



## Uruguay One UN Coherence Fund Annual Project Narrative Progress Report

Reporting Period: 1 January – 31 December 2009

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### Country and Thematic Area

Uruguay, Social Services

### Programme No: F2

#### MDTF Office Atlas No: 66247

Programme Title: Support for the strengthening of public institutions that work in the social area.

### Participating Organization(s):

ILO, UNFPA and UNOPS

### Implementing Partners:

Office of Planning and Budget (OPP)  
Ministry of Public Health (MSP)  
Bank of Social Provision (BPS)  
National anti Drug Board (JND)

### Programme Budget (from the Fund):

ILO	713,835
UNFPA	239,488
UNOPS	437,737
Total:	US\$ 1,391,060

### Programme Duration (in months): 22

Start date<sup>1</sup>: 3-Sep-2008

End date: 17-May-2010

Original end date: 3-Mar-2010

Revised end date: 17-Jun-2010 in accordance with the ToRs

Operational Closure Date<sup>2</sup>, if applicable:

Budget Revisions/Extensions:

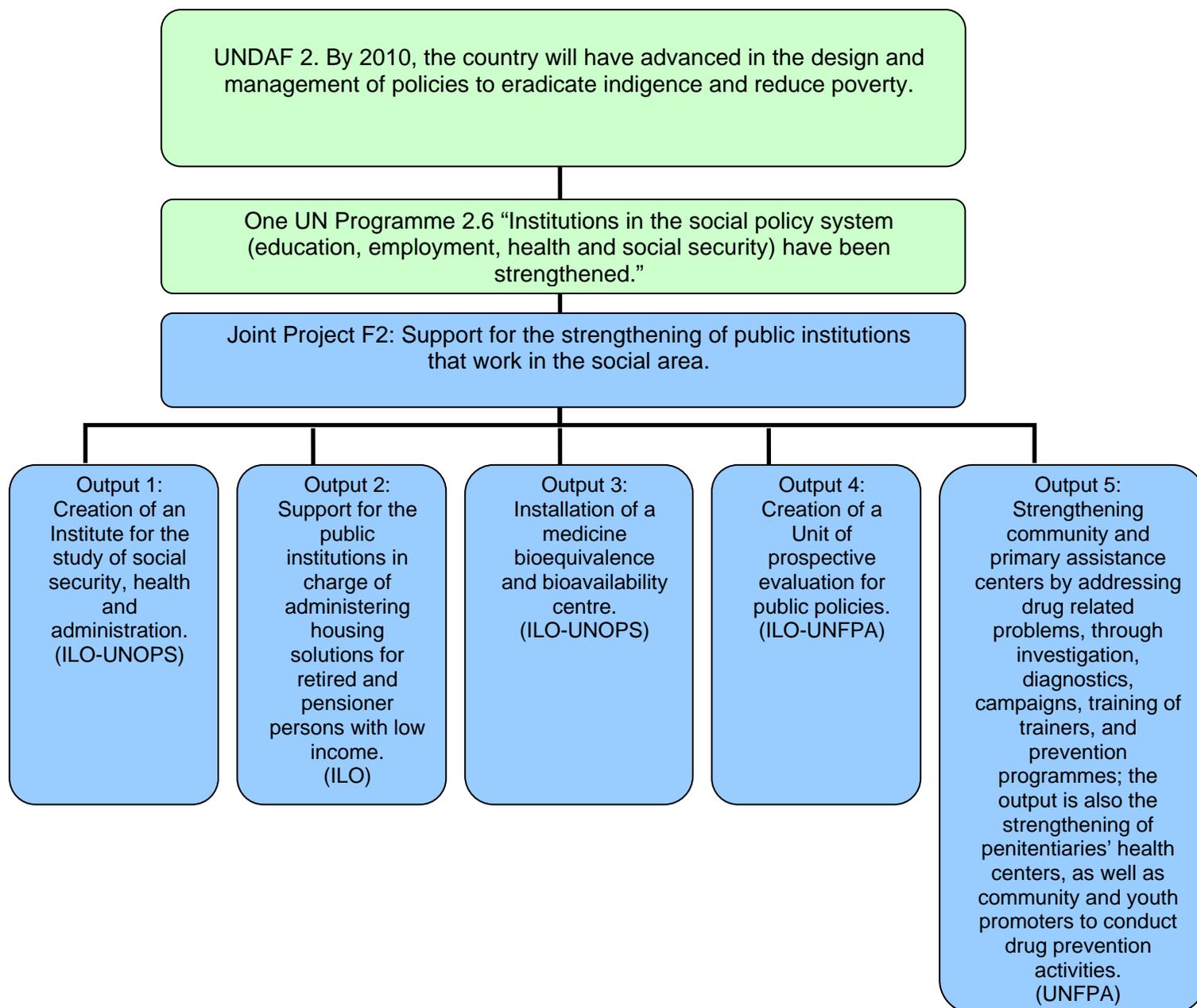
<sup>1</sup> The start date is the date of the first transfer of funds from the MDTF Office as Administrative Agent.

<sup>2</sup> All activities for which a Participating Organization is responsible under an approved MDTF programme have been completed. Agencies to advise the MDTF Office.

## I. PURPOSE

<p><b>Programme Description:</b></p>	<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 strengthen the capacities of the public institutions that manage social policies. Creation of an Institute for Social Security, Health and Administration Studies. Support the institutions in charge of administering low income, senior citizen housing facilities. Installation of a medicine bioequivalence and bioavailability centre. Evaluation of social policies’ impact.</p>
<p><b>Development Goal:</b></p>	<p>UNDAF 2. By 2010, the country will have advanced in the design and management of policies to eradicate indigence and reduce poverty.</p>
<p><b>Outcome:</b></p>	<p>One UN Programme 2.6 “Institutions in the social policy system (education, employment, health and social security) have been strengthened.”</p>
<p><b>Outputs and Key Activities:</b></p>	<p>The project has the following outputs.</p> <ol style="list-style-type: none"> <li>1. Creation of an Institute for the study of social security, health and administration.</li> <li>2. Support public institutions in charge of administering housing solutions for retired and pensioner persons with low income.</li> <li>3. Installation of a medicine bioequivalence and bioavailability centre.</li> <li>4. Unit of prospective evaluation for public policies.</li> <li>5. Strengthening community and primary assistance centers by addressing drug related problems, through investigation, diagnostics, campaigns, training of trainers, and prevention programmes; the output is also the strengthening of penitentiaries’ health centers, as well as community and youth promoters to conduct drug prevention activities.</li> </ol>

## Outputs for the Joint Project F2 and their relation to the One UN Programme and the UNDAF



## II. RESOURCES

Participating UN Organization(s)	Approved Joint Programme Budget	Approved Disbursements (2008)	Approved Disbursements (2009)
ILO	713,835	153,599	404,354
UNFPA	239,488	74,365	103,384
UNOPS	437,737	432,708	5,029
<b>Total:</b>	<b>US\$ 1,391,060</b>	<b>US\$ 660,672</b>	<b>US\$ 512,767</b>

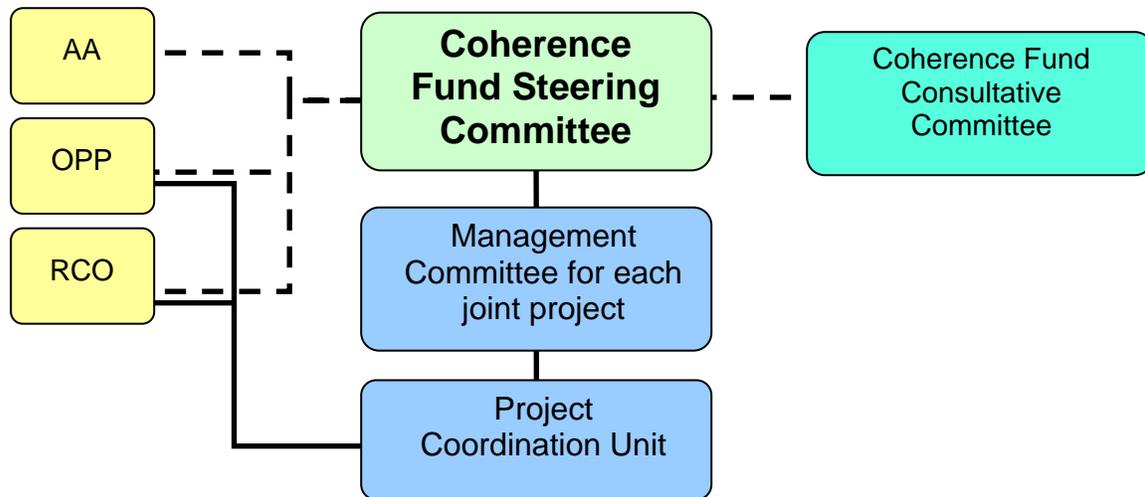
### III. IMPLEMENTATION AND MONITORING ARRANGEMENTS

To support the One UN Programme, the Government and the UNS in Uruguay agreed to establish the Uruguay One UN Coherence Fund; a common, un-earmarked, development fund, under the leadership of the Resident Coordinator. The Uruguay One UN Coherence Fund supports the coordinated resource mobilization, allocation and disbursement of donor-contributed resources for the unfunded elements of the One UN Programme.

The Uruguay One UN Coherence Fund has several governance mechanisms to ensure proper management of funds, supervision of project execution, and monitoring of results. The mechanisms are: The Coherence Fund Steering Committee, The Coherence Fund Consultative Committee, The Management Committees, and the Administrative Agent (AA).

The members of the Management Committee are: Office of Planning and Budget (OPP), Ministry of Public Health (MSP), Bank of Social Provision (BPS), National anti Drug Board (JND), the Resident Coordinator’s Office (RCO), the executing agencies (ILO, UNOPS, UNFPA) and the associated UN Agencies (UNAIDS, WHO, UNDP, UNIFEM).

**Governance mechanisms for the Uruguay One UN Coherence Fund.**



### IV. RESULTS

#### **Output 1: Creation of an Institute for the study of social security, health and administration. (ILO-UNOPS)**

The tender for refurbishing the location of the Study Centre was successfully concluded. Construction work began in April 2009. Funds designated to information technology equipment were employed on construction work, and the information technology equipment was purchased with funds from BPS.

The Institute opened its doors in December 2009.

ILO and the Faculty of Economic Studies of the University of the Republic reached an agreement on the design of the Institute’s curricula.

The following courses were held:

- Distance Training of Trainers course taken by staff from BPS and other public institutions, dictated by the ILO Study Centre in Turin.
- Face to face course on Social Security dictated by an ILO specialist.

### **Output 2: Support for the public institutions in charge of administering housing solutions for retired and pensioner persons with low income. (ILO)**

The strategic guidelines and tools required for the definition of future policies were set. A comprehensive approach towards senior citizens was taken into account, considering housing as a factor of inclusion. The consultancies produced the following products:

- Diagnosis and design for Management of Housing Solutions in implementation phase.
- A study on construction requirements costs and budgets.
- A systemic approach strategy for Housing Management.
- A platform for a Geographical Information System.
- An agreement with the Social Sciences Faculty of the University of the Republic was subscribed to conduct a survey directed at users of temporary housing facilities and potential program's beneficiaries. It will also include a study on applicants, with a view to determine the demand of temporary housing facilities in qualitative and quantitative terms. This research has already obtained preliminary results.
- A public awareness campaign, consisting of a TV spot and leaflets informing on rental subsidies for low income pensioners and retired.

### **Output 3: Installation of a medicine bioequivalence and bioavailability centre. (ILO-UNOPS)**

The project supports an initiative that is considered an integral part of the Health Reform carried out by the Government, as well as its value in fostering academic activities, teaching and research.

- An agreement between the University of the Republic and the National Administration of Public Health Services was subscribed.
- Procurement processes were successfully completed and state of the art equipment was purchased.
- The necessary purchases were made in order to provide the Centre with: furniture, IT equipment, communications equipment, air conditioning, etc.
- Technicians were hired to produce studies on: high performance liquid chromatography generated techniques (HPLC) to quantify drugs in several biologic fluids, as well as protocols for bioequivalence studies, protocols for volunteers selection, information material for volunteers and the Centre's Quality Manual.
- The Centre opened in November 2009.

Execution of this output was finalized on 31 December 2009. 99% of the assigned funds were executed. 100% execution will be reached with the purchase of some necessary supplies.

### **Output 4: Unit of prospective evaluation for public policies. (ILO-UNFPA)**

A technical team was set up and trained to develop a web application for the study of public policies. This on-line Public Policies Simulator enables users to access different options in various areas, such as taxes or non-contributory transfers. It then produces results that show the impact such policy has over poverty, inequalities or fiscal cost, among others. Public access will be given to the web page along with the user manuals and other documents produced by the team using a similar methodology, despite the fact that all of them are clearly directed at technicians and authorities related to the design

and evaluation of public policies. This Public Policies Simulator will no doubt constitute a very valuable input for decision makers in the matter.

This output has two main lines of action:

1. Institutionalization of the ex ante evaluation methodology for the evaluation of some outputs of the Government's *Plan de Equidad – Equality Plan* (taxation, health, family allowances, food stamps, etc).
2. Creation of the simulation programme through the web interface for users in the technical and political fields that work with social policies.

Activities carried out through 2009 in this line of action are the following:

- Discussions held within the working team and with representatives of organizations engaged in the subject matter. Transfers and taxes that could be subject to simulation were defined, while the possibility of including other variables remains open.
- Preparation of Procedure and Operation Manuals. This activity was carried out as the Simulator's complexity raised due to the incorporation of new parameter settings. Manuals for family allowances and food allowances were completed and uploaded on the Simulator's web page.
- Web application for non contributory transfers (family allowances and food stamps).
- Promotion of the Simulation Programme for ex ante evaluations (web interface).
- Presentation of the Social Policies Simulator before relevant authorities and technicians (potential users). 35 people were present. The activity took the form of a workshop, allowing audience participation.
- Meetings with technicians from relevant organizations to exchange ideas over possible parameter settings.
- Four simulation exercises were carried out.

Main achievements:

- Selection of the taxes and transfers to be included in the Simulator.
- Programming of non contributory transfers (family allowances and food stamps, old age pensions and other transfers) as well as coverage and contributions to the National Health Insurance (SNIS).
- The design of a web interface that allows the simulation of family allowances and food stamps by users is currently on line. Second stage of web programming initialized, the design is ready but it not yet available online.
- Relevant contacts with other public institutions and technicians.
- Preparation of relevant documents on simulating the impact of current policies. Newly proposed policies (creation of a Basic Income, incorporation of retired citizens and minors to the SNIS)

**Output 5: Strengthening community and primary assistance centers by addressing drug related problems, through investigation, diagnostics, campaigns, training of trainers, and prevention programmes; the output is also the strengthening of penitentiaries' health centers, as well as community and youth promoters to conduct drug prevention activities. (UNFPA)**

The fifth output focuses on strengthening the community as well as primary attention centers and penitentiaries with addressing drug related problems. The following activities have been carried out within the output's six lines of action:

1. An Assistance and Protection Center was set up in a Polyclinic situated in the neighborhood of *La Teja* (a community with a low-income population). It focuses on problematic drug abusers, and it's supported by the Neighbors Association and a multidisciplinary team.
2. The Project "*Siembras en centros educativos*" (sowing in education centers) is carried out through an agreement with the non-governmental organization *El Abrojo* in several places throughout the country (in Montevideo, San José, Canelones, Flores, Salto, Soriano, Colonia, Río Negro, Florida and Artigas). More than 27,000 children, 1,500 educators and nearly 10,000 families have participated and received educational handouts. This project is supported by the local anti drug boards and aims to strengthen local communities, improve relationships at personal, family and community levels, promote sustainable development, improve health conditions, and promote healthy coexistence habits, through the Education and Promotion of Life Skills.
3. Drug abuse prevention activities are being carried out by 30 young promoters in a series of high schools and night clubs in Montevideo. Handouts and audiovisual materials were prepared for that purpose.
4. Support is given to the Board of Prisoners and ex Prisoners in strengthening the Programme on Alternative Punishments to Prison, through a psychosocial team that provides support and follow through on alternative punishments to prison sentenced by penal judges.
5. A pilot experience was implemented at the Penitentiary Complex (COMCAR), which consists of an attention and rehabilitation mechanism for drug addict inmates. This task is carried out by a multidisciplinary team comprised of professionals in the fields of health and social assistance. 10 inmates are being treated in a special module.
6. Training courses in several trades, such as assistant baker, were carried out through a joint agreement with the National Penitentiary Direction, the Ministry of Health and the National Institute for Adolescents and Children (INAU). Their objective was to provide students with the necessary skills that will contribute to their rehabilitation and social reinsertion. In 2009, more than 150 students graduated from 14 courses given in 8 institutions (COMCAR, La Tablada, INAU Montevideo, INAU San José, San José Prison, Libertad, Cabildo, Portal Amarillo, and National Rehabilitation Centre).

### **Challenges and lessons learned**

The main challenges were the following:

Disaggregated by output:

- Delays in bidding process (outputs 1 and 3).
- Deficit, due to dollar depreciation, - on output 1 - of funds that were assigned to pay the final installment to the construction company. The deficit is estimated around USD 20,000 to 25,000.
- Output 2: Initial difficulties were found in areas such as the synchronization of different working habits, communications between organizations, etc. These difficulties have been remedied taking into account the restrictions placed by having a non-resident agency execute, in particular the number of meetings for coordination and planning with the national associate

(BPS) have been fewer than desired. These obstacles are being overcome with the goodwill and effort of all the parties involved.

- Initial difficulties found when trying to carry out activities in penitentiaries.
- For effect 4
  - Learning a new programming language (language R). Despite the fact that the software is freely available, a deep understanding of the language was required in order to develop the Simulator. An external consultant was hired enabling the team to acquire the necessary knowledge.
  - Difficulties encountered in the design and construction of the Web site.
  - Gathering of accurate information on tax and social security regulations. Meetings with other Government institutions were held and queries were posed through several channels.

General difficulties:

- Timing differences in the reception of funds by the Agencies caused setbacks and significant differences in the execution percentages of the outputs. This also provided difficulties when jointly requesting the Project's 3<sup>rd</sup>, disbursement, obliging to resort to the Emergency Fund in order to provide continuity to activities financed by UNFPA.
- Efforts carried out by Agencies and National Associates in order to jointly request the 4<sup>th</sup> and final disbursement in December 2009, are worth pointing out.

Lessons learnt:

- The importance of creating spaces for institutional coordination, which in turn generate great benefits to all the actors involved in the process.
- The importance of setting a clear methodology from the start of the Project's formulation, which enables to measure advances through both qualitative and quantitative substantial indicators, as well as the proper elaboration of chronograms and budget execution plans.
- The significant role played by the RCO in contributing to find a solution to the difficulties that emerged throughout the Project.
- Despite the Project's initial difficulties, more and better synergies were created among executing Agencies and national associates, resulting in excellent execution levels.
- The flexibility shown by Agencies to adapt to the National Associates' execution needs is worth noticing. Despite the fact that sometimes the Agencies' timeframes were longer than those expected by the National Associates, both parties made significant efforts to synchronize the Project's pace.
- Agencies' Procedure manuals specially designed for the use of National Associates in this pilot experience played a significant role in facilitating execution and ease of transactions (ILO and UNFPA).

#### **IV. FUTURE WORKPLAN**

Project F2 activities will end in June 2010. The following activities will take place in the first semester of 2010.

- Output 1: design of the Study Centre's curricula and teaching of new courses.
- Output 2: An Inter-institutional Seminar on housing solutions will be held. Participating institutions will be: several Faculties from the University of the Republic, Ministries and other public and private institutions. A document on the Seminar will be produced for publication.
- Output 3: The acquisition of needed supplies for the Bio-availability Centre with the use of remaining funds will bring the level of execution to 100%.

- Output 4: The Simulator's formulation depends greatly on inter-institutional coordination. For the Simulator to evaluate policies ex ante, coordination must be close with institutions in charge of developing such policies.
- Output 5: Activities on health promotion and attention to drug users will be continued. More specifically, the Project *Siembras* will be developed throughout the country's 19 Departmental Divisions.

## VI. MONITORING

Expected results	Indicators	Status/measure
Output 1: Creation of an Institute for the study of social security, health and administration.	• Refurbishing of the institute.	Completed
	• Equipment installed.	Completed
Output 2: Support for the public institutions in charge of administering housing solutions for retired and pensioner persons with low income.	• Diagnosis and design of housing solutions for the elder.	In progress
	• Public awareness campaign.	In progress
	• Survey of users of temporary housing facilities.	In progress
Output 3: Installation of a medicine bioequivalence and bioavailability centre.	• Establishment of a Bioequivalence and bioavailability centre.	Operational
Output 4: Creation of a Unit of prospective evaluation for public policies.	• Policies and Procedures.	Developed
	• Participants in Social Policies Simulator workshop	35
	• Simulation exercises carried out.	4
	• Web interface for family allowances and food stamps use.	Available
Output 5: Strengthening community and primary assistance centers by addressing drug related problems, through investigation, diagnostics, campaigns, training of trainers, and prevention programmes; the output is also the strengthening of penitentiaries' health centers, as well as community and youth promoters to conduct drug prevention activities.	• Number of children benefiting from the Education and Promotion of Life Skills programme.	27,000
	• Number of educators benefiting from the Education and Promotion of Life Skills programme.	1,500
	• Number of families benefiting from the Education and Promotion of Life Skills programme.	10,000
	• Number of inmates treated for drug addiction.	10
	• Number of drug prevention courses implemented.	14

## VII. ABBREVIATIONS AND ACRONYMS

AA	Administrative Agent
BPS	Social Security Bank
CFCC	Coherence Fund Consultative Committee
CFSC	Coherence Fund Steering Committee
COMCAR	Penitentiary Complex
DaO	Delivering as One
HPLC	High Performance Liquid Chromatography
ILO	International Labor Organization
INAU	Institute for Adolescents and Children
IT	Information Technology
JND	National Drug Board
MDTF	Multi-Donor Trust Fund
MSP	Ministry of Public Health
MTSS	Ministry of Labour and Social Security
OPP	Office of Planning and Budget
PUNO	Participating United Nations Organization
RCO	Resident Coordinator's Office
SNIS	National Health Insurance
UNCT	United Nations Country Team
UNOPS	United Nations Office for Project Services
UNRC	United Nations Resident Coordinator
UNS	United Nations System