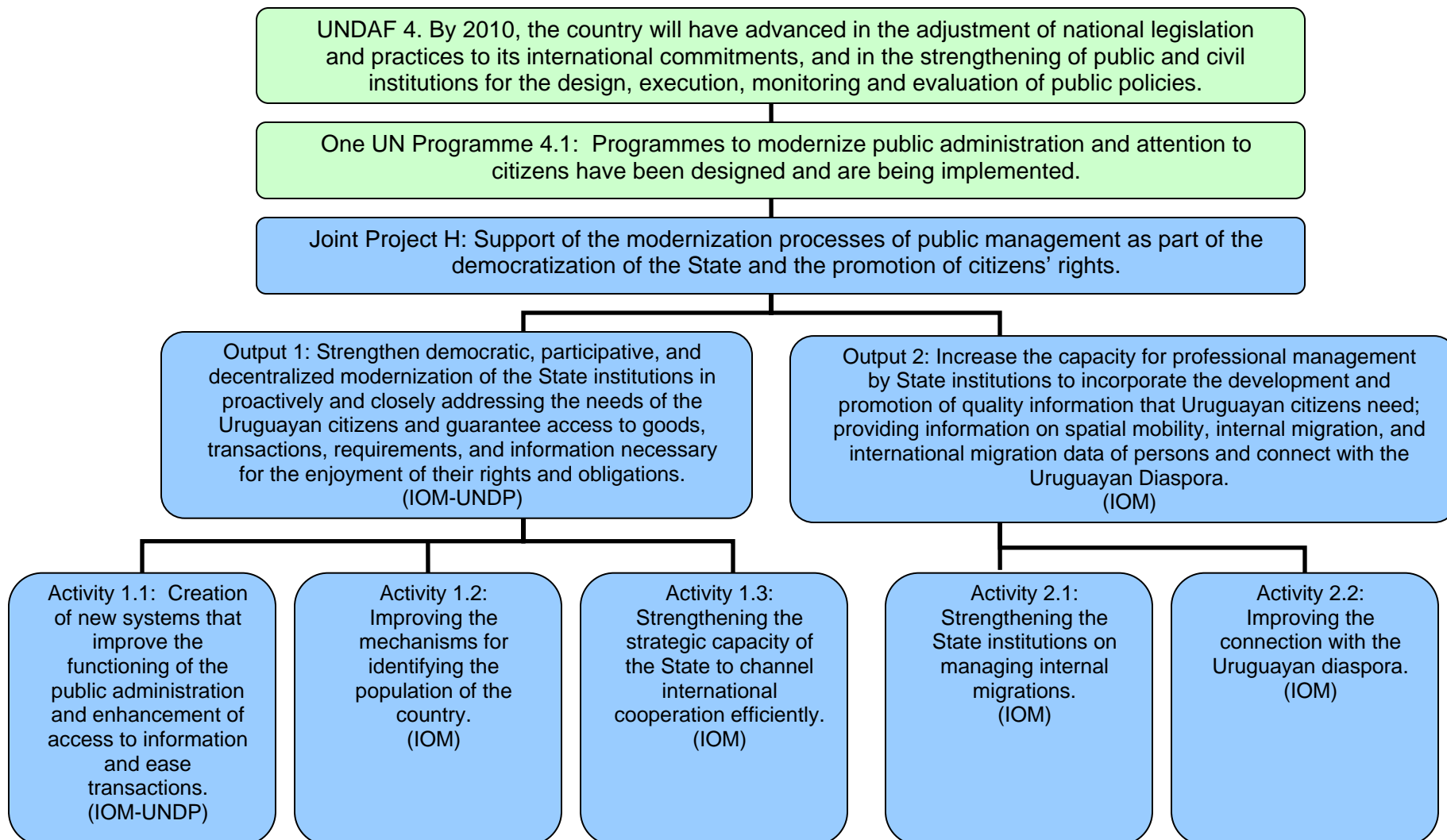


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Outputs for the Joint Project H and their relation to the One UN Programme and the UNDAF





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II. RESOURCES

Participating UN Organization(s)	Approved Joint Programme Budget	Approved Disbursements (2008)
IOM	1,000,738	294,004
UNDP	959,770	217,884
Total:	US\$ 1,960,508	US\$ 511,888

III. RESULTS

The Project has been implemented as programmed. The activities that had been planned were carried out; results were achieved progressively and, in many cases, they exceeded the goals initially established. The national implementing partners showed a high degree of commitment to implement the Project and made efforts not only to reach the specific goals of the Project in terms of activities and results but also to achieve the effects as a whole. This should ensure the sustainability of the outcomes achieved once the Project is complete. Capacity-building in various state offices involved in the Project has evolved in 2008 and will be consolidated in 2009.

Lessons learned

- The creation the Management Committee as a working space, in addition to the coordinator for the Joint Project, has enhanced the coordination of the Project as a whole -- as well as the joint work by all the actors involved (lead agency, associated organizations, national partners, and the Project Coordinator) -- the resolution to various issues related to management and implementation.
- Support received from the Administrative Agent and the Resident Coordinator's Office, which accompanied various aspects of project management, played a key role in ensuring the proper execution of the project.
- Progress made in the elaboration and enhancement of the 2008 annual work plan conducted during the period will ensure better planning of activities.
- Throughout the process, there was an incremental cooperation between the national and local level governments, which resulted in greater involvement of the United Nations System (UNS) Agencies in the territory.

Key partnerships and inter-agency collaboration: impact on results.

Close relationship and collaboration between both executing UNS Agencies (IOM as the leading agency and UNDP as an additional executing agency) facilitated the process for planning activities as well as monitoring execution of proposed outcomes.



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Output 1: Strengthen democratic, participative, and decentralized modernization of the State institutions in proactively and closely addressing the needs of the Uruguayan citizens and guarantee access to goods, transactions, requirements, and information necessary for the enjoyment of their rights and obligations. (IOM-UNDP)

1.1 Creation of new systems that improve the functioning of the public administration and enhancement of access to information and ease transactions (IOM-UNDP).

Citizenship Assistance Centres (CACs). (UNDP)

- Three CACs started operations and a fourth one equipped.
 - Conducted surveys and needs analyses -- for IT equipment, furniture and supplies for setting-up CAC premises in the towns of Ciudad del Plata (Department of San José); Barros Blancos (Department of Canelones) and Tranquera (Department of Rivera).
 - Management of procurement and opening processes related to CAC implementation.
 - Supported the training process for staff at the Tranqueras CAC.
 - Opened a CAC in the town of Tranqueras (Department of Rivera). The opening ceremony was held on 15 December 2008 with participation of representatives from the national government, local governments, public corporations, agencies of the United Nations System and different actors.
 - Purchased IT equipment and inputs for the Barros Blancos CAC set-up, inauguration is planned for the month of March 2009.

- A Call Service Centre was planned and implemented in the Ministry of Labour and Social Security (MTSS for its acronym in Spanish).
 - Joint analysis with the Office of Planning and Budget (OPP for its acronym in Spanish) on development needs for the required software and IT equipment and required furniture for the installation of a Call Centre in the MTSS.
 - Management of procurement processes related to the Call Centre were launched (call and selection of a consultancy for designing the software solution, call and purchase of IT equipment and furniture for their operation).
 - A company was selected to develop a solution for scheduling appointments for the public to conduct businesses with the MTSS.

- Procedures to be implemented in the CACs were updated.
 - Identification of required profiles for the creation of a task force on regional development, continuous improvement, and information technology.
 - Public call, courts integration, selection and contract management of the component task force.
 - Survey of local value procedures to be decentralized with the Municipality of Rivera.
 - Development of an advanced version of a Services and Procedures manual/guide, and an operational manual for the CAC in Tranqueras.
 - Participation in diagnostics development to simplify businesses opening processes.



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- Advice from an international consultant regarding processes on approaching citizens from other countries in the region.

Implementation constraints and lessons learned.

The execution of activities planned in the component was satisfactory in terms of progress towards achieving the expected outputs.

Execution of the project started on 15 July 2008, when first disbursement of the component was made. Prior to this disbursement, UNDP and IOM participated in several working meetings with the national counterpart and departmental actors in order to plan the necessary actions for setting-up the project and identify the necessary procedures for its implementation.

One of the main difficulties faced during the implementation, was the resignation and changes of head of the project at the national counterpart level (OPP) which occurred in late November 2008. This involved reviewing the progress made and actions planned with the new authorities. Within this context, necessary coordination was needed to build trust with the new authorities, creating a smooth relationship that facilitated implementation of activities and action planning for the next period.

Other highlights and cross cutting issues pertinent to the results being reported on.

It is worth noting the link between the component management with other ongoing initiatives (particularly the execution of a project funded by the UNDP-AECID fund for generating learning from the implementation of a pilot CAC where participation, gender equity and rights approach are key elements of the project). This generated economies of scale and complementarities at the programme level between both initiatives.

Improving management processes and information generation of the National Migration Directorate (DNM) of the Ministry of the Interior. (IOM)

During this period, a high performance scanner was purchased to support the DNM in their work for this Project; the information management software was updated and civil servants were trained to use it. Activities to digitalize files were started by the company selected for that task. The digitalization process of immigration forms (entrance to Uruguay) and residence request forms were begun within the DNM.

1.2 Improving population identification mechanisms. (IOM)

The second sub-component involves four lines of action. The first two are implemented by the OPP, while the last two are implemented through the Ministry for Social Development (MIDES for its acronym in Spanish).

During the period, and in relation to the first two lines of action, consultants were retained to deal with the re-engineering process of the General Directorate of the Civil Status Registry.



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Equipment was purchased for the consultants to carry out their tasks. Within the scope of the DNIC, several purchases were made to provide the two local offices with IT equipment, as planned. The equipment will become operational in March and May 2009.

The activities carried out from MIDES are geared to the promotion of the right to identity and facilitation of procedures for the registry of citizens. Twelve training workshops on the right to identity took place in the past few months. The mobile office of the DNIC went to seven schools in critical areas where identity cards were produced and handed out. The Project provided funding for a consultant that collaborated in the design and implementation of the activities. Support was given to purchase equipment and supplies for various items: IT equipment, dissemination materials and office supplies for the offices of the MIDES.

1.3 Strengthening the key strategic capacity of the State to channel international cooperation efficiently. (IOM)

The joint Project carried out actions to enhance the government's capacity to direct international cooperation efficiently and maximize the positive impacts on the citizens. To that end, five consultants were hired. These consultants worked at the Department for International Cooperation (to be called Uruguayan Institute for International Cooperation in the future) to improve and coordinate cooperation efforts. Likewise, computing skills were strengthened (hardware was purchased and IT assistance was provided); funding was given to hold a national meeting of public offices working with resources from international cooperation; and experts were sent to Chile to reach an agreement with the Chilean Agency for International Cooperation.

The Coordination Unit of the Delivering as One Programme in the OPP was established within this component. To that end, consultants were hired to provide technical assistance to the Programme Coordinator. The necessary purchases were made to ensure that this Unit can work correctly. The Programme Coordination Unit has made progress to design monitoring and assessment tools for all the projects, it has standardized the criteria for financial monitoring, and it has consolidated the internal communication mechanisms (project coordinators and the Department for International Cooperation) with the agencies and national implementing partners.

Output 2: Increase the capacity for professional management by State institutions to incorporate the development and promotion of quality information that Uruguayan citizens need; providing information on spatial mobility, internal migration, and international migration data of persons and connect with the Uruguayan Diaspora. (IOM)

2.1 Strengthening state institutions to manage internal migrations. (IOM)

Ensuring the universal exercise of rights involves having the necessary knowledge about the dynamics of internal migrations in the country. One of the goals to be reached by this Project is to develop analysis tools and participate in the territorial and internal migration planning as well as to have a highly qualified technical unit assisting the Intersectoral Population Commission, working within the OPP. During this period, two professionals were selected and hired for the Technical Secretariat. In turn, a consultant was hired to coordinate the preparation of the



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diagnosis, and an Agreement with the School of Social Sciences of the University of the Republic of Uruguay (UdelaR for its acronym in Spanish) was made in order to develop a group of actions to prepare an updated diagnosis on internal migration. After completing this first period, a progress report on the diagnosis resulting in the specific reprocessing of the database from household censuses and surveys was made available; seven workshops were held with people from the various Departments of Uruguay. The Technical Secretariat has taken the first steps at inter-institutional level to coordinate and share information with the Municipality of Maldonado and the MIDES. Methodological background is being gathered to start a substantial exchange with other governmental agencies, particularly with the National Statistics Institute. This effort will introduce questions about the internal movements of the population in the next national census in 2010.

2.2 Improving the link with the Uruguayan diaspora. (IOM)

Improving the link with the Uruguayan diaspora has been defined as a key element within the framework of the general strategy for the development of Uruguay. The first line of action focuses on improving the link with the Consulting Councils of Uruguayans living abroad; the second line of action tries to improve communications with highly qualified Uruguayans living abroad.

During 2008, the Project enhanced the activities of the General Direction for Consular and Liaison Affairs of the Ministry of Foreign Affairs (known as “*Departamento 20*”) by hiring two consultants, IT equipment for the Direction and funding trips facilitating the direct contact of representatives from *Departamento 20* and the organized groups of Uruguayans living abroad. Proceedings were started with the National Agency for Research and Innovation to update the database of highly qualified Uruguayans living abroad in order to be informed and in touch with the important input of human capital of these emigrants.

Establishing the Return and Welcome Office is another specific result of the Project. The goal of this office is to provide and disseminate better conditions for Uruguayans living abroad to return to Uruguay.



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IV. FUTURE WORK PLAN

There is already an annual work plan for 2009 prepared by the national implementing partners and supported by the Project Coordination Unit and the IOM. Its purpose is not only to achieve the direct results of the Project but to enhance capacity building in the various public offices involved, thus ensuring the sustainability of the actions once the Project is complete.

Output 1: Strengthen democratic, participative, and decentralized modernization of the State institutions in proactively and closely addressing the needs of the Uruguayan citizens and guarantee access to goods, transactions, requirements, and information necessary for the enjoyment of their rights and obligations. (IOM-UNDP)

1.1 Creation of new systems that improve the functioning of the public administration and enhancement of access to information and ease transactions (IOM-UNDP).

Citizenship Assistance Centres (CACs). (UNDP)

- Inaugurate two CACs, the first one in the location of Barros Blancos (Canelones) during the first semester and the second one in the location of Ciudad del Plata in the second semester. During the second semester, initial steps will be conducted on the needs analysis for equipment and adaptation of the CAC in Montevideo, opening is expected in 2010.
- Inauguration of Call Service Centre in the MTSS is planned to take place during the first half of 2009
- Strengthen task force working on local value procedures and elaboration of a Service Manual and an Operations Manual for the implementation of the planned CAC, finishing the necessary training process. Moreover, diagnosis will be completed and will progress on the elaboration of proposals to simplify processes of businesses opening, evaluating necessary actions for its implementation.

This process takes place within an electoral year (internal elections at the end of the first semester and national elections at the end of the second semester); this will lead to intensified coordination efforts with national authorities subject to political requirements.

Improving management processes and information generation of the National Migration Directorate (DNM) of the Ministry of the Interior. (IOM)

Digitalization and indexation of files and certificates will be completed in 2009. Additionally, the list of passengers entering Uruguay by sea until 1950 will be digitalized. This documentation has a high historical value and it is deteriorating at present.

The training offered to the civil servants by the Directorate will be supplemented in 2009. This training together with the equipment purchased will allow the DNM to have all its files in a digital format and to continue digitalizing them in the future, as part of a regular task.

1.2 Improving population identification mechanisms. (IOM)



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A consultant will be hired to support the re-engineering process of the General Direction of the Civil Status Registry. Additionally, equipment will be purchased to digitalize files, with a similar purpose to the case of the DNM.

Two local offices of the DNIC will be opened; equipment will be purchased under the Project. Apart from this result, the Database Centre of the DNIC will be strengthened by purchasing IT equipment.

As regards the population identification activities carried out by the MIDES, workshops will be held for the promotion of the right to identity and the mobile office of the DNIC will be set up in places with a high percentage of children and adolescents with no documents. Furthermore, and in order to build capacity, funds will be provided to produce a video and to re-publish a manual to be used in activities to promote the right to identity. This material will be used within the framework of the Project activities and by other state institutions related to this matter.

1.3 Strengthening the key strategic capacity of the State to channel international cooperation efficiently. (IOM)

The contracts with the consulting team working at the International Cooperation Department of the OPP and funded by the Project will be extended in 2009. The production of a group of documents referring to the characteristics of international cooperation that Uruguay receives has been programmed, as well as the identification of good management practices, monitoring and assessment of national projects funded by international cooperation and recommendations about planning and managing this type of projects.

Support will continue for experts from the International Cooperation Department to visit foreign cooperation agencies. A visit to Spain is programmed for March 2009.

Funding will be provided to hold an international seminar on the challenges of international cooperation in middle-income countries.

In regards to the Coordination Unit of the Delivering as One Programme, the Project will continue funding the contracts of technical assistants of such Unit and directly supporting the design of a planning methodology, management, monitoring and assessment of the Programme. This will become an input for the International Cooperation Department to be used in managing future projects funded by international cooperation.

Output 2: Increase the capacity for professional management by State institutions to incorporate the development and promotion of quality information that Uruguayan citizens need; providing information on spatial mobility, internal migration, and international migration data of persons and connect with the Uruguayan Diaspora. (IOM)

2.1 Strengthening state institutions to manage internal migrations. (IOM)

In 2009, the Technical Secretariat for Migration Mobility and Population Distribution in Space will be designed, and the second diagnosis stage on internal mobility will be planned. On the basis of the progress made in the first few months of work, a coordination stage with state institutions



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will start in relation to the internal mobility of the population. The idea is to promote the use of information about internal mobility and distribution in space in designing public policies. An exchange agenda will be established together with the governmental agencies involved therein. In order to complete the diagnosis and its publication, various dissemination formats and consulting tools will be produced to make information available (web page, database, etc.).

2.2 Improving the liaison with the Uruguayan diaspora. (IOM)

The contracts of consultants working at *Departamento 20* and in the new Return and Welcome Office for Uruguayans of the MRREE will remain in force.

Agreements with state offices will be among the tasks of these consultants in 2009 to ensure the identification of the population and facilitate their return to Uruguay. Information materials will be published and will be distributed through the consulates of Uruguay. The joint work with the National Research and Innovation Agency to identify and contact highly qualified Uruguayans living abroad will continue.

A fundamental activity that will take place is the Meeting of the Consulting Councils of Uruguayans living Abroad. It is expected to take place in Uruguay in April 2009.

Priority actions planned for the following year to overcome constraints are: to build on achievements and partnerships, and to use the lessons learned during the previous year.