Updated Preliminary Proposals by Member States

for the Second phase of the ECOSOC Dialogue

List of proposals received in response to ECOSOC Vice President's letter of 25 January 2016 to all Member States, inviting them "to submit specific proposals for strengthening the UN development system, which could be presented and discussed at the upcoming ECOSOC Dialogue retreat, and other subsequent events of this process. Such proposals should be directly related to one or more of the six focus areas of the ECOSOC Dialogue: functions, funding practices, governance structures, organizational arrangements, capacity and impact and partnership approaches. The length of each proposal should ideally not be more than 3-4 pages".

Contents

Belarus, Colombia, Costa Rica, Kazakhstan and the Philippines

Recommendations to be considered for the ECOSOC dialogue on the longer-term positioning of the UN Development System

With the intention to contribute with the process of the ECOSOC dialogue on the longer-term positioning of the UN Development System (UNDS), we would like to suggest the following proposals for strengthening the UNDS for consideration and discussion during the second phase of the process:

<u>On the principles and scope:</u>

- We would like to call the attention on the importance to support and promote the principles of universality, integrality and the need to leave no one behind in the current exercise, as recognized in the 2030 Agenda for Sustainable Development and related processes.

- Collective actions and common responses should be of the greatest interest of all Member States, in order to contribute to the achievement of sustainable development by all countries. They should be aligned to the implementation process of the Agenda at the global, regional and national level.

- While the focus of the priorities in the implementation process of the Agenda should be given to LDCs, SIDS, LLDCs and African countries, our efforts should also target those most in need, regardless of their geographical location. Therefore, the development needs of middle-income countries, that concentrate more tan 73% of the poor population worldwide, should be properly addressed. We should target the people in need and not only the countries.

- The Agenda must be relevant to all countries and we have to respond to the sustainable development needs of all of us, leaving no one behind and ensuring that new challenges faced by middle-income countries do not cause regression of their development efforts.

- Given the sharp decline in core funding of many UN agencies, the UNDS should maximize results from the use of resources and expertise in middle-income countries. It would be important to make use of the analytical capacities available across the United Nations Development System, and focus more on results as opposed to processes while developing coherent approaches to programming and cooperation.

- National experiences and capacities of middle-income countries need to be supported, strengthened and promoted in order to facilitate their contribution to the implementation of the Agenda. The multiplier effect of such cooperation will benefit other middle-income countries, least-developed countries and even developed countries. Policy coherence should be at the core of that cooperation and should be aligned with their national development plans and strategies, promoting their national capacities and addressing their vulnerabilities.

- If the UNDS is not able to give collective responses for all countries and all people in need, it means there is a problem that has to be solved.

- The UNDS should respond to the development needs of programme countries in an effective and flexible manner, according to the different country contexts and levels of development.

Its universal character implies tangible support in order to focus on high-end and real value-added in middle-income countries.

- Current funding realities and the fact that middle-income countries constitute the larger group of Member States call for the role of the UNDS to be further articulated in light of the differentiated capacities, priorities and needs, particularly in relation to service delivery, policy advice and technical assistance.

- Harmonization where possible and simplification of UN business practices in the areas of procurement, finance and budget, information and communications technology, human resources and knowledge management can reduce transaction costs and achieve significant efficiency gains in the engagement with middle-income countries.

- Those efforts should consider and recognize the multidimensional nature of poverty, using measurement criteria that go beyond income per capita. Thus, progress assessment will be closer to the reality of countries and their regions and the complexity of their structural gaps.

- As discussed during the workshop on Functions, income is an imperfect and incomplete criteria to classify countries, given that it doesn't reflect the development challenges faced by countries. It would be therefore useful to gravitate towards clusters of needs and thematic issues, such as vulnerability and fragility, human development, impact of climate change and natural disasters and levels of inequality.

On the mandates:

- Resolution 70-215 (OP7) stresses that the quadrennial comprehensive policy review negotiations in 2016 should give due consideration to ways in which the United Nations development system could improve its support to different country contexts, including how to provide efficient, effective, better-focused and better-coordinated support to middle-income countries in order to strengthen their efforts to overcome the significant challenges they face in achieving sustainable development, and invites the Economic and Social Council to discuss, inter alia, concrete proposals to this effect in the ongoing process of dialogues of the Council on the long-term positioning of the United Nations development system.

- Paragraphs 71 and 72 of Addis Ababa Action Agenda and paragraph 65 of the Agenda refer to the need to properly address the sustainable development challenges of middle-income countries.

On the implementation of the mandates:

- Current functions of the System will remain relevant for middle-income countries. Their role in South-South and triangular cooperation should be supported, strengthened and promoted. This group of countries have a great capacity to leveraging partnerships for sustainable development and fostering strategic innovations and learning in development; as well as the need to strengthening integrated policy advocacy.

- They should be considered partners in development, due to their capacities and know-how. Even though challenges and development needs remain.

- In order to help fulfilling mandates given so far, ECOSOC could organize a one-day event to address these specific needs, within the framework of the ongoing Dialogue, as requested in the GA resolution. This event could help addressing specific areas of interest, including, structural gaps (investment and savings, productivity and innovation, tax matters, education, health, gender and environment), infrastructure (public infrastructure, education, health, sanitation, energy), sovereign debt, access to financing, access to technology, decent work, trade and economic growth, industrialization and inequality. It could also review the implications of SDGs progress in those countries, serving as input for the whole ECOSOC cycle with clear system-wide implications.

- The one-day event should also engage relevant agencies and programmes, including UNIDO, UNCTAD and UNDP, and request to assess progress, highlight gaps, tendencies and provide concrete proposal of improvement on how the United Nations development system could improve its support to different country contexts taking into consideration their specific vulnerabilities and diverse development patterns, provide efficient, effective, better-focused and better-coordinated support; and how this group of countries could continue supporting the implementation of the Agenda.

On the outcome:

- The outcome of the exercise could be a list of specific recommendations and requests to be included in other relevant processes, including the QCPR negotiations, for a system-wide coherence towards cooperation with middle-income countries.

Belarus

Proposals for strengthening the UN development system, within the ECOSOC dialogue on the long-term positioning of the UN development system

In order to effectively facilitate the implementation of the 2030 Sustainable Development Agenda, the UN development system should embrace the following approaches and principles.

- Eradication of poverty as key objective of the 2030 Agenda will be a futile effort unless the **potential of middle-income countries** is properly addressed by the UN system. Today this is the only significant category of countries (more than 100 countries with more than half of the planet's population) that does not have a UN system-wide coordinated mechanism for development cooperation. Now that the middle-income countries' challenges are reflected both in the 2030 Agenda and in the Addis Ababa Action Agenda, necessary organizational arrangements should be made to adopt the coordinated approach by the UN in their respect. This could be made, for example, through a comprehensive action plan aimed at facilitating development cooperation and assistance to this category of countries. ECOSOC could produce relevant recommendations as a result of its dialogue on the long-term positioning of the UN development system as mandated by the UN GA Resolution A/RES/70/215 "Development cooperation with middle-income countries".

- The process of updating UN development framework should include, as a matter of priority, improvement of the capacities of **the family** to eradicate poverty and hunger, improve nutrition and sustainable agriculture, promote equality between man and woman, reduce child mortality and enhance maternal health, facilitate learning opportunities for all members of the family, and achieve equitable quality education. In the context of implementation of the 2030 Agenda it is essential to promote family-oriented policies and programmes that would adequately recognise the role of the family both as a beneficiary and a participant of sustainable development.

- In recent years, all regions of the world have witnessed the acceleration of the **economic integration processes** which have become an important factor for sustainable development. The **idea of integration of integrations** as the most relevant trend of the contemporary world could serve as a unifying effort to help forge a new formula of universal mutually beneficial cooperation. The UN development system, including through regional economic commissions, ECOSOC and HLPF should pay more attention to cooperation with regional integration organisations as well as to facilitating dialogue between such integration organisations.

- Longer-term vision of the UN development system should not disregard the need for a more strategic, robust and comprehensive **energy framework.** Implementation of the 2030 Agenda will require putting energy issues under the ownership of Member States. ECOSOC dialogue could produce recommendations on how to consolidate the UN system's attitude to energy issues, preferably, under a single agenda, and to adequately reflect energy challenges within the Technology Facilitation Mechanism which is yet to become operationalised.

European Union

22 February 2016
Strengthening the UN development system
Input/proposals by the European Union and its Member States

The EU and its Member States are committed to effective multilateralism. Having the United Nations at the core is essential in the face of global threats and challenges, not least to vulnerable and poor countries. "Business as usual" is no longer an option. We need a change of mind-set, collaboration across disciplines and overcoming silos.

The implementation of the 2030 Agenda for Sustainable Development **and the concept to "leave no one behind"** is a key challenge **but also an opportunity** for the UN as a whole for the upcoming years, but in particular for the UN Development System (UNDS). We need a UNDS **that is "fit for purpose" and supports** the implementation of the **universal** 2030 Agenda **in a systematic manner,** including the Addis Ababa Action Agenda. A strong, better coordinated, more effective and efficient UN development system is in the interest of all States.

As required, we have developed our input related to focus areas of the ECOSOC Dialogue and taking into account elements from the report on its first phase. However, as recognised in the report, these focal areas cannot be taken in isolation. They are closely interlinked and the proposals should be considered in this context, which is also underscored by the integrated nature of 2030 Agenda and its SDG.

Functions

We fully agree that the implementation of the 2030 Agenda does not require the involvement of the UN Development System in every aspect of the implementation process, but rather focus on the areas where the system is best qualified to perform and has established a clear comparative advantage, particularly its normative, leveraging and convening role. **The UNDS also has a comparative advantage in dealing with global challenges, as well as in its operational activities in fragile and conflict affected states.**

Stronger synergies should be established between the normative, standard-setting and operational functions of the UNDS. Reflecting its unique legitimacy, the UNDS's normative role should be strengthened as well as coordination between normative agencies and operative organizations. The UNDS's role in bringing together relevant stakeholders and fostering partnerships at global, regional and national level, also in responding to crisis should also be enhanced. It should play a key role in the new global partnership at the heart of implementing the 2030 Agenda, including by engaging a variety of stakeholders, promoting South-South and triangular cooperation, and helping to ensure that everyone is doing their fair share.

Furthermore, the integrated nature of the 2030 Agenda requires that its implementation is supported by a UN that steps up its efforts to delivering integrated and coordinated policy support. Moreover, the monitoring of the implementation of the 2030 Agenda will be vital for a successful outcome by 2030 and the UNDS should step up its role in this regard.

As the SG's report has said, "linking the UN's development and humanitarian efforts more closely, together with the UN's peace, security and human rights work, remains a challenge." We see it as essential to address this now, with human rights, peacebuilding and humanitarian work taking a

central role in the UNDS in conflict-affected and fragile states. The UNDS should have a key role to play in the integration process of these pillars and vectors of development.

Funding practices

We recognise that the current funding architecture of the UN development system **should be further optimized** and we agree that funding should flow from agreement on functions, but this should not be limited to a core/non-core perspective. **It should also be acknowledged that different functions may require different funding modalities. We recognize that funding patterns set incentives for collaboration within the UNDS**. Dialogues on funding between agencies and Member States should be organized on a systematic basis **with the aim of mobilising adequate, sustainable, flexible and predictable financing of the UNDS, including through pooled funding.**

Reforms are needed to address the challenge of resources and hard-earmarked resources - instead of soft-earmarked resources - for the UNDS. Further analysis is needed regarding financial flows into the UNDS and whether the volume and targeting is aligned with the strategic plan's key result areas and as effective as it should be. Further reflection should be conducted, particularly regarding the risks of fragmentation in funding and the "bilateralization" of multilateral aid.

Efforts to strengthen funding for the UNDS must also include broadening of the donor base, including to non-traditional donors, and improving the predictability of funding as key objectives. Financial flows to the UNDS have increased substantially over the last 15 years, but it continues to rely on a relatively small group on contributors. The EU and its MS collectively provided the UNDS with more than 40% of its resources (core and non-core) as shown in the recent UNSG report on the implementation of the QCPR. The report also shows an increase share of non-governmental sources, which is a positive sign. We also agreed that efforts should thus be made to use more innovative ways of funding. Public Private Partnerships and other multi-stakeholder partnerships and pooled funding, **including at Headquarter level,** can play an important role in that regard.

Moreover, reforms should include an analysis of **how** ear-marked resources can respond to specific needs in specific countries (e.g. fragile states, humanitarian crises) and facilitate partnerships that can leverage public/private funds.

With that in mind, however, the EU ad its MS stress the importance of core funding as a bedrock of the UNDS strategic planning.

Governance structures

We certainly agree that the implementation of the 2030 agenda should be placed at the centre of the strategic plan of each entity of the UNDS providing a window of opportunity to align the vision and priorities of all governing bodies. However, this should rely on a holistic approach embodying the integrated nature of the 2030 Agenda and ensuring that no single institution or forum claims exclusive ownership or responsibility for the review of a specific goal.

In this context, a UNDS governance reform should avoid any logic of competition between UN entities, but seek to incentivise and reinforce the need to work in complementarity and partnership with the aim of overcoming **silos including by merging decision competence and system-wide coherence.** Governing bodies of UN entities should not operate in isolation from each other, decisions and policies in one area should not only be known to those operating in another area but work should also be conducted to identify synergies and areas of improved efficiency. This needs to be reinforced both in headquarters and at the country level – much progress is needed to improve

"Delivering as One", in particular the Resident coordinator system **including by strengthening the Resident Coordinator's authority to take decisions, which are backed and reinforced by the UN Country Team members at headquarter level.**

 In addition, the UNDS governance reform should **include aspects of how the entities of the systems are run and could be steered system-wide in the future, and** not **only deal with** question**s** of representation and seats of particular countries or groups of countries – namely in the Executive Boards of the Funds and Programs**.** Indeed, strengthening governance of the UNDS needs to include a discussion on improving the day-to-day management of the Boards and the Governing Bodies as well as coordination and coherence across the UNDS. UN agencies should have effective boards that drive and improve efficiency. **We should think of merging boards in order to improve efficiency.** Within that context, member states should support a continual focus on outcomes and avoid politicisation slowing down decision making processes. The creation of UN Women can be seen as a good example of a UN system reform that can be replicated. All initiatives towards greater representativeness should be accompanied by greater financial responsibilities of those that push for such reform.

Organizational arrangements

We agree on the need to improve the effectiveness of the system-wide governance in the UNDS and that the comprehensive and integrated nature of the 2030 Agenda requires significant strengthening of the system-wide results-based planning in the UNDS.

The EU and its Member States support a strong UNDS leadership that promotes development effectiveness and focuses on achievement of results. Cross-agency collaboration **should be facilitated and encouraged, and set up in a manner that does not** divert resources from development activities into administrative and coordination efforts. **Clearer** definitions of roles would help to identify areas of duplication and enhance cost-effectiveness. The governance structure of the UNDS could benefit from clear and consistent statements of roles, mandates, responsibilities, and accountability (for example, through harmonized reporting and management frameworks), across all levels of purpose and functions. We also would like to see a strengthened coordinating role of the ECOSOC in promoting system-wide coherence and better synergies between the normative, standard-setting and operational functions.

UN entities mandates' should be looked at in order to identify and reduce overlaps – including across the ECOSOC, CEB and Governing Boards, develop governance capacity that fosters policy coherence and interoperability, strengthen coordination, and promotes system-wide interests. This will require rebalancing of roles between the APFs-specific and system-wide governing bodies. We should also dare to be bold and look at possibilities and ideas of merging or in other ways reforming UN entities, e.g. cease, reduce or redefine activities to meet the challenges of today and the future.

The EU and its Member States support a reduction of transactional costs, which might include consolidating Executive Boards and favouring joint programming. These governance arrangements should be linked to a system-wide view of funding. Business harmonization of back office functions, particularly procurement, should be reinvigorated.

Capacity and impact

The implementation of the 2030 Agenda is a major challenge requiring a significant cultural change in our collective mind-set, cross-sectorial expertise and integrated high-quality policy teams. A profound reform should be sought on the basis of a comprehensive re-assessment of how the UN

system can best promote and support the SDG implementation and provision of global public goods.

At the same time, it is necessary to fully utilize national capacity. We believe that the UN system should focus on its comparative advantages especially at the national level. Capacity building of national systems for development planning, disaggregated data collection and analysis, implementation, reporting and monitoring and evaluation is one of the most important functions and contributions of the UNDS to long term national development and resilience. Models for building capacity must be properly evaluated to build on what works. Resident coordinators need real authority at the country level. Delivering as One (DaO) including the Standard Operating Procedures (SOP), Resident Coordinator's Management and Accountability Framework and burden-sharing arrangement, should be fully implemented at both country and headquarters levels. Agencies must commit to making them work. DaO could also be strengthened by the effective implementation of the cost sharing agreement.

The recent created MAPS (Mainstreaming, Acceleration and Policy Support), a common approach for effective and coherent implementation support to UN country teams for engagement in the implementation of the new agenda, based on the good practices and experiences in "DaO", and fully involving the national actors and capacities seems a good step in that direction, and should be encouraged.

Key institutional processes within the UNDS, including programming, integrated budgeting, operations, results-based management, reporting and evaluation, are also still regulated differently across entities. Consistent regulation of such processes is **essential** in order to harness opportunities for synergy, cost savings and, consequently, greater effectiveness. The SOPs are a good example of practical improvement of UN coherence and should be implemented without further delay across the UNDS.

Partnership approaches

Partnerships **will be essential** for the implementation of the 2030 Agenda, which puts forward inclusiveness, and the UNDS should be prepared to be involved and promote multistakeholder partnerships with a variety of stakeholders, including governments, civil society, private sector, foundations and philanthropic organisations, academia and other organizations.

The 2030 Agenda also provides for a "platform for partnerships" as part of the follow-up and review mechanism, including the participation of major groups and other stakeholders. As stated in the UNSG reports reviews of partnerships engaging the UN system will help promote accountability, build trust and transparency of partnership efforts and ensure UN's values and mandates are preserved. Also, a multi-stakeholder approach should be dully incorporated (or taken dully into account) in the future work of the UNDS at both country and headquarter level, in order to reflect the change of paradigm that is required for the effective `implementation of the 2030 Agenda.

We need a systematic approach to strengthening the UNDS' role in partnerships including for governance, accountability, funding and programming arrangements of partnerships to ensure that they serve the values and purposes of the UNDS.

Moldova

The functions of the UN development system in the context of the 2030 Agenda for sustainable development
- **some thoughts and proposals from the Republic of Moldova**

The Republic of Moldova welcomes the dialogue launched by ECOSOC in 2014 through its resolution 2014/14 on long term positioning of the UN development system in the context of the new development Agenda adopted a year later at the UN Summit for sustainable development.

The 2030 Agenda on sustainable development is extremely ambitious. Respectively it will require resources, capacities and a strong global partnership in order to make it a succes. The role of the UN is to suport member states in the Agenda implementation, therefore the UN development system should focus on the following:

1. **Continue to translate the global normative framework into the national policy framework**

This function becomes even more relevant since many developing countries are facing some challenges of translating the 2030 Agenda provisions into the mid-to-long term national development policies. While the implemetation of the SDG should start now, the right, targeted and integrated planning for present and future is very important. Subsequently, the UN development system, and namely the UN country teams, should continue their focus on supporting the governments in this complex exercise, particularly now**.** The UN experience and expertise in developing and aligning the national policies to the international standards is highly important to ensure the SDGs integration into the national policy framework.

The UN country teams and regional centers should play an increased avisory role to the governments in this respect and to ensure that the 2030 Agenda is well understood at grass roots level as well, through an appropriate communication policy.

The ECOSOC can also become a useful venue not only for policy formulation – it can serve as a platform for exchange of experience between member states on successful practices both regionally and nationally.

2. **Providing support to ensure policy coherence**

It is widely recognized that the three dimension of the sustainable development – economic, social and environmental are strongly interlinked and interdependant. In order to get a succesful implementation of the 2030 Agenda, it is necessary to ensure the integration of those three dimensions of the sustainable development at all stages of policy making and a greater coherence across different sectoral policies (trade, environment protection, health, finance etc). In this regard, the **UN expertise in drawing up and aligning policies will be critical for governments to ensure consistancy and synergy among policies from different fields while implementing the 2030 Agenda. The discussion on ECOSOC agenda to be coordinated with 2nd Committee is the right path. It is also correct to ensure an active involvement of the UN on public-private partnerships, use of academia, and, as mentioned earlier, to build on positive experience of member states and regional organizations.**

3. Consolidating capacities
a. Governmental, private and civil society institutions

Consolidating national capacities and institutions for effective implementation of the development Agenda should be a continued UN focus. At the Final High Level UN meeting of the global dialogue on strenghthening capacities and building effective institutions held in February 2015, in Chişinău, the Republic of Moldova, the participants emphasised that more responsive institutions to the needs and priorities of the people and greater capacities by governments, civil society and the private sector, and their cooperation and coordination, are key for the successful implementation of the 2030 Agenda.

A transformative development agenda requires upgraded, innovative and integrated institutions and capacities that are well-aligned with development priorities and planning processes at the national and sub-national levels. The UN is uniquely position to deliver support for capacity building.

In this regard, the UN development system may support the governments in the implementation of the 2030 Agenda by helping develop strategies, policies, provide trainings and identify other innovative ideas/solutions for strengthening capacities and institutions, setting up professional, accountable and transparent public administration systems, empowering local authorities to own and achieve development goals, stimulating community involvement and participation in local development strategies and Agenda implementation, as well as implementing modern management and planning technologies.

b. Providing support and consolidating capacities in data collection, analysis and interpretation, in particular

We have all already agreed and stressed numerous times that good quality, relevant and accessible data is critical for the succesful implemenation of the 2030 Agenda. Still, many countries face data gaps, poor data quality and unavailability of disagregated data on important dimensions of the new Agenda.

This is why ahother important function that UN can deliver in the implementation of the 2030 Agenda is to support the members states in improving their national capacities to collect, analyze and interpret data. Good quality data will enable the governments to see the state of play in all those three dimentions of the sustainable development – social, economic and environmental, and develop evidence-based policies that would reach all social groups and ensure the achievement of the SDGs. **As suggested, this was discussed and agreed – now it's the time to work not only on data collection, it is time to work on data collection agencies and institutions as well.**

From a data perspective, the UN system could do the following: consolidate national statistical capacities; support the national SDGs reports elaboration; facilitate knowledge sharing and collaboration in the statistical field; facilitate partnerships for data management and explore innovative approaches for engaging stakeholders in plugging data gaps.

4. Facilitating patnerships

Taking into consideration the complexity of the goals and the multitude of the targets to be achieved in the context of the 2030 Agenda, it will be required a stronger partnership among various stackeholders in order to achieve the SDGs. In this regard, the UN development system can

support the governmets to get involved in the Agenda implementation the civil society, academia, private sector and other relevat actors. This could be done by setting up platforms and organizing forums that would trigger new partnerships for sustainable development.

5. **Providing support in follow up and review process**

The follow up and review process requires capacities and resources that many countries (some low-to-middle income countries, developing countries, some small island developing states) do not have. Some of those countries also face difficulties in data evaluation, for the reasons mentioned above – insufficiently reliable data collection institutions. Subsequently, the UN system should do every effort to support the state-led, intergovernmental follow-up and review mechanism. However, this needs to be done with appropriate involvement of the civil society and academia. This could be done by **proposing tools, mechanisms and platforms that help track the progress in achieving SDGs, monitoring gaps in implementation, identifying successful and evidence-based practices that could be replicated. In the same vain, such support should include providing guidance on conducting follow-up and review surveys at the national level, validation and quality assurance of data inputs and supporting reporting.**

One also has to be taken into account that the review and evaluation process has to consider the different speeds with which every government will be able to implement the SDGs, for example. Objectively speaking some of our member states could suggest that they are already implementing some fo the development goals and are ready to perform a review and evaluation at an early stage, while others would need more time. It is up to UN Development system to coordinate in such a manner as to ensure no one feels left behind.

6. **And last but not least**

a. While performing the above mentioned functions, as it is often mentioned by the member states, the UN development system can apply an aproach tailored to the each country's specific challenges and needs for development.

b. While working on development issues, the UN agencies must coordinate more closely toghether in a result oriented, efficient and effective manner.

10 February 2016
New York

Qatar

Department of Intentional Development
Ministry of Foreign Affairs
State of Qatar
February 8, 2016

Proposals to Strengthen UNDP in the Context of Sustainable Development Agenda 2030

Background

The framework of the Sustainable Development Goals and the post-2015 Agenda was not a stand-alone framework, but was linked to such previous frames of reference as the MDG's, the outcome of Rio+20 or the Earth Summit and the decisions of the Beijing Population Conference in the mid1990's. It is also closely related to important international processes, including The Financing of Development Conference held in Addis Ababa during the period July 43-16, 2015 and the UN Conference on Disaster Risk Reduction held in Sindai, Japan in 2015.It is also linked to COP21 held in December 2015 in Paris. This organic link in the nature of the SDG'S calls for new thinking about the current architecture of UNDP that would facilitate the implementation of these diverse but interrelated goals. This paper addresses some proposals to strengthen UNDP to keep abreast of the changes regarding the global development agenda in the context of 2030. These proposals are as follows:

- There is no doubt that the questions of ending poverty and inequality, coping with effects of climate change and the required steadfastness and follow-up, dealing with the context of the new migration and creating more employment opportunities are at the heart of the achievement of the SDG'S.

- Serious consideration of revising the mandate of the development system, in the light of The Sustainable Development Agenda 2030, especially the UNDP.

- Contemplating development solutions for domestic contexts by drawing on neighboring regional experiences in facing the challenges of domestic development.

- Strengthening and consolidating emerging development models such as "South-South" cooperation, and assigning the UNDP the role of facilitator to enable the implementation of solutions originating in the very same poor societies.

- Supporting and developing civil society organizations, NGO's, the private sector institutions and think tanks on both the national and domestic levels, and establishing partnerships to oversee the operational performance as regards the implementation of the Sustainable Development Agenda A2030.

- Adoption of creative methods for financing development that would enable the bridging of the current gaps in supporting Sustainable development over the long term.

- The current separation of humanitarian organs and development organs in the UN system does not contribute to the development of the current international architecture, since there is a great degree of overlapping and interdependence between humanitarian response and development interventions.

- Addressing the current architecture of the UN system, especially the UNDP, as the current global situation has revealed that the protracted crisis context and the fragility context have become the living reality not the exception in a number of states and regions like the Middle East, including the Palestinian situation, Syria, Iraq, Somalia and Libya which require distinct, specialized organs or architecture that would deal strategically with fragility.

- The need to develop and adapt response plans relevant to the situation of displacement and migration in the next phase in accordance with the Sustainable Development Agenda 2030 the spirit of international solidarity, and the need to address this dilemma in order to reform the UN Development System.

- In view of the failure of international efforts to solve the problems of migration, internal displacement, refugees, and human trafficking and the connection thereof to violent extremism, there is an urgent need for cooperation among the states of origin, the transit states and the destination states (where the refugee or the migrant ends up) through proposing policies, conventions and legal measures among these states in coordination and cooperation with the UN Development System.

- **Regarding Goal number 16 of the SDG's**, which aims to promote inclusive and peaceful societies, provide universal access to justice, establish inclusive, responsible and effective institutions that would define an ambitious vision of good governance, peace and security and accountability that would boost the work of all actors in sustainable development in the coming years, including governments, the private sector, civil society, social entrepreneurs and aid agencies, the essential question is: What are the consequences of the failure to achieve this goal in view of the intertwining questions of sovereignty and national ownership in achieving sustainable development? How can we cope with the many challenges, complexities, sensitivities and ambiguities in the goal? How can the UN Development System be enhanced to facilitate the achievement of this major ambition, especially in the Middle East region and North Africa?

- Rationalization of the policies governing UNDP and sharing information, while focusing on the recommendations relevant to transparency and its critical role in rendering effective the financial architecture in view of the decrease in the financial support for development processes stemming from the effects of the economic challenges on the donors on the one hand, and the emergence of some global crises such as the great refugee situation recently in the states of Western Europe and North America, which will have major effects on financing development programs.

Sweden

Contribution to the ECOSOC Dialogue on the longer-term positioning of the UN development system:

Sweden's initial proposals for strengthening the UNDS
10 February 2016

Sweden welcomes this opportunity for a first submission of thoughts on how the UNDS can be strengthened within the six focus areas of the ECOSOC Dialogue. We look forward to discussing a range of proposals from several actors throughout the second phase of the ECOSOC Dialogue.

The second phase of the dialogue takes place as the UNDS finds itself in the middle of an important period with perhaps both unprecedented challenges and opportunities. Sweden continues to be a strong supporter of multilateralism and solid financing of the UN – including through shared responsibility among member states. We welcome the universal 2030 Agenda for Sustainable Development, we believe in stronger partnerships and we believe that "form must follow function." Our proposals below are all founded on these premises.

The UN must prove itself capable and efficient in supporting member states in their national priorities and the implementation of the SDGs. Its functions, roles and mandates in relation to other implementing actors must be better defined. The organisation needs to profoundly deepen its culture and practice of coherence, consistency and congruity. The UNDS should cooperate and coordinate closely with the MDBs and other parts of the multilateral system. Sweden is convinced that the UNDS will have a vital role to play in the multilateral development system for a long time to come, and hopes that the ECOSOC Dialogue can play its part in making the UNDS fit for purpose for this challenge.

Functions
Sweden believes that in light of the 2030 Agenda, we must find viable ways forward to reform the functions of UNDS, as duty bearers and right holders alike. Concrete focus areas of the UNDS should include:
- Monitoring and reporting on the implementation of the 2030 Agenda for Sustainable Development. No other global actor can shoulder this responsibility.
- Also in light of the 2030 Agenda, the provision of integrated and coordinated policy support.
- Mainly to be executed in the specialised agencies: The creation and maintenance of international norms and standards.
- Better defining the role of the UN in LDCs and countries in conflict and post conflict situations. Around 80 percent of the resources of the development system are spent in these countries – their efficient and effective use is thus vital.
- Increasingly find solutions in terms of global public goods, in response to global public challenges. The UN is uniquely positioned to gather global expertise to tackle complex challenges.
- In addition, the role of the UN as a convener can be applied in a multitude of settings and to issues of global sustainable development. Concretely, the UN's ability to generate, promote and foster partnerships should be developed.
- In the absence of increased funding: The UN should do less, and instead enable more.

Funding practices

The UNDS is suffering from decreasing levels of core support, while tightly earmarked project support is becoming increasingly popular. To remedy this situation, Sweden proposes the following steps to reform:

- We must start thinking about introducing diversified types of funding. It is only natural that different functions of the UN system demand different kinds of funding for each of the functions to be at their best. Simultaneously, joint financing mechanisms and harmonised procedures should be further developed.
- The share and level of core support to the UN organisations must increase in order to secure their operational activities. For example, the UN funds and programs could significantly improve the incentives for donors to provide core support.
- The UN, at all levels and in its normative as well as operational parts, must aim for a broadening of its donor base. There are successful examples of this within the system, and it brings financial security as well as a more balanced share of burden among the MS. A broadening of the donor base also includes the UN's ability to attract support from non-state actors as well as to identify innovative funding mechanisms.
- Given that a certain share of earmarked support will remain, the nature of these resources should go from today's strictly earmarked project support, that risk undermining the strategic plans, to becoming more softly earmarked support at program or sector level. This way, earmarked support can complement core support and contribute to the implementation of the strategic plans.
- Further emphasis on pooled resources, including through joint programmes and multi-partner trust funds. Pooled resources could be an effective mechanism to drive inter-agency collaboration, system-wide approaches and more integrated work (including across the different UN pillars). The structured dialogues on funding should be further developed to accommodate the above mentioned softly earmarked support and increase transparency. Transparency and predictability are key for the organisations' long term planning and efficiency, and is best supported by core support and softly earmarked support.

Governance structures

Sweden believes that the UN and its MS must be ready to engage in a broad set of governance related discussions, especially in light of the 2030 Agenda and its universal and integrated approach. Issues might concern inter alia transparent governance, the funding situation's effect on governance, the influence of non-state actors, and governance at global, regional and local levels. Coherence, coordination and integration are key concepts. Key reforms could include:

- Development of effective system-wide governance, including through the QCPR. The specialised agencies' relation to the QCPR should be examined further. Can these agencies align with the QCPR through an executive board decision in their own board? Or can the QCPR be modified to also comprise the specialised agencies?
- The UN must diversify governance structures according to the functions of the organisations. Consider for example the needs of an organisation working with norms and standards, and those of one working operationally.
- The role of the RC should be strengthened and given more authority. Sweden wishes to see a strengthening of the recruitment process for RCs.
- More inclusive and transparent governance structures with regard to non-state actors. Once again, partnerships are important.

Organisational arrangements
Reform discussions have since the inception of the UN been looking for the optimal blend of roles, mandates and functions for the UN to be the most effective. With the adoption of the 2030 Agenda and the SDGs, the system and its members are facing an opportunity to change also in terms of organisational arrangements. The challenges of today demand more from the UN. But form must follow function. Thus, the functions around which the MS can agree will be decisive for how the system will be organised. Concretely:

- The collaboration between the development, humanitarian and peacebuilding parts of the system should be enhanced. Cooperation with MDB:s and civil society should improve.
- The UN should be set up to be more diversified and flexible, especially at country level, in order to generate solutions for countries at all stages of development.
- The concept of Delivering as One should be further developed at country level as well as at headquarters, including among the boards.

Capacity and impact
At country level in particular, the UNDS offers competence in capacity development of a wide range of actors. This is an area where there is room for better coherence, including when it comes to assessing the needs for and the delivery of capacity development. This is also true at an interagency level, where UNDS capacity must be strengthened. RCs in particular must be given strong enough mandates to efficiently coordinate UNDS efforts at country level, including ensuring that its capacities are maximised.

Capacity development is also needed in terms of improved representation of women in the system, reformed staff policies that are more conducive to gender equality and strengthened anti-discrimination policies.

The concept of impact is closely linked to the discussions on performance, results and evaluation. The current QCPR calls for better measurements and reports of the UNDS collective impact as a system. Being able to report on impact at country level is key.

- A more strategic and coherent results culture across the UN system would be helpful to get a better overview of total UNDS impact (at country level or elsewhere).
- The data revolution offers new opportunities for measuring impact. All agencies should work to make transparent and real time data accessible.

Partnership approaches
The UN's role in generating, facilitating, leveraging and participating in partnerships at all levels and with a wide range of actors is crucial. This role will be increasingly important in the implementation of the 2030 Agenda, in particular as the universality of the agenda will embrace also middle and high income countries. Concretely and in addition to previous proposals above:

- The system should draw on the experience of the successful partnerships established in support of the MDGs.
- Partnership approaches at country level should be aligned with national development strategies in order to induce national ownership and facilitate the inclusion of the large number of actors in each country.
- One of the major transitions that the 2030 Agenda world is facing is the increase of urbanisation and the challenge for governments to allow for all its citizens to find livelihoods through formal sector employment. Development actors will have to increasingly incorporate aspects of employment and decent work in their operations, and consequently establish new partnerships in light of this challenge.

Switzerland

Swiss inputs for the ECOSOC dialogue
(Feb 10, 2016)

This document constitutes a working paper that will be further elaborated as discussions evolve. In this regard, it remains flexible and does not constitute a Swiss position for future negotiations and should not be quoted as a Swiss position. The inputs reflect some topics that Switzerland considers important to discuss during the ECOSOC dialogue on the longer-term positioning of the UNDS (February – June 2016). These inputs are provided to foster a constructive and substantial debate.

GOVERNANCE, ORGANIZATIONAL ARRANGEMENTS, FUNDING, IMPACT

Challenge 1: **How to best address drivers of the fragmentation, incoherence and weaknesses of the current UN Development System?**

1. UN Development System is currently <u>fragmented, with overlaps,</u> its member agencies <u>compete for funds</u> and agencies' areas of work are at times <u>unclear</u>.
2. The 2030 Agenda and its principles, particularly its universal character and working across silos, are a clearly signal that the status quo will not be acceptable.
3. Until now, extremely few - if any - functions have been system-wide (meaning with a collective planning, responsibility, implementation and reporting). Do we want or need the UN to deliver some support jointly (system-wide)?
4. An important instrument for shaping the UN Development System is the quadrennial comprehensive policy review (QCPR) resolution. However, who is the interlocutor, the responsible and accountable entity that implements the QCPR? While QCPR and its SG report refer to UNDS, UNDG or CEB, these entities are only internal UN coordination mechanism. Are these loose internal coordination mechanisms (UNDS, UNDG and CEB) fit for the new 2030 Agenda and a system-wide action? What is the mirror/equivalent of the Resident Coordinator system and "Delivering as one" at headquarters' level?
5. The delivery as one approach (DaO), the resident coordinator system and the standard operating procedures (SOPs) have made encouraging progress over the last years towards more coordinated UN operational activities for development at country level. However, these instruments alone, mainly focusing on country-level coordination have reached their limits of impact without addressing complementary measures at headquarters level.[1] The next generation of measures must focus on <u>headquarters</u>, as HQ decide on the systems, procedures, rules that are specific for each entity and make it very difficult to operate as one at the country level.

Proposals/ideas for addressing the challenge 1:

6. The new 2030 Agenda calls to work in a holistic manner, across the goals and less in silos. Therefore, the UN should have <u>system-wide answers for some functions</u>. Clear system-wide

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[1] As for an example, the business operations strategy (BOS) provides a voluntary tool for UN Country Teams to implement QCPR mandates related to the effective harmonization and rationalization of business operations, hence the BOS enhances the cost effectiveness and quality of operational support processes such as procurement, ICT, HR, Logistics and Admin and Finance in support of the UNDAF. However, since its roll out in late 2012, only sixteen countries (8% of country teams in programme countries) have begun implementing their BOS frameworks. Even though implementation added significant value to programme countries with its direct effect on the efficiency of the implementation of UNDAF and the support to the achievement of development results, not more country teams have implemented such BOS. Where is the missing incentive that such BOS are applied on a much larger scale given the fact of these positive effects?

mandates for the UN need to be identified. These functions need to focus on collective response and clarify the mechanism for system-wide planning, implementation and reporting/evaluation (Agenda 2030, para 88) of such mandates. A system-wide approach would be beneficial for integrated policy support, support to national statistics and data collection, SDG national planning and monitoring, integrated capacity building…

7. System-wide functions should be limited to some specific areas of work, as for most thematic expertise <u>no system-wide approach</u> is needed. In many areas, UN entities can thematically work individually, if well-coordinated.

8. There is a need for a <u>strong, independent/neutral and accountable coordination entity</u> that has a mandate from member states, and report to them. The mandate could include QCPR implementation, all services available to all UN entity (payroll system, multi partner trust fund office, etc.), all country coordination and support (DOCO), regional coordination and headquarters coordination (HLCM, HLCP) as well as the system wide mandate (planning, sub-contracting, supervising implementation, reporting and evaluation). This coordination entity would also be accountable to all UNDS/UNDG (horizontal governance). Such coordination entity should have no implementation functions, to avoid any conflict of interest. The funding of such coordination entity could be a mix between cost sharing agreement among the UNDS/UNDG and voluntary contributions (and/or assessed contributions).

9. Funding is a powerful driver of changes and should be used as an incentive for a system-wide action, less competition and better coordination. A <u>system-wide funding</u> could be based on a subsidy system, where funds are given only when several agencies work together on a system-wide mandate, complementing the UN agencies funding. To manage future system-wide funding, a strong, independent and accountable coordination entity, representing UNDS/UNDG at HQ, regional and country level, is needed.

10. This coordination entity should work based on a <u>system-wide strategy/framework</u>, a document that clarifies at headquarter level the system-wide mandates, the functions of the UN for each type of context, the role and responsibility of each UN agencies in each type of context, the way of working closer between development and humanitarian, the identification of overlaps, gaps and duplications, and the modalities for the implementation of a planning, implementation, reporting and evaluation of system-wide functions/mandates. The same exercise of system-wide strategy should be done at the regional level and at national level.

11. The <u>head of the coordination unit</u> (for example with the title of Director-General for Development) would be in charge of directing the UN Development System / UNDG, with a hierarchical rank above the head of agencies to be able to implement system-wide mandates and would represent UNDS/UNDG at headquarters, regional and country level (RC would report to him).[2]

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[2] Several measures were adopted in the 1970s to strengthen the system-wide character of operational activities, including the establishment of: (a) the post of Director-General for Development and International Economic Cooperation, (b) a single pledging conference and (c) the comprehensive policy review, which was first conducted in 1980. The Director General's post, which was given wide ranging responsibilities relating to development and international economic cooperation, however, was not given sufficient authority to coordinate all operational activities of the UN system and was therefore primarily limited to those delivered by the Secretariat. The post was abolished in 1992. One should discuss whether sound analysis of the failure at the time could not provide for a better design of the one or the other mechanisms:

ORGANIZATIONAL ARRANGEMENTS, GOVERNANCE, CAPACITY, IMPACT

Challenge 2:   What measures could further enhance country-level impact of UN operational activities for development?

12. As outlined in the challenge 1, the next generation of measures must involve mainly headquarters. However, at country level, certain reform proposals merit consideration.

Proposals/ideas for addressing the challenge 2:

13. Strengthen local accountability and oversight (country-level boards and horizontal governance) of the UN activities: Decentralization is a trend in the UN, however the governance structure are not following. We think that a type of <u>"local board"</u> could be introduced in order to strengthen ownership by the receiving government as well as the main development actors active in the country. This could also help to attract donors' funds for implementing the UNDAF. Many models could be proposed, but the format should be decided by the receiving government.

14. The <u>UN presence</u> of many countries and context must be revised, because too numerous and costly. Coherence and impact could be increased by decreasing the number of resident agencies. A system of regional hubs, with country contract person (of other agencies or of the coordination entity) could be explored. Operational lead agencies[3] system (with a limited number of agencies having a representation) would encourage UN entities to work in networks and less in competition. Each type of context requires a different response and set-up for the UN development agencies. Additional analysis and proposals for country-level set up of UN operational activities for development may merit further discussion.

15. The strong normative content of the SDGs will require different and new skill sets among the staff at global, regional and country levels. Staff must be able to work with mandates that are increasingly cross-programmatic. Competencies such as systems-thinking will be increasingly important. The UN development system may need a unified workforce that promotes mobility and facilitates exchanges across the UN system. A One UN <u>staff system</u> (unified UN civil servant system for all, secretariat, funds and programmes, and specialized agencies) that allows easily moving from one UN entity to another (mobility) and having comparable conditions may be the way forward. The human resources policy and management should be guided by competence, performance, self-criticism and diversity. The World Bank policy, management and practices could be an interesting example to explore.

16. If the strategic plans of the Funds and Programs are now covering the same period (as requested by the QCPR), at country level, the various agencies' plans cover different period and are not necessarily aligned with the government planning cycle. To encourage common analysis (context and political), system wide planning, implementation and reporting, and a meaningful

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[3] *Dr. Silke Weinlich and Urs Zollinger introduced this model in the DIE Briefing Paper 13/2012 "Lessons from Delivering as One – Options for UN Member States"*: "The model of Operational Lead Agencies (OLAs) significantly reduces the lines of accountability at the country level. While keeping the number of UN agencies at the global level unchanged, the model of OLAs would reduce the number of UN agencies operating at the country level to three or four. These OLAs are the 'natural' leaders based on programme size, country presence and thematic priority – likely candidates would be UNDP, UNICEF, the World Food Programme (WFP) and the United Nations High Commissioner for Refugees (UNHCR). All other UN agencies entrust their operational activities to one of them; their activities would be fully integrated into one of the OLAs country programmes. The OLAs in turn can rely on the expertise of UN partner entities and can profit from 'seconded' staff. OLAs would have full responsibility and be accountable for delivering results. While the OLAs model has the same objectives as DaO – namely to create a more relevant and effective UN by reducing fragmentation – it would overcome some of the limitations of the current DaO approach. The lines of accountability would be clarified and simplified. The complexity and resulting transaction costs involved in 20 to 30 UN entities trying to work as one would be reduced, and the balance between inclusiveness and a strategic approach could be struck more easily."

use of the UNDAF (or its successor), we think that all UN entities in a country should have the <u>same planning period</u>, that is aligned to the planning period of the country.

PARTNERSHIP APPROACHES, ORGANIZATIONAL ARRANGEMENTS, FUNDING, GOVERNANCE

<u>**Challenge 3:**</u> **How to seize opportunities of multi-stakeholder partnerships for the achievement of Sustainable Development?**

17. In the 2030 Agenda, the issue of partnerships is highly prominent and relevant. There is a need of clarity and common understanding on the way partnerships should be designed and implemented.

How should "SDG Partnerships" look like? The most effective partnerships in the MDG era were those that had a broad range of partners but a narrow set of goals (ie GAVI, Global Fund). What does that imply for partnerships in the SDG era where we no longer work with "silo's" but rather where we want to consider how efforts to achieve the goals in one sector could impact or be impacted by achieving the goals and targets in another sector?

<u>**Proposals/ideas for addressing the challenge 3:**</u>

18. Multi-stakeholder partnerships should be an important delivery mechanism for the SDGs. These partnerships can take on many forms – country based, regional, global; formal, informal – and should be guided by the potential impact on the ground.
19. The UN needs to safeguard its mission and reputation, thus there needs to be a system in place that protects UN actors to engage in multi-stakeholder partnerships that can harm them. The current guidelines on a principle-based approach to the cooperation between the United Nations and the business sector constitute an excellent set of principles and new guidelines should only be considered if they can provide additional value to the existing framework.
20. Governance mechanisms of individual UN agencies, in particular funds and programmes, are the main venue to discuss individual partnerships they are engaged in. Each UN agency needs to be able to enter into partnerships with whichever partners can best help them deliver their mandate, while respecting the UN partnership guidelines. The boards of such UN entities remain the accountability mechanism.
21. In order to better engage in partnerships with the private sector and other non-state actors, UN entities, in particular funds and programs need to upgrade their internal capacity, rules, procedures and structure. These should be guided by pragmatism as to what partnerships can achieve. It is very unlikely that the private sector or foundations will become major funders of UN funds and programmes' operations. On the other hand, when it comes to leverage know how, innovation, and capacity to scale on the ground, partnerships hold tremendous potential. Moreover, by partnering with the private sector, more and more business might align their core business strategy with the UN and will help mainstream the SDGs among businesses.
22. Given the increased importance of non-state actors, in particular the business sector but also foundations, NGOs and CSOs, these actors need to be engaged with the governance mechanisms of funds and programmes. General debates of executive boards could invite regularly important partners of UN agencies apart from Member States. While Member States have a different legitimacy and accountability, other partners should also be given their share of attention. There are a number of existing examples for inspiration that demonstrate civil society organisation and private sector participation in consultation or decision making processes in the UN (e.g. the UN Global Compact Board, the Committee on World Food Security, the Inter-Agency Standing Committee, etc.)

Varia: Additional proposals/ideas

23. The main <u>comparative advantage</u> of the UN is its work in fragile contexts, least developed countries and its normative/policy/advocacy work. That is where the majority of the funding and human resources should be focused.
24. Alignment and <u>integration</u> of peacebuilding, development and humanitarian should be encouraged at the level of common context/political analysis, common planning and a common reporting. However, common implementation would not be appropriate in several contexts, as the perception of some peacebuilding, peacekeeping or political mission activities could be seen as not neutral by some national actors, putting at risk access and security for development and humanitarian activities.
25. There must be a global movement/campaign so that the <u>specialized agencies</u> accept and follow the QCPR, and the system wide planning, implementation and reporting. The boards of such agencies should confirm this mandate or the legal agreement between the specialized agencies and the UN should be revised.
26. Should we change the <u>name of the QCPR</u> resolution? The title could give a better indication of its content and indicate the new 2030 Agenda area: We could propose: "United Nation common action for sustainable development".