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**Draft country programme document for the United Arab Emirates  
(2008-2011)**

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## I. Situation analysis

1. The country programme for the United Arab Emirates (UAE), 2008-2011, is based on the findings and recommendations of the previous country cooperation framework (CCF), 2002-2006 review. This involved consultations with the Government, United Nations organizations, civil society and the private sector.
2. The total population of the UAE (2005 figures) is 4.1 million, of which 80 per cent are expatriates. The per capita gross domestic product (GDP) is estimated to be \$24,000. Substantial oil revenue has supported implementation of a structural reform programme including a drive towards economic diversification. As a result, the direct contribution to GDP from the oil sector has decreased from 60 per cent in the 1980s to 27 per cent in 2005.
3. The UAE is on track to achieve the Millennium Development Goals by 2015. The primary education enrolment rate is 98 per cent, and the literacy rate among 15-24-year-olds is 99 per cent. There are twice as many females in tertiary education as males. Child mortality is 10.6 per 1,000 births; the HIV/AIDS prevalence rate is below 0.2 per cent.
4. The country is a member of the World Trade Organization and is engaged in bilateral trade negotiations with the United States of America, China and the European Union.
5. Development of national human resources and creation of job opportunities for nationals is a priority. The Government is looking to the private sector to create additional employment opportunities. Women's participation in the labour force only 22 per cent in the public sector and 4 per cent in other sectors.
6. Regional disparities in development persist, due largely to the concentration of economic activities and natural resources (oil) in a few emirates. Development of remote areas is part of the 2008-2011 national strategy. UNDP will seek to secure support for, and provide technical cooperation to, the less resource-endowed emirates.
7. Rapid urbanization, population growth and industrial expansion have increased pressure on the environment and water resources. The coastline and marine environment are under stress due to urban development along the coastline.
8. Strong economic growth calls for strong institutional and policy support to achieve further balanced and sustainable development, and for comprehensive, up-to-date statistics to inform policy analysis and formulation.

## II. Past cooperation and lessons learned

9. The second CCF, prepared for 2002-2006, focused on three programme areas: (a) institutional and human resources development; (b) integration into the global economy; and (c) protection, management and regeneration of natural resources and the environment. The CCF review mission concluded that many of the UNDP-UAE activities have produced tangible development impact. The review noted the timely responsiveness by UNDP to national requests for development services, and its resourceful approach to sourcing expertise. UNDP partnerships were strong in innovative public sector reform projects.

### *Main lessons learned*

10. Capacity development is a central aspect of the technical cooperation provided by UNDP. Successful examples include the transformation of the federal budget management system from input-based to results-based, with clear performance indicators, and the introduction of a financial management information system. The capacity of more than 800 government staff members was enhanced through training. The impact of UNDP contributions in the areas of capacity enhancement of federal and local authorities in

strategy and policy formulation and plan implementation, empowerment of women, review and monitoring, and reinforcing the democratization process, is also evident.

11. National ownership is crucial to success. In the gender mainstreaming programme, the General Women's Union (GWU) is the leading partner in implementing the national strategy for the advancement of women and the implementation of the Convention on the Elimination of All Forms of Discrimination against Women.

12. The partnership between UNDP and the federal and emirate authorities is a key element in mobilizing financial resources for implementation of the technical cooperation initiatives. Equally important is forging strong partnerships with key national charity organizations, namely the Red Crescent and Zaid Foundation, and with the private sector for mobilizing resources for UNDP activities in other countries. Under the second CCF, UNDP-UAE facilitated the funding of projects in several countries for over \$10 million.

13. Synchronization of UNDP activities in the UAE with regional programmes such as Women Parliamentarians (under the aegis of the United Nations Development Fund for Women) and HIV/AIDS-HARPAS, and linkages with UNDP resources and expertise and with regional advisors and commissions increase the impact of UNDP assistance.

14. Adequate staff capacity in the country office is central to the successful implementation of a country programme (the recent addition of four professionals to the country office was helpful), as will be a systematic assessment of short-term advisory services.

### **III. Proposed programme**

15. In the new country programme (2008-2011) UNDP will focus and build on areas where there is national demand for its services, and where it is uniquely positioned to provide policy advice and support the development of national capacity. UNDP will focus on three broad themes of cooperation: (a) governance; (b) economic and social development; and (c) environment. Across these three areas, seven outcomes have been identified in line with national development priorities and the UNDP mandate. Although gender and HIV/AIDS are outcomes on their own, they will also be implemented as cross-cutting issues.

16. The main services will be: policy advice and support to the decision-making process; institutional and human capacity development; and advocacy and awareness-raising.

17. Partnerships will be central to the success of the country programme. Building on the achievements of the previous CCF in initiating new partnerships, UNDP will strengthen existing partnerships with government institutions, parliament, non-governmental organizations, the private sector, bilateral donors and academic institutions. UNDP will work with the Building Design Partnership network and the Subregional Resource Facility for Arab States (SURF-AS), as well as through international and regional UNDP programmes such as the Global Parliamentary Support Programme; the Regional Programmes on Governance, Information and Communication Technology for Development in Arab Region, HIV/AIDS, and the Centre for Arab Women Training and Research. UNDP will collaborate with the United Nations specialized agencies and the United Nations Economic and Social Commission for Western Asia.

18. The seven outcomes and country programme activities contributing them are as follows:

#### **A. Economic and social development**

*Outcome 1. Enhanced national capacity to analyse, design and monitor development policies in areas of national priority*

19. UNDP will support the Government at the federal and emirate levels to strengthen the information base and statistics for effective analysis and monitoring of progress, and will support the Ministry of Economy in its analysis and utilization of the data from national

censuses. Technical support will be proposed to monitor the impact of accelerated economic development on the social fabric.

20. Based on the experience of the previous CCF, government requests for technical assistance by UNDP in policy analysis are likely to address economic as well as development issues related to emerging national concerns such as development of remote areas, social welfare, youth, unemployment and job creation, human rights, the needs of vulnerable groups, and consumer protection.

*Outcome 2. Strengthened national capacity in supporting economic diversification and private sector development*

21. UNDP will provide technical and policy advice in the formulation of economic development plans at the federal and emirate levels. UNDP will also provide technical cooperation in the analysis of priority policy issues relating, to Foreign Direct Investment, industrial development, income distribution, the attainment of higher employment rates among nationals, and the effectiveness of fiscal, trade, and other economic diversification policies such as the establishment of small and medium-sized enterprises (SMEs).

*Outcome 3. HIV/AIDS outreach programmes*

22. UNDP will support the development and implementation of policy frameworks for multi-sectoral priority issues, such as developing of a national HIV/AIDS strategic plan. It will draw on international United Nations/UNDP experience and partnerships and on its access to Government across sectors and levels.

## **B. Governance**

*Outcome 4. Improved capacity of federal and emirate level institutions in strategic planning, resource management and service delivery*

23. UNDP will provide technical assistance to the strategic planning processes of federal- and emirate-level authorities for achieving sustainable development, defining government priorities and improving performance to meet international standards. Strategy initiatives include assistance in formulating six sectoral plans by the federal Government.

24. UNDP will provide technical assistance to the programme aimed at enhancing federal government performance and service delivery. The focus will be on developing capacities of federal ministries and autonomous agencies in planning expenditures in a medium-term expenditure framework; improving the definition of outcomes, expected results and performance indicators; aligning institutional structures with programme structures; and strengthening the role and accountability of programme managers. UNDP will support efforts to strengthen the budget planning and prioritization process of the federal Government through enhancing capacities for economic and fiscal analysis and forecasting. Technical assistance will be provided in developing elements of the reform programme. UNDP will support government initiatives to strengthen public resource management.

*Outcome 5. Strengthened democratic governance institutions and functions*

25. UNDP will build on the technical cooperation initiated with the Federal National Council (FNC) in the previous CCF, and the ongoing parliamentary reforms being introduced in the UAE, to provide technical support to parliamentary development. UNDP will support FNC initiatives aimed at strengthening the capacity of elected and appointed members in their legislative and oversight functions, and at strengthening parliamentary knowledge management for enhanced policy dialogue and analyses. Particular consideration will be given to the capacity development needs of women members of the FNC and local consultative councils.

*Outcome 6. Gender mainstreaming and empowerment*

26. Although gender mainstreaming in UAE is classified under governance, gender will be a cross-cutting issue permeating UNDP activities to support the national priority of

empowering women to contribute to the economic, social and political spheres. Gender will be incorporated in all UNDP activities to ensure that women are beneficiaries of, as well as catalysts for, socio-economic policies and programmes. In addition, stand-alone activities will be implemented to enhance awareness and capacity for gender mainstreaming, and to target the capacity development needs of women.

## **C. Environment**

*Outcome 7. Enhanced capacity of federal and local governments in implementing the National Environmental Action Plan and enforcement of environmental regulations*

27. UNDP will implement capacity development activities to support regulatory agencies in environmental monitoring and enforcing environmental laws. Seminars, workshops and training sessions will be organized jointly with the Federal Environmental Agency. The input of United Nations specialized agencies will be sought for these activities.

*South-South cooperation*

28. UNDP-UAE will use its global network to offer the Government, both at the federal and emirate levels, access to South-South cooperation to broaden their range of policy options.

## **IV. Programme management, monitoring and evaluation**

### **A. Implementation arrangements**

29. National execution was introduced and effectively utilized in the previous CCF, and will be further pursued in the next country programme. As capacity development of national institutions is central to UNDP-supported activities, the consultants involved in programme implementation will institute capacity development approaches.

30. In support of the programme, UNDP will serve as a channel and partner vis-à-vis the services of other specialized agencies, paying particular attention to its representation role and its endeavours to achieve synergy with other United Nations organizations.

### **B. Monitoring and evaluation**

31. Clear monitoring and follow-up mechanisms will be established for all projects, including periodicity and modality of assessments, benchmarks, deliverables and success criteria. Project managers and consultants will be requested to submit progress reports. Periodic reviews of projects will be undertaken, in association with beneficiaries, to improve planning and provide for corrective measures, and independent evaluations will be carried out for larger-scale activities and outcomes.

### **C. Country office structure and staffing**

32. The country office structure and capacity will be realigned and strengthened to meet the demands of the programme. This will also permit the country office to fulfill its expanded role of overseeing the Qatar country programme, and its role as United Nations Inter-Agency Support Unit for regional and worldwide support offices of United Nations organizations based in the UAE. These include the World Food Programme, the United Nations Office for Project Services, the United Nations Children's Fund, the United Nations Office for the Coordination of Humanitarian Affairs, the United Nations Department of Safety and Security, the United Nations High Commissioner for Refugees, and United Nations University.

### **D. Resource mobilization**

33. The mobilization target is \$16 million for the period 2008-2011 of which \$15 million will be government cost-sharing, and \$1 million will be third-party cost sharing.

**Annex. Results and resources framework for the United Arab Emirates (2008-2011)**

<i>Programme component</i>	<i>Programme outcomes</i>	<i>Programme outputs</i>	<i>Output indicators, baselines and targets</i>	<i>Role of partners</i>	<i>Resources by goal (\$'000)</i>
<b>Priority area: Economic and social development</b>					
Goal 1. Achieving the MDGs and reducing human poverty	Enhanced national capacity to analyse, design and monitor human development initiatives <b>Baseline:</b> Weak collection of vital socio-economic data for decision-making <b>Target:</b> Improved national data collection and reporting	(a) Strengthened statistical capacity for evidence-based planning at the federal and emirate levels  (b) Publication of national human development reports (NHDRs) and Millennium Development Goals reports (MDGRs)	<b>Indicator:</b> Availability of data at the federal and emirate levels and published Reports <b>Baseline:</b> Inconsistent federal and emirate level data <b>Target:</b> Improve national data collection and dissemination and publication of NHDRs/MDGRs	Ministry of Economy, authority of the seven emirates (coordination and resources, data analysis and dissemination), UNDP (technical advice/coordination)	Government contribution: \$3,000  Third party : \$300  <b>Total: <u>\$3,300</u></b>
	Address geographical disparities in the UAE  <b>Baseline:</b> Regional disparities exist between the northern emirates and the rest of the federation at the economic and social levels  <b>Target:</b> Emirate policies conducive to SMEs which encourage new sources of income and job creation	(a) Mechanisms for promoting SMEs as a diversification strategy in targeted sectors in northern emirates  (b) SMEs as an employment initiative in the northern emirates	<b>Indicator:</b> Securing funding for SMEs from the federal government <b>Baseline:</b> Limited financial resources in the northern emirates <b>Target:</b> Three SMEs established in each of the four northern emirates	Ministry of President Affairs (funding), Min. of Agriculture and Fisheries (implementing), Min. of Environment and Water (partner), Investment Authorities (private funding), Women's Society (partner). UNDP (technical advice/coordination)	Government contribution: <u>\$4,000</u>  Third party: <u>\$0.0</u>  <b>Total: <u>\$4,000</u></b>
	Outreach programmes for HIV/AIDS at the federal and emirate levels  <b>Baseline:</b> HIV/AIDS situation assessment needs to be finalized <b>Target:</b> Strengthening national capacity to respond to HIV/AIDS through the national strategic plan	(a) Situation Assessment and Response Analysis finalized  (b) National strategic plan developed and implemented  (c) Alignment of the United Nations system assistance and donor support with national strategy and programmes.	<b>Indicators:</b> National strategic plan prepared <b>Baseline:</b> Lack of national HIV/AIDS strategy at the federal level <b>Target:</b> National strategic plan put into operation	UNDP, UNAIDS, UNICEF (technical advice), Ministry of Health (coordination/implementation), National Multisectoral Task Force on HIV/AIDS (partners).	Government contribution: \$500  Third party : \$0.0  <b>Total: <u>\$500</u></b>

Priority area: Public sector reform and democratic governance					
Goal 2. Fostering democratic governance	Improved capacity of national institutions in strategic planning, resource management and service delivery <b>Baseline:</b> Weak public sector service delivery and resources management due to lack of adequate capacity <b>Target:</b> Quantifiable progress achieved in selected entities	Options and recommendations for the enhancement of service delivery and resource management (performance-based budgeting) at the federal and emirate levels provided to relevant federal ministries and emirate level entities (Ministry of Foreign Affairs, Ministry of Economy and Dubai Executive Council)	<b>Indicators:</b> Quality and number of recommendations initiated and implemented. <b>Baseline:</b> The number of public institutions adapting to the new directives and regulations <b>Target:</b> Recommendation for three pilot institutions	Ministry of Finance and Industry (funding/implement.), Ministry of Economy (funding/coordination/implement.), Dubai Executive Office & Dubai Executive Council (funding/implement.) UNDP (tech. advice)	Government contribution: \$2,000 Third party: \$0.0 <b>Total:</b> <u>\$2,000</u>
	Strengthening the FNC <b>Baseline:</b> Modest capacity of the FNC secretariat and of the members of Parliament (MPs) <b>Target:</b> Strengthening capacity of the secretariat and ability of MPs to execute their functions	Enhancing the institutional capacity of the FNC secretariat and of the MPs	<b>Indicator:</b> Number of workshops and seminars in capacity building provided for the FNC secretariat and MPs <b>Baseline:</b> The secretariat and MPs requiring training <b>Target:</b> 10 nationally trained staff and six workshops held annually	UNDP/Democratic Governance Thematic Trust Fund (funding/technical advice); FNC (funding/implementa-tion); Ministry of Parliamentary Affairs (partner).	Government contribution: \$500 Third party: \$100 <b>Total:</b> <u>\$600</u>
	Gender mainstreaming <b>Baseline:</b> Role of women in public life is negligible <b>Target:</b> Enhance role of women in eight sectors (media education, economy, social affairs, health, legislation, political participation, environment)	(a) Promotion of gender mainstreaming in all UNDP-UAE projects (b) Gender mainstreaming of programmes and activities and integration of gender equality policies in the majority of government ministries or entities (c) Advocate article 2 of the Convention on the Elimination of All Forms of Discrimination against Women	<b>Indicators:</b> National staff trained on gender issues in eight sectors <b>Baseline:</b> Gender knowledge assessment conducted for GWU staff <b>Target:</b> 1) 120 women' staff trained in gender development in eight sectors; 2) Streamlining gender policies in 10 entities; and 3) sensitizing 20 officials on gender issues	UNDP, UNIFEM, UNFPA (technical advice), UAE Red Crescent (funding), GWU (implementa-tion), and Ministry of Foreign Affairs (partner for the Convention)	Government contribution: \$2,000 Third party: \$500 <b>Total:</b> <u>\$2,500</u>
Priority area: Environment					
Goal 3. Environment for sustainable development	Implementation of the National Environmental Action Plan (NEAP) and enforcement of environmental regulations <b>Baseline:</b> Weak capacity to implement NEAP <b>Target:</b> Strengthened capacity of government to implement NEAP	Enhancing environmental enforcement through capacity building at the federal and emirate levels	<b>Indicator:</b> Implementation of NEAP <b>Baseline:</b> Loose environmental regulations <b>Target:</b> Four seminars ( two at the federal and two at the emirate level) for targeted government employees on environmental regulations	Ministry of Environment (funding/implementa-tion), Abu Dhabi Environment Agency (funding/partner), UNDP and SURF-AS (technical .advice)	Government contribution: \$ 3,000 Third party: \$100 <b>Total:</b> <u>\$3,100</u>