



Working in Partnership with UNDP, UNFPA and UNICEF

A Swedish Strategy Framework for 2002–2005

Foreword

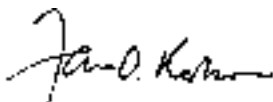
The world has seen unprecedented human and economic development during the last thirty years. New challenges and opportunities have emerged with the evolution of globalisation.

The United Nations, including its various funds and programmes, plays a crucial role in leading the global community towards the achievement of the Millennium Development Goals, which include halving the proportion of people living in extreme poverty by 2015. UNDP, UNFPA and UNICEF are key organisations in the promotion of human development that places individuals at its centre.

Multilateral development co-operation is a vital element of Sweden's official development assistance. We believe that the political support that we might be able to lend to the UN development organisations is just as important as our financial contribution. Together with other member states, Sweden is deeply engaged in the reform and the governance of the UN funds and programmes. A rich and rewarding partnership has been established with development practitioners at headquarters, as well as in the field.

This strategy framework intends to translate Sweden's support to UNDP, UNFPA and UNICEF into policy guidelines for the medium term. Forward-looking, its objective is to reaffirm our commitment to work together with other member states of the United Nations to strengthen the development efforts of the UN.

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To the reader

The first section of this booklet, *the Introductory Framework*, presents Sweden's view of the United Nations and its role on the global development stage. It also provides a framework for Sweden's response to the United Nations in the area of development.

In the subsequent three sections, specific *Swedish Strategy Frameworks* for UNDP, UNFPA and UNICEF are presented. They have a common structure. The first part, *Background*, presents the organisation as it describes itself. The second part, *Assessment*, contains Sweden's analysis of the organisation, its strengths and weaknesses. The third and final part, *Proposal*, is the actual strategy, i.e. how Sweden intends to support and work with UNDP, UNFPA and UNICEF, respectively, in the period 2002–2005.

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1 The global development agenda

The world has seen unprecedented human and economic development during the last fifty years. But new challenges have emerged with the evolution of globalisation. In the global village, someone else's poverty very soon becomes one's own problem.

Sweden believes that the main challenges to the international community in the 21st century will stem from global trends, such as trade and increasing ecological interdependence, and from persistent factors, such as widespread poverty and severe social and economic inequities between and within nations, a lack of respect for human rights including the rights of the child, as well as gender inequalities. Extended and enhanced collaboration across borders is necessary in order to prevent and resolve violent conflicts including terrorism, insecurity and illegal immigration; to preserve the global environment; to secure free and fair terms for international trade; and to combat international crime, drug trafficking, and HIV and AIDS.

All of the above challenges have been discussed in the international conferences of the past decade and in the United Nations system, and have resulted in declarations, plans of action and resolutions, notably the Millennium Declaration.

Widespread poverty is the main cause of human suffering. Some 1.2 billion people are living on less than \$1 a day and an additional 1.6 billion living on less than \$2 a day. The concept of poverty is multidimensional and extends beyond income and consumption. Due attention must be paid to crosscutting issues as well as people's opportunities, empowerment, and security. In order to make concrete progress towards poverty eradication, countries need to embark on strategies to reshape their economies and to reform their public sectors. This implies that policy-makers should give particular attention to accelerating both economic growth and social development, and improving the distribution of income and wealth. The concrete commitment of all nations, as agreed at the Millennium Summit is:

- to reduce the proportion of people living in extreme poverty by half between 1990 and 2015.

Sweden believes that globalisation must be a positive force for all the world's people and the United Nations has a critical role to play in this context. After the manifestations in Seattle, Gothenburg and Genua, the negative consequences of globalisation have received increasing attention. Globalisation is a multidimensional and complex process that involves both opportunities and risks and is driven by the forces of economic and financial integration. The growing intensity of worldwide interconnectedness has created development prospects of unprecedented magnitude. Globalisation has the potential to contribute to poverty eradication, and the achievement of the vision and goals of the Millennium Declaration as well as international development targets. If globalisation cannot be made to work for the poor, we will all suffer the consequences – for world peace, for development, for social justice and for human rights.

The world needs a coherent approach based on the rights of each individual. Policies should be formulated in all relevant areas on the basis of the overall objective of combating poverty and the new conditions created by globalisation. Coherence, coordination and cooperation among all relevant actors at the national and international level, both at the policy and operational level, must be strengthened if goals and targets established by the international community are to be achieved.

The overall development context has also evolved and the context of the development agenda has been extended and deepened. With the rapid growth of civil society, an increasing number of players have become involved and there has been a striking convergence on the goals of human development and poverty eradication. In addition, a paradigm shift in development cooperation took place through the 1990s, with the emphasis on national ownership. It is increasingly recognised that the governments of programme countries should drive the international development process, with various partners providing support on the basis of comparative advantage.

At the same time, the concept of security is increasingly seen as also embracing economic and human dimensions. There has been a growing realisation that sustainable development cannot be achieved without real peace, and vice versa.

2 The United Nations and its mandate

The United Nations was created:

- To maintain international peace and security;
- To develop friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples;
- To achieve international cooperation in solving international problems of an economic, social, cultural, or humanitarian character, and in promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion; and
- To be centre for harmonising the actions of nations in the attainment of these common ends.¹

The UN Charter states that international economic and social cooperation should aim at creating conditions of stability and wellbeing which are necessary for peaceful and friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples. The United Nations shall promote:

- Higher standards of living, full employment, and conditions of economic and social progress and development;
- Solutions of international economic, social health, and related problems; and international cultural and educational cooperation; and
- Universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion.

The Charter established a number of principal organs, such as the General Assembly, the Security Council and the Economic and Social Council (ECOSOC). In addition, subsidiary organs have been created for

¹ The United Nations Charter

social and economic activities, including the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF) and the United Nations Populations Fund (UNFPA). These funds and programmes are governed by Executive Boards and submit annual reports to ECOSOC.

The Millennium Declaration, adopted by the General Assembly in the year 2000, offers a means to analyse and structure the challenges the world is facing today and will face tomorrow. The primary purpose of the Millennium Summit was to strengthen and revitalise the United Nations and identify common goals. As part of the follow-up process, the Secretariat has prepared a road map and developed proposals for annual reports to the General Assembly. The road map reflects the broad array of goals and commitments established in the Declaration.

3 The United Nations – relations and coordination mechanisms

The Secretary-General, as part of his reform agenda for the United Nations (1997), has established the United Nations Development Group (UNDG) to lead the process of reform in UN development organisations. UNDG consists of UN programmes, funds and agencies engaged in development activities; it helps facilitate joint policy-making and programme coordination. At the same time, UNDG also seeks to expand effective partnerships with the Bretton Woods institutions and other organisations involved in development cooperation.

Resolution 56/201 of 12 December 2001 reaffirms the importance member states attach to the operational activities of the United Nations. The resolution emphasises the need for all organisations of the United Nations development system to enhance their coordination in accordance with their mandates. Of particular interest to Sweden, is the resolution's reference to the coordination mechanisms at the country level (see below) and the need to simplify and harmonise rules and procedures.

UNDG was charged by the Secretary-General with the elaboration of the United Nations Development Assistance Framework (UNDAF). In principle, all UN activities in a programme country will be presented as part of this framework under the leadership of the UN Resident Coordinator. The UNDAF is intended to bring greater coherence and efficiency to the United Nations' programmes of assistance at the country level. Common objectives and time frames are established in close consultations with governments. The purpose is to make UN assistance more effective. Thus, the UNDAF constitutes the planning framework for the development operations of the UN system as such at the country level. It should consist of common objectives and strategies for cooperation, and proposals for follow-up, monitoring and evaluation.

The Common Country Assessment (CCA) is the first step in the preparation of the UNDAF. The CCA is a country-based process for reviewing and analysing the national development situation and identifying key issues as a basis for advocacy, policy dialogue and preparation of the UNDAF. It should be nationally owned and country-driven with the UN country team as the key partner. Thus, the CCA is intended to provide a common understanding of development needs, problems and priorities of the country concerned, and to further partnerships within the UN country team and with other key development actors.

The elaboration of CCAs and UNDAFs contributes to establishing a common outlook for, and coordination among, UN funds and programmes as well as UN agencies. As is evidenced by an independent Nordic study in eight countries, the CCA/UNDAF process has created a renewed spirit of collaboration but has yet to reach its full potential.

When the UN is working as one system, it will contribute to a more effective use of donor resources and will reduce the administrative burden of governments. The UN system will carry more weight and have a greater impact.

The harmonisation of programme cycles of major UN organisations has come a long way, but no corresponding progress has taken place with regard to administrative, financial and reporting procedures, an area of considerable interest to the programme country. This makes it difficult for the UN system to move into joint planning and programming.

CCAs and UNDAFs have enhanced the position and authority of the Resident Coordinator system, providing it with an important instrument vis-à-vis the government and the UN system. Leading the coordination process is a demanding and time-consuming task and the Resident Coordinator rarely has sufficient staff resources.

When the World Bank first introduced the Comprehensive Development Framework (CDF) in 1998, it was concluded by UNDG that the CDF would offer an opportunity to strengthen the UN partnership with the World Bank at country level while supporting country priorities. The UNDP Administrator has instructed all UN Resident Coordinators to participate fully in government-led CDF processes. Likewise, the World Bank should continue to be encouraged to participate in the CCA and UNDAF processes. It is also critical that the UN fully participates in a country's process to develop its national poverty reduction strategies, such as the Poverty Reduction Strategy Paper (PRSP).

Strengthened coordination among UN organisations, bilateral donors and the European Commission would also benefit programme countries in their efforts to achieve national goals and international development targets. During the Swedish Presidency of the EU, Sweden successfully contributed to developing a set of recommendations on how collaboration between the Commission and the UN could be enhanced.

4 Opportunities and challenges facing the United Nations

It is increasingly recognised that global problems cannot be solved solely at the global level, and that national problems cannot be addressed successfully solely at the national level. A form of global-national interdependence has emerged. Globalisation, liberalisation, technological change and the need for developing countries to be integrated in the world economy present major challenges to development.

In this context, the United Nations could serve as a forum for the adoption of global norms and agreements, and perform a range of operational services to support the translation of these norms and agreements into action.

An agenda for a new, integrated and norm-based approach to development is emerging. Despite their different sectoral and thematic focuses, the global international conferences of the 1990s have made significant contributions to this agenda, as have various UN conventions, declarations and resolutions, especially the Millennium Declaration. The approach is people-centred, rights-based and cross-sectoral. The goal is human sustainable development through the empowerment of people, enhancing their choices and enabling them to deal adequately with their everyday life. The challenge is to approach emerging issues and to link the issues effectively in an integrated and holistic manner with the overriding goal of reducing poverty. Bilateral organisations, the European Community and the World Bank must take part in this process.

In economic, social and related fields, the United Nations faces an increasingly difficult situation. The complexity of the United Nations system requires coherence and coordination among the various funds, programmes and bodies of the United Nations to achieve maximum impact with scarce resources. In certain cases, the organisation lacks the capacity and resources to deal adequately with the huge tasks assigned to it.

The discrepancy between capacity and tasks has led to a vicious circle in which the perceived marginalisation of the United Nations makes it less attractive for donors, which, in some cases, leads to reductions in voluntary core contributions. This erodes its capacity even further. There is a need for the international community to ensure that its expectations are matched by its contributions to the United Nations system.

The intensive reform processes in UNDP, UNFPA and UNICEF are gradually making the organisations better adapted to fulfil their mandates and produce expected results. Some reforms are initiated by the organisations themselves; others are introduced by the Executive Boards.

These reforms include:

- A move towards a programme approach in planning and implementation to achieve key priorities and results, instead of focusing on administering a number of more or less unrelated initiatives in each programme country. National ownership and a human rights perspective are key aspects in this context.
- UNDP, UNFPA and UNICEF have invested considerable effort and resources in the process of the multi-year funding framework, facilitating more predictable funding on a multi-year basis. As far as multi-year pledging is concerned, the process is very slow. Few donors have indicated contributions to the funds and programmes in future years.
- The Secretary-General's reform initiative has strengthened UN coordination among United Nations partners through the CCA and UNDAF processes. These processes place national needs and ownership in the centre and aim at easing the burden on programme countries.
- Improvements in the work of the executive boards, aiming at business-like board meetings and more interaction among member states.
- Human resource development as a means for the organisations to meet the challenges and to work as a team at country level.

5 Sweden and the United Nations – an evolving partnership

Sweden has traditionally been a very strong supporter of the United Nations, recognising the importance of the world organisation particularly for smaller nations whose wellbeing and security are considerably dependent on their relations with the rest of the world. This support has manifested itself in both active support for peacekeeping operations and support for the operational activities of the organisation.

Sweden has high expectations of the role of the United Nations in the area of economic and social development. The United Nations is essential for the establishment and implementation of global norms, goals and objectives for the livelihoods of people and the behaviour of their institutions.

Approximately 30 per cent of Sweden's total ODA is channelled through multilateral organisations, primarily the United Nations and the World Bank. In 2001, Sweden provided approximately SEK 1.8 billion in core support to various funds and programmes of the United Nations for the promotion of development in the economic and social fields. In 2000, Sweden provided SEK 709 million in earmarked funds for the global, regional and country activities of UNDP, UNFPA and UNICEF. As a rule, this is part of Sweden's bilateral cooperation.

Trends in Swedish contributions over the last five years are shown in the following table:

Table 1

Swedish support to the regular budgets of UNDP, UNICEF and UNFPA 1997–2002 (MSEK)

Year	1997	1998	1999	2000	2001	2002
UNDP	460	470	490	542	530	530
UNICEF	283	250	265	290	297	297
UNFPA	116	125	140	168	160	185

The relationship between the Swedish contributions and the total budgets of UNDP, UNICEF and UNFPA is shown in the next table:

Table 2

Swedish support to the regular budgets: amount, percentage of the total, and rank among donor governments (year 2000)

	MUSD	Per cent of total core budget	Rank
UNDP	58.5	9.2	5
UNICEF	31.2	9.1	3
UNFPA	18.4	7.2	7

Sweden participates actively in the meetings of the Executive Boards, and engages in an on-going dialogue with the organisations at headquarters and country level. Swedish nationals have worked, or are working, for the funds and programmes. They contribute expertise and improve knowledge of the UN among the Swedish public.

As a consequence of the critical financial situation of the United Nations in the 1980s, the Nordic countries initiated a Nordic-UN Project in 1990 that resulted in various recommendations on how to strengthen the organisation. The 1990–1991 project was later followed by another initiative in 1996 that had the purpose of further exploring ways to enable the United Nations system to better fulfil its economic and social mandate.

The Nordic UN Project of 1996 concluded, among other things, that all parts of the UN system should be merged in a phased manner to enhance coordination of UN activities. The first step would involve bringing the funds and programmes under one umbrella by getting them to support field unification of all development services at country level. Some changes were also to be made to coordination at headquarters level in support of that goal. In retrospect, this conclusion might seem a little too ambitious. Nevertheless, progress is being made. The CCA and UNDAF processes reflect some ideas from the Nordic reform project. The CCA and UNDAF processes have been successful, including efforts to harmonise the programme approval process.

In line with the Nordic UN Project, Sweden has worked in close collaboration with other members of the Executive Boards of the respective funds and programmes to develop multi-year funding frameworks (MYFF). One aim is to make funding of the organisations more predictable on a multi-year basis. The MYFFs identify goals and objectives of the organisations and indicate how the work programmes contribute to achieving the operational tasks given to the United Nations system.

6 Swedish positions vis-à-vis the funds and programmes

Swedish positions are based on Swedish foreign policy and, in particular, on Swedish development cooperation policy, as well as Sweden's views on globalisation. In order to ensure synergy, coherence between various policy areas is of particular importance. Swedish experience of working with the United Nations also contributes to forming Swedish positions.

The Millennium Declaration and the Secretary-General's Road Map for its follow-up, as well as the follow-up of the major international conferences of the 1990s, will influence Sweden in its work with the United Nations.

Swedish positions are based on the United Nations Charter and all other relevant international instruments, in particular the human rights treaties². Also, other relevant Swedish government white papers, action plans and policies help formulate Swedish positions vis-à-vis the United Nations funds and programmes.

The primary responsibility for achieving growth and equitable development lies with the governments themselves. The bulk of the savings available for a country's investment will always come from domestic sources, regardless of whether the country is large or small, rich or poor. But financial capital can provide a valuable supplement to the resources a country can generate internally. The UN, together with other development actors, can help to initiate development in countries that do not attract much private investment and that cannot afford to borrow extensively from commercial sources.

From a Swedish perspective, the role of the UN system at the global level, with its unique position vis-à-vis other development actors, should be to:

- take the lead in bringing together governments and peoples of the world to achieve the commitments made at the major international conferences and the development targets of the Millennium Declara-

² e.g. ICCPR, ICESCR, CRC and CEDAW

tion, and in particular to reduce poverty, monitor the protection of human rights, and conduct a dialogue on issues that are politically and culturally sensitive.

- have a global and regional overview of development issues and to disseminate information and lessons learned among regions, countries and institutions in order to fully play its catalytic role.
- play an active role in situations of conflict and post-conflict where neutrality and impartiality, and the ability to coordinate various actors, are of significant value.
- promote sustainable human development by providing development advice, advocacy and financial grants to developing countries.

The following conclusions of the Nordic-UN project form a basis for Swedish positions:

- The major strength of the UN lies in its legitimacy, which derives from a universal and democratic structure.
- Greater coherence is needed between the UN's normative and operational activities.
- To maximise the impact of the UN development activities, it is necessary for the UN development system to concentrate its resources through unification of its presence at country level into one UN office; with common premises and administration, and with harmonised programming, budgeting and priority-setting.
- The funds and programmes should implement relevant ECOSOC decisions calling for joint meetings of Executive Boards.

Moreover, Sweden is of the opinion that the UN funds, programmes and bodies must strengthen their coordination at all levels in order to utilise available resources efficiently and effectively. They must actively promote and participate in the coordination mechanisms, utilising instruments, such as CCA and UNDAF, as a means to develop one single UN country pro-

gramme. The UN system should also continuously promote greater collaboration and coordination with other development actors, including the World Bank, in order to minimise the work burden on developing countries.

To create a strong and effective UN system that can fulfil its mandate and role, strengthened international commitment and additional financial support are necessary. New funding mechanisms leading to a greater degree of burden-sharing among member countries must be achieved.

7 Framework for Sweden's response

The Swedish government will provide support to the development cooperation activities of the United Nations in a variety of ways. It will offer financial contributions in line with this strategy, and will also adopt an expanded advocacy role to strengthen multilateral approaches and mechanisms.

Different modalities of support to the United Nations system will be used in a strategic combination. The aim will be:

- to promote greater linkages between the normative and operational work of the UN,
- to achieve greater synergy and compatibility between bilateral and multilateral development cooperation, and
- to ensure coherence between Sweden's various relations with partner countries in their work.

Global level

As a member of the United Nations, Sweden participates actively in the Executive Boards of UNDP, UNFPA and UNICEF and related bodies such as ECOSOC. The Swedish government will seek to promote a dialogue in the boards on the future role of the United Nations funds and programmes in line with this strategy. In this respect, the Millennium

Declaration, the outcomes of the major international conferences, resolution 56/201 (triennial policy review), and Sweden's policies for international development cooperation established by the Swedish Parliament are the major elements of the framework.

Sweden will formulate positions vis-à-vis the funds and programmes on a continuous basis. In this process, Sweden will draw on experience and lessons learned from multilateral and bilateral development cooperation. Where relevant, the Swedish Government will consult with other actors, including non-governmental organisations, in formulating its positions. Bilateral consultations with the funds and programmes will be held regularly and be part of the follow-up process of Swedish support.

Country level

This strategy should also be a guiding document for the collaboration and dialogue between Sweden and the UN system at the country level.

Swedish experience of the UN at the field level plays a critical role for the provision of substantive inputs to the dialogue with the funds and programmes, at headquarters and with other member countries. Sweden provides substantial co-financing to the UN system for the benefit of partner countries. This support should be in line with the partner country's development priorities, and clearly related to the UNDAF. It must also be in full agreement with Swedish development objectives and principles.

Sweden will conduct regular consultations with the major funds and programmes at country level as part of the follow-up process of Swedish support to the development cooperation of the UN system.

Swedish actors

As principal actors in relation to the United Nations funds and programmes, the Ministry for Foreign Affairs and Sida will work closely together within their respective competencies to pursue Swedish policy vis-à-vis United Nations' development cooperation. They may want to agree on annual work plans in which priorities are determined; time and resources required for work relating to UNDP, UNFPA and UNICEF are estimated; and tasks and responsibilities are assigned.

The Swedish missions to the United Nations constitute vital links to UN headquarters. In partner countries, Swedish embassies have a key role in establishing effective coordination mechanisms between bilateral and multilateral development cooperation. The Ministry for Foreign Affairs and Sida will jointly prepare background information for the embassies and suggest a set of issues to be discussed.

Swedish NGOs and the private sector will be encouraged to contribute their respective experience of the funds and programmes. Finally, the support of the general public is vital in order to maintain a strong Swedish commitment to the United Nations.

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1 Background

1.1 Towards a new vision for UNDP

The Millennium Summit with its call to halve poverty by 2015 provides a powerful framework for the United Nations system in the 21st century. It places new and complex demands on the United Nations system, calls for better-defined roles of the various UN funds, programmes and agencies, and more effective coordination among them. In this general framework UNDP's overriding goal is to promote *Sustainable Human Development (SHD)*. UNDP's mandate also embraces coordination of the UN system at country level. More recently, UNDP has taken the lead role in monitoring progress towards the achievement of the goals contained in the Millennium Declaration.

UNDP's *mission* is to help countries in their efforts to achieve sustainable human development by assisting them to build their capacity to design and implement development programmes for poverty eradication, employment creation and sustainable livelihoods, empowerment of women, and the protection and regeneration of the environment, giving first priority to poverty eradication.

1.2 UNDP in transition

1.2.1 Policy shifts

Since its establishment in 1965, UNDP has gone through various phases and reforms. Until the late 1980s, UNDP was mainly a funding agency for a wide range of technical assistance projects intended to build capacity in national institutions. The majority were executed by the specialised agencies of the UN. In the 1990s UNDP underwent a gradual shift towards becoming a development organisation for governance issues with national execution of projects as the preferred modality.

More recently, partly as a result of the paradigm shift in developing cooperation that has placed emphasis on national ownership, UNDP has embarked on a comprehensive process of change in terms of its focus,

institutional profile and modalities of work. The new vision of UNDP, as explained in its Business Plan for 2000–2003, is that of a development organisation which assists governments with strategic shifts in a variety of policy areas, be it public administration, gender, environment or any other area. To perform this function, UNDP offers policy advice and supports institution building on demand. Moving towards a higher degree of macro level policy support implies a new role and a new way of working with and relating to the outside world: more of a catalytic, brokering role with greater emphasis on mobilising other key actors that can support the development process.

As part of the reform process, there have also been changes in terms of UNDP's internal management. A *Strategic Results Framework* has been established as a planning instrument for country, regional and global co-operation. It includes the established goals of UNDP, a *Multi-Year Funding Framework* (MYFF) and *Result-Oriented Annual Reports* (ROAR).

The MYFF positions UNDP for the future by laying out strategic objectives for the current four-year period and by establishing a clear link between these objectives and the resources required to achieve them. The MYFF goals are based on country demand and reflect the major areas of UNDP intervention. They provide a basis against which UNDP will be judged at the end of the period. The six goals are:

- Goal 1:* Creation of an enabling environment for sustainable human development.
- Goal 2:* Economic and social policies and strategies that focus on the reduction of poverty.
- Goal 3:* Environmentally sustainable development to reduce human poverty.
- Goal 4:* Advancement in the status of women and gender equality.
- Goal 5:* Special development situations¹
- Goal 6:* UNDP support to the United Nations

¹ This goal is interpreted as reducing risk of disasters, preventing conflicts, peace-building and sustainable recovery and transition in countries emerging from crisis.

In the *Result-Oriented Annual Reports*, which first appeared in 1999, the results of the entire UNDP programme are presented in a structured, aggregated manner. As an increasingly results-based organisation, UNDP is moving from a culture of control to delegated authority, from a focus on inputs to one on outputs and outcomes, from a “risk-averse” to an “opportunity-driven” culture.

Internal organisational reforms include a leaner headquarters structure, decentralisation of functions to country offices and the setting up of sub-regional resource facilities for providing expert advice to countries.

UNDP's new direction and reform process were strongly endorsed by the Ministerial Meeting organised by UNDP in September 2000. Member governments stressed the need for the organisation to continue to improve its performance, to remain both focused and demand-driven, and above all to demonstrate results. UNDP was encouraged to develop partnerships with other actors, particularly the Bretton Woods institutions (BWIs).

1.2.2 Programme focus

Country programmes continue to respond to country demand but there has been a change in focus. The new operating model is based on three, sometimes four, interrelated functions:

- Policy and Advisory Services;
- Support to the Resident Coordinator System;
- Development Support Services.

In countries confronted with crisis, post-conflict and complex emergencies, UNDP has an additional role, as explained below (item 4).

Policy and Advisory Services

UNDP is becoming a development organisation that specialises in governance issues in a wide sense of the term, i.e. support to institution building, human resource development and the elaboration of new options in central policy areas. Expertise and professional support are provided in

priority areas defined in the Strategic Results Framework, i.e. democratic governance²; poverty reduction; environment and sustainable energy; gender; and special development situations. In 2001, two new priority areas have been added by the UNDP secretariat: HIV/AIDS, and information and communication technology for development (ICT).

To respond to the demand for policy advice and institutional development, UNDP is strengthening its pool of in-house expertise and, at the same time, establishing strategic partnerships. The challenge for UNDP is to have access to the requisite expertise, manage key partnerships and have the management capacity to deliver its services effectively.

The traditional advocacy role remains a vital function of UNDP. The global advocacy power of the global Human Development Reports (HDR), as well as the national HDR reports, provides an enabling environment for country-specific policy dialogue and institution-building. HDRs serve as useful instruments in support of advocacy and public debate on key development issues. The knowledge development that takes place in UNDP through the work on HDRs, Global Public Goods and similar initiatives contributes to the strengthening of the intellectual capacity and knowledge base of the organisation, particularly in terms of emerging issues. This capacity is of key importance, not only to UNDP's advocacy role but also to its ability to have an advanced policy dialogue with governments.

Support to the resident coordinator system

Coordination of the UN system is effectuated through the UN Development Group (UNDG) at the central level, and the resident coordinator system at the country level. As a rule, UNDP country Resident Representatives (RR) also serve as UN Resident Coordinators (RC). They are expected to share their time equally between the two functions. As RCs, they are leaders of UN Country Teams which consist of representatives of all UN funds, programmes and agencies present in the country. The Bretton Woods Institutions are encouraged to associate closely with the RC system and the Country Teams.

² Democratic governance encompasses many areas, such as judicial systems, public audit, election systems, parliaments, civil society, free mass media, and human rights.

As stated in the Introductory Framework, the principal instruments of UN coordination at the country level are the Common Country Assessments (CCA) and the Development Assistance Frameworks (UNDAF). On the basis of these documents, the Country Cooperation Framework (CCF) is produced in which UNDP's programme is defined. All three documents are to be prepared by the government with the support of the UN. However, as governments often lack sufficient resources, UNDP tends to do much of the work itself.

Following a decision of the Executive Board in June 2001, in the future UNDAFs will have to be made available to the Board whenever CCFs are to be approved. Analysing proposed country programmes in the light of UNDAFs will extend the strategic role of the Executive Board in the country programme approval process.

At the country level, UNDP administers and supports representatives of associated UN funds and programmes, i.e. UN Volunteers, UN Capital Development Fund, UNIFEM, other smaller UN organisations, and coordinating entities such as UNAIDS. When these entities are not represented at the country level, they are represented by UNDP.

Development support services

UNDP continues to support projects at the global, regional and country level, but the number is being vastly reduced. UNDP's plan is to move away from small, diverse projects towards projects likely to have an impact on the policies, reforms and institutions that UNDP helps countries develop. A shift of this type is gradually taking place, but needs to be given greater emphasis.

A special role in countries affected by crisis and post-conflict situations

In countries confronted with crisis, post-crisis and complex development emergencies, so-called "special development situations", UNDP faces additional challenges and plays a partly different role. In addition to his/her normal functions, the representative also acts as *Emergency Resident Coordinator*, a truly challenging task. Working in "special development situations" has become a growing part of UNDP's activities in recent years.

UNDP's specific task in such situations is to address development dimensions in the medium and long term by linking relief to development, especially in relation to the most vulnerable groups. The focus is on sustainable human development, particularly local capacity building, needs identification and management. Special development situations present important entry points for UNDP that may facilitate the transition to a new, strategic role for the organisation.

1.3 Resources

1.3.1 Financial resources

In spite of the centrality and comprehensiveness of UNDP's mandate, only about 3% of ODA flows are channelled through UNDP, down from 11% in 1990.

Regular resources declined from a peak of almost USD 1.2 billion in 1992 to 634 million in 2000, a reduction of 46%. Part of the decline was due to currency fluctuations, especially the decline of European currencies³ against the dollar, part to the reduced support of some governments. The latter may have been due to financial constraints or disenchantment with the performance of UNDP. The substantial reduction in resources has had a severe effect on the organisation and its ability to carry out its mandate. In 2001, a turnaround finally took place with a modest increase in regular resources to USD 673 million. As many as 15 governments increased their support to the regular resources, a sign of restored confidence.

³ Donors usually make contributions in local currencies which are then accounted for in US dollars.

Table 1

UNDP. Regular resources received 1991–2000 (USD million) and five largest donors⁴.

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
MUSD	949	1178	891	928	900	848	761	746	681	634
Five largest donors	USA	Japan	USA	USA	USA	Japan	Japan	USA	USA	Japan
	Sweden	Sweden	Japan	Japan	Denmark	Holland	Holland	Denmark	Japan	USA
	Holland	USA	Holland	Holland	Japan	Denmark	Denmark	Holland	Holland	Holland
	Norway	Holland	Denmark	Denmark	Holland	Germany	Norway	Japan	Norway	Norway
	Germany	Denmark	Germany	Germany	Germany	Norway	USA	Norway	Sweden	Sweden

UNDP receives three kinds of financing for programming purposes. All contributions must be aligned with the priority practice areas as defined in the Strategic Results Framework:

- 1) Regular resources, which are untied and used in accordance with UNDP's priorities as determined by the Executive Board.
- 2) Third-party co-financing and cost-sharing by OECD countries, representing earmarked contributions to specific themes, programmes or countries.
- 3) Programme Country cost sharing, which consists of funds from development banks or programme country governments in support of projects in their own countries. In such cases, UNDP has an implementing role but does not contribute financial resources. This type of cost-sharing applies mainly to middle income countries.

Table 2

UNDP. Total income received in 2000 (USD million)

Type of income	MUSD	%
1. Regular resources	634	28
2. Third party co-financing by OECD countries	571	24
3. Programme country cost-sharing	940	40
4. Other income (not for programmes)	238	8
Total income received	2383	100

⁴ Source: UNDP Financial statements and BFAS report 431 A.

The aggregate income masks UNDP's serious financial situation. Regular resources now make up less than 30% of total resources. They are the bedrock of UNDP and are used for its core programmes and for programme support by headquarters and country offices.

The amount of USD 673 million received in 2001 in the form of regular resources should be compared to the target of USD 900 million set by the Executive Board for 2001. This is the level estimated as the minimum amount for the organisation to carry out its mission as established in the MYFF, to maintain a universal presence and a reasonable organisational structure. Restoring growth and enhancing predictability of the regular funding base is perhaps the most critical issue for UNDP.

For its regular resources, UNDP depends on a limited number of donor governments. In 2001, ten donors have provided as much as 82%. This is, however, an improvement on 2000 when the corresponding figure was 86%. UNDP is taking steps to increase the number of donors and reduce its dependence on a small number of donor governments.

Table 3

Top 10 donors of regular resources in 2001 (USD million)

Donor country	MUSD	Donor country	MUSD
1. Japan	96	6. United Kingdom	53
2. USA	84	7. Denmark	49
3. Norway	69	8. Switzerland	29
4. Netherlands	66	9. Canada	27
5. Sweden	53	10. Germany	22

Nine countries contributed over one dollar per capita: Norway (USD 15/capita), Denmark (9), Sweden (6), Netherlands (4), Switzerland (4), Finland (2), Luxembourg (2), Ireland (1.50) and Belgium (1.50).

Co-financing by OECD governments shows a general, but uneven, increase throughout the 1990s. Japan, Holland and Sweden are among the top contributors. Earmarked support tends to be geographically concentrated with only a minor share benefiting the poorest countries.

In 2001, UNDP has established eight trust funds for its central practice areas: Democratic Governance; Poverty Reduction Strategies; Crisis Prevention and Recovery; Environment and Sustainable Energy; HIV/Aids; and Information and Communication Technology. The trust funds were created to strengthen UNDP's core practice areas, attract donor co-financing to these areas and enhance the alignment between regular resources and co-financing. The trust funds correspond roughly to the MYFF goals established in the Strategic Results Framework.

UNDP administers the funds of a few associated programmes, notably the UN Capital Development Fund (UNCDF), the United Volunteers (UNV) and the UN Development Fund for Women (UNIFEM). The associated programmes support, and are strategically linked to, UNDP's own programme. Funds are raised separately for these programmes. Sweden contributes to all of them.

1.3.2 Human resources

UNDP is a decentralised field-oriented organisation. Of a *total staff* of 4,000, over 3,000 work in the field. Due to financial constraints in the past ten years, there has been a substantial reduction in staff. The reduction at headquarters was especially steep in 2000/2001 – a cut of 26%. About half of this represent actual cuts and half are positions that have been relocated to country offices.

Total *professional staff* number about 3,500 of whom 25% are internationally recruited, and the remainder nationally recruited. *General service staff* number less than 500 and are always recruited locally. UNDP aims to improve gender distribution at all levels, including higher positions, but has not yet translated its ambitions into targets. In 2000, the proportion of women in the professional category had increased to 41%. Some 26% of the Resident Representatives and 23% of the directors are women.

In view of the significance of leadership at the country level, recruitment to the combined position of UN Resident Coordinator (RC) and UNDP Resident Representatives (RR) are now made through a more rigorous and objective selection and assessment procedure. Representatives are also increasingly being recruited from other UN agencies. Of the RCs,

19% are now drawn from outside UNDP. Investments in team-building and skills development are made through the UN Staff College and induction courses.

1.4 Sweden and UNDP – a long-term relationship

Sweden has been a very strong partner of UNDP ever since its creation in 1965. Sweden has consistently provided not only financial support, but also political and moral support. From 1967 to 1992, Sweden's annual contributions to UNDP's regular resources were the second largest, after those of USA. Since 1992, Sweden's position has been between fifth and seventh largest donor. In 2001, the contribution amounts to SEK 530 million (about USD 53 million), giving Sweden fifth place among donor governments.

Table 4

Sweden's contributions to regular resources 1991–2000 (USD million), percentage of total contributions and Sweden's rank.

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
MUSD	95	123	71	77	65	69	61	60	60	58
% of total	10.0	10.4	7.9	8.3	7.3	8.2	8.0	8.0	8.8	9.1
Rank	2	2	7	6	7	6	6	6	5	5

Swedish co-financing, i.e. support to specific UNDP projects, increased throughout the 1990s. It reached SEK 285 million (USD 30 million) in 2000 (disbursed), giving Sweden third place among donors. Co-financing forms part of Swedish bilateral cooperation and is funded from the bilateral allocation of ODA. In 2000, 57% of Sweden's co-financing was in the form of support to democracy and human rights, while 28% went to natural resources and the environment. Of the co-financing, 44% was directed to Latin America, 35% to Asia, 10% to Africa and 11% to global programmes. The low figure for Africa may be explained by the fact that Sweden has a larger presence there and therefore greater capacity to work

bilaterally in Africa than in other regions. Support to humanitarian assistance constituted 10% of total Swedish co-financing through UNDP.

In addition to the above-mentioned support, Sweden contributed about SEK 30 million to the “Swedish Consultancy Trust Fund” with UNDP during the period 1994–2000. The purpose of the fund is to promote the participation of Swedish consultants in UNDP activities.

An *Umbrella Trust Fund Agreement* between Sida and UNDP has been in effect since 1 September 2000. This agreement covers all financial contributions by Sida to UNDP non-core resources, i.e. all support apart from that to regular resources. One advantage of this arrangement is that it brings all Sida co-financing within the framework of a single Trust Fund; another that it enables both UNDP and Sweden to decentralise the authority for concluding agreements to their country representatives.

In addition to the above-mentioned financial contributions, Sweden (Ministry for Foreign Affairs) has given occasional financial support to promote management reform and strengthen the capacity of leadership and the staff.

In the 1990s, the number of Swedish nationals in UNDP has ranged from 14 to 22. This corresponds to 2% of the internationally recruited professional staff. At present the Swedish professional staff employed by UNDP numbers 21, of whom seven are at the level of director. In addition, there are 18 Junior Professional Officers (JPO) financed by Sweden. Procurement of goods and services (consultancies) amounts to only some 2% of the total.

As a major supporter of UNDP, Sweden is a member of the Executive Board⁵ and takes an active part in its work. Sweden often seeks collaboration with other members of the board with whom it shares values and priorities. With its broad outlook on development issues and processes, Sweden has been able, at times, to reconcile the interests of industrialised and developing countries.

Sweden has consistently supported mechanisms that place the developing countries – rather than the interests of the donors – in focus. In the 1970s, Sweden strongly supported the introduction of the country

⁵ Sweden is an observer in 2001-02 but will resume full membership in 2003.

programming process that allowed programme countries more influence. More recently, Sweden has stressed the importance of national ownership. Concerned about the fragmentation of the UN system, Sweden has consistently argued for an enhanced coordinating role for UNDP and the strengthening of the Resident Coordinator system.

Resource mobilisation is another priority issue. Sweden has actively promoted reform efforts aimed at overcoming the fragility of the system and securing multi-year financial commitments by members. A recent initiative is the study "Mobilising Support and Resources for the UN Funds and Programmes". Sweden argues in favour of setting aside more resources for the least developed countries and specifically for Africa.

All in all, shared goals and common interests continue to bring about partnership and cooperation between UNDP and Sweden. This has found many expressions: consultations, joint seminars, conferences, publications, and policy initiatives at the global, regional and country level.

2 Assessment

Sweden's assessment of UNDP, as it stands today, is presented under five headings: Comparative Advantages, Organisational Capacity, Policy and Programme Development, Coordination and Partnerships, and Financial Resources.

2.1 Comparative advantages

Among the strengths of UNDP are its neutrality, impartiality, universal presence and the trust it generally enjoys from host governments and other partners. These are particularly valuable assets in situations of conflict and crisis. They place UNDP in a unique position for building relationships with a variety of stakeholders to create synergies and an enabling environment for long-term, sustainable development. On account of its universal presence, UNDP can promote capacity development and exchanges of experience among countries and regions. It can mobilise the donor community on development issues.

The UN system, including UNDP, is particularly well placed to support programme countries in translating the Millennium Development Goals, and the norms and standards defined in UN resolutions, conventions and declarations, into national policies and practices. A central task of UNDP and other parts of the UN system is to support countries in implementing their commitments. Finally, UNDP has launched an initiative to take the lead in monitoring progress towards the MDGs at the national and global level. This promises to be a strategic input for national follow-up.

2.2 Organisational capacity

After passing through a critical period in the latter part of the 1990s marked by uncertainty about its role, a weakening position on the development arena and diminishing resources, UNDP has begun to turn the situation

around and is regaining renewed trust and confidence. The Ministerial Meeting in September 2000 was a turning point.

A new culture of leadership has developed that is characterised by high ambitions, a new vision and commitment to results. Tough but necessary decisions on organisational restructuring and reorientation of programme priorities have been taken and are being implemented. UNDP's structure and management systems are being adapted to new global realities, the new and more focused role of the organisation and country demand.

The commitment to reform by UNDP's leadership is unquestionable but, at the country level, there is still a long way to go. In quite a few countries, UNDP seems to maintain much of its traditional role rather than developing its new role as a broker and advisor in support of policy reform processes. In many cases, UNDP seems to suffer from some old weaknesses, such as inadequate leadership, lack of flexibility, insufficient coordination of the UN system, and failure to involve other development partners, such as the bilateral agencies. Fortunately, there are also examples of countries where UNDP has undergone forceful and positive change and adopted a more strategic role and a new leadership style.

UNDP has used human resource management skilfully as a key tool in the internal reform process. A strategic recruitment process has been implemented and new competencies added. Staff competencies have been aligned with changing requirements and expertise in strategic policy areas has been moved from headquarters to the field. The difficult period of structural changes and severe cut backs has resulted in growing anxiety among staff. This has no doubt taken its toll on staff morale, which may have reduced organisational effectiveness in the short term.

The effectiveness of the Resident Coordinator system and the UNDP country office depends to a high degree on the skills and sensitivity of the representatives. Steps have been taken to improve the effectiveness of the RC system through, among other things, a more objective and rigorous selection procedure. Although the capacity of representatives varies, there are encouraging signs of improvement. One frequent observation is that when a change of representatives takes place, there is often a considerable gap, resulting in loss of momentum. This should be avoided.

UNDP has made good progress in results-based management. The Strategic Results Framework contributes to transparency and credibility. The new way of presenting results is a vast improvement but the development of more rigorous and refined methods must continue. UNDP's evaluation team has made important contributions to the systematisation of results and organisational learning.

In order to gain and maintain donor confidence, effective programme delivery and efficient financial management are crucial. Some problems in UNDP's management of the Swedish Trust Fund persist: delays in reports, projects that remain uncompleted, and slow and heavy-handed bureaucracy. The recent appointment by UNDP of a trust fund manager for the Swedish Trust Fund promises to lead to improvements in this respect.

2.3 Policy and programme development

UNDP is becoming a more strategic player on the development stage; its focus has been narrowed and new priorities and work modalities introduced. This is a result of conscious efforts by the management and the Executive Board through the MYFF process, but is also due to UNDP's diminishing resources. However, even with this narrower focus, UNDP may overextend its role. Demands by donor and programme countries may contribute to this.

With respect to policy change, there tends to be a considerable time lag between decisions taken by headquarters and implementation in the field. UNDP's role is changing, but there is still a great focus on projects. The number of projects has decreased but more important than numbers is the way in which UNDP works with its counterparts. The challenge for UNDP is to work in a way that strengthens national ownership and policy coherence, and supports existing national frameworks. UNDP's work must become more process-oriented and should promote mechanisms that pool and coordinate donor resources. In its new role, UNDP must listen carefully to national partners and let them take the lead, thereby fostering national ownership.

In special development situations, UNDP has been able to make valuable strategic interventions that have filled the gap between relief and long-term development and helped to bring countries back to normality. Such situations are extremely demanding on the Emergency Resident Coordinator and his/her staff and require extraordinary personal and professional qualifications and experience.

The interdependence between human rights, development and poverty eradication should be brought to the forefront. It is only now that UNDP is beginning to recognise the need and justification of a rights approach to programming, for example designing policy reform from a rights approach. In the Human Development Report 2000, the perspectives of human rights and human development were brought together intellectually. Now the two perspectives must also be integrated in operational terms.

The gender perspective needs to be better mainstreamed into policies and programmes and results should be reported in a gender-sensitive manner. Good governance needs to become more effectively linked to sustainable development and gender aspects. UNDP's capacity with respect to environmental issues has been severely reduced in the past year. To ensure that it has an impact, UNDP will now have to focus on strategic policy interventions, building effective alliances with other competent actors.

UNDP is in a unique position to be the prime global advocate for the Millennium Development Goals. The organisation has a great asset in the *Human Development Report*. Through research on emerging development issues and global networking among prominent scholars, the HDR contributes to developing the intellectual capital of UNDP. This helps enhance UNDP's capacity for policy dialogue.

It is an important asset for UNDP to be a close ally and trusted partner of governments. However, when the situation so requires, UNDP must take a critical stance to the government concerned and conduct a policy dialogue without compromising its own integrity. In many cases UNDP handles such situations with sensitivity and skills.

2.4 Coordination and partnerships

In recent years, UNDP has invested substantial resources in developing its coordinating role and has, in general, been quite successful. Coordination is not an easy task and UNDP faces a series of obstacles: Resident Coordinators may not have the ideal professional or personal qualities or experience; staff resources for the management of coordination mechanisms may be inadequate; rivalry and conflicts may exist between UN agencies.

CCA/UNDAF has enhanced the position and authority of the RC, who has been equipped with an important instrument vis-à-vis the government and the UN community. Some UN agencies consider the combined role of UNDP representative and RC unfortunate and would prefer a RC function separate from UNDP. This would, however, have serious drawbacks since the UNDP office provides substantial support and backup for the RC function.

A coordinated UN system is a better partner for national and international partners: closer relations with the development community will benefit UNDP. Evidence from the field shows that efforts to build alliances with bilateral agencies, national and international institutions and civil society are not always sufficient at the country level. At the central level, positive developments are more notable. Progress is being made in terms of relations with the World Bank, for example in defining the role of UNDP in relation to the PRS processes led by the World Bank.

Relations with the European Commission have also undergone considerable improvement, partly as a result of the Swedish Presidency of the European Union. The Communication from the Commission to the Council and the European Parliament entitled "Building an effective partnership with the United Nations in the fields of Development and Humanitarian Affairs" is evidence of the new relations.

2.5 Financial resources

The single, most critical issue for UNDP is probably resource mobilisation, primarily in terms of the regular budget. Insufficient regular resources are a threat to UNDP's universality and mandate. In 2001 regular resources (USD

673 million) are substantially lower than the target of USD 800 million set by the Board for 2002 and USD 900 million for 2003. Unfortunately, this means fewer resources for the core programme and LDCs.

Although it would be desirable for UNDP to see its regular resources – rather than co-financing – increase substantially, this is hardly to be expected. Most donor governments prefer to direct much of their support to specific thematic areas or countries since this allows them to respond to their own national development priorities and to report more specifically on results. Programme country governments prefer, for other reasons, to continue with their "cost-sharing" to allow projects to be implemented by UNDP in their own countries. As long as UNDP has sufficient regular resources at its disposal (minimum target), co-financing should be considered favourably, provided it is fully aligned with UNDP key practice areas and managed in accordance with UNDP principles.

Regular resources make up less than one-third of total resources. They constitute the regular budget which is approved by the Executive Board. The remainder is extra-budgetary funding and therefore not directly submitted to the Board. This means that the Board has full control of less than one-third of the total resources. UNDP's allocation criteria, giving priority to LDCs, apply only to the regular budget, while co-financing resources are spent in accordance with decisions by donor governments. Unfortunately, a comparatively small share of co-financing resources benefits LDCs.

Co-financing constitutes 24% of total resources and programme country cost sharing 40%. This means that co-financing resources are more than twice as large as regular resources. Since country offices receive only small amounts from the regular budget, they need to spend much time and energy on mobilising resources from bilateral donors and host governments. Although co-financing has to be aligned with UNDP core practice areas, it may nevertheless contribute to diminishing the focus of UNDP's portfolio. It may also create a dependency on the local market for development projects and jeopardise UNDP's impartiality and independence.

UNDP needs strong, multi-year commitments to continue working along the present lines. Regular resources must be returned to a pattern

of growth. Governments must take the responsibility for committing sufficient resources to the organisation they have created. Unless a sustainable system of long-term financing can be agreed upon, there is a risk that UNDP will not survive in its present form. To be prepared for such an undesirable case, it would be useful to think of alternative scenarios.

3 Proposal: Towards a strengthened partnership with UNDP

Part 3 of this document contains the proposal that outlines Sweden's support to and relations with UNDP for the four-year period 2002–2005. It is based on the Introductory Framework, the background and analysis in Part 1, and the assessment of UNDP in Part 2 of this document.

3.1 Motives for Swedish support

The Millennium Development Goals, declarations adopted at the major international conferences, the commitment to human rights treaties and Sweden's own development objectives guide Sweden's international development cooperation. Multilateral development cooperation is a vital part of Sweden's ODA. The strong and consistent support given to UNDP is part and parcel of Sweden's foreign policy of promoting a strong United Nations. The mission, principles and priorities of UNDP are consistent with the objectives of Swedish development cooperation.

Through active engagement in the governance of UNDP, Sweden and other member states can influence the development agenda at the global, regional and national level, as related to UNDP's mandate. This is particularly important since UNDP, thanks to its multilateral character, neutrality, impartiality and universality, is in a unique position to advise governments on national policy reform and the development of sustainable and equitable policies.

The support to UNDP is given in recognition of the need for a stronger regular budget and as a result of a generally positive assessment of the organisation, particularly with regard to the recent reforms which are shaping a better structured, focused and results-oriented UNDP. It is also motivated by the trust and confidence that UNDP enjoys in programme countries and its capacity to respond to national priorities. Sweden's active involvement and dialogue with UNDP is based on shared values and common interests and a spirit of constructive criticism aimed at strengthening UNDP's capacity to assume its challenging new role.

The contribution to the regular budget and the co-financing of UNDP projects at the country level are two ways of supporting UNDP as a vital and central actor on the development stage. They support UNDP's dual role: 1) as the UN programme for policy and operational support to governance, human rights and sustainable human development and 2) as co-ordinator of the United Nations system, especially at the country level.

Co-financing shall be based on one or more of the following motives:

- to work in areas identified in Swedish regional or country strategies where UNDP has special expertise, superior to any expertise that Sweden can offer;
- to work in countries where Sweden does not have a sufficient presence or administrative capacity but where UNDP's capacity and work modalities are considered adequate;
- to support countries in crisis and post-conflict situations where UNDP, as a multilateral organisation, has a comparative advantage;
- to strengthen national ownership, management and coordination by pooling resources to UNDP; this will facilitate policy development and a transition to broader support modalities and national ownership;
- to create mutual benefits for UNDP and Sweden in terms of developing innovative approaches and learning from each other with the aim of creating better programmes.

3.2 Swedish positions

The Swedish positions presented below are based on the assessment made of UNDP's strengths and weaknesses in Part 2. The positions refer to a selected number of issues on which Sweden has taken a firm stand. They provide guidance on issues to be promoted at various levels of interaction between Sweden and UNDP at Headquarters and country levels.

Governance of UNDP

In order to improve the guidance of UNDP by the Executive Board, Sweden will work actively with the secretariat and other board members to

develop more effective modalities of work in the Board, e.g. a problem-oriented approach and an interactive dialogue among board members, including programme countries.

Organisational capacity

UNDP's internal reform process has led to more effective management and the aligning of staff resources to new demands. UNDP should continue its reform efforts, ensuring that changes are implemented swiftly and forcefully at the country level.

In a knowledge-based organisation, such as UNDP, human resources are the prime asset. Professional recruitment of staff with the aid of objective criteria is a key instrument for enhancing the capacity of the organisation. UNDP is encouraged to continue its rigid selection procedure for country representatives. In order to maintain a policy dialogue at the highest level and to offer policy advice, UNDP must be able to attract and keep world-class expertise.

Considerable effort has been invested in the Multi-Year Funding Framework. It should remain the central programming tool and must not be compromised. The thematic funds should not be allowed to take over this role. Their linkage to the MYFF goals must be clearly demonstrated.

UNDP should its search for more rigorous methods for reporting its results. Emphasis should be placed on organisational learning based on systematic analyses of outcomes.

Systems of financial management and reporting in relation to projects supported by Swedish co-financing need to be improved.

Policy and programme development

UNDP should take the lead in powerful advocacy of poverty eradication at global, regional and country levels. There should be a poverty focus in all areas of UNDP's work.

UNDP needs to move more decisively towards a process-oriented approach. This will require a change in roles, attitudes and professional skills. Fostering national ownership and supporting national reform efforts should be the guiding principles.

The perspectives of human rights and human development must be brought closer together in operational terms. UNDP needs to adopt, develop and apply a rights approach to programming, produce guidelines and build capacity. Lessons can be learned from UNICEF which has gained substantial experience in this area. Due attention must be given to the human rights of different age groups and of people with disabilities.

Further action must be taken to achieve gender mainstreaming in all policies and programmes. Also child impact assessments in relation to policy reform need to be made. In both areas, methodologies and the capacity for a more systemic approach need to be developed.

UNDP must continue to demand high level environmental assessments. As a result of reduced internal capacity in this area, UNDP must find new modalities of work and build effective alliances with competent partners.

Coordination and partnerships

In view of its limited resources in relation to its mandate, UNDP must seek a catalytic role and act as a broker. Broad partnerships are essential for the achievement of results.

The coordination of the UN system at the country level should remain a priority for UNDP and Resident Coordinators. Sufficient resources must be set aside for this function.

UNDP should make it a priority to further develop and articulate relations with the World Bank, the EU Commission and bilateral donors. The CCA/UNDAF process should include broad consultations with these development actors and others.

The CCA/UNDAF process should be linked to national poverty strategies, such as the PRSP. UNDP should support the PRS process by facilitating broad national participation and consultation, building national capacity for coordination and strengthening monitoring systems.

UNDP should encourage and support governments to assume full responsibility for the coordination of country strategy processes with the aim of establishing one common national strategy framework.

Financial resources

A maximum effort should be made by the international community to increase contributions to the regular budget. New mechanisms should aim at making funding more regular and predictable. The donor base must be broadened and more reasonable burden-sharing achieved. Sweden will join other donors in ensuring that a sustainable system of long-term financing is attained as a basis for UNDP's work.

Large co-financing resources risk distorting programme priorities, complicate programme management and endanger UNDP's impartiality.

All Swedish support to UNDP – whether it is provided for the regular budget or the co-financing of UNDP projects- is given in support of UNDP as a central and vital development organisation.

Swedish co-financing of UNDP projects will be continued in UNDP's priority practice areas with a focus on LDCs. All co-financing proposals must be fully consistent with the MYFF goals, UNDP principles and UNDAF objectives.

3.3 Objectives

From a Swedish viewpoint the overall objective of the development cooperation of the United Nations system is

To support programme countries in their efforts to achieve the Millennium Development Goals and to realise commitments made in relation to international human rights treaties and major international conferences

To contribute to this overall objective, UNDP will help countries reduce poverty by providing policy advice, advocacy and programme support in the following areas, as defined in the Multi-Year Funding Framework:

- Sustainable human development,
- Poverty reduction,
- Environmentally sustainable development,
- Gender equality,

- Peace-building and disaster mitigation in special development situations,
- UNDP support to the United Nations system (i.e. coordination).

Specific objective of Swedish support to UNDP 2002 – 2005

Together with other member states, Sweden will help strengthen the capacity of the organisation to fulfil its mission and mandate, as formulated in the MYFF. One specific objective of the Swedish support during the strategy period will be to *enhance capacity development in UNDP* in a transparent way. In particular UNDP should:

- strengthen *its advocacy and dialogue capacity* on issues which are at the core of its mandate: poverty eradication, sustainable human development, gender equality, and democratic governance, i.e. the MYFF goals.
- continue to develop *the rights approach* in policies and programmes throughout the organisation, in all parts of its work,
- enhance *its intellectual and analytical capacity* to deal with emerging issues, particularly in support of the continued development of Human Development Reports, and
- strengthen its capacity to *manage the Resident Coordinator system and, together with other UNDG partners, further develop the CCA/UNDAF processes.*

3.4 Instruments

To achieve the stated objectives, Sweden shall make use of various instruments, as outlined below. These instruments will be applied at the national, regional and headquarters levels, as relevant. The same priorities will guide decisions on both regular and co-financing resources. In all these areas, the active involvement of the Ministry and Sida, as well as the embassies, is required. Annual plans defining priorities and the division of responsibilities will be drawn up.

3.4.1 The executive board

The Executive Board represents an important platform for Sweden's dialogue with the Secretariat and other member states in order to promote the development agenda and the mandate of UNDP and establish effective links between the two. Sweden will also use this platform to raise the issues mentioned in section 3.2 and argue for the need to strengthen the capacity of UNDP in the areas defined in 3.3. Efforts shall be made to build alliances with other board members, DAC countries as well as programme countries.

Sweden's statements in the Executive Board are based on political considerations and its aggregated experience of development cooperation and normative work. Consistency between statements made in the Executive Board of UNDP and positions taken in other development fora must be ensured.

Sweden's ability to express well-founded opinions in terms of development issues, particularly in operational terms, depends to a great degree on the quality of input received from the field. Therefore, it will be necessary for Swedish embassies to be well informed about UNDP's performance at the country level and to report regularly to the Ministry and Sida.

3.4.2 Financial contributions

The regular budget

For reasons mentioned in 3.1 Motives for Swedish support, Sweden intends to continue providing substantial support to the regular budget. The contribution for 2002 is 530 million SEK. The aim is that the Swedish contribution shall increase gradually in 2003, 2004 and 2005, provided that the Swedish appropriation for international development cooperation so permits, and that UNDP's reform process continues and leads to further improved performance. Sweden shall aim at enhancing the predictability of its contributions to UNDP.

Co-financing at the global, regional and country level

The principles outlined for co-financing under 3.1, Swedish motives, will help guide decisions to enter into co-financing agreements with UNDP.

Sweden will consider co-financing at the global, regional and country level when UNDP can offer well-designed proposals which are consistent with Swedish country strategies and established priorities. Such programmes are financed from the bilateral allocation and considered part of Sweden's bilateral programme. The amount cannot be planned in advance, as decisions are taken at a decentralised level. It is difficult to make an estimate of future levels of co-financing. On the one hand, it may gradually decrease as a result of a Swedish preference for working directly with host governments; on the other hand, it may increase as the total Swedish ODA grows in the next few years.

3.4.3 Consultations

Headquarters level

As the main element of the dialogue between Sweden and UNDP, bilateral consultations will be held on a regular basis. This will provide opportunities to discuss selected policy issues, follow up specific areas of Swedish support to UNDP, and consider joint initiatives. In consultations with UNDP, Sweden may wish to undertake field trips to become acquainted with UNDP's work at first hand and to assess its performance.

Country level

UNDP projects/programmes co-financed by Sweden will be subject to regular follow-up by Swedish embassies or Sida, based on UNDP's reports, as outlined in specific agreements between UNDP and Sweden.

In partner countries where Sweden has a significant development presence, Swedish embassies shall engage in a dialogue with UNDP, not only in relation to co-financing projects, but also with regard to the overall role of UNDP at the country level. The dialogue shall be guided by the positions, priorities and proposals contained in this strategy. Embassies will be asked to report back to the capital periodically.

3.4.4 Joint initiatives

Sweden and UNDP may want to take joint initiatives to further common interests, for example to arrange seminars or training on pertinent topics,

organise events for mutual learning, undertake joint evaluations or issue publications. The potential for collaboration exists in a number of areas, such as strategic poverty reduction, post-conflict situations, working in multicultural environments, and regional and global programmes.

UNDP possesses considerable intellectual and analytical capacity and is pioneering studies and analyses of several emerging issues. A case in point is Global Public Goods. UNDP conducts studies, builds networks and edits publications on a number of issues of interest to Sweden. The secretariat of the Human Development Report is the foremost example.

Sweden has experience to share, for example in programming for democratic governance and local government capacity building; the rights approach; gender mainstreaming; energy for sustainable development; the relationship between development and the environment, and statistics. In some instances, Sweden may be helpful in raising issues that are sensitive to UNDP.

3.4.5 Swedish presence in UNDP

In view of Sweden's strong support to UNDP and the availability of professional personnel with a relevant background, it is reasonable and desirable that the number of Swedish staff be maintained or increased.

Having said this, Sweden recognises the responsibility of the Administrator to manage the human resources of UNDP, including staff recruitment. Sweden will facilitate such recruitment by finding and proposing highly qualified candidates among Swedish nationals for consideration by UNDP.

The Junior Professional Officer Programme is considered an important instrument, both for contributing staff capacity to UNDP and for giving young Swedish professionals an opportunity to gain experience. A main purpose of the JPO programme is to maintain a resource base for future recruitment of middle and senior level staff.

Sweden shall assist UNDP in soliciting competitive tenders among Swedish firms in terms of services and goods.

Appendix

Tables showing Swedish contributions to UNDP

Table 1

UNDP. Swedish contributions to regular resources 1997–2002 (MSEK)

1997	1998	1999	2000	2001	2002
460	470	490	542	530	530

Table 2

UNDP. Swedish contributions to co-financing 1998–2000, disbursed (MSEK)

1998	1999	2000
159	177	202

Table 3

UNDP. Swedish co-financing per sector, disbursed, year 2000.

Sector	MSEK	% of total
Democracy and human rights	116	57
Natural Resources/environment	52	26
Infrastructure	10	5
Other sectors	24	12
Total	202	100

Table 4

UNDP. Swedish co-financing per region, disbursed, year 2000.

Region	MSEK	% of total
Latin America	89	44
Asia	71	35
Africa	20	10
Global	22	11
Total	202	100

Table 5

UNDP. Swedish co-financing of Humanitarian Assistance, all sectors,
1998–2000, amount and as percentage of Swedish co-financing)

1998	%	1999	%	2000	%
57	36	50	28	20	10

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1 Background

1.1 Towards a new vision for UNFPA

The relationships between poverty, demographic change, sustainable development and issues relating to empowerment of women and gender are well recognised today.

During the last 15 years, the world has seen major advances in the understanding and recognition of sexual and reproductive health and rights and the factors that affect them. Nevertheless, high rates of maternal mortality (more than half a million women die each year from complications of pregnancy and childbirth), deaths caused by unsafe abortions, violence against women, gender inequalities, the HIV/AIDS epidemic (three million people died from AIDS in 2001), and the lack of modern, safe and acceptable methods for contraception, remain major threats to sexual and reproductive health and wellbeing, especially among young people.

The world population picture today differs considerably from that at the time when the United Nations Population Fund (UNFPA) was created. Social change has led to increasing variations in family systems. Women are participating to a greater extent in both short and long distance labour migration, which changes the social picture. A growing number of both women and men, with or without children, choose to live without a stable partner. Change-resistant gender inequalities are one of many factors behind this trend. Changes that challenge traditional gender relations and norms bring about the risk of violent response by men unable to adapt to new gender power structures.

Rapid urban growth and other demographic changes strain the capacity of local and national governments to provide basic services such as health, education, water, electricity and sewerage. The environment, natural resources, social cohesion and individual rights are at risk. But the growing number of people in the economic productive age groups, together with sound economic policies, contributes to human and economic devel-

opment. Also, urbanisation speeds up social transformation and opens up new opportunities for women and men.

The annual rate of world population growth peaked at about 2 per cent in the early 1960s. Since then, it has gradually slowed to 1.3 per cent. People are living longer and healthier lives and death rates have fallen by 50 per cent since 1950. Lower mortality and longer life expectancy are part of the explanation of the rapid population growth in recent decades. Other demographic trends include the following:

- the population of the world will age faster in the next 50 years than during the last half century
- there are more young people than ever before (more than 1 billion aged 15 to 24)
- children orphaned by HIV/AIDS may have to depend on older relatives for their care, and the epidemic primarily kills people in their most productive age
- urbanisation often leads to young people being separated from their grandparents, who previously played a role in their traditional education and socialisation
- by 2030, 4.9 billion people are expected to live in urban areas, an increase from 47 per cent of the world population in 2000 to 60 per cent
- half of the 125 million people living outside their countries of origin live in developing countries

As the picture has changed considerably from the time when the United Nations Population Fund (UNFPA) was created, UNFPA has modified its objectives, priorities and modalities of work. The mission of UNFPA is described as follows.

UNFPA's mission

As the lead organisation in the United Nations system supporting implementation of the Programme of Action of the International Conference

on Population and Development (ICPD) in Cairo in 1994 and its follow-up in 2000 (ICPD+5), UNFPA assists countries in ensuring universal access to reproductive health, including family planning and sexual health, and in implementing population and development strategies in support of sustainable development.

1.2 UNFPA in transition

1.2.1 Policy shifts

Views on the relationship between population and development have undergone significant changes over time, a process in which UNFPA has taken the lead. This was confirmed by the International Conference on Population and Development, ICPD, and its follow-up conference.

ICPD in Cairo transformed the way in which the world views development and population issues. By meeting people's needs for family planning and other sexual and reproductive health services, population goals will be met by choice and opportunity, not by coercion and control. Consensus was reached on the principle that issues concerning population and development dynamics should be understood in the light of poverty reduction, reproductive health and rights, gender equality and women's empowerment. Sexual and reproductive health concerns must be fully integrated into development and poverty reduction strategies.

ICPD also confirmed that all couples and individuals have the basic right to decide freely and responsibly on the number and spacing of their children and to have the information, education and means to do so. ICPD emphasises that women's rights, including the right to reproductive health, are both essential in their own right and the key to sustainable development. At the ICPD, a Programme of Action for the next 20 years was adopted. This led to a major shift in the objectives and strategies of UNFPA.

At the ICPD+5, governments agreed on a set of key actions to further the implementation of the ICPD Programme of Action and adopted new benchmarks to measure progress. The Fund will assist countries in achieving the following goals:

- Halving the 1990 illiteracy rate for women and girls by 2005;
- Enrolling 90 per cent of boys and girls in primary school by 2010;
- Ensuring that 60 per cent of primary health care and family planning facilities offer a wide range of services by 2005, including family planning, obstetric care, and prevention and treatment of reproductive tract infections, including sexually transmitted diseases (STDs); and that 80 per cent do so by 2010;
- Providing skilled birth attendance at 80 per cent of all births globally, and at least at 40 per cent of all births where the maternal mortality rate is very high, by 2005;
- Reducing unmet needs for contraceptives by 50 per cent by 2005, 75 per cent by 2010, and 100 per cent by 2015;
- Guaranteeing that, by 2005, 90 per cent of 15–24 years-olds have access to information and services to help them avoid HIV infection, including the provision of condoms, voluntary testing, counselling and follow-up.

The Millennium Declaration and the plans of action based on the major international conferences guide the work of UNFPA as well as other UN funds and programmes. Although the Millennium Development Goals do not include a specific reference to reproductive health, they include indicators related to the goals and targets of education, maternal health and HIV/AIDS.

UNFPA addresses crucial survival issues at the individual, national and global level by helping developing countries to address population dynamics in relation to development. However, in many parts of the world, strong opposition persists to universal access to reproductive and sexual health care and services, youth friendly services, sexuality education, and rights to individual choices on sexual and reproductive health. Negotiations relating to the United Nations General Assembly Special Session on HIV/AIDS in 2001 and the continuing negotiations for the Special Session on Children, demonstrate the political sensitivity of these topics.

A new Executive Director for UNFPA was appointed at the beginning of 2001. Her main challenge is to maximise UNFPA's ability to deliver its programme and to make sexual and reproductive health and rights visible on the United Nations agenda. Three main areas have been emphasised as basic challenges for the years ahead:

Bringing universal principles and cultural values closer together

The universal principles of the ICPD and ICPD+5 must be translated into culturally positive and sensitive messages and programmes that people can understand, that they can relate to, and that they can act on. The challenge to UNFPA is to assist countries, while showing due sensitivity to unique cultural values and an infinite willingness to draw upon what is positive in terms of values and attitudes. In this way UNFPA can link its agenda to the universal principles of ICPD, and with universally recognised international human rights.

Strengthening the institutional capacity of UNFPA

To become an effective results-based organisation, the institutional capacity of UNFPA must be strengthened. UNFPA's strategic vision includes:

- the development of strategic midterm goals and operations;
- a human resources development strategy;
- a system that aims at sharing knowledge and enhancing communications;
- enhanced visibility of UNFPA

Mobilising resources

A priority area for UNFPA is the achievement of a solid financial base for its programmes and activities. The mobilisation of resources, including the identification of new sources of financial support, is crucial for UNFPA.

Goals

In order to strengthen the planning, budgeting and monitoring processes, UNFPA has adopted a strategic results framework that includes, among

other things, the Multi-Year Funding Framework (MYFF)¹ for 2000–2003. The MYFF constitutes a strategic tool for programme management and for monitoring results. It also provides an integrated framework for the financial resources required to achieve these results.

UNFPA's *goals* are expressed in the MYFF adopted by the Executive Board in 2000. They are as follows:

- All couples and individuals enjoy good reproductive health, including family planning and sexual health, throughout life.
- There is a balance between population dynamics and social and economic development.
- Gender equality and empowerment of women are achieved.

To achieve these goals, greater political commitment by governments, further development of national capacity, increased international assistance and more domestic resources will be required. There is also a strong need to develop and strengthen transparent partnerships with NGOs, religious groups, educational and academic communities, and the private sector.

Organisational development

Under the present Executive Director, a new cabinet leadership style has evolved that is characterised by shared leadership. One of the main objectives is to create a virtual organisation whose component parts at country, regional and headquarters level can interact on important policy issues and make field-voices heard. It also aims at empowering the representatives who, in turn, will empower their staff so that partnership is enhanced in the decision-making process. With the new organisation, policy decisions at the highest level can filter more quickly to other levels and thus make the organisation more effective.

¹ UNFPA, Report of the Executive Director for 2000; The Multi-Year Funding Framework, DP/FPA/2001/4/Part II

1.3 Resources

1.3.1 Financial resources

UNFPA's programme is financed through voluntary government contributions in the form of regular resources and "other resources". UNFPA's regular resources in 2000 amounted to USD 260 million and "other resources" to USD 103 million. Regular resources fell short of the USD 275 million projected for 2000 in the MYFF, while "other resources" exceeded the target by USD 63 million. However, this level of "other resources" was exceptional.

For 2001, contributions to regular resources are estimated at approximately USD 270 million and "other resources" at about USD 60 million. For the two-year period 2002–2003, UNFPA has projected USD 580 million for regular resources.

As illustrated in the table below, contributions to UNFPA increased during the ICPD process. This was followed by a downward trend and, by 1999, contributions had dropped to pre-ICPD levels. UNFPA responded to this decrease by drawing on its operational reserve and reducing expenditure through cost-saving measures. The operational reserve is now completely replenished. There has also been a modest increase in regular resources, although the financial situation has been negatively affected by the decline in value of European currencies against the US dollar².

Table 1

UNFPA. Income received 1991–2000 in regular resources and other resources (MUSD)

Year	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Total regular resources	224	238	220	265	313	309	293	279	254	260
Total other resources	8.8	13.1	15.6	10.3	15.9	20.2	29.4	30.2	37.9	103.0
Total resources	232.8	251.1	235.6	275.3	328.9	329.2	322.4	309.2	291.9	363

² Donors usually make contributions in local currencies which are then accounted for in US dollars

In 2000, the eight largest donors of regular resources were the following:

- | | | |
|--------------------|-------------------|------------|
| 1. The Netherlands | 4. Norway | 7. Sweden |
| 2. Japan | 5. United Kingdom | 8. Finland |
| 3. Denmark | 6. USA | |

UNFPA is experiencing financial constraints and the Executive Director is pleading to governments to increase their support for the coming years. UNFPA is also attempting to increase the number of donor governments. Moreover, UNFPA is trying to identify new sources of funding, such as the private and corporate sector. UNFPA's ability to visualise and present its work to a wider audience is crucial in this process.

1.3.2 Human resources

UNFPA is working in 140 countries and has offices in 110 countries. Country offices are small with few professional staff. In addition, UNFPA has set up regional teams called Country Technical Services Teams (CST) to provide technical support to country offices. As a UN organisation, UNFPA is guided by the principle of universality. Although it is rather a small UN organisation, it still has to perform functions of the same nature and complexity as larger organisations. A recently completed review of the Technical Advisors Programme (TAP) will have important implications for the future programme.

The total number of *staff at headquarters* is 242. No new posts have been established at headquarters since 1997. At its second regular session in 2001, the Executive Board approved the reclassification of a number of posts with the aim of strengthening the capacity of UNFPA to meet future challenges. *International staff* in field posts will increase to 91 in 2002–2003.

UNFPA has a strong field-orientation. The total number of *field staff* increased from 458 to 776 in the 1990s and will increase to a proposed 778 in 2002–2003. The proportion of field staff in relation to total staff continues to increase – from 66% in 1990–1991 to 74% in 2002–2003. When it comes to gender, UNFPA has a good balance: on the basis of all the staff it is 50/50.

A large number of key staff will retire in the next few years. In order to make up for this loss of expertise, UNFPA is putting a succession plan into place to replace the staff that are retiring.

1.4 Sweden and UNFPA – a long-term relationship

Sweden played a vital role in the founding of UNFPA and has always been in the forefront in discussions on the link between population dynamics and poverty in relation to contraception. Before and during the ICPD, Sweden played a very active role in promoting a paradigm shift that led to a broader view of population and contraception, putting sexual and reproductive health and rights and the right of individuals to make their own personal and free choices in focus. The shift led to closer and stronger relations between Sweden and UNFPA.

These closer relations resulted in a dialogue with UNFPA on how to implement the programme of action of ICPD at country level, with particular emphasis on sexual and reproductive health, including maternal health, HIV/AIDS, adolescents, gender issues, and violence against women including female genital mutilation. Sweden emphasised the need of clarifying the mandate of UNFPA in relation to the mandates of other UN organisations, since ICPD in Cairo led to a broadening of the UNFPA mandate. Together with other member states, Sweden promoted the introduction of a strategic results framework of which MYFF and results-based management are important components.

Sweden has encouraged UNFPA to actively support the implementation of ICPD and ICPD+5, underlining the role of men, health care and other services for adolescents, HIV/AIDS, health care services for unsafe abortions, and the linkage between population dynamics and development. More recently, UNFPA has asked for Swedish support to enhance its capacity on sexuality issues in the context of sexual and reproductive health.

In 2001, Sweden's contribution to UNFPA's regular resources amounts to SEK 160 million. This gives Sweden seventh place among donor countries. During and after Cairo, Sweden had a higher position. The lower position is partly due to the fact that countries such as the Netherlands and Norway have increased their contributions. As a comparison, Sweden's rank among donor governments is third in UNICEF and fifth in UNDP.

In addition, Sweden contributes limited amounts to "other resources".

Table 2

UNFPA. Swedish contributions to regular resources and other resources 1991–2000 (MUSD)

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
MUSD	21.4	26.6	17.7	18.6	16.5	17.5	15.2	16.1	16.7	18.5
% of regular resources	9.6%	11.2%	8.1%	7.0%	5.3%	5.7%	5.2%	5.8%	6.6%	7.2%
Rank regular resources	5	4	6	8	7	8	8	8	7	7
Total "other resources"	8.8	13.1	15.6	10.3	15.9	20.2	29.4	30.2	37.9	103.0
Sweden "other resources"	0.4	3.6	0.7	–	0.4	–	1.1	0.2	0.8	0.5
% of "other resources"	4.5%	27.5%	4.5%	0.0%	2.5%	0.0%	3.7%	0.7%	2–1%	0.5%
Rank "other resources"	5	1	8	–	7	–	5	11	7	9

In 2001, there are no Swedish professional staff among the regular staff of UNFPA, but there are three Junior Professional Officers. In view of Sweden's extensive experience and interest in sexual and reproductive health and rights, the potential to recruit Swedish professional staff exists. Likewise, the procurement of goods and services (consultants) could be increased.

Shared goals and common interests have brought about close cooperation between UNFPA and Sweden that has been characterised by partnership, dialogue and mutual support. Given the political and cultural sensitivity of UNFPA's mandate, it faces great challenges. With its long experience and strong position in respect of women's empowerment, sexuality education and sexual and reproductive health and rights, Sweden has a key role to play in supporting UNFPA.

2 Assessment

Sweden's assessment of UNFPA, as it stands today, is presented under five headings: Comparative Advantages, Organisational Capacity, Policy and Programme Development, Coordination and Partnerships, and Financial Resources.

2.1 Comparative advantages

UNFPA's focus on population and development, reproductive health, including family planning and sexual health, and gender equality is in full agreement with Swedish development priorities.

The strengths of UNFPA are its neutrality, impartiality and universal presence, and the trust it enjoys among host governments and other partners. It is in a unique position to build mutually beneficial relationships among stakeholders that will support, advance and implement the goals of Millennium Declaration and the recommendations made at the International Conference on Population and Development (ICPD) and its follow-up conference, and to create an enabling environment for the discussion of cultural sensitive issues, such as sexual and reproductive health and rights.

Of additional value is its multidimensional perspective on population dynamics and development.

It is an important asset for UNFPA to be a close ally and trusted partner of governments. However, it has sometimes been difficult for UNFPA to take a critical stance and to conduct a policy dialogue with governments without compromising the universal ICPD and ICPD+5 commitments and the goals of the Millennium Declaration.

UNFPA is in a unique position to advocate the goals of international development, especially those related to sexual and reproductive health, HIV/AIDS and gender. In this respect, the organisation has a great asset in its prime advocacy tool, the State of World Population report. This helps enhance UNFPA's capacity to conduct a policy dialogue and to play its role as a broker and facilitator.

2.2 Organisational capacity

A new leadership culture is being developed. UNFPA has ambitions to become a truly learning organisation. Necessary decisions on organisational restructuring and reorientation of programme priorities have been taken and will be implemented step by step.

UNFPA has made headway in results-based management. The Strategic Results Framework contributes to transparency and credibility and facilitates an analysis of achievements in relation to objectives and resource allocation. Annual results reports are already useful but need to be further improved as methodologies are refined.

UNFPA should be assessed mainly on its relevance and impact at country level. Performance and results have steadily improved over time, but vary between countries. The effectiveness of a country office depends to a very high degree on the professional skills and sensitivity of the representative.

2.3 Policy and programme development

UNFPA's focus on population and development, sexual and reproductive health and rights, as well as gender equality, are in agreement with Swedish development priorities.

In the past, UNFPA has successfully developed its strategies, policies and programmes. Now more attention needs to be paid to management systems and reporting.

UNFPA has implemented a substantial policy shift with regard to population dynamics and poverty eradication and their relationships with sexual and reproductive health and rights and women's empowerment.

With the potential threats and risks to this new policy direction that exist today, and in view of the financial constraints, the organisation needs to continue to demonstrate that it will promote and report on the implementation of the ICPD agenda.

Following the ICPD, the policies and programmes of UNFPA have evolved, and now reflect a broader notion of reproductive health and rights and a more holistic approach to population and development issues.

UNFPA has successfully supported HIV prevention and is one of the few organisations that recognises young people's needs, especially in relation to sexual and reproductive health. The organisation has also pointed out the need to enhance the knowledge and awareness of young people in terms of sexuality issues. There is a potential for UNFPA to give more open support and deal with matters related to sexuality, as well as human rights.

The ICPD recognised unsafe abortion as an important public health issue. At ICPD+5, governments agreed that, where abortion is legal, health systems should train and equip health service providers and take other measures to ensure that such abortions are safe and accessible. However, as abortion is still illegal in many countries, UNFPA is finding difficulties in addressing issues related to abortion within the framework of ICPD.

UNFPA has been successful in mainstreaming gender in its policies and programmes. Gender equality, the role of men and women's empowerment are key programme areas and one of the three MYFF goals, as mentioned above.

Hitherto, issues relating to sustainable development have not been sufficiently mainstreamed, even though some work is being undertaken that links population and development with the environment, for example the World Population Report 2001.

UNFPA has not yet sufficiently developed a rights-based approach to programming. The application of a human rights based approach to programming would enhance programme development and dialogue.

One positive trend is that UNFPA is gradually moving from the project to programme level. It is appreciated that UNFPA is taking an active part in mechanisms of programme support at the country level, such as Sector Wide Approaches (SWApS).

UNFPA is making efforts to bring universal principles and cultural values closer together, i. e. to build on positive cultural values when adapting the universal principles to local situations. This task needs to be handled with sensitivity and good judgement. In this process, it is imperative that universally recognised international human rights, and the goals of ICPD and ICDP +5 are not compromised.

2.4 Coordination and partnerships

The coordination of the UN system at the country level under the leadership of UNDP has been notably improved. As a rule, UNFPA has played an active and positive role in this process, although experience varies from country to country.

The harmonisation of programme cycles of major UN organisations, including UNFPA, has come a long way. Attention now needs to focus on the harmonisation of planning and administrative systems, rules and regulations. The ultimate goal should be for UN organisations in the field to plan their country programmes in a coordinated manner and, whenever it makes sense, to design and plan programmes jointly. This process is only at an initial stage.

2.5 Financial resources

UNFPA has a strategic role on the development stage, which could be further developed if the organisation were to receive additional resources. The regular resources available to UNFPA are insufficient and a serious threat to the universal presence of the organisation and its ability to fulfil its mandate. A major challenge for UNFPA is to work strategically to make the most of a situation in which limited resources are allocated to the country and regional level. In order to mobilise more resources and attract new donors, UNFPA needs to continue its efforts to become more visible.

A strong, multi-year, commitment-based approach is needed to return the resource base to a consistent pattern of growth and put the organisation on a clear path to meet agreed goals and targets. Unless a sustainable system of long-term financing can be agreed upon, there is a risk that UNFPA will not be able to fulfil its commitments and maintain its leading position to promote the ICPD programme and the key actions of the follow-up conference.

3 Proposal: Towards a strengthened partnership with UNFPA

Part 3 of this document contains the proposal that outlines Sweden's support to and relations with UNFPA in the four-year period 2002–2005. It is based on the Introductory Framework, the background and analysis in Part 1, and the assessments of UNFPA in Part 2 of this document.

3.1 Motives for Swedish support

The Millennium Development Goals, declarations adopted at the major international conferences, the commitment to human rights treaties and Sweden's own development objectives guide Sweden's international development cooperation. Multilateral development cooperation is a vital part of Sweden's ODA. The strong and consistent support given to UNFPA is part and parcel of Sweden's foreign policy of promoting a strong United Nations. The mission, principles and priorities of UNFPA are consistent with the objectives of Swedish development cooperation.

Through active engagement in the governance of UNFPA, Sweden and other member states can influence the development agenda at the global, regional and national level, as related to UNFPA's mandate. This is particularly important since UNFPA, thanks to its multilateral character, neutrality, impartiality and universality, is in a unique position to advise governments on national policy reform and the development of sustainable and equitable policies related to population issues.

The support to UNFPA is given in recognition of the need for a stronger regular budget and a generally positive assessment of the organisation, particularly with regard to the recent reforms which are shaping a better structured, focused and results-oriented UNFPA. It is also motivated by the trust and confidence that UNFPA enjoys in programme countries and its capacity to respond to national priorities. Sweden's active involvement and dialogue with UNFPA is based on shared values and common interests and a spirit of constructive criticism aimed at strengthening UNFPA's capacity to adapt to its challenging new role.

Contributions to the regular budget and co-financing are two ways of supporting UNFPA. Sweden may consider *co-financing* UNFPA's work at regional or country levels, particularly where Sweden does not have sufficient presence or administrative capacity and UNFPA's capacity and work modalities are considered adequate. Another motive for working through UNFPA could be to support countries in crisis and post-conflict situations where UNFPA, as a multilateral organisation, has a comparative advantage. Working together in the field could create mutual benefits for UNFPA and Sweden in terms of developing innovative approaches and learning from each other with the aim of creating more effective programmes.

3.2 Swedish positions

The Swedish positions presented below are based on the assessment made of UNFPA's strengths and weaknesses in Part 2. The positions refer to a selected number of issues on which Sweden has taken a firm stand. They provide guidance on issues to be promoted at various levels of interaction between Sweden and UNFPA at headquarters and country levels.

Governance of UNFPA

In order to improve the guidance of UNFPA by the Executive Board, Sweden will work actively with the secretariat and other board members to develop more effective modalities of work, e.g. a problem-oriented approach and an interactive dialogue among board members, including member countries.

Organisational capacity

Considerable efforts have been invested in the Multi-Year Funding Framework (MYFF), where the specific goals for UNFPA have been set. MYFF should remain the central programming tool and should not be compromised.

Systems for effective human and financial management and timely reports on co-financed projects need to be improved in order to maintain the level of support.

Policy and programme development

UNFPA should approach population dynamics and development issues, including sexual and reproductive health and rights, within the broader context of poverty eradication at the global, regional and country level. There should be a strong focus on *poverty reduction* in all areas of UNFPA's work. UNFPA should make use of the CCA/UNDAF processes at the country level to promote specific UNFPA issues.

Crosscutting issues, particularly HIV/AIDS and gender equality, need to be taken into account in all policies and programmes.

UNFPA needs to develop and implement a systematic rights-based approach to programming.

UNFPA is playing the lead role in relation to issues, such as

- Young people and sexuality
- Sexual health and rights, including issues relating to violence and Female Genital Mutilation (FGM).
- Gender equality and especially the inclusion of men

The organisation has reason to be proud of its achievements. Nevertheless, approaches and methodologies need to be further developed.

Demographic changes need to be taken into account when designing policies and programmes, for example ageing populations and the consequences of HIV/AIDS. The relationship between demographic changes and economic growth requires increased attention.

UNFPA should participate actively in *Sector Wide Approaches*, PRSPs and other joint initiatives among development actors. When doing so, UNFPA should advocate universal access to sexual and reproductive health care and services and population dynamics, as part of poverty reduction strategies.

Within the framework of the Millennium Declaration and the ICPD Programme of Action, UNFPA support at country level should reflect national needs and priorities as defined in the CCA and UNDAF processes. Programme support and procurement and provision of commodities should aim at building capacity for national procurement of repro-

ductive health commodities. It is only in this way that sustainable development can be achieved.

UNFPA must energetically play the role it has been given within the framework of UNAIDS: capacity building with regard to issues related to population dynamics and reproductive health, including life skills, sexual education and the prevention of HIV. In this context, adolescents form a particularly important target group.

Coordination and partnerships

In view of its limited resources in relation to its mandate, UNFPA must play a catalytic role and act as a broker. Partnerships are essential for the achievement of results.

Since it is a comparatively small organisation, UNFPA should continue to build and strengthen alliances with bilateral agencies, national and international institutions and civil society in order to achieve maximum impact. This will require that action be taken at the inter-agency level, as part of the UNDG process, as well as at operational level in programme countries.

UNFPA should work closely with WHO and UNICEF in order to avoid duplication of effort.

Financial resources

Member states are encouraged to make a maximum effort to increase their contributions to the regular budget of UNFPA. New mechanisms should aim at making funding more regular and predictable. The donor base must be broadened and a more reasonable degree of burden-sharing achieved. Sweden will join other donors in ensuring that a sustainable system of long-term financing is achieved.

Contributions to "other resources" must not distort the MYFF or programme and country priorities. All co-financing proposals must be fully consistent with the MYFF goals, UNFPA principles and UNFPA objectives.

All Swedish support to UNFPA – whether it is provided for the regular budget or the co-financing of UNFPA projects – is given in support of UNFPA and its mandate as a vital and unique development organisation in its specific area of work.

3.3 Objectives

From the Swedish viewpoint, the overall objective of the development cooperation of the United Nations system is

To support programme countries in their efforts to achieve the Millennium Development Goals and to realise commitments made in relation to international human rights treaties and major international conferences

To contribute to this overall objective, the specific role of UNFPA is to help *member states reduce poverty* by providing policy advice, advocacy and programme support in the following areas, as defined in the Multi-Year Funding Framework:

- All couples and individuals enjoy good reproductive health, including family planning and sexual health, throughout life.
- There is a balance between population dynamics and social and economic development.
- Gender equality and empowerment of women are achieved.

Specific objective of Swedish support to UNFPA 2002 – 2005

Together with other member states, Sweden will help strengthen the capacity of the organisation to fulfil its mission and mandate, as formulated in the MYFF. A specific objective of the Swedish support during the strategy period will be to *enhance capacity development in UNFPA* in a transparent way. In particular UNFPA should:

- strengthen *its advocacy and dialogue capacity* on issues which are at the core of its mandate;
- continue to develop *the rights-based approach* in policies and programmes throughout the organisation, in all parts of its work;
- enhance *its intellectual and analytical capacity* to deal with emerging population and development issues.

3.4 Instruments

To achieve the specific objective stated above, Sweden shall make use of various instruments, as outlined below. These instruments will be applied at the national, regional and headquarters levels, as relevant. The same MYFF priorities will guide decisions on both regular and co-financing resources. In all of these areas, the active involvement of the Ministry and Sida, as well as the embassies, is required. Annual plans defining priorities and the division of responsibilities may be drawn up.

3.4.1 The Executive Board

The Executive Board represents an important platform for Sweden's policy dialogue with the Secretariat and other member states to promote the development agenda and mandate of UNFPA and to establish effective links between the two. Sweden will also use this platform to raise the issues mentioned in section 3.2 and argue for the need to strengthen the capacity of UNFPA in the areas defined in 3.3. Efforts shall be made to build alliances with other board members and DAC countries, as well as programme countries.

Sweden's statements in the Executive Board are naturally based on political considerations, but they also reflect the aggregated Swedish experience of development cooperation and normative work. Consistency between statements made in the Executive Board of UNFPA and positions taken in other development fora must be ensured.

Sweden's ability to express well-founded opinions on development issues, particularly in operational terms, depends to a great degree on the quality of input received from the field. Therefore, Swedish embassies will be required to be well informed about UNFPA's performance at the country level and to report regularly to the Ministry and Sida.

3.4.2 Financial contributions

The regular budget

For reasons mentioned above under 3.1, Motives for Swedish support, Sweden intends to continue to provide substantial support to the regular budget. The contribution for 2002 is SEK 185 million. The aim is that

the Swedish contribution shall increase gradually in the following years, provided that the Swedish appropriation for international development cooperation so permits, and that UNFPA's reform process continues and leads to further improved performance. Sweden shall aim at enhancing the predictability of its contributions to UNFPA.

Co-financing at the global, regional and country level

The principles outlined for co-financing under 3.1 above, Swedish motives, will help guide decisions to enter into co-financing agreements with UNFPA.

Sweden may consider co-financing when UNFPA can offer well-designed proposals that are consistent with Swedish regional or country strategies and established priorities. Such programmes are financed from the bilateral allocation and considered part of Sweden's bilateral programme.

3.4.3 Consultations

Headquarters level

As the main element of the dialogue between Sweden and UNFPA, bilateral consultations will be held on a regular basis. This will provide opportunities to discuss selected policy issues, follow up specific areas of Swedish support to UNFPA, and consider joint initiatives. In consultation with UNFPA, Sweden may wish to undertake field trips to become acquainted with UNFPA's work at first hand and to assess its performance.

Country level

UNFPA projects/programmes co-financed by Sweden will be subject to regular follow-up by Swedish embassies or Sida, based on UNFPA's reports, as outlined in specific agreements between UNFPA and Sweden.

In partner countries where Sweden has a significant development presence and/or is involved in specific UNFPA issues, Swedish embassies shall engage in a dialogue with UNFPA, not only in relation to co-financed projects, but also with regard to the overall role of the organisation at the country level. The dialogue shall be guided by the positions, priorities and proposals contained in this strategy. Embassies will be asked to report back to the capital periodically.

3.4.4 Joint initiatives

Sweden and UNFPA may wish to take joint initiatives to further common interests, for example to arrange seminars or training on pertinent topics, organise events for mutual learning, undertake joint evaluations or issue publications. There is potential for collaboration in a number of areas, such as women's empowerment, sexual and reproductive health and rights, adolescent sexual health and rights, gender equality, HIV prevention, male involvement and sexuality education.

UNFPA possesses considerable intellectual and analytical capacity and is pioneering studies and analyses of several emerging issues. A case in point is the State of World Population. UNFPA conducts studies, builds networks and edits publications on a number of subjects of interest to Sweden.

Sweden has high levels of expertise to offer, particularly in some substantive areas where UNFPA is working. Sweden also has experience to share, for example on how to deal with the issue of sexual and reproductive health and rights. In some instances, Sweden may be helpful in raising issues that are sensitive to UNFPA.

3.4.5 Swedish presence in UNFPA

In view of Sweden's strong support to UNFPA and the availability professionals with a relevant background, it is reasonable and desirable that the number of Swedish staff be increased. Having said this, Sweden recognises the responsibility of the Executive Director to manage the human resources of UNFPA, including staff recruitment. Sweden will facilitate such recruitment by finding and proposing highly qualified candidates among Swedish nationals for consideration by UNFPA.

The Junior Professional Officer Programme is considered an important instrument, both for contributing staff capacity to UNFPA and for giving young Swedish professionals an opportunity to gain experience. A main purpose of the JPO programme is to maintain a resource base for future recruitment of middle and senior level staff.

Sweden shall assist UNFPA in soliciting competitive tenders among Swedish firms in terms of services and goods.

Appendix

Tables showing Swedish contributions to UNFPA.

Table 1

UNFPA. Swedish contributions to regular resources 1997–2002 (MSEK)

1997	1998	1999	2000	2001	2002
116	125	140	68	160	185

Table 2

UNFPA. Swedish contributions to co-financing 1998–2000, disbursed (MSEK)

1998	1999	2000
0	6.2	5.6

Table 3

UNFPA. Swedish co-financing per sector, disbursed, year 2000.

Sector	MSEK	% of total
Health	5.7	100

Table 4

UNFPA. Swedish co-financing per region, disbursed, 2000.

Region	MSEK	% of total
Africa	3.5	62
Latin America	2.2	38
Total	5.7	100

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1 Background

1.1 Towards a new vision for UNICEF

About 1.8 billion children live in developing countries, where they make up about half of the population. As outlined in the *Introductory Framework*, the children of the world today face a host of challenges such as poverty, exclusion, discrimination, armed conflict, other types of violence and HIV/AIDS. Girls and children with disabilities are especially affected.

Substantial progress has been made over the past decade towards the goals of the World Summit for Children, (WSC)¹ and the Millennium Development Goals (MDGs)², especially in the areas of mortality reduction, school enrolment and nutrition. Less progress has been seen in the achievement of other goals with more complex causalities such as protein energy malnutrition, maternal mortality, quality of education, exploitation of children and improved sanitation and hygiene.

The Convention of the Rights of the Child (CRC) has increasingly come to influence the attitudes and actions of nations, societies and individuals towards children. The obligation of the State towards the rights of the child is being emphasised and the process of translating the goals and principles of the CRC into national legislation and policies is advancing. Children's issues are now occupying more space on the political agenda. The work for children has begun to shift towards a rights-based approach that challenges institutional frameworks and work processes as well as people's attitudes towards children. The international debate on child rights in the 1990s focused on the following issues:

- the role of society as a whole to be committed to children,
- the need for integrated approaches to the development of children,
- the importance of the family and the community for the development of the young child,

¹ The World Summit for Children in 1990

² Goals adopted by the Millennium Summit of the United Nations General Assembly, September 2000

- children as subjects of rights and consequently the need to listen to their views,
- specific discrimination against the girl child and its consequences for the child and the long-term development of societies,
- the importance of early childhood development,
- HIV/AIDS as a new threat to children,
- the importance of quality in the provision of health and education services and the role of entire systems for effective delivery of social services,
- the need for special protection for children against abuse, exploitation, violence and discrimination,
- the need to see adolescents as a distinct group with specific needs and problems; the potential of adolescents to work for solutions to their situations.
- the importance of targeting young adolescents in programmes such as education, health, sexual and reproductive health, drug prevention, AIDS and life skills
- the situation of children with disabilities as an issue of discrimination and protection of human rights rather than a medical problem,
- the right of girls and boys to protection in situations of war and armed conflict
- the importance of interactive education for the security and psychosocial development of children in emergencies.

The mandate given to UNICEF by the United Nations General Assembly, and its key strategic role in the UN system, is to advocate the protection of child rights, to help meet the basic needs of children (0–18 years) and to expand their opportunities to reach their full potential. UNICEF is both a humanitarian organisation and a development agency. UNICEF has the responsibility for operationalising the norms and standards set by the

Human Rights Commission, Human Rights treaties and treaty bodies, international conferences and the normative framework developed by relevant UN normative agencies, especially UNESCO and WHO. The CRC, CEDAW, the plans of action of the WSC and the Millennium Summit Declaration provide special challenges to UNICEF and help define its role in the international system.

UNICEF's mission is to:

- advocate the protection of children's rights, to help meet their basic needs and to expand their opportunities to reach their full potential,
- be guided by the Convention of the Rights of the Child and strive to establish children's rights as enduring ethical principles and international standards of behaviour towards children,
- mobilise political will and material resources to help countries, particularly developing countries, ensure a first call for children and to build their capacity to form appropriate policies and deliver services for children and their families,
- ensure special protection for the most disadvantaged children – victims of war, disasters, extreme poverty, all forms of violence and exploitation and those with disabilities,
- respond in emergencies to protect the rights of the child. In coordination with other UN agencies it facilitates rapid response to relieve the children and those who provide their care,
- give priority to the most disadvantaged countries and the countries in greatest need.

(Mission Statement 1996)

The vision of UNICEF reflects the Millennium Development Goals. UNICEF is committed to peace building and poverty reduction through investment in children. It works actively to promote a world where leaders are committed to use their power and influence to secure the rights and opportunities of every child to grow to adulthood in health, peace and

dignity. In such a world, the best interest of the child, nondiscrimination, the participation of children and commitment to their survival and full development are basic principles. Governments, private sector bodies and civil society collaborate through broad coalitions and partnerships to achieve this vision.

1.2 UNICEF in transition

UNICEF has worked for the survival, growth, development and wellbeing of children since 1946. Originally created as an organisation for children affected by war and emergencies, its mandate was changed in 1950 to include long-term development in support of children and women. From the 1950s to the 1980s, UNICEF combined a humanitarian and development role and focused on service delivery of immunisation, nutrition, low-cost community based services, water and sanitation and, to some extent, education.

In the 1980s, UNICEF increased its emphasis on support to public service delivery, aiming at rapid achievement of global goals, in particular Universal Child Immunisation (UCI), by 1990. UNICEF made important achievements and became known as an effective, decentralised, field-oriented and operationally skilled agency. Its working methods, which sometimes promoted separate structures parallel to those of government, were criticised.

A widened mandate

Through the rapid, almost universal, ratification of the CRC and the goals of the WSC, the scope of UNICEF's mandate expanded in the early 1990s. The mandate now includes all age groups between 0 and 18 years, and focuses on survival, child development, protection, and participation in an integrated approach to development in stable situations and emergencies.

The rights-based approach:

- UNICEF should support governments to promote, protect, fulfil and monitor the principles and the rights of the CRC and CEDAW.

- UNICEF should work in such a way that the local ownership and participation are promoted, national and community capacities are built and people are empowered to better demand their rights. (*Guidelines for A Human Rights Approach to programming, 1998*)

The multi-donor evaluation of UNICEF in 1992, the management review in 1994 and the guidelines for a Human Rights Approach to programming in 1998 still constitute a challenge to UNICEF. They promote:

- a rights-based approach in all programming,
- a balance between support to advocacy, legislation, policy and programme interventions,
- result-based management,
- improved efficiency in management,
- sustainability, ownership and capacity development of institutions
- increased efforts in respect of advocacy,
- empowerment of the target group,
- increased partnership and collaboration in development.

Organisational development

In the 1990s, UNICEF focused on the adaptation of global goals to national and local situations within a framework of global standards, improved financial systems, management procedures, information resource management and human resources development. Result-based management was introduced and the audit function was strengthened.

UNICEF continues to be committed to a highly decentralised structure made up of seven regional and 121 country offices covering 161 countries. The responsibility for the programmes rests with the country offices led by UNICEF country representatives. The regional offices oversee the country offices and provide guidance and advice to the country offices. The main task of headquarters is to provide overall strategic direction and guidance for the entire organisation, conduct key evaluations, lead global communication efforts and oversee funding.

Evaluation and organisational learning are essential components of performance management, which follows result-based and result-oriented strategies. The evaluation function has hitherto been restricted to the levels of projects and thematic programmes.

Strategies are gradually changing. Its widened mandate and demands for effectiveness have had the result that UNICEF has moved away from purely technical solutions, vertical programmes, and parallel structures. Instead it is working towards an integrated approach that addresses the complex causes of problems that hinder the realisation of child rights. However, the renewed commitment to vaccinations appears to counteract this trend.

The guidelines for the human rights approach emphasise government ownership of processes and capacity building. These strategies are gaining priority. Empowerment of target groups is also given more importance, mainly through the transfer of knowledge and skills in human rights, encouragement of target group organisations, and through alliances with organisations in civil society. Through support to empowerment and capacity building at both community and national level, UNICEF helps facilitate a dialogue between national leadership and representatives of the communities and local government.

The Medium Term Plan 1998–2001 represented a shift towards a greater degree of results-based strategic management in UNICEF. The Multi-Year Funding Framework, (MYFF), adopted by the Executive Board in 2001, integrates organisational priorities and major areas of action, resources, budget and outcomes. It contains a four-year Medium Term Strategic Plan (MTSP) for 2002–2005, which governs UNICEF's work in combination with the country programmes.

Policy and programmes

The introduction of a human rights approach to programming has encouraged a stronger focus on groups subjected to discrimination; disparity reduction; reaching the unreached, the most disadvantaged and most vulnerable; people's participation; children's participation; government ownership and sustainability. It has also led to an enhanced policy dialogue, support to legislation reforms, institution building and a more pronounced responsibility for human rights by the state.

In 1994, the UNICEF policy on gender equality and the empowerment of women and girls called for a shift from a “women-in-development” approach to a “gender” approach. This has led to the integration of gender concerns as a crosscutting theme and the promotion of gender equality in country programmes.

During the 1990s, UNICEF adopted a more holistic perspective on the survival, development and protection of children. New policies were developed for water, environment and sanitation, integrated early childhood development, health, education, child protection, children in emergencies, communication and resource mobilisation. The need of adolescents to fully develop their capacities in safe and enabling environments was given more attention.

Collaboration and partnership

UNICEF is working less on its own and more in partnerships. The increasing involvement of UNICEF in PRSPs and in the development of health and education systems, including sector-wide approaches (SWAPs), are examples of this trend. Increasing collaboration with civil society at the international, national and local levels is another example.

Future priorities

The MTSP for 2002–2005 is placed in the context of a rights-based approach and result-based management. It states that all phases of the programme process must be guided by the principles of the CRC and that a conflict perspective should be mainstreamed into all regular programmes.

UNICEF will promote actions that can break the cycle of poverty for one generation and thereby promote the following three outcomes for all children:

- *A good start to life*, nurture, care and a safe environment that enables them to survive and be physically healthy, mentally alert, emotionally secure, socially competent and able to learn;
- The opportunity to complete *a good quality basic education*;
- For *adolescents*, the opportunity to develop fully their individual capacities in safe and enabling environments that empower them to participate in, and contribute to, their societies.

Five interrelated organisational priorities for 2002–2005 cover all three outcome areas mentioned above and include:

- girls' education,
- integrated early childhood development,
- immunisation, micro nutrients and development of health systems
- fighting HIV/AIDS
- improved protection of children from violence, exploitation, abuse and discrimination.

1.3 Resources

1.3.1 Financial resources

Of all the Official Development Assistance, (USD 50 billion), that flows to developing countries, only about 2% is provided by UNICEF, down from 6% in 1990.

UNICEF's funding base is unlike that of any other UN Agency. Support is received from three sources (share of total in parenthesis):

- 1) Governments (62%);
- 2) National committees in 37 countries, which raise funds through public campaigns and commercial operations (35%);
- 3) The private sector and international organisations (3%).

This makes UNICEF less dependent on government funds than other UN funds and programmes. UNICEF receives voluntary funding for two types of resources: 1) regular resources and 2) other resources. Regular resources are untied and used in accordance with UNICEF priorities as determined by the Executive Board. 'Other resources' are earmarked contributions to specific projects. Some of the 'other resources' are given for programmes in emergencies.

Table 1

UNICEF income received 1991–2000. Regular resources and other resources (MUSD)

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Regular Resources	506	548	509	535	537	551	547	571	589	564
Other Resources	301	390	357	471	474	393	355	395	529	576
Total	807	938	866	1006	1011	944	902	966	1118	1140

The total income of UNICEF in 2000 was USD 1,140 million, which represents an increase of 2% compared to 1999. Total programme expenditure amounted to USD 1,020 million, an increase of 5% compared to 1999. Of the expenditure, 87% was on direct assistance to programmes and 13% on programme support.

Despite the overall growth in total resources, the continuing stagnation in regular resources is of concern. In 1989 regular resources were 75% of the total budget of UNICEF. In 2000, they reached a low of 49%. Reversing this trend remains a top priority for UNICEF. The ability of UNICEF to fulfil its mandate depends on having an adequate and secure regular funding base that guarantees its multilateral, impartial and universal character.

In 2000, the top ten contributors to regular resources were: 1. United States, 2. Norway, 3. Sweden, 4. United Kingdom, 5. Japan, 6. Denmark, 7. Netherlands, 8. Finland, 9. Switzerland, and 10. Italy.

About 67% of UNICEF's expenditure was spent in Least Developed Countries, (LDCs), and 38% in Sub-Saharan Africa. In 2000, as in previous years, the largest single share, 35% of UNICEF programme expenditure, was in the area of health. Some 16% was spent on basic education, 10% on water and environmental sanitation, and 8% on community development and gender programmes. Some 7% was directed to child protection.

1.3.2 Human resources

UNICEF employs 5,700 people of which 23% are internationally recruited professional staff. About 86% of the staff work in the field-offices. UNICEF is giving high priority to increasing the ratio of women in professional posts. At present, 42% of the internationally recruited staff and 32% of the country representatives are women. In senior positions, the percentage of women has increased during the 1990s.

In the next few years, UNICEF intends to strengthen its human resource capacity, adapting its staff profile to the requirements of the MTSP.

1.4 Sweden and UNICEF – a longterm relationship

Ever since the creation of UNICEF in 1946, Sweden has been a strong partner. Sweden has consistently provided financial support, as well as political and moral support. Sweden's annual financial contributions to UNICEF started to increase in the 1960s and Sweden was the largest or second largest donor until 1999. In 2000, Sweden was the fourth largest donor to all resources and the third largest donor to regular resources. In 1999, UNICEF received 4.3% of Sweden's total ODA-contribution.

In 2001, Sweden's contribution to UNICEF's regular resources amounts to SEK 297 million, equivalent to about USD 27.3 million. This is 15% of the total contribution of Sweden to the regular resources of United Nations' funds and programmes. As shown in the table below, the total contribution in USD in 2000 was little more than half of the contribution in 1991. One reason is that the Swedish contribution has decreased; another is the increasing strength of the US dollar.

Sweden is one of the major contributors of 'other resources', so called co-financing or multi-bi. Support of this type forms part of Sweden's bilateral country programmes and is financed by bilateral funds. The level of Swedish funding to 'other resources' has varied from SEK 491 million (USD 82 million) in 1992 to SEK 229 million (USD 25 million) in 2000. The table below show Swedish commitment in funding to UNICEF regular resources and 'other resources' from 1991 to 2000. Appendix 1 describes the actual expenditure of Sweden from 1998 to 2000. The pay-

ment to ‘other resources’ is based on reimbursements and therefore due to delay in programme activities etc. the amounts in the two tables might differ.

In the support to ‘other resources’ Sweden has mainly supported programmes for advocacy of child rights, social mobilisation, education for excluded and discriminated groups, child protection, rural community development, baby-friendly hospitals, water and sanitation and programmes for children in emergencies. In 2000, about 36% of the expenditure of Swedish co-financing/multi-bi support disbursed by Sweden to UNICEF was directed to children in emergencies. Of the earmarked Swedish support to the regular programme in 2000, about 40% of the expenditure was in the area of health, 30% in education, and about 20% in water and sanitation. About 10% was directed to child rights in general. About 42% was directed to Africa, 33% to Asia, 13% to Latin America and 11% to Eastern Europe. Only 1% represented global funds.

Table 2

Sweden's grants to UNICEF 1991–2000:

Amounts in MUSD and expressed as percentage of total grants.

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Regular Resources	59	72.4	44.2	48	40.3	42.5	37.4	32.1	32.9	31.2
as % of reg. resources	11%	13%	8%	9%	7%	7%	6%	5%	5%	5%
Other resources	42.4	81.8	53.7	65.5	69.4	49.1	33.8	43	36.7	24.7
as % of other resources	13%	14%	10%	13%	14%	12%	9%	10%	6%	4%
Total grant by Sweden	101.4	154.2	97.9	113.5	109.7	91.6	71.2	75.1	69.6	55.9
Sweden's rank ³	1	1	2	2	2	2	2	2	2	4

³ Sweden's rank among governments supporting UNICEF (regular and other resources combined).

In the 1990s, the number of Swedish professional staff working for UNICEF has ranged from 31 to 18. At present, there are 18 Swedish nationals, of whom four are at the level of director. In addition, there are some 20 Swedish Junior Professional Officers funded directly by Sweden. There are very few Swedish members of staff at the intermediate level. Procurement of goods and services in Sweden (consultancies) amounts to only some 2% of the total.

As a major supporter of UNICEF, Sweden is member of the Executive Board almost every year. Sweden has always taken a very active part in the work of the Executive Board. Finally, it is worth mentioning that shared goals and common interests have brought about close cooperation between UNICEF and Sweden that has been characterised by partnership and mutual support.

Sweden has consistently supported mechanisms that place the developing countries at the centre of development cooperation. Sweden supported the introduction of country programming in UNICEF, which allowed programme countries to exert a greater influence over their own development. Sweden has promoted the introduction of result-based management, the need for evaluation, and a rights-based approach to programming. The importance of working with adolescents, including sexual and reproductive health, as well as with children in need of special protection, including children with disabilities, was given prominence by Sweden in the 1990s. Sweden has also encouraged UNICEF to work with advocacy and to promote local ownership, long-term policy reforms, capacity building and empowerment.

2 Assessment

2.1 Comparative advantages

UNICEF has an important role to play in promoting human rights and advocating a multidimensional definition of poverty, since investing in children has proven to be an effective strategy. UNICEF works for an important target group, children and adolescents, which makes up 46–60% of the population in developing countries. The principles of universality and neutrality, together with the credibility and trust that the organisation enjoys, give it a unique position. These characteristics are special assets in situations of conflict and crisis.

2.2 Organisational capacity

The staff of UNICEF are known to be dedicated and identify with the goals of the organisation. Competent and well-connected local professional staff are an asset. UNICEF is action-oriented and works effectively. Its decentralised structure allows for decision-making and effective management of resources at country level and the adaptation of programmes to local needs. The flexible funding system allows UNICEF to formulate, assess and start projects rapidly. The high degree of decentralisation sometimes delays operationalisation of UNICEF strategies and innovative policies and guidelines. Despite the long period of decentralisation, the role of headquarters is unclear for some country offices. The follow-up of the implementation of policies and strategies is not yet satisfactory.

Most country programmes are based on high quality situation analyses that take into account the underlying causes of unfulfilled rights of children. This allows for sensitivity to the priorities of each specific country. In some countries UNICEF support still tends to focus on simple solutions rather than on addressing complex underlying causes.

A new administrative system was only recently introduced and there are difficulties in many country offices in following up expenditure at project and programme level.

Empowering the target groups around their rights through broad alliances with civil society is an important part of UNICEF's work. However, children's participation has only started to be promoted recently.

While progress has been made in promoting local ownership of development processes, long-term capacity building, promotion of sustainability, scaling up of initiatives and working for more complex integrated approaches, these strategies need to be better integrated in the work of UNICEF. Monitoring is sometimes more quantitative than qualitative.

The development of UNICEF into a learning organisation has been rather slow, one reason being its weak evaluation culture and limited exposure to external criticism. Exchange of experience among regions has not been promoted. A lack of thematic evaluations has hindered the systematisation of experiences.

2.3 Policy and Programme development

A gender perspective is developing and the human rights approach to programming is gaining ground. The general guidelines for programming with a human rights approach are of high quality. Experience gained from using the guidelines in programming has not yet been systematised. A good manual has been produced and staff training needs to be intensified. The need for indicators to measure impact on child rights is recognised but UNICEF needs better capacity in this area. In some country offices, the staff still lack a holistic, integrated approach to children's needs and rights and there is still a strong sector focus. Projects and programmes tend to aim at achieving simple results rather than at trying to change attitudes and developing processes and structures for delivery of services. The support provided for legislative and policy reforms has been successful in many countries. There are fewer examples of support for institutional development with the aim of achieving good governance for children. Lack of cooperation with UNDP on this issue is an obstacle in this respect.

UNICEF is an effective advocate of child rights at the international and national level. In the 1990s, it was successful in arguing for structural adjustment with a human face. It pointed out the effects of the policies of the Washington Consensus on people and especially children. The organisation has been very effective in promoting its image worldwide. UNICEF is known for excellence in communication, marketing and publishing. This has led to a wide funding base and public support. Communication through various media at country level is an important part of the work of UNICEF. One criticism has been that, at times, the messages are oversimplified and too general; another is that the receivers, including children, are not involved in developing and spreading the messages.

The lack of thematic evaluations makes it difficult to determine to what extent changes in policies, strategies and priorities have been effective. It is notable that, in spite of the extended mandate, health is still given highest priority in most country programmes. Despite recommendations in the multi-donor evaluation of UNICEF, programmes containing vertical solutions to complex problems are still given priority. One example is the renewed focus on immunisation. While involvement in health reforms and SWAPs is increasing, support to governments to develop rights-based policies on health and education is limited. Innovative programmes supporting the right to education and health have not yet been systematised.

The guidelines for education and child protection reflect a rights-based approach but a consolidated approach to programming for inclusive non-discriminatory education systems is still lacking. Participation of children in learning processes and planning is not sufficiently promoted. Girls and children with disabilities are still discriminated against and excluded in many of the programmes.

While the fight against HIV/AIDS is gaining priority, the sexual and reproductive health of adolescents has not received due attention. The same applies to psychosocial health of children.

In many cases, a project approach is still being used for programmes for children in need of special protection, early childhood development and adolescents. In these areas there is a lack of methods that can be

implemented on a large scale. A systematic multi-sector approach involving both government agencies and civil society has yet to be developed.

The proportion of funds provided for early childhood development, children in need of special protection, education of excluded groups and adolescents has hitherto been very low in most country programmes, which hampers the impact of the important policies in the member countries. The proposed increase in funds for integrated early childhood development and special protection in the MTSP 2002–2005 is promising.

In emergencies UNICEF is an effective channel for a relevant and rapid response to the situation of children and their families. The organisation promotes education and early childhood development in an excellent way. Experience gained of work in emergencies needs to be systematised. The gender and conflict perspectives could be given greater priority in all programmes.

2.4 Coordination and partnerships

The organisation is flexible and adapts to local priorities and is therefore often a good partner. However, it is criticised for counteracting local ownership by working in parallel with government structures. It often acts as an implementing agency rather than a supporting and catalytic partner.

Partnership and alliances are proving to be an effective way to mobilise UNICEF resources and enhance impact. The long-term country presence has enabled UNICEF to develop good networks and in-depth relationships. In many countries this is reflected in the way UNICEF's country strategies are being developed, with a range of partners. While progress has been made in building broad alliances at national and global level around child rights, UNICEF's catalytic role and potential to mobilise various actors and to provide exchanges of experience need further improvement. In many countries, UNICEF has not been active enough in promoting a common platform for the government, civil society and donors on child rights. Advocacy of child impact assessments within governments and other agencies needs to be given priority.

UNICEF is increasingly becoming actively involved in CCA/UNDAF processes in most programme countries. This provides a good entry point for promoting better analyses of discrimination, exclusion and the protection of child rights. Alliances with UNDP and the World Bank have only led on a few occasions to the mainstreaming of child rights in good governance and poverty reduction programmes. UNICEF has only recently become involved in the SWAPs and Poverty Reduction Strategy Papers (PRSP).

2.5 Financial resources

Through its effective advocacy, UNICEF has gained and developed a wide funding base and public support. The high percentage of resources that are still spent on the health and immunisation of young children counteract the new mandate of UNICEF, which is to focus on a wider age group and the wider mandate given by the CRC.

3 Proposal: towards a strengthened partnership with UNICEF

Part 3 of the document contains proposals for Sweden's support to and relations with UNICEF for the four-year period 2002–2005. It is based on the Introductory Framework, the background and analysis in Part 1 and the assessment of UNICEF in Part 2 of this document.

3.1 Motives for Swedish Support to UNICEF

The Millennium Development Goals, declarations adopted at the major international conferences, the commitment to human rights treaties and Sweden's own development objectives guide Sweden's international development cooperation. Multilateral development cooperation is a vital part of Sweden's ODA. The strong and consistent support given to UNICEF is part and parcel of Sweden's foreign policy of promoting a strong United Nations.

Swedish development cooperation has always had a strong focus on children. The White Paper on 'Democracy and Human Rights in Swedish development cooperation' of 1998 promotes the rights-based approach including the rights of the child and work against discrimination of women and people with disabilities. In 1999, Sweden developed specific guidelines for the promotion of child rights in developing cooperation. In a specific project from 1998 to 2001, the Ministry for Foreign Affairs has developed policies for the promotion of child rights, including policy guidelines on specific groups in need of special protection: children with disabilities, working children, in emergencies, children affected by HIV/AIDS, children in institutions and sexually exploited children. As an outcome of the project, the Swedish government will present a White Paper on child rights in Swedish development cooperation in 2002.

UNICEF's role as an advocate of child rights at the global level is valued by Sweden and the priority given to long-term development and the poorest and least developed countries is a complement to Swedish

development cooperation. The support is also given in recognition of the trust and confidence that UNICEF enjoys in programme countries, its flexibility and capacity to respond to national priorities and the absence of conditionality. The mission, principles and priorities of UNICEF coincide with the objectives of Swedish development cooperation. The difference of views between Sweden and UNICEF has referred more to modalities of work than in setting priorities.

Through their active engagement in the governance of UNICEF, Sweden and other member states can influence the development agenda at the global, regional and national level, as related to UNICEF's mandate. This is particularly important since UNICEF, thanks to its multilateral character, neutrality, impartiality and universality, is in a unique position to promote child rights and support governments to better fulfil the rights of the child in times of peace and in emergencies.

The contribution to the regular budget and to 'other resources' through co-financing of UNICEF projects at the regional and country level are two ways of supporting UNICEF as a vital and central actor on the development stage.

The support to the regular budget is given in recognition of the need for a stronger regular budget. Swedish support to UNICEF's 'other resources' should help UNICEF undertake more activities that promote its outcome areas and priorities as defined in the MTSP. All co-financing/multi-bi proposals must be fully consistent with UNICEF principles and UNDAF objectives.

Support to 'other resources', co-financing, should be based on one or more of the following motives:

- to work in areas identified in Swedish regional or country strategies in which UNICEF has special expertise that is superior to the expertise that Sweden can offer;
- to work in countries where Sweden does not have a sufficient presence or administrative capacity but where UNICEF's capacity and work modalities are considered adequate;
- to support countries in crisis and post-conflict situations where UNICEF, as a multilateral organisation, has a comparative advantage; to

strengthen national ownership, management and coordination by pooling resources to UNICEF; this will facilitate policy development and a transition to broader support modalities and national ownership;

- to create mutual benefits for UNICEF and Sweden in terms of developing innovative approaches and learning from each other with the aim of creating better programmes.

3.2 Swedish positions

The Swedish positions presented below are based on the assessment made of UNICEF's strengths and weaknesses in Part 2. The positions refer to a selected number of issues on which Sweden has taken a firm stand. They provide guidance on issues to be promoted at various levels of interaction between Sweden and UNICEF at headquarters and country levels.

Governance of UNICEF

In order to improve the guidance of UNICEF by the Executive Board, Sweden will work actively with the secretariat and other board members to develop more effective modalities of work in the Board, e.g. a problem-oriented approach and an interactive dialogue among board members, including programme countries.

Organisational capacity

- While recognising the need for country programmes based on the specific situation in a country, MYFF and the MTSP must remain the central programming tools of UNICEF and should not be compromised. Indicators for the long-term outcome areas, as defined in the MTSP, need to be developed.
- UNICEF shall make it a priority to develop the use of evaluation as a strategic management and learning tool. UNICEF must promote learning within the organisation. For this, a more independent evaluation function is needed. Evaluation results should be disseminated freely. UNICEF should be open, not only in respect of its successes but also its problems.

- UNICEF needs to strengthen its work to promote institutional development and empowerment, local ownership of processes and a long-term perspective of development. Whenever UNICEF supports reform processes at the country level, sufficient time must be allowed for such processes to mature.
- UNICEF should continue to develop methodologies for capacity building in programme countries.
- UNICEF needs to clarify its role in relationships with its partners. The role should be supportive and not implementing.
- UNICEF should improve administrative procedures and financial reporting.

Policy and programme development

- UNICEF should view children and adolescents as subjects of individual rights and resourceful actors capable of contributing ideas and opinions on programmes for them and their societies.
- UNICEF shall fully integrate a human rights approach into all of its programmes. UNICEF is encouraged to systematise its experience of implementation of a human rights approach.
- Gender equality, a conflict perspective and prevention of HIV/AIDS should be a concern in all parts of UNICEF's work.
- Humanitarian assistance must be planned with a long-term development perspective with respect for local capacities and institutions. Experience of the integration of the right to education and efforts in psychosocial health in humanitarian assistance need to be systematised.
- UNICEF should further develop and refine approaches and methodologies of working with
 - 1) children in need of special protection and
 - 2) adolescents, expanding the latter area to all aspects of the development of an enabling environment for adolescents.

- A rights-based approach rather than a charity approach must be applied to children in need of special protection. UNICEF should work with a holistic and long-term approach that mobilises a variety of actors around the right to health, education and protection.
- For children with disabilities, long-term work to change attitudes that lead to discrimination should be given priority. Education is of special importance.
- Programmes for young children require an integrated approach, where the promotion of health, education, nutrition and psychosocial well-being interact. Families in all their forms and the community should be supported in order to permit appropriate conditions for child development to be created. This is especially important in respect of families at risk.
- In the areas of health and education, UNICEF should take part in SWAPs and promote national ownership and institutional development for efficient, nondiscriminatory and inclusive health and education systems. UNICEF should participate in basket funding of SWAPs and should promote a child rights perspective and innovative approaches
- Where water, environment and sanitation programmes are concerned, emphasis should be on community mobilisation for hygiene and sanitation.

Collaboration and partnerships

- UNICEF should seek to play a catalytic role and work through broad alliances, making maximum use of limited resources.
- UNICEF shall be an advocate of the child rights approach in CCA/UNDAF processes and SWAPs.
- UNICEF shall promote the use of child impact assessments in other UN agencies, bilateral agencies and in cooperation with governments.
- UNICEF should continue to play an active role in UNAIDS.

- The participation of UNICEF in newly established funds such as the Global Alliance for Vaccine and Immunisation, (GAVI) should not divert UNICEF resources from the priority areas in the MTSP.

Financial Resources

- The growing imbalance between regular and other resources needs to be counteracted. The donor base must be broadened and a more reasonable degree of burden-sharing achieved.
- Sweden subscribes to a holistic approach to programming and would like to see financial reporting within the framework of the life-cycle approach as a complement to reporting on priority areas.
- Swedish co-financing of UNICEF projects will be continued in UNICEF's priority practice areas with a focus on LDCs. All co-financing proposals must be fully consistent with the MTSP principles, outcome areas and priorities, and UNDAF objectives.
- All of Sweden's support to UNICEF – whether provided for the regular budget or in the form of 'other resources' for earmarked funding to UNICEF projects – is given in support of UNICEF and its mandate as a central and vital development organisation.

3.3 Objectives

From a Swedish viewpoint the overall objective of the development cooperation of the United Nations system is:

To support programme countries in their efforts to achieve the Millennium Development Goals and to realise commitments made in relation to international human rights treaties and major international conferences

To contribute to this overall objective, UNICEF will work according to its mission statement and MTSP. To break the cycle of poverty by making an impact in one generation of children from 0–18 years, UNICEF will pursue three outcomes for children:

- *A good start to life*, nurture, care and a safe environment that enables them to survive and be physically healthy, mentally alert, emotionally secure, socially competent and able to learn;
- The opportunity to complete *a good quality basic education*;
- For *adolescents*, the opportunity to develop fully their individual capacities in safe and enabling environments that empower them to participate in, and contribute to, their societies.

From 2002 to 2005 the following five priority areas, as outlined in the MTSP, are:

- Girls' education,
- Integrated Early Childhood Development,
- Immunisation, micro nutrients, and development of health systems
- Fighting HIV/AIDS and
- Improved protection of children from violence, exploitation, abuse and discrimination.

Specific objectives for support to UNICEF in 2002–2005

Together with other member states, Sweden will help strengthen the capacity of the organisation to fulfil its mission and mandate, as formulated in the MTSP. A specific objective of the Swedish support during the strategy period will be to *enhance capacity development in UNICEF* in a transparent way. In particular, UNICEF should:

- Consolidate the Rights-Based Approach.
- Improve organisational learning mechanisms.
- Enhance partnership with other actors in the development process and strengthen coordination with other parts of the UN system, including the World Bank.
- Further develop approaches and methodologies in some areas of work, in particular children in need of special protection and programmes for adolescents.

3.4 Instruments

To achieve the stated objectives, Sweden shall make use of various instruments, as outlined below. These instruments will be applied at the national, regional and headquarters levels, as relevant. The same priorities will guide decisions on both regular resources and co-financing resources. In all of these areas, the active involvement of the Ministry and Sida, as well as the embassies, is required. Annual plans defining priorities and the division of responsibilities will be drawn up.

3.4.1 The Executive Board

The Executive Board represents an important platform for Sweden's policy dialogue with the Secretariat and other member states to promote the development agenda and the mandate of UNICEF and establish effective links between the two. Sweden will also use this platform to raise the issues mentioned in section 3.2 and argue for the need to strengthen the capacity of UNICEF in the areas defined in 3.3. Efforts shall be made to build alliances with other board members, DAC countries as well as programme countries.

Sweden's statements in the Executive Board are based on political considerations and its aggregated experience of development cooperation and normative work. It must be ensured that the statements made in the Executive Board of UNICEF are consistent with positions taken in other development fora.

Sweden's ability to express well-founded opinions in terms of development issues, particularly in operational terms, depends to a great degree on the quality of input received from the field. Therefore, Swedish embassies will be required to be well informed about UNICEF's performance at the country level and to report regularly to the Ministry and Sida.

3.4.2 Financial contributions

The regular budget

For reasons mentioned in 3.1, Motives for Swedish support, Sweden intends to continue its strong support to the regular budget. The contribution for 2002 is 297 million SEK. The aim is to have the support increase

gradually provided that the Swedish appropriation for international development cooperation so permits, and that UNICEF's reform process continues and leads to further improved performance. Sweden shall aim at enhancing the predictability of its contributions to UNICEF.

Co-financing at the global, regional and country level

The principles outlined for co-financing under 3.1, Swedish motives, will help guide decisions to enter into co-financing agreements with UNICEF.

Sweden will consider co-financing at the global, regional and country level when UNICEF can offer well-designed proposals, which are consistent with Swedish regional and country strategies and established priorities. Such programmes are financed from the bilateral allocation and considered part of Sweden's bilateral programme. The amount cannot be planned in advance, as decisions are taken at a decentralised level. It is difficult to make an estimate of future level of co-financing. On one hand, it may gradually decrease as a result of a Swedish preference for working directly with host governments, on the other, it may increase as the total Swedish ODA grows in the next few years.

3.4.2 Consultations

Headquarters level

As the main element of the dialogue between Sweden and UNICEF, bilateral consultations will be held on a regular basis. This will provide opportunities to discuss selected policy issues, follow up specific areas of Swedish support to UNICEF, and consider joint initiatives. In consultation with UNICEF, Sweden may wish to undertake field trips to become acquainted with UNICEF's work at first hand and to assess its performance.

Overall administrative matters such as agreements, and the specific content of agreements, will continue to be finalised in dialogue between headquarters.

Country level

UNICEF projects/programmes co-financed by Sweden will be subject to regular follow-up by Swedish embassies or Sida, based on UNICEF's reports as outlined in specific agreements between UNICEF and Sweden.

In partner countries, where Sweden has a significant development presence, Swedish embassies shall engage in a dialogue with UNICEF not only in relation to co-financing projects, but also with regard to the overall role of UNICEF at the country level. The dialogue shall be guided by the positions, priorities and proposals contained in this strategy. Embassies will be asked to report back to the capital periodically.

3.4.3 Joint initiatives

Sweden and UNICEF may want to take joint initiatives to further common interests, for example arranging seminars or training on pertinent topics, organising events for mutual learning, undertaking joint evaluations or issuing joint publications.

UNICEF and Sweden have many common interests in development and can learn from sharing experience of the promotion of child rights and effective development cooperation. Sweden has considerable experience of working with a long-term approach to development, and its understanding of reform processes in health and education and the promotion of ownership by partner governments may be of interest to UNICEF. Sweden also has experience of working with the mainstreaming of democratic governance and human rights, child impact assessments, the strengthening of judicial systems, taxation systems, public audit and statistics, support to youth organisations and organisations of people with disabilities, culture for children, and sexual and reproductive health for young people. Sweden is actively working to promote the right to health and the right to education.

There are other areas where specific skills might be found in Swedish society but to a lesser degree in Sida's work in programme countries. Some of these areas are: the function of an ombudsman for children, monitoring of child rights, early childhood education, participation of children and young people at the community level, student participation in schools, sexual and reproductive health of adolescents, children in need of special protection, rehabilitation and nondiscrimination of children with disabilities, and inclusion.

UNICEF can contribute to the development of expertise at Sida in some areas that are new to this agency and where a resource base has

not yet been developed. UNICEF has the advantage of being able to develop new and innovative modalities of work faster than Sida. Some of such areas are: advocacy and social mobilisation, media and public relations, rights in education, early childhood education, development of adolescent programmes, approaches to special protection programmes, and analysis of child-related expenditure in national budgets.

Another area in which UNICEF has considerable expertise is acting in emergency situations, of working with children in situations of acute emergency, conflict and post-conflict. UNICEF has considerable experience of working to promote education and psychosocial health in emergencies.

3.4.4 Swedish presence in UNICEF

In view of Sweden's strong support to UNICEF and the availability professional staff with a relevant background, it is reasonable and desirable that the number of Swedish staff be maintained or increased.

Having said this, Sweden recognises the responsibility of the Executive Director to manage the human resources of UNICEF, including staff recruitment. Sweden will facilitate such recruitment by finding and proposing highly qualified candidates among Swedish nationals for consideration by UNICEF.

The Junior Professional Officer Programme is considered an important instrument, both for contributing staff capacity to UNICEF and for giving young Swedish professionals an opportunity to gain experience. A main purpose of the JPO programme is to maintain a resource base for future recruitment of middle and senior level staff.

Sweden shall assist UNICEF by soliciting competitive tenders among Swedish firms in terms of services and goods.

Appendix

Tables showing Swedish contributions to UNICEF.

Table 1

UNICEF. Swedish contributions to regular resources 1997–2002 (MSEK)

1997	1998	1999	2000	2001	2002
283	250	265	290	297	297

Table 2

UNICEF. Swedish contributions to 'other resources' 1998–2000, disbursed (MSEK)

Other resources	1998	% of total	1999	% of total	2000	% of total
Regular programmes	208	72	163	72	322	64
Humanitarian assistance	80	28	64	28	178	36
Total	288	100	227	100	499	100

Table 3

UNICEF. Swedish support to 'other resources' per sector, disbursed, year 2000, (emergencies excluded).

Sector	MSEK	% of total
Democracy and Human Rights	31	9
Education	91	28
Health	124	39
Other social sectors	6	2
Infrastructure	57	18
Natural Resources	10	3
Others	2	1
Total	322	100

Table 4

UNICEF. Swedish support to 'other resources' per region, disbursed, 2000.
(emergencies excluded)

Region	MSEK	% of total
Africa	135	42
Asia	107	33
Latin America	43	13
Central and Eastern Europe	35	11
Global	2	1
Total	322	100

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Sweden is by tradition a strong supporter of the United Nations recognising the potential of the world organisation to serve the interests of smaller and less developed nations. A significant part of Sweden's international development co-operation is channelled through the United Nations funds and programmes whose task it is to combat poverty and promote human development. In Sweden's view, the UN system has some definite comparative advantages in terms of supporting partner countries in their efforts to achieve the Millennium Development Goals and to realise the commitments they have made in human rights treaties and at major international conferences.

To ensure that Sweden has a coherent and co-ordinated Swedish policy approach the Government of Sweden has adopted a strategy framework for UNDP, UNFPA and UNICEF which will guide Sweden's support to and relations with these organisations for the next few years.



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