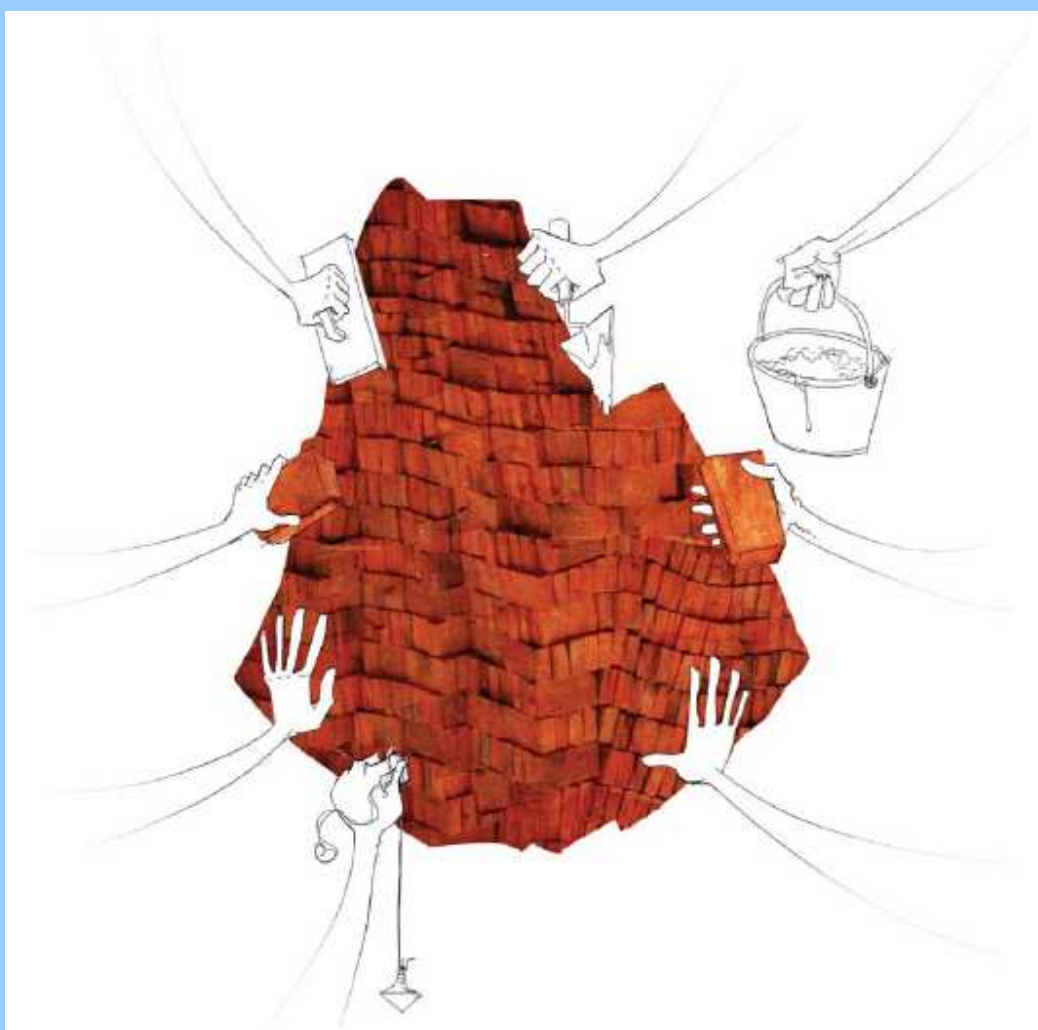


The Uruguay UNDAF and One UN Programme

2008 Annual Report



United Nations System in Uruguay
DELIVERING AS ONE

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Acronyms Used

AIDS	Acquired Immune Deficiency Syndrome
CAC	Citizens' Attention Centers
CAIF	Centres of Integral Services for Infants and Families
CCA	Common Country Assessment
CEDAW	Committee on the Elimination of Discrimination against Women
CRC	Convention on the Rights of the Child
DaO	Delivering as One
DINARA	National Directorate of Marine Resources
ENIA	National Childhood and Adolescence Strategy
FAO	Food and Agriculture Organization
GBV	Gender Based Violence
GDP	Gross Domestic Product
GEF	Global Environmental Fund
GFATM	Global Fund to Fight AIDS, TB and Malaria
HIV	Human Immune Deficiency Virus
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IOM	International Organization for Migrations
INALE	National Dairy Institute
INAU	Institute of Children and Adolescents
MDG	Millennium Development Goal
MERCOSUR	South American Common Market
MIC	Middle Income Country
MTSS	Ministry of Labour and Social Security
MYSU	Women and Health in Uruguay
ODA	Official development assistance
OMT	Operations Management Team
OPP	Office of Planning and Budget
PAHO-WHO	Pan American Health Organization – World Health Organization
PPP	Purchasing Power Parity
SGP	Small Grants Programme
STD	Sexually transmitted disease
TCPR	Triennial Comprehensive Policy Review
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Fund for Women
UNOPS	United Nations Office for Project Services
UNS	United Nations System

1. Executive Summary

This Annual Report summarizes the main achievements of the DaO pilot experience in Uruguay, with regard to the One UN Programme implementation and the United Nations Development Assistance Framework (UNDAF).



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for the period 2007-2010. Particularly, the One UN Programme, as part of the UN reform, implements a new form of cooperation where the Government, donors and the UNS pioneer a new strategic framework of cooperation. Donors assign unearmarked resources to the Uruguay One UN Coherence Fund (established in the One UN Programme), and between the Government and the UNS in Uruguay the funds are managed and distributed according to the national priorities established in the programmatic documents.

The main objective of the DaO experience is to increase the UNS’s impact, effectiveness and efficiency by delivering in a coordinated way and through more coherent programmes, reduced transaction costs for governments and for the UN by capitalizing on the strengths and comparative advantages of the different Agencies, Funds and Programmes. To achieve this impact, national leadership and ownership are considered key elements in the process.

Through the activities and efforts conducted by the Government and the UNS Agencies in Uruguay through 2007 and 2008, the following key results, grouped according to the four general UNDAF outcomes, are observed.

The UNDAF (signed on 28 April 2006 for 2007-2010) and the One UN Programme (signed on 19 October 2007 as part of the “Delivering as One”-DaO- experience) are programmatic documents that outline the commitments made by the Government and the United Nations System (UNS), through its Resident Coordinator, and its participating Agencies, on the areas of assistance, the expected outcomes, the expected outputs, as well as the mobilization of resources

Sustained and sustainable growth

- Improved production processes for fisheries, aquiculture, dairy, forestry, sustainable tourism, and cultural industries.
- Enhanced entrepreneurship and diversification through supporting small enterprises, improving business process and facilitating market access.
- Supported environmentally conscious industries and enterprises through an observatory on renewable energy, establishment of eolic energy farms, reducing the use of methyl bromide, and encouraging sustainable development.
- Protected the environment and mitigated risks to climate change by establishing the National System of Protected Areas, supporting the National Emergency System, creating a National System of Environmental Indicators, conducting an environmental assessment for the country, and beginning a water balance assessment.
- Supported community development by encouraging productive alternatives that generate self-employment, food security, healthy living conditions and quality of life.
- Connected the Uruguayan community abroad with the country and assisted families in need that wanted to return to the country.

Eradicating indigence and reducing poverty

- Improved access to health by vulnerable populations (poor and rural) by increasing the capacity of the public health system to provide assistance as well as improving the monitoring processes for health policies, and establishing a Centre for Biodisponibility and Bioequivalency.
- Supported reproductive health policies and access to information by at-risk populations (adolescents, women, poor families, imprisoned people, etc.).
- Supported childhood development policies through nutritional programmes, children stimulation services, and the elaboration of a National Childhood and Adolescence Strategy.
- Established a Food Security Observatory to especially tend to rural and poor communities on sustenance farming and micro-enterprise methodologies.
- Supported decent employment policies by incorporating healthy and safe working conditions through an Observatory on Labour Policies.
- Enhanced education policies to provide quality education to poor and vulnerable populations by initiating the process of a new National Education Plan, addressing the root causes of dropping out of school, and the violence in schools.

Social equality and integration

- Supported institutions that promote equality and integration to implement the First National Plan for Equal Opportunities, the National Observatory on Gender. In particular, the gender-based approach to generating policies was strengthened, and the Government, civil society and private enterprises are able to develop policies that take into consideration gender-related concerns.
- Implemented practices for equal political opportunities by encouraging women to participate in the policy making processes, supporting networks that organize women, and incorporating gender mainstream methodologies and techniques into the policy making debates.

- Supported the policies and programmes that address gender based violence.
- Conducted research and supported the capacity building of organizations that promote racial equality, particularly communities of African descent.
- Improved access to HIV-AIDS information regarding prevention and testing methodologies to general public. In particular, efforts were made on addressing transmission on most vulnerable population.

Strengthening public and civil institutions for social integration

- Strengthened the creation of an institution of human rights.
- Supported the implementation of new systems that improve the management of public administration and enhance access to information by general public. Supported the decentralization and promotion of citizen participation in policy making and enjoyment of Government services. Civil society organizations were strengthened to monitor and recommend public policy formulation.
- Incorporated methods for local communities to recognize and address human trafficking in rural areas of the country.
- Supported the implementation of the Convention of the Rights of the Child particularly within the legal system.

2. Introduction

This Annual Report summarizes the main achievements of the DaO experience in Uruguay, with regard to the One UN Programme implementation and the United Nations Development Assistance Framework (UNDAF).

In 2004, the Triennial Comprehensive Policy Review (TCPR) called for efforts to enhance the coherence and effectiveness of the United Nations System (UNS). Later on, in 2005, the World Summit invited the Secretary General to foster a process to improve management and coordination of UN activities. The Secretary General's High Level Panel on System-wide Coherence, mandated as part of the follow-up to the World Summit, submitted in November 2006 its report, containing a series of recommendations, which were discussed through an inter-governmental process.



Director of the United Nations School in Uruguay with children of the School.

One of the recommendations featured the implementation, through 2007, of pilot programmes called “Delivering as One” (DaO) to be implemented in several countries during the report's inter-governmental discussion process. These pilot programmes would be implemented in countries that represent a broad range of development conditions and from which lessons could be drawn – at the end of the pilot period – that could be disseminated and implemented in other developing countries.

The main objective of the DaO pilot experience is to increase the UNS's impact, effectiveness and efficiency by delivering, in a coordinated way and through more coherent programmes, reduced transaction costs for governments and for the UN by capitalizing on the strengths and comparative advantages of the different Agencies, Funds and Programmes¹. To achieve this impact, national leadership and ownership are considered key elements in the process.

The implementation of the DaO initiative consisted of experiencing a new view of international cooperation structured around four pillars:

- One Programme;
- One Leader;
- One Budgetary Framework, and
- One Office.

The document is divided in five main sections, namely:

¹ United Nations Development Operations Coordination Office. 2009. Power Point presentation, available at www.undg.org

1. A contextual analysis of the recent changes in aid environment and the implications for international cooperation, as well as an analysis of the particularities of Uruguay as a “middle income country” with regard to assistance needs.
2. An explanation of the development of the One UN Programme document as an “updated” UNDAF and its governance mechanisms.
3. The concrete programmatic achievements in the different cooperation areas established in the One UN Programme document.
4. The Budgetary Framework, including the changes after the mid-term review.
5. Lessons learned.

3. Need for an Assistance Strategy: Uruguay Rationale

During most of the 20th Century, Uruguay was considered a relatively developed society within Latin America. According to the 2007/2008 Human Development Report, Uruguay ranks 46th among 70th countries with “high human development”. With life expectancy of around 75.6 years, a literacy rate of 97.7 % in the age bracket over 15 years old, a combined school enrolment rate of 89 % and per



Uruguay is still one of the most developed societies in the continent.

capita GDP of USD 9,962 (PPP 2005), Uruguay is still one of the most developed societies in the continent. Per capita income for Uruguay, and its place as a “middle income country”, may lead some analysts to believe that Uruguay (and other similar countries) is immune to economic turmoil and the corresponding social crises that they bring. It may also be thought that Uruguay and similar countries can achieve high levels of human development and guarantee the exercise of all human rights completely on their own, particularly if we consider that there is a high degree of public spending as a proportion of GDP (30.5 %) and ODA is minimal when compared to public spending.

However, the development and economic realities in Uruguay (and other similar South American countries for that matter), contradict and refute these hypotheses. In fact, Uruguay has suffered from deep and cyclical economic crises in the last decades that had devastating effects among the most vulnerable population (the young, women, minorities, etc.). Of the 373 million people that live in South America –where many countries are “middle income”—130 million are poor. Of those 130 million, 89 million people (68 %) people live in poverty conditions in the 5 “upper middle income” South American countries (Argentina, Brazil, Chile, Uruguay, and Venezuela).

As one of the 93 “Middle Income Countries” and one of the 44 “high-middle income countries”, Uruguay has not been eligible to receive sufficient cooperation for development. Nevertheless, over

the last four decades, the Uruguayan society has faced serious problems and obstacles to reach higher levels of human development: in particular, to achieve sustained and sustainable economic growth, to reduce the incidence of poverty and inequality in income distribution and to strengthen the quality of its institutions and policies. The fact of being a “high-middle income” country does not imply that Uruguay has assured, in the middle and long term, a successful achievement within the human development scale. In fact, Uruguay has not been able to develop a sustained and sustainable growth trajectory, or to prevent the dramatic erosion of the social progress previously made as evidenced by the 2003 economic downturn.

Although classifying countries by income is a technical tool utilized to evaluate the country’s credit eligibility, this tool does not have such a high degree of relevance to the development community. Countries do not graduate from development and they should not be excluded from the development cooperation benefits. Some development experts agree that countries should be grouped and analyzed from the perspective of their development cooperation needs in order to adequately address their structural vulnerabilities and support their efforts to overcome them. Countries ranked as “middle income” are just as well



Children having a birthday party. (Photograph: Santiago Flores)

concerned with receiving grants or subsidized cooperation or benefitting from a cooperation mechanism that suits their needs and grant them access to policy advice whenever required. This concern about the cooperation mechanisms could be mitigated if the international community (along with these countries) adequately assesses how much cooperation efforts contribute to mitigate/reduce vulnerabilities in the countries. Indeed, most of the “middle income countries” are vulnerable countries, where borderline structural vulnerabilities should be individually and adequately addressed in terms of long term and sustained development cooperation. In the current political and economic context about development cooperation, both the International Financial Institutions and the UNS promote national stability and funding predictability. Properly addressing countries vulnerabilities and structural weaknesses while not placing complete focus on GDP per capita would guarantee that stability and predictability could be better achieved.

4. The UNDAF and the One UN Programme

The UNDAF and One UN Programme processes in Uruguay have a common sequence of originating events that began in 2003-2004, when the UNS promoted several Millennium Development Goals (MDGs) roundtables throughout the country. The roundtables were attended by over 1,000 representatives of civil society organizations, political stakeholders and opinion leaders, with the key participation of several UNS Agencies. Building on that highly participatory process and after the current Government took office in March 2005, the UNS agreed with the new authorities to develop a Common Country Assessment and a United Nations Development Assistance Framework (CCA/UNDAF 2007-2010) although it was not a requirement for the country. Indeed, the installment of a new government, both at national and departmental levels, coupled with the subsequent establishment of both programmatic and budgetary priorities in 2005, created an excellent opportunity to align the national priorities and objectives (as defined by the new Government) with the UN programmatic objectives for cooperation. Identifying the Areas of Assistance (national priorities), specific UNDAF outcomes, and 12 country programme outcomes (results by the UNS in Uruguay) for which specific output activities are derived, the UNDAF was signed on 28 April 2006 for the period 2007-2010. The CCA/UNDAF process was the most relevant factor for the country to be considered and selected as DaO pilot country as it continued the joint working experience between the Government and the UNS as well as between the UNS Agencies as well.

4.1 The UNDAF Assistance Areas and UNDAF Outcomes

The signed UNDAF identified 3 assistance areas, 4 UNDAF outcomes, and 12 country programme outcomes. These are depicted in the following table:

Table 1. UNDAF Assistance Areas and UNDAF Outcomes.

Assistance Area	UNDAF Outcome	Country Programme Outcome
Assistance Area I. Sustained and sustainable growth of the Uruguayan economy, with emphasis on the diversification of production, insertion in international markets (within and outside the region), incorporating scientific and technological innovation in productive processes and investment growth.	UNDAF Outcome 1. By 2010 the country will have made progress in the generation of the capacity to incorporate knowledge, innovation and diversification in the production of goods and services aimed at sustained and sustainable growth.	The country will have promoted diversified and technologically based productive enterprises in knowledge intensive sectors that maintain innovative and competitive economic processes and encourage quality employment.
		The country will have promoted the integrated administration of the population, the territory and the environment, with emphasis on local and rural development.
		The country will have developed institutional mechanisms linked to the Uruguayan diaspora in economic, scientific, technological, social, and cultural areas.
Assistance Area II. To reduce the significant levels of poverty which the Uruguayan society has reached in recent years (in particular amongst the younger generations), with emphasis on the eradication of extreme poverty and the reduction of inequities (economic, social, inter-generational, gender, territorial, and ethnic) in starting conditions and access to quality social services.	UNDAF Outcome 2. By 2010, the country will have advanced in the design and management of policies to eradicate indigence and reduce poverty.	The country will have made progress in the design and implementation of policies for the generation of decent work and sustainable salaries.
		The country will have made progress in the design and implementation of policies for infant care and the reduction of the biological and social reproduction of poverty.
	UNDAF Outcome 3. By 2010, the country will have advanced in the design and management of policies which will make possible more equitable starting conditions and increased access to good social services as well as confronting discrimination and promoting processes of social integration.	The country will have advanced in the design and implementation of policies for the development of human and social resources (education, training, safe nutritional guidelines, housing, environment and health, including reproductive health).
		The country will have strengthened the institutions and the policies aimed at reducing inequities and discrimination, with particular emphasis on gender and inter-generational discrimination.
Assistance area III. To promote the exercise of all Human Rights and strengthen the quality of democracy by increasing civil, political and social awareness.	UNDAF Outcome 4. By 2010, the country will have advanced in the design and management of policies which will make possible more equitable starting conditions and increased access to good social services as well as confronting discrimination and promoting processes of social integration.	The country will have improved socio-territorial policies, to favor integration and social cohesion.
		The country will have strengthened its response to HIV/AIDS (increasing access to information, preventive services and appropriate treatment), as well as reduced all discrimination regarding HIV/AIDS.
		The country will have created, improved and/or propagated the legal and institutional mechanisms to promote and protect the rights of everyone.
		Public institutions will have strengthened their capacity for planning, administration, agreement and coordination with the various social actors.
		All citizens and organized civil society will have strengthened their capacity to promote, carry out and follow up initiatives, demands and actions in keeping with national and international commitments.

4.2 The One UN Programme

Once Uruguay was selected as a DaO pilot country, work began – in a jointly manner as well – on the One UN Programme as one of its four main pillars.² Based on the signed UNDAF and under the DaO reform process, the Government and the UNS signed the “*One UN Programme 2007-2010 Building Capacities for Development*” on 19 October 2007. Programmatically speaking, the One UN Programme reviewed and adopted the UNDAF Areas of Assistance, UNDAF Outcomes while establishing the mechanisms for implementing joint activities between the Government, civil society, other national associates in the implementation and the UNS Agencies. It signaled a change in the way of planning and executing activities in the country by the UNS by identifying the resource mobilization goals by the Government and the UNS as well as a funding gap. It also prioritizes the use of the mobilized resources while avoiding duplication of efforts particularly when two or more participating UN Organizations work on the same priority. This is a particularly important matter especially in countries where UN resources are very small compared to public spending³.



Promotion of citizen participation throughout the country territory and the local development.

During the elaboration of the One UN Programme, priority was given to the UNDAF outputs that were being achieved through interagency work as well as those outputs that had programmatic significance in achieving national priorities for the UNS. At the same time, the Government of Uruguay (through the Office of Planning and Budget -OPP for its acronym in Spanish-) requested the incorporation of new outputs given that they were then viewed and assessed as strategic priorities for the country’s development⁴.

It should also be noted that, in the design of the One UN Programme, the following three cross-cutting themes were always considered as national priorities:

- The strengthening of State capacity to plan sustainable development strategies.
- The promotion of citizen participation throughout the country territory and the local development.
- The strengthening of sector social policies, programmes of social inclusion, and plans to fight the different sources of inequities and discrimination.

² The other three pillars are, One leader, One Budgetary Framework, and One Office.

³ In 2004, ODA was 0.3 % of public spending in Uruguay.

⁴ New joint projects financed through the One UN Coherence Fund were developed to attain these nine new outputs.

Both the Government and the UNS consider the One UN Programme as a relevant and strategic programmatic tool for cooperation. This joint programming effort, in itself, is a change in the way of thinking multilateral cooperation, where the relationship of the entire UNS with the Government as a whole is prioritized while also recognizing the importance of bilateral relations between UNS Agencies and their line ministries. In total, the One UN Programme resources mobilization target for 2007-2010 amounted to approximately USD 95 million⁵. This amount was updated during the midterm review of the UNDAF and One UN Programme. Within the One UN Programme, the processes of joint programming that were carried out since the One UN Programme approval were particularly innovative and resulted into new initiatives financed through the One UN Coherence Fund (an un-earmarked source of funds by cooperation donors established to bridge a USD 15 million funding gap to achieve the established outputs).

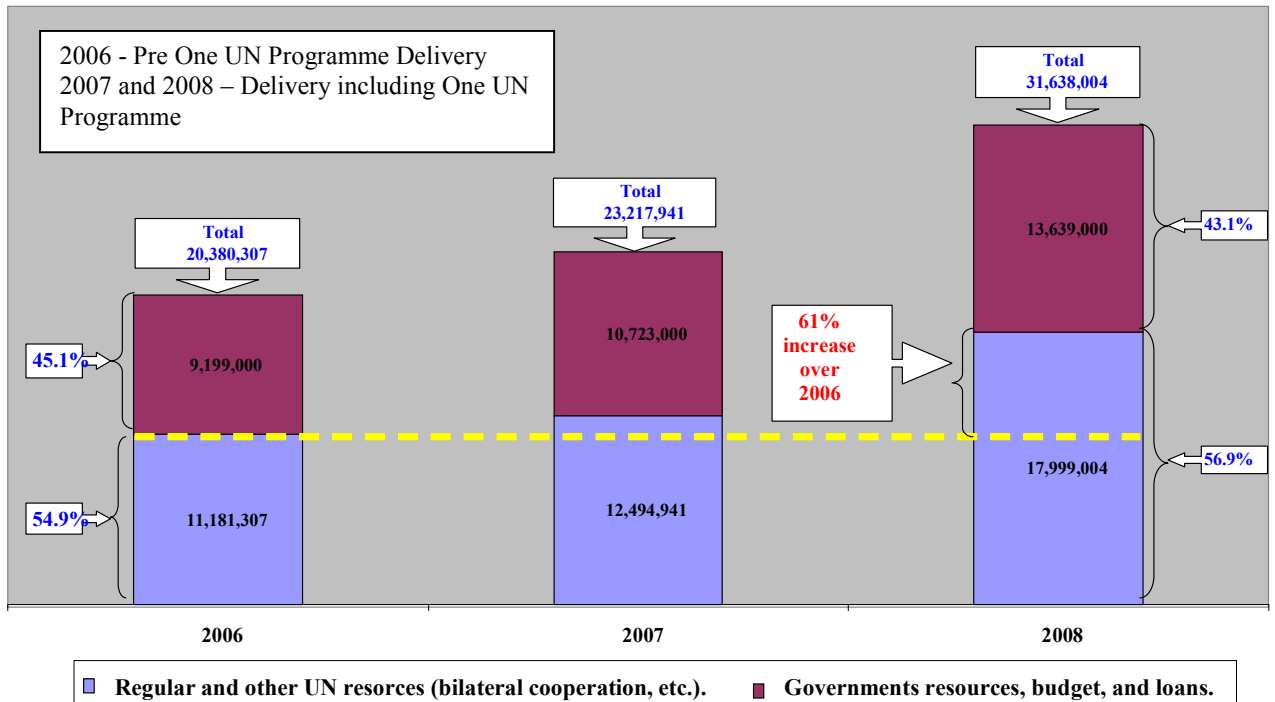
Uruguay's intention to change its strategy for cooperation was clearly marked in the new joint projects drafted for the One UN Programme. These joint projects were financed completely by the One UN Coherence Fund. The development of these new joint projects allows for a greater alignment of the cooperation with the national priorities. In the current context of decreases in development assistance, the DaO pilot experience processes are examples of how cooperation could be channeled to have a greater impact on the specific national priorities of each country.

4.3 UNS annual delivery prior and during the DaO experience

Figure 1 below shows the UNS annual delivery in Uruguay in the period 2006-2008 identifying the resources provided by the government in the same period. It provides an overview of the delivery status before (2006) and during the implementation of the DaO pilot experience (2007 – 2008). As shown in the chart, the resources mobilized by the UNS increased 61 % from 2006 to 2008 and they also increased when compared to the amount of resources provided by the government, in the same period. This shows the noticeable financial impact of the DaO and its One UN Programme experience.

⁵ Of which 37.9 million (39.7 %) correspond to resources provided by the government and loans from international financial institutions; 36 million (37.7 %) correspond to decentralized bilateral cooperation; 6.7 million (6.9 %) correspond to regular resources provided by Agencies and 15 million (15.7 %) correspond to the funding gap.

Figure 1. Annual delivery prior and during the DaO experience



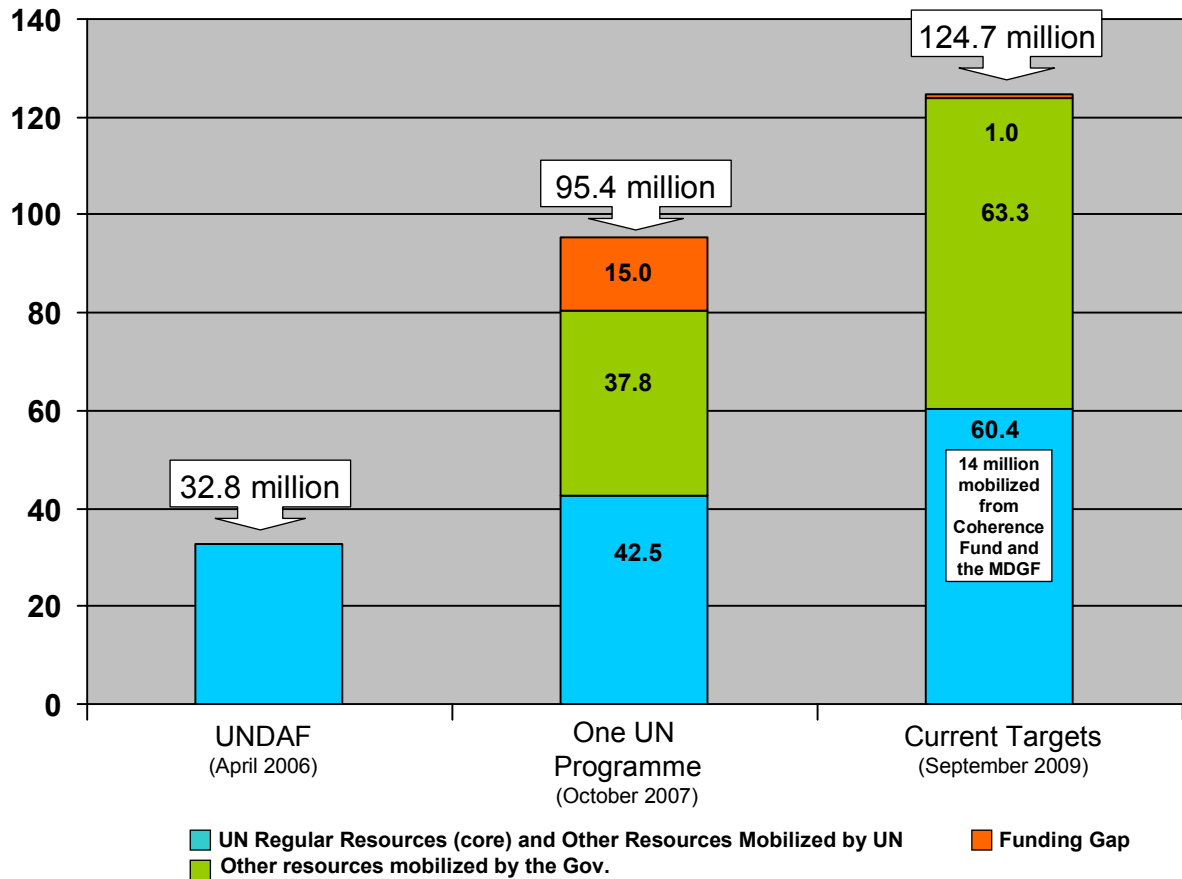
In this sense, the DaO pilot experience initiated in 2007 has been the framework for significant contributions to rethinking cooperation with and for Uruguay, aiming for better coordination and for promotion of the country’s own visibility on the international stage. The DaO pilot experience has generated important synergies and allowed for a greater mobilization of resources to address strategic national priorities while being channeled through an increased coordination by the UNS Agencies with the Government.

It is important to note that the DaO process and the One UN Programme have catalyzed and mobilized additional resources that were initially identified. Figure 2 below depicts the different targets for mobilization of resources that have been identified through for Uruguay for the period 2007-2009. Initially, when the UNDAF was signed in April 2006, the total target for resource mobilization for programmatic purposes through the UN was approximately USD 32.8 million. When the One UN Programme was signed in October 2007, this figure increased to approximately USD 95.4 million and included a USD 15 million funding gap. When the midterm review of the UNDAF and One UN Programme was completed in June 2009, this figure increased again to approximately USD 124.7 million⁶. The incremental progress in development cooperation being channeled through the UNS can be interpreted as a direct result of the improvements made in the joint programming that incorporates national priorities for cooperation that were established with the Government and the UNS.

⁶ Figure does not include USD 13.4 million that other Government counterparts execute through UNOPS.



Figure 2. UNDAF/One UN Programme resource mobilization targets for the period 2007-2010 (in USD million)



Note: Current Targets do not include USD 13.4 million that other Government counterparts execute through UNOPS. However these figures do include USD 1.1 million from PAHO-WHO as a participant in the UNDAF although it elected not to sign the One UN Programme in 2007.

4.4 Governance Mechanisms

The joint initiatives generated through the DaO process and the One UN Programme have the following governance mechanisms that incorporate the Government, Donors, civil society, national associates in the implementation, and the UNS Agencies that have cooperation programmes in Uruguay. The mechanisms are:

One UN Programme Steering Committee. The One UN Steering Committee is integrated by the Director of the OPP, the Minister of Foreign Affairs, the Resident Coordinator and the Representatives or Directors of the signatory UNS Agencies to the One UN Programme. It is co-chaired by the Director of the OPP and the Resident Coordinator. Among its competences are the following:



- Establishing the eligibility criteria for joint projects.
- For un-earmarked funds, (1) it reviews and approves the criteria for the allocation of available resources; (2) it allocates available resources to thematic projects, making sure that the allocations are aligned with the strategic development framework of the country and national priorities.
- Ensures appropriate consultative processes take place with key stakeholders at the country level through the Coherence Fund Consultative Committee.

Around the establishment of the One UN Programme Steering Committee, it is worthwhile to note a strengthening of the relationship between the Government and the UNS as well as the creation of a mechanism conducive to greater flows of information, with stronger levels of national ownership and leadership of the DaO pilot experience.

Consultative Committee. The Coherence Fund Consultative Committee is the body where opinions are expressed and heard from stakeholders who are not members of the One UN Programme Steering Committee. It institutionalizes a consultative mechanism for the Steering Committee with the United Nations Country Team (UNCT) and the donors. The Consultative Committee is integrated by the Director of the OPP, the Resident Coordinator, representatives from the Agencies of the UNS that are not part of the Steering Committee, a representative from each donor country, and representatives from civil society.

5. Results and achievements of the UNDAF and One UN Programme

Following are the key results and achievements through 2008 by the UNDAF and the One UN Programme.

5.1 Sustained and sustainable growth

5.1.1 Improving production processes

The UNS, through FAO, ILO, UNEP and UNESCO, has contributed to improving production processes. Within the traditional segments of the economy, the following industries were assisted: Fisheries, aquiculture, dairy, forestry, and sustainable tourism.

- **Fisheries and aquiculture.** Supported the development of the National Aquiculture Development Plan by the National Directorate of Marine Resources (DINARA for its acronym is Spanish) to modernize aquiculture capabilities, improve product quality, manage resources responsibly, and attract private investment.

An ecological management system was also developed for



Improving production processes.



fisheries within priority coastal zones; the system placed emphasis on improving micro fishery enterprises providing sustenance and decent work. Fish-stock preservation methodologies were incorporated, including the creation of Protected Areas.

- **Dairy.** Supported and provided intuitional building assistance to the recently created National Dairy Institute (INALE for its acronym in Spanish) to install capacities, monitor activities, and ensure sustainability of its efforts.

The Dairy Coordinating Commission through research on dairy legislation, transparency on dairy production, and sanitary controls. The Commission is now able to coordinate and enhance its policy making process through accurate and updated information. In addition, the Agriculture Statistics Division was also supported enhancing the availability of accurate information on the sector.

- **Forestry.** Provided technical assistance for the development and promotion of sustainable production policies through the elaboration of a forestry inventory.
- **Sustainable tourism.** Provided local city councils and local organizations in the central region of the country capacity building and strengthening on the promotion of sustainable tourism. Enterprises received technical assistance and capacity building to produce and market their goods and services in a manner that attracts and meets tourists' demands. In addition, sustainable tourism is being promoted as a form of local development of the natural reserve "*Reserva de la Biosfera de Baños del Este*" that values biological and cultural diversity. Studies and assessments on the patrimony of the reserve have been conducted.

5.1.2 Enhancing entrepreneurship and diversification.

The UNS, through UNESCO and UNIDO, has enhanced entrepreneurship and diversification. Within the technologically and knowledge base enterprises that are emerging in the Uruguayan economy, the following industries were assisted: pharmaceutical (including phytotherapy, and food supplements), cosmetics, software, and automotive supplies.

- **Small enterprises, business processes, and market access.** Established process improvement, business planning, and market access programmes to support entrepreneurship, and small businesses. Exporting consortiums were formed for the pharmaceutical (including phytotherapy, and food supplements) and cosmetics industries. Common brands for marketing products have been generated. Several commercial contracts were signed with international companies.
- **Support of entrepreneurship.** Implemented a business development programme in eight Departments (local governments) in three regions of the country. The programme encourages business development in the interior of the country to



enhance local economic development, economic decentralization from the capital, and the generation of decent employment.

- **Access to free software.** To enhance and supplement access to technology and encourage diversification in production processes two Community Multimedia Centers were established. The centers provide local access to information and free software to local communities. The young and women in vulnerable situations have been able to take part of new communication technologies.

Joint project on economic development strategies. The UNS, through UNIDO, supports the development of policies that address energy, country image, foreign direct investment, and intellectual property. The UNS provides support to achieving sustained and sustainable economic growth. It also promotes coordination within the executive branch and government agencies, giving emphasis to the coordination mechanisms to achieve strategies that have a long-term view.

Key results:

1. National Energy Strategy 2030 is being developed.
2. Market access, competitiveness, and country's image at the international level is being improved.
3. Institutions are being strengthened for the acquisition of foreign direct investment.
4. Institutions are being strengthened on the protection of intellectual property.

Joint project on Cultural Industries and Access to Cultural Goods and Services. The UNS, being led through UNESCO and by joint execution with UNDP, UNFPA, UNICEF, UNIDO and UNIFEM, has strengthened the quality and competitiveness of goods produced by Uruguayan cultural industries; improved access to cultural goods by vulnerable social groups, as a strategy of achieving the MDGs, and strengthen the capacities of the cultural institution.

Key results:

1. Competitiveness of cultural industries (music, editorial, handcrafts) are being enhanced.
2. The development of small cultural industries with emphasis on the poor, women, and young is being stimulated. Mechanisms for the promotion of cultural creativity among the youth in vulnerable conditions. Public awareness on the contribution that culture plays in achieving the MDGs.
3. National and municipal public institutions responsible for protecting and promoting cultural expressions and related industries are being strengthened.

5.1.3 Environmentally conscious industries

The UNS, through UNDP, UNEP, and UNIDO, has promoted environmentally conscious industries through the following efforts.

- **Observatory on renewable energy.** Supported the creation of a Regional Observatory of Renewable Energy. The Observatory is a technical cooperation, multi-disciplinary, and multi-institutional programme that aims at: increasing access by different stakeholders of the energy sector to existing knowledge and information on the subject, encourage a substantial increase in investment on renewable energy for productive development and the relief of poverty.
- **Eolic energy farm.** Supported the establishment of two eolic farms in Uruguay.
- **Reduction of methyl bromide use.** As part of the efforts to comply with the Montreal Protocol and seek the reduction of the use of methyl bromide in productive processes, horticulturists in the Departments of Salto and Bella Union (local governments) held seminars and workshops to demonstrate alternative methods to the use of methyl bromide.



Eolic farms in Uruguay.

Importers of methyl bromide made commitments to reduce the amount of methyl bromide that is imported in the country. Consumption of methyl bromide has been reduced by 79% from 2001. The sectors that consume the remaining 21% are aware of the elimination process and are committed to the goal but need alternatives that effectively meet their needs.

- **Biotechnology.** A National Framework on Biotechnology Security for Uruguay was developed and is being implemented. In addition, the Government has expressed a willingness to implement the Cartagena Protocol on Biosafety.
- **Sustainable development.** Civil society organizations were trained in the development of sustainable development projects.

Joint project to promote sustainable production and employment. The UNS, being led by UNIDO and by joint execution with FAO and UNEP, supports the achievement of Human Development by improving the capacities to develop public policies through: the design of technical data that support strategic production strategies for the long-run, the generation of forest resources data, the enhancement and strengthening of business recovery policies, support the development of a strategy for cooperative production, and the design of technical environmental data that support strategic production strategies for the long-run.

Key results:

1. Technical information and inputs are being generated for the design of mechanisms that enhance strategic productive production for the long run.
2. Information and inputs are being generated for the improvement of policies directed to the sustainable management of forest resources.
3. Information, inputs, and capacity is being created for the generation and implementation of a policy that supports the recovery of businesses, job creation, and restructure of production.
4. Capacity is being generated for the implementation of a Guarantee Fund for the “Red C3” through the implementation and evaluation of a pilot process.
5. Diagnostic and development strategy for the cooperative sector are being elaborated and disseminated.
6. Technical information and inputs are being generated for the design of mechanisms that enhance strategic productive production with an environmental basis for the long run.

5.1.4 Environmental protection and climate change

The UNS, through UNDP, UNEP, UNESCO and UNIDO, has promoted the protection of the environment and generated responsible climate change strategies through the following efforts:

- **National System of Protected Areas.** Two areas have been identified as protected areas under the National System of Protected Areas. The system has incorporated the management and planning of natural resources in the coastal areas.
- **National Emergency System.** A law project establishing a National Emergency System was promoted. Strategies for the management of emergencies and preparedness activities were conducted with the National Emergency System.
- **Environmental assessment.** The first environmental assessment of the country was conducted and published. In addition, environmental assessments were conducted on urban areas in the interior of the country.



- **Management of water resources.** Water balance assessment of Uruguay is being implemented where research is being conducted on the flow of water in and out of the different regions of the country. The institutions for environmental protection and monitoring have been strengthened to incorporate management of subterranean waters in the country.

Joint project for the development of instruments for monitoring the environment and territory.

The UNS, being led by UNESCO and by joint execution with UNEP, supports the policies for environmental protection through the development of monitoring instruments that incorporate socio-economic, environmental, and territorial indicators at the national scale along with a strong component on the Uruguayan coast. It also strengthens the National Emergency System with information and data to improve its operations, decision making ability, and management.

Key outputs and activities:

1. Generation, update, and strengthening of databases corresponding to spatial data of infrastructure.
2. Creation of a national system of environmental indicators with emphasis on indicators that monitor the socio-environmental and territorial situation along the coastline.
3. Strengthening of the National Emergency System.

Joint project to address environmental vulnerabilities and sustainability at the local level. In 2009 the UNS, being led by UNDP and by joint execution with UNEP and UNESCO, will support and strengthen the capacities for the development of public policies and strategies to address environmental vulnerabilities and sustainability, specifically climate change. The effort will coordinate the “Initiative on Poverty and Environment for Uruguay”, “Local Level Climate Change”, and “Strengthening of Local Government Capacities for Risk Management in Uruguay”.

Key outputs and activities:

1. Strengthen the capacity of the National Response System to Climate Change and local governments reduce environmental vulnerabilities and sustainability while coordinating joint initiatives.
2. Generate and disseminate information related to the reduction of environmental vulnerabilities and sustainability for their inclusion into public policies being developed.
3. Strengthen the capacity to analyze environmental vulnerabilities and sustainability on the use of water resources as related to climate change.

5.1.5 Community development

The UNS, through FAO, IFAD, ILO, IOM, PAHO-WHO, UNDP, UNEP, UNFPA, UNIDO, UNIFEM and UNOPS, has promoted community development and cohesion.

- **Promoting MDGs at local communities.** Through the Local Development Programme for the Articulation of Territorial and Thematic Networks of Cooperation for Human Development (ART for its acronym in Spanish) and the Small Grants Programme (SGP) of the Global Environmental Fund (GEF) have developed 100 sustainable development initiatives and has broadened its presence to 19 Departments (local Governments). The community development efforts resulted in the generation of decent employment, improving food security for poor families, generated sustainable development practices, increased the participation of women in the community.

Productive alternatives that generate self-employment, food security, healthy living conditions, and quality of life were implemented throughout the country. Micro and small farming businesses were generated in the interior encouraging indigent and poor families (particularly single mothers with children) to participate in the self-sustaining production of food. As an effort for generating healthier and productive communities, community production was encouraged in the poor rural areas improving farming methods, production volume, and community integration.

- **Connecting Uruguayans throughout the world to their roots.** Government institutions have been strengthened to reconnect Uruguayans abroad with the country. Public debates, technical assistance, and institutional strengthening have improved migratory mechanisms and services provided to Uruguayan citizens abroad. Discount programmes and incentives have been generated to facilitate movement (particularly the return of citizens), family reunification, financial services from abroad, and job searches. One of the lines encourages university students that have been accepted to programmes abroad to maintain contact with the country by facilitating travel and family reunification. Another line of work is the facilitation to families that wish to return to Uruguay but are financially limited to do so; the programme has facilitated travel, financial services, employment possibilities or entrepreneurial activities in Uruguay for several families. To enhance and provide additional information on the situation of Uruguayan migrants, the UNS has supported studies and analyses that are being developed by the Latin American School of Social Sciences (FLACSO for its acronym in Spanish).

Joint project to promote development throughout the country. The UNS, being led by UNDP and by joint execution with FAO, ILO, and UNICEF, strengthens the State and social capacities to promote development in Departments of the interior to achieve the MDGs. Contributes to the national priority of reducing the poverty levels that have recently increased in Uruguay.

Key results:

1. Capacities of local governments (Departments/Municipalities) and organizations along Route 5, geared toward promoting development of sustainable tourism, are being strengthened.
2. Capacities of local stakeholders of the society in the execution of projects, geared toward promoting social development through a strategy of healthy communities, are being strengthened.
3. Capacities of local government (Montevideo) and organizations for the monitoring and achievement of MDGs, according to the priorities identified in the Action Plan for the achievement of MDGs in Montevideo, are being strengthened.
4. Capacities of local stakeholders of society in the Northeast of the country for the execution of projects that develop sustainable production are being strengthened.
5. Capacities of State and social organizations in bringing dignified housing solutions as a channel of access to health, education, employment, and social security are being strengthened.

5.2 Eradicating indigence and reducing poverty

5.2.1 Health

The UNS, through PAHO-WHO, UNDP, UNESCO, UNFPA, UNICEF and UNIFEM, provided capacity building support for public health institutions and strengthened reproductive health policies as well as childhood development.

- **Strengthening of the Public Health System.** The Public Health System was strengthened by improving prioritizing capabilities of available resources through risk assessments, programming needs, procurement of medicines, etc. In conjunction with these improvements, 278 clinics throughout the country received new medical equipment and obtained training on the maintenance and proper use of the equipment. Poor and indigent populations are the first to benefit from these improvements on the public health system.
- **Monitoring and improving health policies.** The National Health institutions improved their capabilities to monitor health public policies by establishing public discussion mechanisms as well as the creation of a national system for observation, elaboration and dissemination of health information. The observation system pays close attention to vulnerable sectors of the population (poor, indigent, youth, etc.). In addition, the observatory also incorporates information on bioequivalency of medicines that explain their use and good prescription practices, improving and



enhancing knowledge of these products to doctors and pharmacies and improving their availability to remote populations.

Especially targeting the most vulnerable populations, strategies were developed for the prevention of cholera, dengue fever, tuberculosis, avian influenza pandemic, and tobacco use. Particularly, work was performed at the local level to strengthen capabilities to respond to potential health emergencies.



Monitoring and improving health policies.

Joint project for strengthening of public institutions that work in social issues. The UNS, being led by ILO and by joint execution with UNFPA and UNOPS, is strengthening the capacities of the public institutions that manage social policies.

Key results:

1. An “Institute for the study of social security, health and administration” is being created.
2. Public institutions in charge of administering housing solutions for retired and pensioner persons with low income are being supported.
3. A “Centre of bioavailability and bioequivalency of medicines” is being installed.
4. A “Unit of prospective evaluation for public policies” is being created.
5. Community and the primary assistance centers —that address the problems of drugs, investigation, diagnostics, campaigns, training of trainers, prevention programmes —, penitentiaries’ health centers, and programmes for community and youth promotion that conduct activities in the prevention of drug consumption are being supported.

- **Reproductive health.** Participated on reproductive rights and sexual reproductive health incorporating these issues into the overall health reform that was recently undertaken in the country resulting in the approval of a sexual reproductive health law. Contributions were also made in the design implementation and monitoring of reproductive health policies both nationally and locally. Communication campaigns were carried out on the universal access to contraception and reproductive rights. Access and utilization of quality maternal health services increased in order to reduce maternal mortality and morbidity, including the prevention of unsafe abortions and management of complications. In addition, support was also provided to the Ministry of Public Health in achieving universal access to quality contraceptive methods. Increased access to and utilization of quality voluntary family planning services by individuals or couples and in accordance to the reproductive intention of the beneficiary(ies).

Supported the inclusion of sexual education (including HIV-AIDS) for the young in primary, secondary and technical school levels, encouraging greater attention to adolescents' health issues, particularly the promotion of healthy lifestyles and prevention of pregnancy. Teachers also received training in the current methods of presenting the subject to students, parents, and the community; best practices are shared and assessments are made about the most effective approaches on the subject.

- **Child development.** Raised awareness on the importance of stimulation of the child during infancy; a “Welcome Baby” campaign was launched with the Ministry of Public Health and the Montevideo City Council. It included a TV spot, advertising and a music CD to help mothers and fathers use music to stimulate the development of their children. Other child development efforts included improvements in the quality of care for pregnant women through informative material and guides that were produced through the non-governmental organization “RUANDI”.

Support national efforts to overcome key health and nutrition problems affecting children, in particular related to poverty and marginalization. Promoted an integrated early childhood approach to all programmes for children under three years of age; provided technical assistance to the “Children and Families’ Support Centers” of the “Plan CAIF”⁷, advocating for increased coverage of children in need; supported campaigns for the promotion of breastfeeding; and assisted the Ministry of Public Health in developing immunization campaigns and food supplementation programmes directed at vulnerable and poor children.



Child development. (Photograph: Santiago Flores)

In addition, the Ministry of Public Health received technical support for the advocacy and development of public policies and an integral plan concerning early childhood; provision of scales, eye charts, and pediatric resuscitation simulators for training.

Children in public schools and through youth organizations, particularly in poor areas, received information on how to implement healthy habits into their daily lives.

⁷ Centres of integral services for infants and families.

5.2.2 National Childhood and Adolescence Strategy

The UNS, through ILO, UNDP, UNICEF and UNFPA, organized a debate on a National Childhood and Adolescence Strategy (ENIA for its acronym in Spanish). Issues such as education, health, budget allocation, protection, and poverty were addressed.

Support for the finalization of the new “ENIA 2010-2030”, with quality information on key aspects of the situation of children and on the country’s policies. Basic agreements were reached on policies to be established in the coming years. This translates into children and adolescents’ issues having been identified as priorities for the Government, civil society and the UNS. The results are even more relevant because of the unprecedented extent of involvement of children and adolescents in the process.

5.2.3 Food Security

The UNS, through FAO, IFAD, ILO, PAHO-WHO, UNDP, UNICEF, and UNIDO, conducted efforts to support food security policies in the country.

- **Discussion and development of strategies.** With collaboration from the MERCOSUR secretariat, the system organized a roundtable on Food Security. Representatives from the Government, civil society, corporations, and other stakeholders debated on the effects that food prices had on securing access to food, especially for the vulnerable population. The debate also addressed possible solutions or strategies to address access to food such as micro (or sustenance) farming and others.
- **Food Security Observatory.** Established a Food Security Observatory to support the process of social integration especially for the most vulnerable segments: low-income young parents (between the ages of 19 and 29), and low income adults (between the ages of 45 and 65).

Joint project for social integration and food security. The UNS, being led by UNDP and by joint execution with FAO, enhances social integration processes for the poor, particularly the young population (19 to 29) with children. Contributes to reduce the significant poverty levels recently observed in Uruguay.

Key results:

1. The Equality Plan is being supported.
 - 1.1 Workshops that improve literacy, mathematics skills, expand knowledge of Human Rights, and improve employability for targeted group are being conducted.
 - 1.2 Participants engage in community activities.
 - 1.3 Participants engage in organized courses by the University of Labor of Uruguay (UTU) to gain job skills.
2. Policies that promote food security in the country are being developed.
 - 2.1 An information system on nutritional food security is being implemented.
 - 2.2 A food security observatory is being implemented.

5.2.4 Decent employment policies

One of the main issues on cooperation in Uruguay is the support for decent employment policies particularly as means of eliminating indigence and reducing poverty. These efforts can be observed throughout the projects and programmes that the UNS supports. Nonetheless, the UNS, through ILO, provided specific capacity building support for decent employment policies.

- **Basic rights of workers.** High school and Technological School students received training on the basic rights of workers. Participants received information and practice on how to promote and apply the norms, principles, and fundamental rights in the workplace that generate decent employment conditions.
- **Healthy and safe working conditions.** Assisted in the improvement of safety and hygiene at the workplace in the agriculture and forestry industries. Safety in the workplace has been a focal point in the work; notification of work accidents and illnesses have been standardized and systematized to generate useful information for labour policies. Technical assistance has resulted in the implementation into Law of ILO Conventions 187 and 155.



Providing healthy and safe working conditions.



Support was provided for the development of decentralized policies on employment and entrepreneurship for small and middle sized businesses. The Ministry of Labour and Social Security (MTSS for its acronym in Spanish) has increased its capacity to hold decentralized programmes for the improvement of labour conditions. Workers, employers, and Government employees received training and improved their skills on social dialogues and collective bargaining.

- **Observatory on Labour Policies.** An Observatory on Labour Policies has been instituted in the MTSS. The Observatory will report on safety, employment trends, labour relations, etc.

A monitoring methodology is being developed to assist in the decision making of labour and employment policies. Research is being conducted on the current conditions and policies of temporary workers. Good practices, policies, and strategies are being shared between business managers strengthening the organizational designs, productivity, and work environments. Finally, support was provided for the implementation and promotion of policies that regulate child labour.

- **Social security.** A broad process and national debate was held on social security. The debate incorporated points of view from the Government, entrepreneurs, workers, and others. Proposals were made on reforming the current social security system.

5.2.5 Education

The UNS, through UNESCO and UNICEF, provided capacity building support for improving education institutions and programmes in Uruguay.

- The Ministry of Education and Culture obtained a census of the conditions of public and private education centers for children less than five years of age. In addition, training and capacity building was provided to educators and managers in three Departments of the country to incorporate best practices in education and care of infants.

- **National education system.** The national education system was strengthened through incorporating practices and methodologies that guarantee social inclusion and cooperation between all stakeholders in education.



Guaranteeing the access to education.

- **Addressing school drop out.** National efforts towards ensuring 10 years of quality education with emphasis on reducing dropout rates in secondary education and increasing public resources targeted to children were supported. Assessments were made on the challenges faced by education centers and action lines were recommended to address drop out root causes.
- **Access to education.** Although the country has a comprehensive education system that is accessible to all citizens, some students due to lack of personal resources find themselves not being able to complete the education cycles. To this end, programmes have been developed by private institutions that provide economic support for those students in most need and potential. The UNS has participated in the elaboration of analyses and results of these efforts.
- **A “Community Teachers Programme”⁸,** (a programme to assist vulnerable and learning disabled children) was supported through the production of material and the organization of technical meetings of teachers working with families and communities. The initiative reached 18,000 students from 334 schools with the participation of 550 community teachers. Assistance to training rural schoolteachers across the country to help provide physical education and access to sports for all children. 750 teachers from rural schools were trained and sports materials were given out.
- **Improving access to technology.** Support the implementation of the “Plan Ceibal”⁹ project to provide every child attending a public primary school and every primary schoolteacher with a laptop computer. Support the evaluation of the impact on children and the secondary impact on their families, to be undertaken by the Institute of Economics of the University of the Republic. In addition, parents have been encouraged to participate and learn along with their children on information technologies. Other initiatives such as the “*Club Barriales*” have provided access to youth in poor neighborhoods to information and communication technologies as educational and entrepreneurial activities.

⁸ The Community Teachers Programme is geared toward helping students in the poorest schools in the country, and to those students that have the most difficulty learning and are at the highest risk of repeating levels in primary school.

⁹ Educational connectivity and basic computing literacy for online learning “*Conectividad Educativa de Informática Básica para el Aprendizaje en línea*”.



Joint project on education policies. The UNS, being led by UNESCO and by joint execution with UNICEF, supports the development of a National Education Plan that takes into account the coordination and synergies necessary with other competent State organizations and institutions. The UNS also implements strategies to prevent emergent violence and deterioration of personal safety at educational centers.

Key results:

1. A National Education Plan is being developed.
2. Prevention of violence and emerging risks in education centers is being supported.

5.3 Social equality and integration

5.3.1 Support to institutions that promote equality and integration

The UNS, through UNDP, UNFPA, and UNIFEM, provided capacity building support for the development and implementation of the First National Plan for Equal Opportunities and Rights, the National Observatory on Gender, the National Statistics Institute, and the National Commission on the follow-up of Beijing and Cairo commitments, and others.

- **Strengthening of the National Institute for Women.** As part of the Plan, the Ministry of Social Development and the National Institute for Women were strengthened to develop, manage, monitor and implement the policies described in the Plan.
- **National Observatory on gender and sexual and reproductive health.** Support was provided for the development of the National Observatory on gender and sexual and reproductive health implemented by the non-governmental organization Women and Health in Uruguay (MYSU for its acronym in Spanish). The main purpose of the project is to generate and systematize data on gender, sexual and reproductive health, HIV-AIDS, etc. Data is available and is being used by decision makers, administrators and health care providers, civil society organizations and media.
- **Gender Information System.** Partnership was developed with the National Statistics Institute as the leading institution of the national statistical system. A Gender Information System was developed; data can be used by political and institutional actors, civil society organizations, media and the general public, as a contribution to gender equality. The support and strengthening of the Institute resulted in the following: availability of data on population dynamics, gender equality, youth, sexual and reproductive health, HIV-AIDS, migration, urbanization, changing age structures, population and the environment, the continuous household survey, etc.

- Provided capacity building support for the preparation and development of analyses and recommendations to implement recommendations made to Uruguay by the Committee on the Elimination of Discrimination against Women (CEDAW).
- Supported the National Commission on the follow-up of Beijing and Cairo (the country's main women's network) whose main purpose is to include gender equity as a main issue in democratic life and to follow up and monitor international agreements and public policies.
- **Gender and the penal code.** Promoted the inclusion of gender based approach to the penal code reform. Debates and information exchanges were generated on proposals to integrate the approach and to provide solutions to current legal voids.

Joint project for the reduction of inequities of gender and generations. The UNS, being led by UNFPA and UNIFEM, provides support for the reduction of gender and age discriminations through strengthening of the following policies: inclusion of gender issues in sexual education; the empowerment of women; the fight against discrimination; the incorporation of national gender statistics, and the generation of studies based on these gender based statistics.

Key results:

1. First National Plan of Equality of Rights and Opportunities is being implemented.
2. Institutionalism of gender in the structures, procedures and practices of the Uruguayan Legislative Branch is being strengthened.
3. National System of Statistics incorporates the development of information on gender and generations.
4. Rights and gender oriented sexual education have been mainstreamed into the education process and training in childhood and adolescence, within a decentralized process.

5.3.2 Equal labour opportunities

The UNS, through ILO, UNDP, and UNIFEM, provided technical assistance and capacity building support for policies that promote equal labour opportunities.

- **Seal of approval for gender equality.**

Encouraged private and public institutions to adopt integration, equal opportunities, and non-discrimination policies. Similarly, programmes were created to promote quality and equity, and the National Institute for Women has developed a “seal of approval” for institutions or corporations that adopt gender equity and mainstreaming policies to their hiring and productive processes.



Promoting gender equality.

- **Time use and unpaid work at home.**

In addition, statistical analyses and documentation were generated about the “Time use and unpaid work” where data was made available on the comparison between men and women and the amount of time dedicated to household chores and maintenance. These efforts highlight the importance of incorporating household work into social policies that favor equal access to labour opportunities. Public debate opportunities and statistical support were also provided by organizing an international seminar on domestic work where participation from national and local governments was ensured.

5.3.3 Equal political opportunities

As part of the support provided for the First National Plan for Equal Opportunities and Rights, the UNS, through UNDP and UNIFEM, provided technical assistance and capacity building support for institutions that seek to incorporate gender issues and increase participation by women into the country’s political process.

- **Promoting female leadership.** Contributed to gender equality and empowerment by women, particularly promoting female leadership in the political and parliamentary environment through: providing methodologies and conceptual tools to incorporate gender mainstreaming techniques into the policy proposals and political parties’ platforms; sensitized the general public on the importance for women to participate in the political process; supported dissemination of information of parliamentary procedures that addressed women issues; conducted surveys of politicians and general public to determine perspectives on gender equality.

- **Incorporating gender issues into policy and political strategies.** Support was provided to the Bi-chamber Feminine Caucus (women in both chambers of the legislative branch regardless of political affiliation) to incorporate gender issues into political campaign issues; statistical data and information was also provided. By extension, the network of women in politics was also supported to increase the reach of gender based approach to policy making efforts at the national and local levels.

Gender mainstreaming methodologies and techniques were applied to the Government's budgetary process at the national and local levels. Participants gained insight and experience in applying gender mainstreaming to public policies.

- **Professional networks created.** Public debates and roundtables were held to generate networking opportunities for elected females, other female high-level Government officials, civil society leaders, and local governments to generate strategies and joint activities to advance gender equality.

5.3.4 Gender based violence

The UNS, through UNFPA and UNIFEM, supported programmes and activities to address Gender Based Violence (GBV).

- Support was provided to the Uruguayan network against GBV through a media campaign, workshops with journalists and several roundtables throughout the country. The main purpose is to provide information to the general population on solutions and assistance programmes for people involved in GBV.
- Supported local governments in the application of GBV solutions and response.
- Supported youth activities at the local level to address GBV.
- Incorporated GBV issues into the First Plan of Equal Opportunities and Rights. In addition the legal framework to address GBV was analyzed, and public debates were held to assess the strengths, weaknesses and possible solutions by the current legal mechanisms.
- Gender equality, reproductive rights and the empowerment of women and adolescent girls promoted through an enabling socio-cultural environment that is conducive to male participation and the elimination of harmful practices. Research was conducted about the role of men in the design and implementation of strategies for dealing with GBV.

5.3.5 Racial equality

The UNS, through UNDP, UNFPA, and UNIFEM, provided capacity building support for:



- **Community of African descent.** Conducted research and supported the capacity building abilities of institutions to analyze and address racial inequalities, particularly in the community of African descent. In addition statistical and other analytical data was gathered and the findings were published for Population Commission in the Chamber of Representatives to strengthen the development of public policies.
- Support was also provided for the development of a political agenda for women of African descent to be utilized for the upcoming electoral cycle and to provide visibility to specific issues and concerns of the group.

5.3.6 Response to HIV-AIDS with equity

Since 2005, the UNS, and particularly UNAIDS and UNDP have assisted the Government strategy to become eligible for the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM) grants. Since Uruguay is now eligible, the UNS (UNDP and UNAIDS) have supported the Government's efforts in submitting a project to the GFATM 9th round in 2009.

The UNS, through ILO, PAHO-WHO, UNDP, UNESCO, UNFPA, UNICEF, and UNIFEM, provided support for wide dissemination of information and prevention practices for contracting HIV and for protecting the rights of individuals with HIV-AIDS.

- **Demand, access to, and utilization of quality HIV and sexually transmitted disease (STD) prevention services** were supported; efforts toward women, young people, and other vulnerable groups, including populations of humanitarian concern were increased. Support was also provided for the STD and AIDS Programme of the Ministry of Health, aiming at strengthening, improving, and implementing policies related to HIV-AIDS and other STDs. Particular emphasis was placed on policies that avoid vertical transmission. Some of the results include: strategies were developed for congenital syphilis and HIV, police and health officials were trained on conducting HIV tests and providing counseling for affected people, public health facilities disseminated prophylactics.
- **HIV-AIDS information campaigns at the workplace and public spaces** were supported. Participation in public debates and informative sessions with the public and civil society.



HIV Seminar held in Uruguay in 2008.

- A regional study developed by Harvard medical School to identify obstacles for effective control of prenatal syphilis and HIV was supported.
- A study was developed on the vulnerability and HIV-AIDS status of orphaned children.
- Access to information on HIV-AIDS was increased to adolescents, parents, teachers, journalists, and others. Several workshops also focused on how to prevent mother-to-child transmission.

5.3.7 Monitoring achievement of the MDGs

The UNS, through UNDP, UNFPA, UNICEF, and UNIFEM, provided capacity building support for monitoring the achievement of the MDGs.

- **MDGs at the local level.** Information systems and tentative indicators have been developed in the country and at the local level. The Departments in the country have access to these statistical systems to assist in identifying local needs and coordinate policies that support the achievement of the MDGs. Local governments increased their capacities to implement measures to achieve the MDGs through training and the acquisition of monitoring tools. Action plans to achieve MDGs were developed by four Departments, three in the interior of the country and Montevideo (the capital).
- **National Human Development Report.** The fourth National Human Development Report was generated. The report presents and analysis of the policies and political conditions to enhance human development in Uruguay. Participation on reflections on poverty, inequalities and democracy, a collaboration on strategies for measuring the Human Development Index and interpreting the available policy options for human development.
- **MDG roundtables throughout the country.** MDG roundtables were held throughout the country exposing the advances that have been made toward achieving the national goals, defining the new employment, sexual and reproductive health, universal access to HIV-AIDS treatment, and biodiversity.

5.4 Strengthening public and civil institutions for social integration

5.4.1 Human Rights institutions

The UNS, through UNDP, UNFPA, and UNIFEM, strengthened the public and civil institutions that oversee the compliance and safeguard of Human Rights.

- **Institution for the promotion and protection of Human Rights.** A national institution for the promotion and protection of Human Rights was created. The Legislative Branch received technical assistance for the development of the law that created the institution. Comparative assessments with other similar institutions were conducted.

Other institutions also benefitted from technical assistance in the application and safeguard responsibilities on Human Rights, legal mechanisms, communication strategy, management of international cooperation, and resource mobilization strategies. The organizations include local Governments, the Association of Mayors, Ministries, and civil society organizations. Alliances were also established between civil society organizations, Government Agencies and parliamentarians, with the purpose of promoting the effective exercise of Human Rights.

Joint project for the modernization processes of public management as part of the democratization of the State and the promotion of citizens' rights. The UNS, being led by IOM and by joint execution with UNDP, supports 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 also supports the design of policies for population that include mobility, internal migration, and linkages with the Uruguayan Diaspora.

Key results:

- 1.1 New systems that improve the functioning of the public administration and enhancement of access to information and ease transactions are being created.
- 1.2 Mechanisms of identifying the population of the country are being improved.
- 1.3 The strategic capacity of the State to channel international cooperation efficiently is being strengthened.
- 2.1 State institutions on managing internal migrations are being strengthened.
- 2.2 The connection with the Uruguayan diaspora is being improved.

Decentralization processes and promotion of citizen participation as part of the reform of the State. The UNS, being led by UNDP and by joint execution with UNESCO, strengthens the process of decentralization and promotion of citizen participation throughout the country; improves the process of coordination and interaction of social, cultural, and international involvement policies; and ensures greater social and political participation through strengthening the Departmental councils of social policies.

Key results:

- 1.1 The coordination of social public policies throughout the country is being strengthened.
- 1.2 The capabilities of the Ministry of Foreign Affairs related to the promotion of commerce and investment by implementing local Government initiatives and supporting the formation of diplomatic personnel are being strengthened.
- 1.3 The coordination of public policies that promote social integration and citizenship throughout the country are being strengthened.
- 2.1 The participation by citizens in the identification of priorities for the social policies throughout the country is being strengthened.
- 2.2 The spaces for citizen participation throughout the country are being supported.
- 2.3 The link between the Legislative Branch and the community, in particular local governments and youth throughout the country, is being strengthened.

Joint project on civil society organizations. The UNS, by joint execution through UNDP, UNESCO and UNFPA, develops an analysis of the situation of civil society organizations in Uruguay (capabilities, strengths, weaknesses, and deficit), generates a discussion, disseminates the results of the analysis, and develops activities that strengthen civil society organizations especially in the interior of the country seeking to reinforce their institutional capabilities to achieve their objectives.

Key results:

- 1.1 The “CIVICUS” index for civil society is being developed in Uruguay.
- 2.1 International seminar on civil society is being developed with the participation of representatives from the 10 countries in the region and other continents with the objective of evaluating the state of the national society.
- 3.1 Four centers for the Civil Society Organizations networks are being installed in four Departments in the interior of the country.
- 3.2 Training workshops for Civil Society Organizations and their networks are being conducted.
- 4.1 Monitoring and evaluation matrix for the One UN Programme is being elaborated with the participation of the UNS, the Government and the civil society networks.

5.4.2 Human trafficking

The UNS, through IOM, strengthened the capacities of institutions in the country to identify, respond, and address risks of human trafficking. Networks were created where authorities participate in coordinating response mechanisms and policies. Civil society organizations throughout the country also gained knowledge of participating in the network. The organizations also learned to recognize potential human trafficking situations and the proper way of addressing the concern.

5.4.3 International labour standards

The UNS, through ILO, strengthened social organizations, labour trade-unions and government counterparts in the protection and promotion of Fundamental Rights at Work and international norms. Employers, workers, and government employees obtained knowledge on the application of international labour standards.

5.4.4 Rights of children

The UNS, through UNDP, UNICEF, and UNIFEM, strengthened social organizations, labour trade-unions and government counterparts in the protection and promotion of Fundamental Rights at Work and international norms. Employers, workers, and government employees obtained knowledge on the application of international labour standards.

- **Convention on the Rights of the Child (CRC).** Technical assistance was provided for adapting local legislation to the CRC and other international human rights instruments, with particular emphasis on family law and juvenile justice; train judges, lawyers, social workers, police and personnel from social institutions in CRC-oriented policies and practices; support the development of alternatives to institutional childcare; contribute to the eradication of child labour, mainly by supporting the National Plan for Child Labour Eradication; and strengthen institutional capacities to prevent abuse and exploitation, and protect child victims. The most important results attained are: (i) progress made on the definition of indicators of the functioning of the juvenile criminal justice system; (ii) collaboration with the Institute of Children and Adolescents (INAU)



Promoting the rights of the child. (Photograph: Santiago Flores)

strengthened to improve the conditions of the application of sentences to include alternatives to incarceration, and (iii) decision by the Supreme Court of Justice to ensure the training of judges in the area of sexual abuse.

- **The legal system and the rights of the child.** Cooperation with the Supreme Court of Justice was strengthened through expanded alliances and commitment from the justice system to ensure legal practice is in line with the country's "Childhood and Adolescent Code" and the Convention on the Rights of the Child. An international seminar on juvenile criminal law was organized and a number of sessions held to facilitate interdisciplinary exchange on sexual abuse of children and adolescents. A plan for improving detention facilities and identifying options for sentences not entailing incarceration was drafted. In addition, the plan also incorporates recommendations made by a working group from the National Prison Board to address the situation of children of imprisoned mothers.
- **Children voicing their opinion.** As part of the children's rights to have their opinions heard, children from the City of Cerrillos in the Department of Canelones participate in a programme where children participate in the social context by expressing their opinions on public issues. Adolescents also participate in similar programmes through public high schools; adolescents learn participatory methods and strategies to express their opinions and concerns.

6. Midterm review and updates made to the UNDAF and One UN Programme

The priorities, objectives, and UNS cooperation outputs for the UNDAF and the One UN Programme were reviewed at the end of 2008 and through the first semester of 2009. From that review, the UNS and the Government validated the priorities, UNDAF outcomes, and Country programme outcomes presented in both programmatic documents. These objectives continue to be considered in alignment with the country priorities as well as guidelines and mandates of the UNS Agencies.

After the review, the total targets for resource mobilization for cooperation through the UNS increased from USD 95.5 million to USD 124.7 million for the 2007-2010 period. This target includes: 1. regular resources (RR) that UNS Agencies receive through their established budgets for cooperation activities; 2. other resources from bilateral cooperation, decentralized, UN funds, and private sector that are channelled through UNS Agencies (OR-UN); 3. other resources provided by the Government through its budgetary process and reimbursable loans from the International Financial Institutions that are executed through UNS Agencies (OR-Gob); and the funding gap that remains to achieve the established goals.



7. Challenges and Lessons Learned

Following are the key challenges and lessons learned throughout the process of designing and implementing the UNDAF, DaO experience and the One UN Programme.

7.1 Moving towards a single programmatic document

As explained further above, the elaboration of the CCA/UNDAF generated a framework and a foundation for the formulation of joint programmes. Though this does not only include the inter-agency work, many of the activities mentioned in it are a reflection of joint work. Compared to the work conducted in the CCA/UNDAF, the “One UN Programme” is a qualitative change, through implementing priority goals in a more integrated and strategic programming process carried out by the System.



Ms. María Julia Muñoz, Health Minister, Prof. Enrique Rubio, Director of the Planning and Budget Office, Mr. Tabaré Vázquez, President of Uruguay, and Mr. Pablo Mandeville, Resident Coordinator of the United Nations in Uruguay.

7.2 Strategic planning and focus

Since the beginning of 2007, a qualitative change has been achieved through requiring interagency collaboration as a key feature in the UNS new programmatic activities. The Agencies, as a matter of fact, show that – by drawing on the opportunity to jointly plan for additional resources – they take up a firm commitment in terms of inter-agency approaches. The formulation of joint projects for some specific topics, with contributions from each Agency, followed the objective of harnessing the economies of scale. Notwithstanding the former, the Government deems it desirable to maintain bilateral dialogue with the Agencies in issues relevant to their specific mandate and expertise.

7.3 Enhanced ownership and leadership

The strong sense of ownership by the Government, in all the activities of this process, demonstrates the level of commitment and efforts to achieve greater coordination both by the Government and the UNS.

Joint programming has represented a challenge both for the country and the UNS. For the country, the results stemming from this experience will be crucial at the time of demonstrating how fundamental cooperation is in countries that *a priori* – because of the income indicators and their share of the ODA in their GDP and in their public spending – seem not to need this cooperation. Furthermore, the need to demonstrate that Uruguay is a country managed in a transparent and efficient way, led the Government to make a tremendous effort to gain experience in successful joint programming and developing South-South cooperation as examples for future cooperation. For the UNS, it could potentially imply a redefinition of the way cooperation modalities work in “middle income countries”.

7.4 Changing the paradigm for cooperation

It is crucial to phase out the supply driven cooperation and replace it by a demand driven one, one oriented and geared by demand, one that responds to the demands and needs of ex-beneficiaries (shift from being beneficiaries of assistance to becoming the subjects, actors, and partners of cooperation). This objective is present through the design of the joint projects of the One UN Programme with the strong participation of Government Ministries as well as the creation of the One UN Coherence Fund.

One example of this new method of cooperation is the Project “Support of the modernization processes of public management”. As part of its activities, numerous Citizens’ Attention Centers (CAC) have opened in strategic locations. Their aim is to improve access to people with scarce resources or living in unpopulated areas, a wide range of services and public information, helping them to fulfil their rights. In addition, the implementation of the “Plan Ceibal” through the CACs has further reinforced how cooperation is channelled and managed. Plan Ceibal aims to supply each of the approximately 380,000 primary-school pupils with simple and inexpensive XO laptops to provide technological learning opportunities to children and their families, particularly the poor and disadvantaged. As in most other cases in the country, a relatively small external investment has enabled the Government, with the support of the UN, to address considerable challenges.

These changes in the paradigm for cooperation have also permeated to South-South cooperation. Rwanda and Haiti have observed the results and strategy of the CACs and Plan Ceibal and are interested in having the United Nations coordinate and facilitate along with Uruguay the lessons learned, guidance and methodologies that these projects utilize for their implementation.



7.5 Unearmarked contributions from donors allow the UNS to focus on the country's national priorities and provides predictability of funds.

The mobilization of resources toward a common unearmarked pool of funds implies the birth of a new paradigm for international cooperation and generates a better relationship between former donors and receptors -now cooperation partners- that is fundamental for countries like Uruguay. In this manner, a key element for this pilot process is the formation of a “tripartite framework” between donors, Government and UNS that seeks to ensure a predictable financial framework through coordinated contributions from the donors, whose use has not been previously conditioned. This establishes a clear difference with the budgetary assistance and marks a change in the methods of cooperation by donors. Now, the Government is clearly in the driver's seat and can use predictable, unearmarked resources for high level policy advice.

7.6 Financing completely new joint projects facilitated the formulation of new mechanisms to enhance cooperation and coordination.

Creating new joint projects for the One UN Programme, financed through the One UN Coherence Fund, was a good practice. Although the Fund could have been used to finance funding gaps of existing projects, the opportunity was taken for a completely new source of funds to help generating from the very beginning of the design process innovative, inter-agency and inter-institutional joint projects with a new focus. This allowed for a point of comparison of the joint work between the projects already existing in the One UN Programme in relation to the implied joint work in the new projects and their results. In drafting the joint projects, the OPP requested that the Ministries be highly proactive in developing the projects; hence increasing the sense of ownership by the Government.

In addition, the Government has noted the teamwork that is being developed by the coordinators along with the Management Unit in the OPP to harmonize criteria, protocols, and ways forward in the joint projects. Also, it places special emphasis on the work that has been done on the cross-cutting issues, the strategic lines, and the monitoring of the development of the One UN Programme by the Government and the UNS.

7.7 Management Committees are an efficient way to coordinate joint projects

On greater coordination at the programmatic level, the creation of a Management Committee for each joint project was a key element for this effort. These Committees and the joint projects have generated frequent contacts between programming officers of UNS Agencies and allowed the sharing of administrative and programming practices information between the Government and the UNS Agencies. In addition, the designation of a “coordinator” for each joint project enhanced the capacity for the Management Committee to oversee and execute the activities for each project. The coordinators channelled questions or highlighted difficulties faced by the national associates in the implementation.



The Government has stated that the Management Committees constituted real tools for inter-institutional coordination because they allowed State institutions to communicate and share information that resulted in greater opportunities for joint planning. An added value of these committees is their composition as a broad number of stakeholders participate; this makes them rich in opportunities and opinions.



United Nations Country Team in Uruguay, in session.

In addition, the Government has noted that the empowerment of each joint project's Management Committee has been a key tool in the DaO process.

They have become privileged spaces to share lessons learned and best practices that should be implemented. The Management Committee meetings are very useful tools to generate discussions on and definitions of substantive issues for each joint project.

7.8 The effort in harmonising the UNS Agencies' administrative systems is essential.

The existence of differing parallel systems that do not communicate inevitably produces inefficiencies. In this regard, the creation of the Operations Managers Team (OMT) is a good practice that allows for better operational coordination. It helped to build stronger ties between the operations and administrative managers from the different UNS Agencies. This group has advanced in joint procurement of goods and services (generating savings for the UNS) and in creating general administrative processes for the joint projects, which represent a gain for the Government in the medium and long term.

7.9 Greater coordination with Non Resident Agencies

The expertise and support of Non Resident Agencies has been particularly taken into consideration. They have been highly involved in the process of elaboration of the One UN Programme (10 of them have signed it) compared to the UNDAF, and they are participating in the formulation and implementation of the different projects. This has been possible due to guaranteeing their presence through a Non-Resident Agencies Specialist and also because they have been able to use other agencies' operations units, instead of having to resort to their head quarters, this has simplified processes and allowed for more effective participation.