Administrative Committee on Coordination

16 November 1998

English only

Report of the Consultative Committee on Programme and Operational Questions on its thirteenth session

(New York, 21–25 September 1998)

Contents

I. Introduction

1. The Consultative Committee on Programme and Operational Questions (CCPOQ) held its thirteenth session at United Nations Headquarters in New York from 21 to 25 September 1998. The agenda for the session is contained in annex I below and the list of participants in annex II below.

II. Matters for consideration by the Administrative Committee on Coordination (ACC)

A. Nomination of the Consultative Committee on Programme and Operational Questions (CCPOQ) Chairperson

2. The Committee is pleased to recommend to the Administrative Committee on Coordination (ACC) the nomination of Nitin Desai, Under-Secretary-General, Department of Economic and Social Affairs of the United Nations Secretariat, as its Chairman for the two-year period from November 1998 through October 2000.

B. Second ACC guidance note on the integrated follow-up by the United Nations system to the major United Nations conferences and summits

3. ACC's attention is drawn to the above guidance note (see annex III), adopted by CCPOQ on its behalf.

C. Collaboration with civil society organizations

4. CCPOQ recommends for ACC's adoption the Partnership approach: principles underpinning the United Nations system's operational collaboration with civil society organizations (see annex IV).

D. Job description for resident coordinator positions

5. The Committee recommends to ACC that the job description for resident coordinators as contained in annex V of this report should be used provisionally for selection appraisal, competency assessment and appraisal purposes, pending further revisions which are likely to occur to reflect the provisions of the General Assembly resolution on the triennial comprehensive policy review of operational activities for development of the United Nations system, and the outcome of the United Nations Development Assistance Framework (UNDAF) pilot phase.

E. Proposed agenda, date and venue for the next session of the Committee

6. CCPOQ recommends to ACC that its fourteenth regular session be held in Geneva from 8 to 12 March 1999, with the following provisional agenda:

1. Policy and programme coordination issues:

    (a) Coordinated follow-up to global conferences and summits;

    (b) Poverty eradication;

    (c) Responses to and recovery from crisis situations.

2. Operational activities for development:

    (a) Regional and subregional development cooperation;

    (b) 1998 Triennial comprehensive policy review;

    (c) Operational collaboration with civil society;

    (d) Role and functioning of the resident coordinator system, including programming processes;

    (e) Operational activities training.

3. CCPOQ administrative issues:

    (a) Role and functioning of ACC and its subsidiary machinery;

    (b) Report of the Secretary;

    (c) Future programme of work;

    (d) Proposed programme budget for 2000–2001.

4. Other matters:

    Joint Inspection Unit (JIU) reports.

III. Work of CCPOQ

A. Action taken and decisions adopted

1. ACC Subcommittees

7.   The Committee endorsed the designation of office-bearers, as appropriate, as well as the dates, venues and agendas of the following ACC Subcommittees:

Subcommittee on Statistical Activities

Thirty-third session: 14–16 September 1999, Madrid

Subcommittee on Drug Abuse Control

Chairperson: Sumru Noyan (United Nations International Drug Control Programme (UNDCP))

Term of office: Two-year period, 1998–1999

Seventh session: 14–17 September 1999, Paris

Subcommittee on Nutrition

Secretary: Dr. S. Rabeneck

Term of office: February 1999–June 2001

Twenty-sixth session: 12–15 April 1999, Geneva

Subcommittee on Demographic Estimates and Projections

Chairman: Jerrold Huguet (Economic and Social Commission for Asia and the Pacific (ESCAP))

Secretary: Joseph-Alfred Grinblat (United Nations)

Term of office: Two years, from June 1998–June 2000

Twenty-first session: June 2000, Geneva

2. Role and functioning of the resident coordinator system

8.   The Committee adopted, on behalf of ACC, the guidance note (annex VI) for the resident coordinator system on operational collaboration with civil society organizations.

9.   The Committee endorsed the guidelines on national execution, the programme approach and administrative management for the resident coordinator system for inclusion in the CCPOQ Operational Activities Reference Manual.

3. Operational activities training

10.   The Committee wishes to transmit to the United Nations Staff College its views on operational activities training as contained in paragraphs 85–90 of the present report.

4. Joint Inspection Unit (JIU) reports

11.   The Committee adopted on behalf of ACC the draft ACC comments on the Joint Inspection Unit (JIU) report as set out in document ACC/1998/POQ/CRP.30.

5. Poverty eradication

12.   The Committee endorsed the revised matrix on "Freedom from poverty: actions and partnerships" (see annex VII) for inclusion in the Operational Activities Reference Manual.

6. CCPOQ informal session/Working Group on the Resident Coordinator System

13.   The Committee decided to convene an informal session/Working Group on the Resident Coordinator System during the week of 19 October 1998 in Geneva, with a possible link to New York using teleconferencing, to consider the results of the workshop on the UNDAF assessment and the further development of the draft generic guidelines for a strategic framework approach for response to and recovery from crisis.

B. Summary of discussions

14.   In her introductory remarks, the Chairperson highlighted some salient considerations which should guide the Committee's future work, namely, the implications for the Committee's role of the greater delegation by ACC of decision-making authority to its subsidiary machinery; the emerging significance of cross-sectoral issues and related needs for strengthening linkages with other relevant bodies, including the Inter-Agency Committee on Women and Gender Equality (IACWGE) and the Inter-Agency Committee on Sustainable Development (IACSD); and the importance of shared responsibility in the Committee's work and the proved effectiveness in this regard of the task manager approach. Also significant was the consultative nature of CCPOQ and its role in ensuring the injection of a system-wide perspective on issues of common concern such as UNDAF and operational activities training pursued through the United Nations Staff College.

15.   The Committee expressed its deep appreciation to Mary Chinery-Hesse on the completion of her term of office as

Chairperson. Her outstanding intellectual and leadership qualities, and her strong commitment to the cause of development and inter-agency cooperation had strengthened the work of the Committee immeasurably.

16.   During her tenure, CCPOQ reached agreement on a range of important and difficult issues, involving both the programmatic and the operational dimensions of its mandate. She guided the Committee's transformation into a body that effectively blended the normative and operational dimensions of cross-cutting issues such as poverty eradication, and the coordinated follow-up to global conferences and summits. She ensured system-wide agreement on a range of far-reaching, substantive policy guidance documents to promote inter-agency cooperation and to strengthen the resident coordinator system. Her formidable political skills and knowledge steered the Committee into making major contributions to decisions by ACC, the Economic and Social Council and the General Assembly in areas ranging from cooperation with civil society and non-governmental organizations to the implementation of reforms in operational activities. Under her leadership, an effective inter-sessional link was instituted between the ongoing and rapidly unfolding reforms of the United Nations and the rest of the United Nations system, thus ensuring the rapid implementation of major reforms with system-wide implications.

17.   Mrs. Chinery-Hesse, while discharging important responsibilities at the International Labour Organization (ILO), devoted her unique skills and experience fully to the effective conduct of the Committee's work. For these achievements and her exceptional personal qualities, she earned the everlasting respect and admiration of the Committee. Her achievements would continue to inspire its work for the years to come.

1.   Policy and programme coordination issues

(a)   Coordinated follow-up to global conferences and summits

Right to development

18.   The Director of the New York Office of the United Nations High Commissioner for Human Rights briefed the Committee on the right to development, emphasizing the importance attached by the General Assembly to this issue in its Agenda for Development, contained in Assembly resolution 51/240, annex, and the Secretary-General's call for human rights issues to permeate through the United Nations system's work. The New York Office had embarked on inter-agency collaboration in several areas, namely, the conclusion of memoranda of understanding as well as joint activities — such as the convening of expert seminars — with several United Nations agencies; joint sponsorship of a symposium with the Subcommittee on Nutrition on the issue of "Substance and Politics of a Human Rights Approach to Food and Nutrition Policies and Programming"; and participation in all four Executive Committees. The New York Office was, moreover, an active partner in and a co-chair of the newly established ad hoc United Nations Development Group (UNDG) Working Group on the Right to Development and was also closely involved in the UNDAF process.

Special session of the General Assembly devoted to countering the world drug problem together

19.   The representative of the United Nations International Drug Control Programme (UNDCP) said that the above-mentioned special session (New York, 8–10 June 1998) had resulted in a Political Declaration and time-bound plans of action on key areas of drug control. The plans of action called for international cooperation in the eradication of illicit narcotic drugs and had major implications for inter-agency collaboration on alternative development strategies. Of particular significance was the adoption of guiding principles on demand reduction. The Secretary-General had equated the special session to a major United Nations conference, designating the issue of drug control as a major cross-cutting priority for the United Nations system. Monitoring progress in drug control would thus be part of the United Nations system's review of conference follow-up activities by ACC and its subsidiary machinery.

Preparations for the International Year of Volunteers, 2001

20.   The representative of the United Nations Volunteers programme (UNV) briefed the Committee on General Assembly resolution 52/17 of 20 November 1997, in which the Assembly proclaimed the year 2001 as the International Year of Volunteers. The Year's four objectives — enhanced recognition, facilitation, networking and promotion — applied to all volunteers whether in the public or private sector, civil society or the United Nations system. The United Nations system relied heavily on local, national and international volunteer contributions for field operations as well as for awareness-raising and resource mobilization. United Nations agencies were urged to use the Year to further the understanding of the role of volunteers in their respective fields, especially as regards follow-up to global conferences.

21.   In response to his enquiry on the possibility of issuing an "ACC guidance note on volunteers and volunteer contributions" in preparation for the Year, the Committee

agreed that UNV would, on the basis of inter-agency consultations, initiate the note for review by the Committee at its March session in 1999.

Interaction with the Inter-Agency Committee on Women and Gender Equality (IACWGE)

22.   The Assistant Secretary-General, Special Adviser on Gender Issues and Advancement of Women, and Chairperson of IACWGE briefed the Committee on its activities, highlighting potential areas of cooperation with CCPOQ, namely, in its forthcoming Workshop with Resident Coordinators (February 1999); elaborating the guidelines for UNDAF; integrating gender dimensions in the strategic framework process; collecting data, disaggregated by sex; linking the work on quantification of gender as a cross-cutting dimension to that of programme classification; and poverty eradication. To manifest its commitment to mainstreaming gender in its work, she suggested that the Committee might wish to consider adopting a decision to that effect.

23.   The representative of the Department of Economic and Social Affairs of the United Nations Secretariat said that a major innovation in the operational activities segment of the Economic and Social Council was the linkages in the intergovernmental discussions of the normative with the operational aspects of the United Nations system's work; the focus of the substantive discussion had been gender in development. He emphasized that gender dimensions should figure in the Committee's future work especially on such issues as poverty eradication, conference follow-up and the guidelines on programming processes for the resident coordinator system.

24.   The Committee was informed that the UNDG Sub-group on Gender was tasked with reviewing the experience of UNDAF and common country assessment (CCA) from a gender perspective. The gender dimension was expected to figure prominently in the new UNDAF guidelines and the workings of the global support system, underpinning the global launching of UNDAF.

25.   In the subsequent debate, participants expressed their appreciation for this first direct exchange between the two committees. They offered a number of suggestions for strengthening CCPOQ/IACWGE interaction, namely, through interchange of agendas and reports, cross- participation at meetings, including IACWGE attendance in the meetings of the Working Group on the resident coordinator system; and periodic exchanges of information on issues of common concern and, in this context, the opportunity for the Chairperson of CCPOQ to address the February 1999 meeting of IACWGE was welcomed. The Committee was informed

of the Economic and Social Council's decision to integrate gender considerations systematically into its various agenda items.

Major discussion issues on coordinated follow-up to global conferences and summits

26.   On the issue raised by IACSD concerning the task manager approach, the Committee noted that the application of this approach was not intended to be all-inclusive but rather would revolve around agencies with interest in specific issues.

27.   The Committee debated on how it could contribute to the Economic and Social Council's proposed review in the year 2000 on progress made within the United Nations system in promoting coordinated follow-up to major United Nations conferences and summits from an inter-agency perspective. As a point of departure, a number of agencies volunteered to report to the Committee during its March 1999 session on preparations for the review of the implementation of the outcome of conferences for which they had lead responsibilities. It was generally recognized that CCPOQ's reporting responsibilities should concentrate on cross-cutting issues; it should, moreover, focus on assessing the implementation and usefulness of the different task force outputs and the ACC guidance note for the resident coordinator system on field-level follow-up to global conferences (ACC/1998/7, annex I) so as to draw conclusions, *inter alia*, on the nature of additional support likely to be required. In this connection, the annual report of resident coordinators was an important channel for feedback from the field. The Committee therefore requested the United Nations Development Group Office to make available its analysis on the above-mentioned issues — on the basis of the 1998 annual reports — to the Committee at its spring 1999 session. There was also some support for the proposal to supplement the information from the annual reports with an in-depth review of implementation experience in a few selected countries.

28.   Given that indicators for conference follow-up would be an important area for intergovernmental attention in 1999, the Committee agreed to consider this issue at its spring 1999 session. It also expressed its intention to maintain close linkages with the work of other ACC subsidiary bodies engaged in conference follow-up.

29.   Recognizing the need to build on and to sustain the momentum generated by the ACC task forces for the follow-up process, it was felt that the networking mechanisms — such as the Management Development and Governance Network (MAGNET) of the United Nations Development

Programme (UNDP); the Network on Rural Development and Food Security of the Food and Agriculture Organization of the United Nations (FAO)/the World Food Programme (WFP)/the International Fund for Agricultural Development (IFAD); IFAD's Knowledge Network on Civil Society Initiatives for Land Reform and Tenurial Security; and other similar arrangements on nutrition — provided interesting models for replication for result-oriented work. They were also an important means to facilitate real-time follow-up to issues and outputs emerging from the task forces. As a first step, it was necessary to take stock of progress and achievements of the range of existing Web sites and networking arrangements established for conference follow-up. Task manager organizations of such networking arrangements were encouraged, in this connection, to provide the requisite information to the CCPOQ secretariat for consolidation and reporting to the Committee at its fourteenth session. The Committee was briefed by the FAO representative on the progress and outputs of the networking arrangements on rural development and food security issues developed under CCPOQ auspices.

30.   The Committee adopted on behalf of ACC the second guidance note on the integrated follow-up by the United Nations system to the major United Nations conferences.

(b) Poverty eradication: field-level coordination

31.   In introducing this item, the Secretary recalled that the issue of poverty eradication had been under review by the Committee since 1993 when an ad hoc Working Group on Poverty was established by CCPOQ to promote awareness of ongoing work within the United Nations system in this area and to help identify opportunities for broad inter-agency collaboration. As a first step, "A report on the work of the United Nations system in poverty alleviation" had been prepared under CCPOQ auspices and distributed to the resident coordinator system. CCPOQ subsequently convened a brainstorming workshop (Turin, February 1996) which had produced a number of conclusions and recommendations on actions to be taken by the United Nations system at the global, inter-agency and country levels. At its eighth session, CCPOQ decided to return to the issue of poverty eradication in the context of its consideration of the follow-up work of the ACC task forces; a number of issues for the Committee's consideration were outlined in document ACC/1998/POQ/17.

32.   The Committee's debate highlighted the importance of the issue of poverty eradication in its future work, particularly in the light of the ACC statement of commitment for action to eradicate poverty and its directive for collaborative actions by the United Nations system in this crucial area. On more substantive issues, the debate noted the need to distinguish between urban and rural poverty in the definition of poverty, to consider the impact of the Asian crisis on rural poverty and to more adequately reflect the role of the private sector in discussions on the role of civil society (ACC/1998/POQ/17, annex A, paras. 5 and 12). Given Member States' preoccupation with impact assessment, a collaborative attempt to measure the impact of the United Nations system's work in poverty eradication was highlighted as a potential area for future field-level activity.

33.   In the Committee's consideration of the matrix entitled "Freedom from poverty: actions and partnerships" (see annex VII), it underlined that the sectoral components should be viewed in the wider perspective of the multidimensional nature of poverty with multiple-entry points for United Nations system organizations. It was suggested that the matrix should be updated to reflect recent instabilities and shocks in the global system. Specific comments were provided for modification in the core elements of the matrix, namely, on inclusion of telecommunications within the item on communications (point 3) and of political empowerment of the poor in the item on human rights (under point 9). It was also commented that the item on pro-poor legal frameworks (under point 9) should incorporate the concept of the right to development; and that the 20/20 approach and the issue of social safety nets should figure among the core elements under item 4.

34.   On the subject of the conclusions and recommendations of the CCPOQ brainstorming workshop on poverty eradication (Turin, February 1996), there was general agreement that much of the substance of the conclusions in the report was obsolete. This was hardly surprising, as the organization of the brainstorming workshop had pre-dated a number of major events, namely, the implementation of the Secretary-General's reform initiatives, the convening of the World Food Summit and the United Nations Conference on Human Settlements (Habitat II), progress made in cooperation with the Bretton Woods institutions, the institution of new mechanisms for inter-agency cooperation including collaborative programming processes (for example, the common country assessment, and UNDAF) and networking arrangements (for example, the Network on Rural Development and Food Security).

35.   With regard to annex D of document ACC/1998/POQ/17, it was generally felt that the document, at the time of issue in 1995, had provided a good basis for exchange of information on United Nations system activities in poverty eradication and a useful reference point for field activities. The Committee agreed, however, that both annex A and annex D did not warrant an update at this time in the light of resource considerations and the need to allow for sufficient

time for the recommendations contained in the ACC joint statement entitled "Commitment for action to eradicate poverty" and the action points in the matrix to permeate through the United Nations system's operational activities.

36. The Committee considered that the matrix and the ACC joint statement entitled "Commitment for action to eradicate poverty" provided a sound basis for the United Nations system's work. It endorsed the matrix and the ACC joint statement for inclusion in the CCPOQ Operational Activities Reference Manual.

37. The Committee noted the need to undertake further work on the matrix so as to incorporate an eleventh section providing special focus on alleviation of rural poverty, and a twelfth section addressing the issue of urban poverty. In this connection, it urged UNDP to pursue broad inter-agency consultations to elaborate the two issues mentioned for the future revision of the matrix.

(c) Responses to and recovery from crisis situations

Briefing by the Deputy Secretary-General

38. The Deputy Secretary-General briefed the Committee on her functions which were concentrated in internal management, improving the functioning of systems, stimulating thinking on economic and social development issues, and monitoring the implementation of reforms. Improving coherence and cohesion within the United Nations system comprised important objectives of reform. Issue-oriented weekly meetings of the cabinet with the participation of all under-secretaries-general plus the heads of funds and programmes — including those from duty stations outside of New York — had greatly contributed to cohesion and a sense of team spirit.

39. Speaking on post-conflict-related issues, that had emerged as a substantive responsibility, she emphasized that, for the strategic framework to be useful, it should address the broad goals and basic principles of cooperation. Since humanitarian considerations had thus far dominated the Afghanistan situation, it was natural that coordination rested in the Inter-Agency Standing Committee (IASC) with the involvement, as appropriate, of other, non-IASC members such as the Department of Political Affairs of the United Nations Secretariat and UNDCP, which were key players. However, a different coordination mechanism could be envisaged with the evolution of the Afghanistan situation. In this particular case, a task force, chaired by the Deputy Secretary-General, was overseeing the implementation of the strategic framework but the intention was not to micro-manage. She emphasized the importance of ownership of the strategic framework by all stakeholders and the need to act with the consent of all partners.

40. Providing guidance on the generic guidelines, it was her view that in addition to features of pragmatism, simplicity, inclusivity and respect for agency mandates, there should be a clear delineation of the conditions for which departures from the norm of UNDAF and CCA would warrant the need for recourse to the application of the strategic framework approach. There should also be clear definitions of the conditions in which different instruments would apply. One speaker noted, in this context, the importance of using the results of monitoring and evaluation to fine-tune the instruments. The deadline for the completion of the work on the generic guidelines was targeted for ACC consideration at its fall 1998 session.

41. Replying to a query on the problem of interfacing with countries without a legitimate government, she noted that this posed inordinate challenges of reconciling humanitarian objectives with conditionality requirements for assistance. As to the use of Afghanistan as a test case, she felt that the choice was appropriate, since the number of external players were limited and there was evidence of the need for clear United Nations leadership. As the situation in Afghanistan evolved, it was imperative for the United Nations in the interests of maintaining credibility in its leadership role, to act quickly and decisively in suggesting a strategic approach for assistance with involvement of other stakeholders.

42. Replying to various other questions, she said that the key to assuring a balanced approach in reconciling economic and social considerations with humanitarian, political and other concerns — given the simultaneity of these actions in a crisis situation — was a coordinating mechanism involving inclusive, broad-based participation. On the issue of the choice of a second country for piloting the strategic framework, her preference was for the decision to be guided by real and more demanding needs for coordination under a different policy setting. With regard to instances where difficulties of speaking with one voice arose, she said that strong divergences in opinion could be channelled to the task force for negotiation.

43. The Committee was informed during the discussions that work was under way in the United Nations Development Group Executive Committees to consider the linkages between UNDAF, CCA, strategic frameworks and the consolidated appeal process (CAP).

Draft generic guidelines

44. In introducing the subject, the Secretary noted that the document before the Committee (ACC/1998/CRP.18) had

been prepared on the basis of wide inter-agency consultation and the guidance provided by the Deputy Secretary-General in the above briefing.

45.   In the review of the draft generic guidelines, members expressed appreciation for the revised text as a basis for further consultations. There was general support for the proposal to include among the response priorities four strategic components, namely, political strategy, humanitarian strategy, reconstruction and development, which would indicate different entry points for United Nations system organizations. Since the ultimate proof of the utility of the strategic framework was its demonstrated impact on United Nations system activities and programmes, monitoring and evaluation should also figure among the considerations. Another important consideration was the concern for the safety of personnel. Descriptions of the institutional arrangements should allow for flexibility for different country situations.

46.   Comments were made on the need to clarify further the relationship between the strategic framework and other instruments such as UNDAF as well as to amplify the conditions for the application of the United Nations assistance strategy for a third category of countries. The analysis on needs assessment should consider such issues as illicit and licit trade, coping strategies, regional neighbouring situations and attitudes towards the concerned country. Acknowledgment that goals of the political strategy should be fully shared with development partners should be made explicit. Some flexibility should be incorporated in discussions on the respective roles of the resident and humanitarian coordinators, the special representative of the Secretary-General, and the special envoy to accommodate diverse country situations. Discussions on governance should include the drafting of constitution and legal reforms. A disciplined and participatory approach to funding strategies would ensure against gaps and overlaps. The guidelines should, moreover, accommodate conflict situations in a subregional context (for example, that of the Great Lakes) and should address the ACC concern of ensuring optimal linkages between relief and development.

47.   A number of specific comments were made on document ACC/1998/CRP.18, namely, that the items mentioned in paragraph 9 should be measurable and that a suggested methodology should be incorporated; that there was an absence of reference in paragraph 22 to the country strategy note (CSN); that the coordination mechanisms described in paragraph 2 were usually intended for development purposes; that other forms of discrimination (for example, against ethnicity and race) should equally be

mentioned; and that there was a need to draw clear distinctions between principles and policies (sect. III).

48.   The Committee agreed that agencies should submit their written textual changes to the CCPOQ secretariat during the week of 27 September with a view to finalizing the text in time for consideration during the informal CCPOQ session scheduled during the week of 19 October.

(d) ACC Subcommittee on Nutrition

49.   In presenting the report of the Subcommittee on Nutrition, its Chairman recalled the long tradition of substantive discussions within the Subcommittee with tripartite participation from United Nations system partners, donors and civil society. Notable among the Subcommittee's achievements were its initiatives on iodine deficiency, refugee nutrition, awareness-building through its periodic reporting on the state of world nutrition, and in drawing attention to the implications of structural adjustment programmes on nutrition, and the publication of best practices.

50.   Among the Subcommittee's ongoing activities were the launching of an annual lecture on nutrition, and work on the nutrition challenges in the twenty-first century including related preparations for an inter-agency collaboration strategy on nutrition at the country level. The third report on the world nutrition situation indicated that nutrition, measured in terms of child stunting, had improved in all regions, with the exception of sub-Saharan Africa.

51.   As for the financial outlook of the Subcommittee, this had improved as a result of economies and additional contributions. In this connection, the representative of the World Health Organization (WHO) indicated that his organization was stepping up its contribution to the Subcommittee budget, from $10,000 to $25,000, for the biennium 1998–1999.

52.   The Committee was informed by the Chairman of the Subcommittee of the proposal to add the annotation "UN Forum for Nutrition" to its name in its letterhead and in its publications so as to improve the visibility and outputs of the United Nations system in this field. Some speakers were opposed to the addition of the annotation, stressing that the current nomenclature was the result of negotiations within ACC, reflecting in the Subcommittee's title its primary role as a coordinating body within the ACC machinery. They expressed concern at the possible departure from the current practice of ACC subsidiary body nomenclature. Others expressed the view that ACC procedures, formulated in 1993, might warrant revision to take into account new reform objectives. They endorsed the proposed addition of the annotation, recognizing that current United Nations reforms

and its intended outreach to civil society would be facilitated by the addition of a descriptive annotation, easily understood by everyone. It was proposed that the annotation "A UN System's Forum for Nutrition" could be added in parentheses. While some members remained opposed to it, the Committee, with the broad support of its membership, endorsed the addition of the descriptive annotation on the clear understanding that this was merely explanatory of the work of the Subcommittee and did not imply a change in its name.

53. On the issue of participation in the Subcommittee, Mr. Jolly was receptive to the suggestion of restricting participation in some sessions to United Nations agencies, noting that the discussions on budgets and work programmes should necessarily involve donors and other external partners. He agreed to transmit this proposal to the Subcommittee along with the suggestion for considering options on how CCPOQ could better support its work on coordination in nutrition activities at the field level.

54. The Committee took note of the report of the Subcommittee on its twenty-fifth session (Oslo, 30 March–2 April 1998). It endorsed the participation of the Asian Development Bank in the Subcommittee, subject to ACC procedures for non-United Nations entities.

(e) ACC Subcommittee on Statistical Activities

55. In presenting the report, the Secretary of the Subcommittee drew attention to its work on the development of the indicators Web site, ongoing work plans in the area of harmonization and rationalization of environmental indicators and its work on the common country assessment (CCA), underpinning the UNDAF process, as well as changes in the Subcommittee's Bureau. A major achievement of the Subcommittee was the attainment of the goal of minimizing the burden on countries in collecting data, as acknowledged by statements both within the Subcommittee and by the Statistical Commission. Referring to the ACC revised programme classification, he noted its application for a variety of purposes and the Subcommittee's intention to keep the classification under review.

56. Responding to the query on coordination between the Subcommittee and the UNDG Sub-group on Indicators on its work on indicators for the preparation of UNDAFs, he said that this was facilitated by overlapping membership of the two groups. Underscoring the importance of coherence in the work of the two groups, the Committee urged the Chairs of the ACC Subcommittee on Statistical Activities and the UNDG Sub-group on Indicators to consult periodically so as to ensure complementarity in the work of the two bodies.

57. CCPOQ expressed its appreciation of the Subcommittee's work on the identification of a core set of indicators for conference follow-up. It welcomed its initiative on the common country assessment which was currently heavily weighted towards social indicators but should ultimately reflect the full range of United Nations system's activities.

58. The Committee took note of the report of the Subcommittee on its thirty-second session (New York, 16–18 June 1998).

(f) ACC Subcommittee on Drug Control

59. In introducing the report of the Subcommittee, the representative of UNDCP briefed the Committee on the outcome of its recent session which had provided the opportunity to debate on the steps being taken by UNDCP with regard to follow-up to the special session of the General Assembly devoted to countering the world drug problem together. This included the drafting of a business plan for coordinated international support to further assist countries with the implementation of the Political Declaration (Assembly resolution S-20/2, annex) and the action plans adopted during the special session. With regard to the United Nations System-wide Action Plan on Drug Abuse Control (SWAP), a recent evaluation indicated that SWAP had not met initial expectations. Based on this evaluation, the Subcommittee had initiated a new course of action, using existing tools (for example, CSN and UNDAF) and focusing on the resident coordinator system for inter-agency cooperation at the country level.

60. A number of participants spoke appreciatively of the collegial and effective manner in which the Subcommittee's Rome meeting and the General Assembly's twentieth special session on the drug issue had been conducted. The representative of WHO pledged his organization's full support of the Subcommittee's Interim Action Plan (see ACC/1998/POQ/CRP.21, annex IV) for coordinated inter-agency follow-up to the special session.

61. The Committee took note of the report of the Subcommittee on its sixth session (Rome, 14–16 September 1998).

(g) ACC Subcommittee on Demographic Estimates and Projections

62. In presenting the report, the Secretary of the Subcommittee briefed CCPOQ on the different aspects of its work, emphasizing the importance of continued inter-agency coordination to ensure a unique consistent set of demographic and sectoral estimates and projections. The Committee was

informed of the admission of the Organisation for Economic Cooperation and Development (OECD) as observer to the Subcommittee.

63. The Committee was briefed on the ongoing work in WFP on such issues as sectoral population estimates; and the relationship between environmentally degraded and low food potential areas and food insecurity and food insecure populations, the results of which were posted on its Web page.

64. The Committee took note of the report of the Subcommittee on its twentieth session (New York, 23–25 June 1998).

2. Operational activities for development

(a) Regional and subregional development cooperation

65. In introducing this item, the Secretary recalled that the Committee's deliberations on the item during previous sessions had acknowledged the growing importance and relevance of the regional dimension of development in the wake of globalization, the increasing formation of regional groupings, the emergence of transboundary issues and the trend towards organizational decentralization. Document ACC/1998/POQ/CRP.23, which was before the Committee, contained several proposals for furthering its work on this issue, including identification of the United Nations system's comparative advantage and illustrations of best practices.

66. The ensuing discussions highlighted a number of aspects such as the critical importance of regional cooperation for development, opportunities for tapping the knowledge/expertise of regional groupings, the role of regional cooperation as a tool for mutual surveillance of critical policies, the need to reflect adequately the role and potential contribution of regional commissions and the need in the development of future proposals to be guided by Economic and Social Council resolution 1998/46 of 31 July 1998 and the outcome of General Assembly discussions on this issue, in the context of the triennial policy review. It was felt that there were lacunae in terms of central guidance on how the United Nations system's comparative advantage could be brought to bear on carrying the regional dimension into country activities, recognition being given in this context to the need to transcend institutional boundaries.

67. The Committee endorsed the proposal to develop guidelines on the subject with particular emphasis on how the United Nations system's comparative advantage should be capitalized on so as to inject a regional perspective to country-level activities. The preparation of the guidelines

should, *inter alia*, utilize the documentation and the discussions on the subject at CCPOQ's eleventh and thirteenth sessions and take into account new developments at the regional level including the reform of the regional commissions. The guidelines should form part of the CCPOQ Operational Activities Reference Manual and be supplemented with suitable examples of good practices. The Secretary, in consultation with the regional commissions and other interested parties, would elaborate the guidance note for consideration by CCPOQ at its fourteenth session.

(b) Discussions arising from the substantive session of 1998 of the Economic and Social Council on the 1998 triennial comprehensive policy review

68. The representative of the Department of Economic and Social Affairs of the United Nations Secretariat briefed the Committee on the preparation of the report of the Secretary-General on the triennial comprehensive policy review which was finalized in early August, taking into account the results of inter-agency consultations during the CCPOQ informal session in July and additional written inputs provided by some organizations. Discussion on the report in the Second Committee was scheduled to begin on 14 October; in this context, he said that it would be desirable for the CCPOQ Chairperson to issue either a written or oral statement on CCPOQ's concrete achievements particularly in relation to the implementation of General Assembly resolution 50/120 of 20 December 1995 in respect of United Nations reforms and the productive relationship established between the Committee and the United Nations Development Group and the Development Group Office. An informal briefing by the Department of Economic and Social Affairs of member States on the triennial comprehensive policy review was scheduled for 5 October. Panel discussions were planned on the occasion of the Second Committee's discussions on the issue of UNDAF and on the impact evaluation studies carried out in six countries.

69. The Committee's attention was drawn to the Economic and Social Council resolutions on gender (1998/26 of 28 July 1998) and on the reporting process of the United Nations system organizations, including UNDG (1998/27 of 28 July 1998) under the authority of the Secretary-General, to the Council for the years 1999 and 2000, and on the triennial comprehensive policy review. Among the new areas in the triennial comprehensive policy review were the linkage of humanitarian to development activities, gender and collaboration with the Bretton Woods institutions. With regard to the issue on funding, the representative of the Department of Economic and Social Affairs said that the successful negotiations in the Executive Boards, particularly

of UNDP, United Nations Population Fund (UNFPA) and United Nations Children's Fund (UNICEF), augured well for the triennial comprehensive policy review.

70. The ensuing discussions noted that in view of the Economic and Social Council recognition of the simultaneity of relief, rehabilitation and development activities, it was important to emphasize the need for member States to be flexible in their budgetary allocations for addressing the above-mentioned related needs. Opportunity should also be taken in the discussions to emphasize that significant progress had been achieved on the United Nations system's collaboration with the Bretton Woods Institutions, underlining their respective comparative advantages.

(c) Operational collaboration with civil society

71. In introducing the item, the Secretary recalled that CCPOQ at its ninth session (September 1996) had identified the need for a forum to undertake consultation on issues of programmatic and operational collaboration with non-governmental organizations. In the interest of capitalizing on the use of existing mechanisms and in view of the United Nations Non-Governmental Liaison Service (NGLS) experience in facilitating discussions of this nature, the Committee, at its ninth session (March 1997), had endorsed the proposal to use NGLS as the mechanism for hosting such consultations. Following the endorsement of this proposal by the Joint United Nations Information Committee (JUNIC) and the NGLS sponsors in July 1997 the first such consultation, jointly organized by CCPOQ and NGLS, was held in Geneva in November 1997. A major outcome of the meeting was the identification of five major areas of work, and task managers had been appointed to carry forward the work. Four of the five outputs of the task forces were documented in the report before the Committee (ACC/1997/POQ/CRP.24 and its related annexes and addendum).

72. With regard to the guidance note for the resident coordinator system (ACC/CRP/1998/POQ/CRP.24/Add.1) suggestions were made to emphasize the concept of self-regulation of civil society partners in paragraph 5; to limit unnecessary information flows to agencies (para. 8); to address the issue of civil society partner participation in relevant thematic groups and to take into account field realities in the discussions on paragraphs 8 (b) through (e). The recommendation in paragraph 8 (b) was considered to be redundant in the case of agencies with established communication channels with civil society partners. The suggestion concerning the appointment of a single focal point for liaison activities (para. 8 (i)) at the national level was generally thought to be unrealistic given the diversity of agency mandates. A suggestion was made to feed the

information contained in paragraphs 8 (a) through (j) into the UNDAF guidelines.

73. Commenting on the "Partnership approach" (annex A), participants thought that the document did not entirely reflect realities, particularly as regards the allusion in paragraph 2.2 to equal involvement of all parties and the assumption that all civil society partners were concerned with promoting people-centred sustainable development (para. 1.4).

74. Turning to the draft on a "System-wide Survey of Experience and Best Practices in CSO Capacity-Building and Institutional Development" (annex C), the Committee noted that further work was necessary, particularly in terms of the need to reflect the experiences of humanitarian agencies. Agencies were invited to submit their inputs to the task managers, the United Nations Industrial Development Organization (UNIDO) and UNDCP, to enable the completion of their work.

75. In commenting on the document on "Developing Administrative and Financial Procedures to Work with NGOs" (annex D), the Committee welcomed the efforts made but stressed that the document should be broader-based so as to draw conclusions on best practices. It requested members to provide the task manager, the United Nations Office for Project Services (UNOPS), with suitable material in order that a broader picture of agency experience might be provided.

76. With regard to general comments, Committee members noted that while it was necessary to solicit the view of the Consultative Committee on Administrative Questions (Financial and Budgetary Questions) (CCAQ(FB)) on issues of an administrative and financial nature arising in the different drafts, CCPOQ, by virtue of its mandate on programmatic and operational issues, had a valid leadership role in developing guidance on civil society partner issues with system-wide implications.

77. The Committee expressed its appreciation to the task managers and to NGLS for their valuable contributions and agreed to return to the issue of the best practices on administrative procedures and on capacity-building and institutional development. It urged the task managers UNIDO/UNDCP and UNOPS to complete their work for the Committee's review at its fourteenth session.

(d) Role and functioning of the resident coordinator system, including programming processes

78. The Chairman of the Working Group on the Resident Coordinator System presented the reports for its three previous sessions (ACC/1998/CRP.25 and Add.1 and 2). He

noted the exceptionally constructive and results-oriented nature of the meetings, the excellent working relationships forged with the Development Group Office in addressing reform-related issues, the valuable contributions of the task managers assigned for the production of different guidelines, and the support of the CCPOQ secretariat. The Development Group Office's recent issue of the tasking memoranda outlining the mandates of UNDG sub-groups and the Chairperson's regular participation in UNDG meetings had been helpful in avoiding duplication and in ensuring that issues with system-wide implications were fed into the Working Group. Gender and the right to development were two new areas of work in UNDG.

79. On the UNDAF, he noted the importance of the participation of agencies in the workshop on UNDAF assessment scheduled for end-September and the intention to schedule a further session of the Working Group during the week of 19 October 1998 to consider the outcome of the workshop and UNDG's review (6 October) of its results. One speaker noted, in this connection, the intention of four specialized agencies to present, at the above-mentioned workshop, an assessment of UNDAF from their own perspective.

80. On the issue of common premises and the United Nations House, he noted that their application was pragmatically based on cost-benefit analysis. He also drew attention to the expectations of member States for the participation of the entire system in common premises and services and the different measures in place for strengthening the resident coordinator system, including implementation of performance assessment, new selection procedures and the competency assessment approach for vetting candidates for resident coordinator positions.

81. The Director of the Development Group Office agreed to make available to the Committee the methodology for selecting common premises through the CCPOQ secretariat. On the issue of harmonization of programming cycles, a joint letter was being sent by the four Executive Heads of the funds and programmes urging progress on this front. With regard to competency assessment and selection, a report would be made available to CCPOQ at its spring session. The guidelines on performance appraisal and reporting guidelines for the 1998 annual reports were being modified to reflect comments provided by the Working Group with transmittal to the field offices scheduled for mid-October. He was pleased with the speed at which many important issues had been brought to closure at this session of CCPOQ.

82. The subsequent discussion noted the need to have effective appraisals in place for all resident coordinators. It was explained that this would result in an overwhelming burden for management; hence the procedure of exception-based reporting would continue to apply for a trial period of two–three years before a more comprehensive exercise was embarked on. UNDP said that its internal process of appraisal clearly distinguished between the resident coordinator's and the resident representative's functions. A suggestion was made to review the terms of reference of the Working Group to fully reflect its role in mainstreaming reform/UNDG-related work into the larger United Nations system. One speaker cautioned that, in the process of intensifying linkages with UNDG, it was important for CCPOQ to maintain its distinct identity.

83. The Committee had before it for its consideration the draft texts on the job description for resident coordinators (see annex V) , national execution, the programme approach and administrative management. It endorsed all of the above texts for inclusion in the CCPOQ Operational Activities Reference Manual, subject to amendments made during the meeting. Commending the Working Group on its excellent work, the Committee took note of the Working Group's three reports.

(e) Operational activities training

84. Introducing the report of the Advisory Panel on Training, the representative of the United Nations Staff College briefed the Committee on the field management coordination programmes, highlighting, *inter alia*, the need to be vigilant in translating CCPOQ guidelines on operational activities into training activities; the importance of the participation of Bretton Woods partners; and the participation of nationals in the third phase at the field level. As for the National Capacity Strengthening Programme, its importance had been heightened by the increasing demands on government in collaborative processes including UNDAF. The Advisory Panel had debated at length on its future role and had proposed several options (see ACC/1998/POQ/CRP.26, para. 30) which were before the Committee for consideration. As the Panel's report indicated, the Committee could also consider other options beyond those mentioned in the report.

85. The Committee acknowledged the need to review the future of the Advisory Panel and to consider whether an alternative arrangement would be needed. It noted that the establishment of the Panel had pre-dated that of the United Nations Staff College whose scope — in terms of addressing the learning needs of the United Nations system — went well beyond the Panel's mandate in operational activities training. The Committee recognized the need for a conduit to channel in a coordinated manner common United Nations system

learning needs to the college and for ensuring the translation of commonly agreed policy issues with systemic training implications into collaborative training programmes.

86. The options emerging during the discussion went beyond those indicated in the Panel's report. Among the options mentioned were:

(a) To maintain the Advisory Panel with appropriate revisions to its mandate;

(b) To designate a group of specialists as a "think tank" for the purpose of initiating and developing new and innovative training/learning programmes, capitalizing on synergies and identifying requirements emerging from the fast-changing United Nations environment, in particular the reform process;

(c) To designate a subcommittee, like those on nutrition and statistics, comprising training/learning specialists from United Nations organizations;

(d) To vest the United Nations Staff College Advisory Board with the responsibility of providing guidance on programmes and new initiatives;

(e) To add the mandate of the advisory panel — with appropriate revisions as necessary — to that of the Working Group on the Resident Coordinator System. Selection of this option would require one of the six meetings of the Working Group to be devoted to training/learning with participation to include subject matter specialists.

87. The Committee recognized that it would not be wise to designate a new body for this purpose and any arrangement would have to latch on to an existing mechanism. The Committee reviewed the potential merits and limitations of each of the above-mentioned options and concluded that option (a) had its merits but that the chairmanship and membership of the Committee should be reviewed to permit the participation of those familiar with operational activities training needs. The Panel would also need to focus on identifying training needs rather than training solutions. Option (b) had much merit but did not provide for a sufficient "voice" for all United Nations partners. Option (c) would not provide for political buy-in by the organizations and could not properly factor in the important political considerations. Option (d) was not practical, as the United Nations Staff College Advisory Board's mandate was distinct and largely different from one encompassing the tasks at hand. The Committee's reflection on option (e), along with some other issues, is documented in the paragraphs below.

88. Recognizing that much of the Panel's work had implications for the functioning of the resident coordinator system, some participants favoured transferring its functions to the CCPOQ Working Group on this issue, on the understanding that participation would include training specialists. Others felt that this was not desirable as the Working Group was already charged with extensive responsibilities. Committee members underlined that the ultimate decision should also be guided by such considerations as limited travel budgets; directives to shorten the number and duration of meetings and to avoid the creation of new mechanisms; and the need to allow sufficient time for clearance of reports by headquarters and the ramifications of this for the scheduling of meetings.

89. It was widely appreciated that training needs should be demand-driven. In this connection, real needs were identified in the areas of increasing coordination capacity at the country level, stemming from new and increasing burdens on the resident coordinator system, and of addressing reform-related training implications for both headquarters and field staff.

90. The Committee felt that a final decision on the Advisory Panel should await the outcome of the high-level meeting on the United Nations system's training needs analysis in relation to future United Nations Staff College policies and programmes, to be held in Turin on 1 and 2 October 1998. The Chairperson reminded members that the designation of participants to this meeting should include staff with experience on programme as well as operational issues. The Committee decided to discontinue, for the time being, the Panel and to temporarily vest its functions in the Working Group of the resident coordinator system for a trial period, along the lines of option (e) above (while taking into account the remarks under option (a) regarding training needs for operational activities and participants familiar with them). It would return to the issue of the role of the Advisory Panel, probably in the latter part of 1999.

91. With regard to the coordination workshops, participants noted with satisfaction the contents of the Panel's report and the very positive outcome of these activities.

92. The representatives of the Bretton Woods institutions reiterated their interest in and commitment to this activity, noting the active participation of their representatives in these workshops. However, since their participation was dependent on numerous factors, they would participate as conditions warranted. They expressed their readiness to provide resource persons to these workshops and welcomed the importance of the third leg of the workshops, that is to say, the bringing on board, at country level, those members of the country team who had not had the opportunity of participating in the workshop proper.

3. CCPOQ administrative issues

(a) Role and functioning of ACC and its subsidiary machinery

93. The Assistant Secretary-General, DESA, briefed the Committee on the reforms in the ACC machinery which had the objective, *inter alia*, of bringing about greater policy coherence and functional complementarity at the level of the system, strengthening the system's collective capacity for forward planning and strategic thinking and ensuring the timeliness of addressing issues of immediate relevance to Executive Heads. With regard to the planned establishment of an ACC information network, key subsidiary bodies of the machinery were expected to provide inputs. The newly established Office of Inter-Agency Affairs was expected to promote policy coherence system-wide; this objective was reflected in its intended staffing by secondees from agencies. The intention was for this office to operate as part of a wider network including the secretaries of the jointly financed bodies and the system at large.

94. The Committee in its subsequent discussion took note of the initiatives taken to reinforce linkages with the subsidiary machinery which had begun with the information exchange during this session with the Chair of IACWGE. In this connection, it also welcomed the exchange of information with the Deputy Secretary-General on post-conflict-related issues and with the Director of the New York Office of the United Nations High Commissioner for Human Rights on the right to development.

(b) Nomination of the CCPOQ Chairperson

95. The Committee unanimously agreed to nominate Nitin Desai, Under-Secretary-General for Economic and Social Affairs, as its Chairman for the two-year period extending from November 1998 through October 2000.

(c) Report of the Secretary

96. The Secretary briefed the Committee on the recent activities of CCPOQ and of the Secretariat, including his participation in different events since the last session, and the ongoing work, namely, the establishment of a CCPOQ Web site in collaboration with the Consultative Committee on Administrative Questions (CCAQ) and the Information Systems Coordination Committee (ISCC).

97. The Committee welcomed the Secretariat's more intensive use of electronic communication for information exchange and the clearing of reports which had greatly facilitated the work of its members. It commended the Secretary on the Secretariat's work. Concern was expressed over the absence of participation in CCPOQ by the smaller

agencies. The Secretary said that he would meet and consult with the smaller agencies in the near future. It was suggested that more effort should be made in raising the profile of the Committee through the issue of a bulletin, possibly on a biennial basis, documenting its achievements and outputs. In acknowledging the Secretary's report on collaboration with the Development Group Office, the Committee noted the importance of maintaining the CCPOQ identity on system-wide collaboration on operational matters. It also recalled that the Secretary would serve, as indicated in paragraph 93 above, in the new Office of Inter-Agency Affairs as part of the ACC network.

(d) Future programme of work

98. In considering the provisional agenda for its next session, the Committee discussed a number of specific points to be covered under the more generic headings. Under the item on coordinated follow-up to global conferences and summits, the Committee would consider a report to be prepared by the Development Group Office on the field-level follow-up on the basis of the 1998 annual reports of the resident coordinators and information on the functioning of various networks established within the system. Under the item on poverty eradication, the Committee would consider the outcome of ACC discussions on the subject. The item of response to and recovery from crisis situations would allow the Committee to consult on any follow-up action required in the light of ACC's conclusions on the subject. With regard to operational activities for development, CCPOQ would consider issues related to the future global launching of UNDAF.

(e) Proposed programme budget for 2000–2001

99. In introducing the item, the Secretary provided the broad outline of the budget for the biennium 2000–2001 (see ACC/1998/POQ/CRP.29), noting that CCPOQ's submission would have to be finalized by January 1999. He was thus seeking broad guidance from the Committee and its approval to vest authority for finalizing the budget in the Chairperson. At its eighty-eighth session, CCAQ(FB), in considering the resource guidance levels for jointly financed bodies, had underlined the need for maximum attention to cost-effectiveness. CCAQ(FB) recognized that staffing of the CCPOQ secretariat was already at a minimal level relative to the significant workload imposed on it. It decided that resource guidance levels for these bodies for the biennium 2000–2001 should use as their base the re-costed estimate of the current biennium, 1998–1999. This implied no nominal increase over the previous biennium, with adjustments foreseen only for currency fluctuations and statutory salary

increases. In this context, he emphasized the limited scope for economies given that a dominant share of the budget was represented by staffing costs.

100. Responding to queries, he explained that the projected increase in the communications budget for the next biennium reflected the intention to resort to more use of videoconferencing to reduce physical meetings at a single location. One speaker suggested that the secretariat should explore the possibility of using internships to assist in its workload. While noting the modest level of the budget, the Committee endorsed the proposal as submitted and agreed to the process suggested above for finalizing the budget submission to CCAQ(FB).

4. Other matters

Draft ACC comments on the JIU report entitled "Fellowships in the United Nations system" (JIU/REP/98/1)

101. The Committee approved on behalf of ACC the draft ACC comments on the JIU report as documented in ACC/1998/POQ/CRP.30.

102. It agreed that the preparation of the consolidated ACC comments on future JIU reports should be a shared responsibility. Task managers with specialized expertise on the subjects under discussion would thus be appointed in future to coordinate the consolidation of ACC comments.

Annex I

Agenda

1. Adoption of the agenda.

2. Policy and programme coordination issues:

   (a) Coordinated follow-up to global conferences and summits;

   (b) Poverty eradication: field-level coordination;

   (c) Responses to and recovery from crisis situations;

   (d) ACC Subcommittee on Nutrition;

   (e) ACC Subcommittee on Statistical Activities;

   (f) ACC Subcommittee on Drug Control;

   (g) ACC Subcommittee on Demographic Estimates and Projections.

3. Operational activities for development:

   (a) Regional and subregional development cooperation;

   (b) Discussions arising from the substantive session of 1998 of the Economic and Social Council on the 1998 triennial comprehensive policy review;

   (c) Operational collaboration with civil society;

   (d) Role and functioning of the resident coordinator system, including programming processes;

   (e) Operational activities training.

4. CCPOQ administrative issues:

   (a) Role and functioning of the ACC and its subsidiary machinery;

   (b) Nomination of CCPOQ Chairperson;

   (c) Report of the Secretary;

   (d) Future programme of work;

   (e) Proposed programme budget for 2000–2001.

5. Other matters:

   JIU report.

Annex II

List of participants

Chairperson: M. **Chinery-Hesse** (International Labour Organization)

Secretary: E. W. **Hein** (United Nations Office at Geneva)

Technical Secretary: S. **Toh** (United Nations Office at Geneva)

United Nations, its entities and programmes

United Nations	L. Fréchette
	A. King
	P. Civili
	M. Mauras
Office for Inter-Agency Affairs	G. Gabriel
	K. Gerlach
Department of Economic and Social Affairs	A. Abramov
	A. Haemmerli
	C. Hackett
	D. Stillman
	M. d'Angelo
	M. Nogara
	G. Bediako
	S. Erdembileg
Department of Political Affairs	M. Moller
Office for the Coordination of Humanitarian Affairs	B. Jones
Office of the United Nations High Commissioner for Human Rights	B. W. NDiaye
	M. Kohonen
United Nations Centre for Human Settlements (Habitat)	A. P. Celik
Regional commissions (New York Office)	K. Rahman
United Nations Office for Project Services	K. E. Musa
	M. Dudley
United Nations Staff College	N. Tal
United Nations Conference on Trade and Development	A. Behnam
United Nations Development Programme	N. Chandavarkar
	A. Grinspun
	E. Kashambuzi
	R. Sethna
United Nations Development Group Office (DGO)	A. Doss
	H. Swindells
	K. Waki
	A. Haq
	A. van Houvelingen

United Nations Volunteers Programme	R. Leigh
United Nations Population Fund	M. Simonen
	M. Vasisht
	J. Egevang
United Nations Children's Fund	A. Vaher
	N. Galer
	I. Hopwood
World Food Programme	L. Echecopar
	P. Kennedy
	M. Hammam
United Nations International Drug Control Programme	M. Mounikou
Office of the United Nations High Commissioner for Refugees	P. Mateu
	A. Ramirez
United Nations Relief and Works Agency for Palestine Refugees in the Near East	W. Lee
Joint and Co-sponsored United Nations Programme on HIV/AIDS	J. Carmichael

Specialized agencies and International Atomic Energy Agency

International Labour Organization	A. Simbeye
	S. Shaffer
Food and Agriculture Organization of the United Nations	B. Ali
United Nations Educational, Scientific and Cultural Organization	B. Duvieusart
World Health Organization	F. Littaua
World Bank	A. Sfeir-Younis
	C. Fleming
International Monetary Fund	J. B. Zulu
	A. Rubin
International Telecommunication Union	J. Elotu
World Intellectual Property Organization	O. Fasehun
International Fund for Agricultural Development	V. P. Weill-Halle
United Nations Industrial Development Organization	R. C. Sersale di Cerisano
	A. Lacanlale
International Atomic Energy Agency	T. Brown

*   *   *

United Nations Non-Governmental Liaison Service	B. Adams

Annex III

Second ACC guidance note on the integrated follow-up by the United Nations system to the major United Nations conferences

1.   There is a continuing need, as recognized in the outcomes of the Economic and Social Council, and the General Assembly as well as the Administrative Committee on Coordination (ACC) and its subsidiary machinery, for the integrated, horizontal and cross-cutting follow-up to the major conferences, particularly at the country and regional levels, since the outcomes of individual conferences already have mandated agency focal points and structures for vertical follow-up. The present note complements and builds on the earlier guidance note on integrated conference follow-up adopted at the twelfth session of the Consultative Committee on Programme and Operational Questions (CCPOQ).

2.   The inter-agency task forces (IATFs) established by ACC for providing a strategic impulse to integrated conference follow-up have completed their work and their outputs have been disseminated for use and implementation at the inter-secretariat level as well as at the country level through the resident coordinator system.

3.   It is important that the momentum generated by the inter-agency task forces for the integrated follow-up to conferences be maintained and accelerated by the established inter-agency machinery which has been charged with further pursuing the follow-up process.

4.   In several thematic areas, electronic information networks have been established which can facilitate real-time follow-up to issues and outputs emerging from the task forces and global agendas. Such networks include the Management Development and Governance Network (MAGNET) and the Network on Rural Development and Food Security.

5.   Agencies are urged to provide further information on such networks in order that the CCPOQ secretariat may prepare a compendium of all such computer networks related to conference follow-up so as to promote their use.

6.   The main operational tool for the United Nations system to promote its efforts on the integrated follow-up to the conferences at the country level is the resident coordinator system, including its thematic groups, field committees and relevant operational activities.

7.   Annual work plans of the resident coordinator system as well as the annual reports which document progress against those work plans will henceforth devote considerably more attention to the integrated follow-up to major United Nations conferences in addition to the follow-up to individual conferences, particularly the work of the thematic groups and relevant operational activities, as well as the use of the outputs of the inter-agency task forces. These efforts will take into consideration the regional dimensions of integrated conference follow-up as well as the links between regional- and country-level operational activities for development.

8.   The Development Group Office (DGO) will prepare annually for the consideration of the spring session of CCPOQ a report on the integrated follow-up to major United Nations conferences based on all resident coordinator annual reports covering the previous year. Based on its consideration of this report on country-level follow-up as well as other assessments and inputs such as updates by secretariats on follow-up to conferences and in-depth country-level evaluations, along with linkages with other relevant ACC bodies, CCPOQ will continue to provide the resident coordinator system with system-wide guidance on the integrated follow-up to the major United Nations conferences. Moreover, the conclusions and recommendations of CCPOQ will serve as important inputs into the report of the Secretary-General on the integrated follow-up to conferences. CCPOQ will also review progress on

the development of indicators for and monitoring of follow-up to global conferences in support of intergovernmental consideration of the subject.

Annex IV

The partnership approach

Principles underpinning the United Nations system's operational collaboration with civil society organizations

1. **Valuing civil society**

   1.1.   The recent cycle of world conferences and the reform initiatives within the United Nations system have acknowledged that working in partnership with civil society organizations (CSOs) will contribute significantly to the achievement of the United Nations system objectives.

   1.2.   Collaboration with CSOs should enable the United Nations system to improve the nature and quality of the work through participatory development processes at national and international levels by incorporating the perspectives and practices of civil society organizations and movements.

   1.3.   Collaboration with CSOs should, accordingly, enhance the United Nations system's efforts to assist member States in achieving economic and social progress.

   1.4.   The application of the "partnership approach" should enhance the fundamental value of those CSOs that have the capacity and/or potential to act as catalysts and mobilizers for promoting people-centred sustainable development, through structural changes in policy, governance and operational practices and by fostering solidarity among people and nations.

2. **Partnership**

   2.1.   The partnership approach implies the involvement of all parties, particularly Governments, at every stage of programme planning and implementation, from needs identification through to monitoring and evaluation.

   2.2.   Co-funding and contributions in kind can help ensure balanced partnerships. However, such balance can also be achieved between partners of unequal economic or political leverage provided that both sides give sufficient weight to non-monetary qualitative strengths which should also be a criterion for selecting partners. These strengths may include local knowledge, credibility with the local community, outreach to disadvantaged or marginalized groups, or capacity to mobilize constituencies.

   2.3.   A balanced partnership implies two-way processes of accountability where "upstream" accountability, such as on the way funds are administered and used, is complemented by "downstream" accountability, for example, on the way local knowledge and information are used in macro-policy formulation or programme design.

3. **An enabling environment and CSO institutional capacity**

   3.1.   The partnership approach requires supporting CSOs at two complementary and mutually reinforcing levels:

   - At the macrolevel, United Nations agencies should help foster an enabling environment for CSOs. This may include catalysing and facilitating the creation and consolidation of mechanisms for dialogue between government and CSOs, and among CSOs themselves. It may also include working with government in developing legal frameworks that would secure the economic and political space for CSOs to operate and grow. Such an enabling environment may also be improved by strengthening

government departments that work with CSOs and by informing Governments on the benefits of working with CSOs;

- At the microlevel, United Nations agencies should seek to strengthen the institutional capacity of CSOs in areas such as technical know-how, management, accountability, advocacy and legal literacy.

3.2.   United Nations agencies should strive to ensure that sufficient budgetary resources are allocated to respond to the need of strengthening the capacity of CSOs.

4.   Sound institutional practice

4.1.   The partnership approach should be reflected in the institutional practice of the United Nations system's operational collaboration with CSOs.

4.2.   This requires relationships to be open and transparent, with adequate human and financial resources secured to ensure regular consultation, information flows, accountability and evaluation.

4.3.   To facilitate partnership, United Nations system agencies should strive to achieve greater flexibility, user-friendliness and harmonization of their administrative and financial procedures, as well as coherence in their informal and formal (contractual) relationships with CSOs.

4.4.   The partnerships and joint activities pursued with CSOs should be sustainable, gender- and culture-sensitive and fully consistent with internationally recognized human rights principles.

5.   Managing partnerships in situations of conflict of interest

5.1.   While recognizing the existence of conflicts of interest, the partnership approach should, *inter alia*, facilitate the empowerment of poorer and more marginalized sections of society. Therefore, the types of activities and CSOs selected as partners will depend on careful case-by-case analyses of civil society dynamics and the overall political economic context.

5.2.   Where needed, the United Nations system should help minimize existing and potential social and political tensions through appropriate efforts. Particularly in unstable political contexts, United Nations agencies should maintain the neutrality and impartiality of the United Nations system's collaboration with CSOs and strive to secure cooperation and support from the host Government.

Annex V

Job description: Resident coordinator for operational activities for development of the United Nations system

Post title: Resident Coordinator for Operational Activities for Development of the United Nations System

Level: As designated

Duty station: As designated

Duties and responsibilities:

As the designated representative of the Secretary-General and team leader of United Nations system organizations, the Resident Coordinator assumes, on behalf of the United Nations system and in consultation with the other representatives of the United Nations system, overall responsibility for, and coordination of, the operational activities for development of the United Nations system carried out at the country level, in conformity with the objectives and priorities of the Government and mandates and objectives of United Nations system organizations.

The Resident Coordinator reports to the Secretary-General through the Administrator of the United Nations Development Programme, designated by the Secretary-General to manage and fund the Resident Coordinator system.[a]

Specific duties and responsibilities:

I. Advocacy for the United Nations system

A. Speak to and support the advancement of United Nations system objectives and mandates

The Resident Coordinator will promote and support effective dialogue and interaction of the United Nations development system with the Government's policy-making and coordinating mechanisms and develop in close consultation with the Government a coherent frame of reference for cooperation and assistance by the United Nations system. The Resident Coordinator, in collaboration with members of the country team, will develop and maintain a common vision of the overall role of the United Nations in the country in support of national objectives and priorities and in accordance with the Secretary-General's programme for reform.

The Resident Coordinator, furthermore, will seek to promote effective dialogue and interaction of the United Nations system with multilateral, bilateral and non-governmental organizations active in development cooperation, with a view to constituency-building for national development.

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[a] The functioning and operations of the resident coordinator system is guided by the CCPOQ statement which was endorsed by the Administrative Committee on Coordination (ACC) in February 1995.

B. Follow-up to United Nations global conferences

The Government has the primary responsibility for the follow-up to United Nations global conferences. The United Nations system, under the leadership of the Resident Coordinator, will assist the Government in the implementation and evaluation of follow-up to conferences at the country level. In that regard, the Resident Coordinator will ensure coherent, coordinated United Nations follow-up and will promote use of information and materials from the Administrative Committee on Coordination (ACC) inter-agency task forces. He/she will foster a broad dialogue with all relevant actors to promote integrated follow-up to the cross-cutting themes emerging from the conferences.

The Resident Coordinator will provide information, through the annual report of the Resident Coordinator, on the coordination, implementation and evaluation activities of the United Nations system relating to conferences follow-up with a view to disseminating best practices.

C. Information activities

The Resident Coordinator will carry out information activities and develop, in consultation with relevant partners in the system, information programmes and facilities with the aim of keeping the public well informed on United Nations goals and activities both inside the country of assignment and globally, and foster strategic partnerships with non-governmental organizations, the media and the private sector.

In countries where the Resident Coordinator also acts as the Director of the United Nations Information Centre (UNIC), he/she will undertake this responsibility in accordance with the UNIC Director benchmark job description provided by the Department of Public Information of the United Nations Secretariat (DPI).

The Resident Coordinator will keep the Secretary-General informed of local trends and perform other duties as requested by the Secretary-General.

II. Operational coordination

A. Support to national coordination, including the country strategy note

The Government has the primary responsibility for coordinating, on the basis of national strategies and priorities, all types of external assistance, including that provided by multilateral organizations, in order to integrate effectively such assistance into their development and recovery process. Taking fully into account the interests and concerns of the country, the United Nations system, under the leadership of the Resident Coordinator, will pursue ways of ensuring a more coherent response to the national plans and priorities of the Government.

The Resident Coordinator will provide leadership to the United Nations system with respect to assisting the Government in the preparation of the country strategy note where the Government so decides. If so required, the Resident Coordinator will propose, in full consultation with the Government, to heads of United Nations system organizations, the

amendment of country programmes and major projects and programmes to bring them into line with the country strategy note (CSN).[b]

The Resident Coordinator, in collaboration with United Nations country representatives of the funding organizations of the United Nations system, will pursue the harmonization of programming cycles and, where appropriate, adapt them to national budget cycles, plans and strategies.

The Resident Coordinator will facilitate improved access by the Government to data on the capabilities of the United Nations system, on development experience and on socio-economic and technological change.

B. United Nations Development Assistance Framework (including the common country assessment and the common database)

The Resident Coordinator will provide leadership for the preparation of the United Nations Development Assistance Framework (UNDAF), including related instruments such as the common country assessment, and the common indicator database.

C. Field-level committee

The Resident Coordinator will establish, in consultation with the Government, a field-level committee consisting of representatives of all United Nations system organizations present in that country. In order to promote coordination and a better division of labour, the Resident Coordinator will be informed of planned programme and project activities of the United Nations agencies, funds, programmes and bodies. The Resident Coordinator will convene the field-level committee on a regular basis to review the substantive activities of the specialized agencies, funds and programmes of the United Nations system, including draft country programmes and sectoral programmes and projects, prior to their approval by individual organizations, to ensure that they fall within the framework of CSN/UNDAF. The Resident Coordinator will promote an effective division of labour in support of the frame of reference adopted by the Government and the United Nations system for cooperation and assistance by the system.

The field-level committee will also address specific problems and issues requiring a coordinated response of the United Nations system. The field-level committee, under the leadership of the Resident Coordinator, will establish other inter-agency structures at different levels which will meet on a regular basis to review priority issues, and to enhance participation in each other's country programming processes, including situation analyses, programme strategies, evaluations and mid-term programme reviews.

D. Inter-agency thematic groups

The Resident Coordinator will foster the establishment of thematic groups, applying the lead agency concept according to mandate and competency. Such groups should normally be chaired by the individual organization best suited to facilitate this support and should enhance a participatory approach in the functioning of the resident coordinator system. These

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[b] Country strategy note: General Assembly resolution 47/199 of 22 December 1992.

inter-agency thematic groups will be focused on priority issues to assist in facilitating a coherent and complementary approach by all organizations in support of the Government's plans and priorities and follow-up to United Nations global conferences. Thematic groups may include the participation of the Bretton Woods institutions, bilateral partners, government representatives and non-State actors, as appropriate.

III. Management coordination

A. United Nations House and common services

The Resident Coordinator will make recommendations to headquarters regarding the establishment of a United Nations House in conformity with the Secretary-General's definition of the United Nations House, including the development of a framework for cost-effective, high-quality and timely common services.

The Resident Coordinator will promote the sharing of administrative systems and services and the establishment of a United Nations Web site and common databases at the country level.

B. Team-building and inter-agency training

The Resident Coordinator will exercise team leadership among the organizations of the United Nations at country level. The Resident Coordinator will encourage full participation of individual funds, programmes and specialized agencies of the United Nations system at the field, regional and subregional levels, including the regional commissions and other relevant regional and subregional bodies, in all aspects of the functioning of the resident coordinator system.

The Resident Coordinator will communicate, in conformity with the mandates of United Nations system organizations, a clear sense of purpose and direction and build consensus, commitment and a gender-sensitive environment of all organizations involved in operational activities in the country in an impartial and collegial manner.

The Resident Coordinator will promote joint training for staff, at all levels, aimed at enhancing effective collaboration between organizations and with national counterparts.

C. Representation of organizations of the United Nations system without field representation

The Resident Coordinator will make arrangements for dealing with organizations of the system without field representation, including through the establishment of focal points in the Resident Coordinator's office for dealing with such organizations; keeping the organizations systematically informed and, as appropriate, involved in programming exercises; and notifying them of developments relevant to their specialized technical areas of work. Such measures must be complemented by supportive action at respective headquarters, notably, providing briefing materials on the capacities and comparative advantage of the organizations; developing country-specific situation analyses in the areas of interest of the organizations with identification of multisectoral linkages; keeping the Resident Coordinator informed of

communications with the Government; and identifying focal points at headquarters for the country concerned.

D. Security

The Resident Coordinator, when appointed as the Designated Official for Security by the United Nations Security Coordinator, will coordinate actions at the country level aimed at ensuring the safety and well-being of all staff of the United Nations system in the designated area of responsibility; will convene and lead the work of the inter-agency security management team for the effective and joint action on all security-related aspects; and will ensure proper planning, implementation follow-through and reporting. In carrying out these responsibilities, the Resident Coordinator, as the Designated Official for Security, will receive instructions and guidance directly from the Office of the United Nations Security Coordinator.

IV. Humanitarian and emergency assistance[c]

Whereas in times of a complex emergency the Resident Coordinator will normally act as Humanitarian Coordinator and will ensure the establishment of timely, effective and well-coordinated priorities of humanitarian assistance, his/her continuation in this function will be in line with the Inter-Agency Standing Committee procedures for establishing field coordination arrangements and in accordance with the terms of reference of the Humanitarian Coordinator as established by the Inter-Agency Standing Committee. The Resident/Humanitarian Coordinator will ensure the effective dovetailing of relief assistance into rehabilitation and reconstruction programmes. He/she is also responsible for monitoring and reporting on the socio-economic trends insofar as they affect the vulnerable groups in the country. The Resident Coordinator will be accountable to the Emergency Relief Coordinator for those responsibilities relating to the Humanitarian Coordinator functions.

In the event of a natural disaster, the Resident Coordinator will normally coordinate the United Nations response at the country level. In consultation with the host Government and the United Nations country team, the Resident Coordinator is expected to form a disaster management team, which will prepare a disaster management plan. He/she acts also as the focal point for disaster reduction and mitigation.

V. Annual reporting, appraisal and hiatus arrangements

A. Annual reporting, including annual work plan

The Resident Coordinator will ensure the preparation, in consultation with the representatives of all the organizations active at the country level, of the annual report of the Resident Coordinator for submission to the Secretary-General and all Executive Heads of the United Nations system organizations. The annual report of the Resident Coordinator will contain the annual work plan of the resident coordinator system.

The Resident Coordinator will prepare, in collaboration with United Nations representatives, the annual work plan of the resident coordinator system. He/she will promote

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[c] Text agreed to by Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat.

teamwork and commitment within the United Nations system to achieving the objectives set out in the work plan.

B. Resident Coordinator and country team performance appraisal

The Resident Coordinator will be appraised annually on the basis of the annual work plan of the United Nations country team as set out in the guidelines for the annual report of the Resident Coordinator, the achievements of the United Nations country team as measured against the annual work plan, and the competency assessment for Resident Coordinators in accordance with the draft guidelines on "Procedures for performance appraisal of resident coordinators of the Consultative Committee on Programme and Operational Questions".

The Resident Coordinator will assess the functioning of the United Nations country team as a whole, as well as its individual members, through regular planning, feedback and appraisal. He/she will act to solve problems in the functioning of the United Nations country team. Where the Resident Coordinator is the Humanitarian Coordinator, the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator will be asked to provide an appraisal on this aspect of his/her responsibilities. Simultaneously, United Nations agency members of the Inter-Agency Standing Committee will be asked to provide inputs to the appraisal.

C. Hiatus arrangement

The Resident Coordinator will ensure continuity in the functioning of the resident coordinator system, through the designation, following consultations with the partners in the United Nations system, of a senior colleague of the United Nations system to act as Resident Coordinator a.i. in his/her absence from the country or upon his/her departure and until the arrival of the new Resident Coordinator.

Annex VI

Guidance note for the resident coordinator system on operational collaboration with civil society organizations

A. Introduction

1.   Cooperation between civil societies and non-governmental organizations and the United Nations system has grown considerably. Particularly in humanitarian assistance, such organizations have assumed an important role in the implementation of United Nations system-aided activities. The General Assembly, in its resolution 50/120 of 20 December 1995, decided that where Governments so desired, the United Nations system should be ready to engage in providing an enabling environment to strengthen the capacity of civil societies and national non-governmental organizations that were involved in development activities, in accordance with national priorities.

2.   The recent cycle of world conferences and the reform initiatives within the United Nations system have acknowledged that working in partnership with civil society organizations (CSOs) will contribute significantly to the achievement of the United Nations system objectives.

3.   The present guidance note has been established in the light of the results of the inter-agency consultation held in November 1997 and related follow-up work. It, furthermore, takes into account and updates the recommendations to resident coordinators, developed in 1988 by the Consultative Committee on Substantive Questions (Operational Activities) (CCSQ(OPS)), on the means of improving cooperation with non-governmental organizations.

B. General considerations

4.   Operational collaboration with civil society organizations at the country level seeks to advance and achieve the goals of the United Nations system, as determined by its mandates and governing bodies, and to assist member States in their national development processes in the most effective and efficient manner possible. It encourages the participation of CSOs in United Nations system programming processes with a view to ensuring the involvement of local actors in national development, and to benefit from their expertise and capacities in the formulation and delivery of the system's development cooperation programmes.

5.   The wide-ranging thematic and structural diversity of CSOs, including non-governmental organizations, needs to be taken into account. Issues such as transparency, representativity, sustainability and accountability of an organization need to be addressed in selecting CSO partners for programme and operational collaboration. "Peer quality control" among local CSOs may give interesting indications for the selection of possible partners. Collaboration with CSOs should not blur or detract from their specific strengths and status and should seek to enhance the comparative advantages of all development partners at the international, national and local levels.

6.   Where appropriate, the approval and support of national authorities should be solicited in any active collaboration with CSOs. Such variations as may be required, for example in the context of complex emergency/conflict situations, must be based on a keen appreciation of local dynamics and a careful assessment of the best means of delivering assistance effectively and impartially.

7. It is recognized that no comprehensive or definitive guidance on modalities of collaboration with CSOs/non-governmental organizations at the country level is feasible and that country-specific circumstances will determine the nature and extent of the collaboration. The following mechanisms and practices seek accordingly to facilitate communication and understanding, as well as coherent and common approaches by the United Nations system.

C. Guidance to the resident coordinator system

8. The country team under the leadership of the resident coordinator should:

(a) Ensure systematic sharing of information and establish a roster of appropriate CSO partners involved in operational activities in the country. Such information should be made available, upon request, to agency headquarters and regional and subregional offices;

(b) Explore the possibility of establishing a channel through which CSOs could initiate collaboration with United Nations agencies, either individually or collectively, and for the United Nations system's response to such requests;

(c) Include periodically the subject of CSO collaboration in the agenda of its coordination meetings;

(d) Wherever possible, actively promote the participation of relevant CSOs in the policy dialogue with other partners through information exchange, thematic groups and other meetings;

(e) Seek to facilitate the involvement of appropriate CSOs in United Nations system programming processes and implementation as well as monitoring and impact evaluation;

(f) Review existing arrangements and develop recommendations for providing support and training to indigenous CSOs and CSO consortia to strengthen their institutional capacities both in technical know-how in policy analysis and advocacy and in project implementation, reporting and accounting;

(g) Explore procedural bottlenecks and make suggestions with a view to simplifying internal organizational guidelines and operational procedures in order to remove any unnecessary constraints and explicitly encourage cooperation with CSOs;

(h) Seek to facilitate networking arrangements for indigenous CSOs, including in particular South/South contacts, to strengthen their knowledge and expertise in development policy and programmes;

(i) Identify focal points at the national level for liaison with and information on CSOs, as required;

(j) Increasingly include information about effective interaction with civil society in the resident coordinator's annual report.

9. Contractual and other relationships with CSOs for programme implementation will be determined by the practices of the funding agent, but should draw upon the ACC guidelines on national execution.

Annex VII

Freedom from poverty: actions and partnerships

1.   Freedom from poverty requires that the experience and skills of the entire United Nations system be fully mobilized. The major United Nations conferences of the 1990s have identified the core elements of a comprehensive approach to action. This approach builds upon the work undertaken since 1996 under the auspices of the inter-agency task forces established by the Administrative Committee on Coordination (ACC) to promote an integrated follow-up to the United Nations conferences. In 1997, 40 per cent of United Nations country teams reported that they had established a specific poverty eradication thematic group at the national level; the remaining 60 per cent incorporate the themes as a cross-cutting issue in existing consultative mechanisms. The United Nations Development Assistance Framework (UNDAF), which is being piloted in 19 countries, will generate additional collaboration among United Nations agencies and programmes. It will also provide them with a common interface for strengthened cooperation with other partners, including the World Bank.

Global goals and regional action plans

2.   The regional commissions of the United Nations have a mandate from the General Assembly to follow up on conference goals in their respective areas of competence. All of them are implementing regional action plans in high-priority fields linked to conference themes in support of subregional and intercountry objectives. In addition, the regional commissions are providing technical, advisory and other operational support for national anti-poverty strategies.

3.   In furtherance of conference goals, and with the Department for Economic and Social Affairs of the United Nations Secretariat, the regional commissions also actively promote advocacy, innovative research, analysis and the exchange of experiences at the international and regional level. Support for networking among national institutions and agencies involved in poverty eradication is a key priority.

4.   In formulating and shaping to approach in the twenty-first century, members of the Development Assistance Committee of the Organisation for Economic Cooperation and Development (OECD/DAC) have reconfirmed their commitment to improving the quality and effectiveness of official development assistance (ODA), and to the human, social and environmental goals formulated in the United Nations-sponsored conferences of the 1990s. A common United Nations approach to poverty eradication and people-centred sustainable development can help to stimulate and harness energy towards these ends.

5.   In the following table, each of the core elements of a system-wide approach against poverty has been broken down into policy and action priorities around which the energy of all our institutions can be concentrated. ACC discussion of this proposed framework will (a) help improve its substantive construction and coverage and (b) strengthen mechanisms for collaboration and collective efforts towards poverty eradication.

Policy measures, core elements, areas of collaboration

Policy measures	Core elements	Areas of collaboration
1. Creating a broad enabling environment to combat poverty and promote pro-poor economic growth (Internal measures)	Macroeconomic policy reforms Establishment of poverty eradication as a central national goal, to be carried forward through integrated anti-poverty strategies called for at the World Summit for Social Development Pro-poor and pro-job public expenditure reviews and policies Promotion of a vibrant private sector, and environment conducive to it, including the rule of law Basic government capacities for economic management, anti-poverty strategy delivery, and coping with risks and opportunities of globalization Maintenance of peace and stability Major reconstruction planning in post-conflict situations Strategic frameworks	Public expenditure reviews, including 20/20 initiative Pro-poor integrated national policies, budgets and investment plans Poverty mapping and assessments Establishment of legal frameworks Streamlining of rules and regulations governing private sector operations and investment Capacity and institutional development for economic planning and management (central, provincial and local) Aid management and coordination Human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS) collaboration
2. Creating a broad enabling environment to combat poverty and promote pro-poor economic growth (External measures)	Creation of conditions and policies allowing positive access to globalization opportunities in foreign investment, trade and technology transfer and adaptation Providing a level playing field in international economic relations, emphasizing economic access for the poor Debt relief Coordinated development assistance (including both normal and reconstruction situations) Support for peace-building and conflict resolution Establishment or revitalization of local social and economic structures Supporting the development of healthy commodity sectors to reduce commodity dependence	Pro-poor adjustment and growth policies Technology transfer and adaptation Debt management, relief and reduction Improved terms of trade and market access Improved access to development finance Policy dialogue HIV/AIDS collaboration

Policy measures	*Core elements*	*Areas of collaboration*
3. Investing in, and maintaining needed physical infrastructure, including infrastructure targeted for low-income communities	Providing the poor with access to essential Public transportation Communications (including telecommunications) Information Shelter Energy Water resources Agricultural infrastructure	Feeder roads Small and medium-scale irrigation schemes Post-harvest conservation facilities Shelter strategies Community facilities Affordable energy technologies Railways Postal services Maritime transport Air transport
4. Promoting access to basic social services for all, including health, reproductive health and family planning services, education and sanitation, adopting special measures to reach women and children	Increased social sector expenditures (20/20) Social funds and social safety nets Fair and progressive taxation Appropriate cost-recovery measures, with exemptions for poor and vulnerable groups Investment in, and delivery of basic social services, emphasizing access by women and children Support of families in general Relevant conventions and conference outcomes	Primary education Primary health care Nutrition programmes Sanitation and water supply Maternal and child health care Reproductive health services, including family planning and sexual health Health promotion in schools and enterprises HIV/AIDS prevention and care
5. Securing sustainable livelihoods for the poor, including access to productive assets such as credit	Removal of legal obstacles and anti-poor biases in policies, including employment policies Micro-enterprise development Public works and employment Microcredit Mobilization of savings Land reform Electronic commerce development	Pro-poor employment strategies Labour-intensive and self-employment programmes Small and medium-scale enterprise promotion Smallholder cooperatives development Non-formal sector support Land management and tenure Protection of traditional land rights Micro-finance programmes Access to training and technologies HIV/AIDS impact alleviation measures

Policy measures	Core elements	Areas of collaboration
6. **Advancing gender equality and equity, including the economic, legal and political empowerment of women**	Gender-sensitive national policies Advocacy Legal reforms to support women's citizenship rights Legal and economic measures to support women's access to credit, education, land, markets and technology Promotion of female entrepreneurship Elimination of all kinds of discrimination and violence against women Reproductive health HIV/AIDS education	Review and engenderment of social and economic policies and national statistics Review and engenderment of legislation Education for women leaders and networking among women's organizations Media campaigns Micro-finance for women Development and marketing of women's products Special measures to ensure education of girls and young women Life skills development
7. **Ensuring sustainable food security in low-income households and the right to food**	Sustainable agricultural practices Natural resource management Health and nutrition interventions Appropriate pricing and incentive policies Safety nets and insurance for the poor	Early warning systems Improved crop production and smallholder output Agricultural research, extension services and marketing Soil conservation Small-scale irrigation General and reproductive health and family planning services Employment generation/off-farm income Supplementary nutrition
8. **Regenerating the natural resource base on which the poor depend**	Pro-poor environment policies Environmentally sound agricultural practices Promotion of the rights of smallholders and agropastoralists Urban environmental management Promotion/management of common property resources	Environmental policy reform Capacity development (central, provincial, local and sectoral) Habitat and biological conservation Renewable resources management Cleaner, more efficient technologies Waste management and treatment Sustainable water resources management Renewable energy technologies Sustainable forest management Anti-desertification measures

Policy measures	*Core elements*	*Areas of collaboration*
9. Good governance and political empowerment of the poor	Human rights conventions, including the right to development, and the rule of law	Promotion of political, civil, economic, social and cultural rights
	Peace-building and conflict resolution	Programmes of national reconciliation, conflict resolution, resettlement and reintegration
	Electoral reforms	Support to constitutional reform, legislatures and electoral bodies, judicial and legislative frameworks, including for the enfranchisement of the poor
	Transparent and accountable institutions	
	Pro-poor legal frameworks, including the right to development	Crime prevention and anti-corruption measures
	Popular participation and political empowerment of the poor	Institutional and capacity development (civil service, judiciary, local authorities, and in civil society)
	Public and private sector management	Decentralization and participatory processes, including national/local consultations with organizations representing the poor
	Governance in special circumstances	
	Prevention of drug abuse and trafficking	
10. Providing social protection for vulnerable people, including indigenous peoples	Improved economic and social safety nets for	Humanitarian assistance
	The poor	Support to voluntary organizations
	The unemployed	
	Internally displaced peoples	Food distribution and subsidy schemes
	Indigenous peoples	
	Refugees	Food-for-work
		Employment guarantee schemes
	Improved status for the elderly, disabled, children and disenfranchised groups	Development of pension schemes
		Retraining programmes
	Alternative development for drug demand reduction	Legal and economic measures to end discrimination against, and exclusion of
		Indigenous peoples
		Internally displaced persons
		Refugees
		Targeted support for the elderly, disabled, children and disenfranchised groups
		Collaboration on HIV/AIDS

Freedom from poverty: operationalizing the 10 action areas

As stated earlier, it is not the intention of the present document to propose a new United Nations programme in poverty eradication. The common United Nations system approach to poverty eradication and people-centred sustainable development advocated here builds on existing commitments, targets and activities. It could be put into action rapidly through integration with existing operational modalities.

Step one:

Agreement should be reached on the 10 action areas identified here. Those areas are based on important lessons learned from efforts to combat poverty in the last decade or so. In particular, they offer the means of follow-through on specific goals, directions and commitments arising from the 1990s global conferences. Work should be done to map each of the 10 areas in order to:

(a)   Determine current levels of United Nations system activity;

(b)   Identify strengths and weaknesses;

(c)   Establish clearer lead roles and a sharper division of labour among United Nations entities based on core mandates and capabilities.

The United Nations Development Group (UNDG), the Senior Management Group (SMG) and ACC mechanisms provide the means for continuing this work.

Step two:

The common approach should be integrated with existing operational modalities, notably the United Nations Development Assistance Framework (UNDAF), the country strategy note (CSN) process and the United Nations System-wide Special Initiative for the Implementation of the United Nations New Agenda for the Development of Africa in the 1990s. Post-conference follow-up measures are already an integral part of UNDAF, making it an especially suitable tool for integrated United Nations system programming based on global policy agreements. All these modalities are currently receiving close attention at the country level and provide for the identification, formulation and implementation of country-specific interventions in the 10 action areas.

Accordingly, this document should be provided to country teams to guide them in:

(a)   Identifying what combination of action areas among the 10 is most relevant to the particular country;

(b)   Establishing *theme groups* in selected areas;

(c)   Preparing UNDAFs;

(d)   Building anti-poverty elements into their ongoing efforts to operationalize other initiatives such as the United Nations System-wide Special Initiative for the Implementation of the United Nations New Agenda for the Development of Africa in the 1990s and national poverty eradication campaigns.

Regarding (d) above, it may be recalled that several United Nations entities currently sponsor country strategies against poverty. The proposed common United Nations system approach will therefore be particularly relevant in those cases.