

HIGH-LEVEL PANEL ON UN SYSTEM WIDE COHERENCE

Implications for UN operational activities at Country Level: What's new and what has already been mandated?

Existing mandates and progress report	HLP recommendations	Status
<p>(OP 169) <i>Inviting</i> the Secretary-General to launch work to further strengthen the management and coordination of United Nations operational activities so that they can make an even more effective contribution to the achievement of the internationally agreed development goals, including the Millennium Development Goals, including proposals for consideration by Member States for more tightly managed entities in the fields of development, humanitarian assistance and the environment (2005 World Summit Outcome).</p> <p>(OP13) <i>Recognizes</i> that strengthening the role and capacity of the United Nations development system to assist countries in achieving their development goals <u>requires continuing improvement in its effectiveness, efficiency, coherence and impact</u>, along with a significant increase in resources and an expansion of its resource base on a continuous, more predictable and assured basis (TCPR 2004)</p>	<p>We recommend the establishment of “One UN” at country level, with one leader, one programme, one budgetary framework and, where appropriate, one office.</p>	
<p><i>Stresses</i> that the purpose of reform is to make the United Nations development system more efficient and effective" and "<i>requests</i> the funds and programmes and specialized agencies" to implement "<u>the joint office</u>" (2004 TCPR)</p> <p>PROGRESS</p> <p><i>First Joint Office pilots rolled out in Cape Verde and Vietnam. UNDG agreement to roll-out 20 Joint Office pilots. While JOs are country specific, all pilots have several common features, including (a) a “common UN programme framework”, (b) an empowered leader of the UNCT, (c) rationalized support services, harmonized procedures and one office, where possible, and (d) either “one budget”, where sensible (e.g. Cape Verde) <u>or</u> “one budget framework” aligned with the common programme framework.</i></p>	<p><u>Milestone</u>: We recommend 5 One UN country pilots by 2007, and subject to satisfactory review, 20 One UN Country Programmes by 2009, 40 by 2010 and all other appropriate programmes by 2012.</p>	
“One Leader”		
<p>Management of RC system:</p> <p>(OP59) <i>Underscores</i> the fact that the RC system is owned by the UN development system as a whole and that its functioning should be participatory, collegial and accountable (TCPR 2004).</p> <p>(OP60) <i>Also underscores</i> the fact that the management of the RC system continues to be firmly anchored in UNDP, while recognizing that many resident coordinators, especially in countries with large country teams, complex coordination situations or in situations of complex emergencies, lack the capacity to address equally well all tasks inherent to their functions, and in this regard requests that in such cases UNDP appoint, within the existing programming arrangement, a country director to run its core activities, including fund-raising, so as to assure that resident coordinators are fully available for their tasks (TCPR 2004).</p> <p>(OP 61) <i>Requests</i> that, when raising funds, resident coordinators concentrate on raising funds for the whole of the United Nations at the country level (TCPR 2004).</p>	<p>Management of RC system:</p> <p>(HLP Recommendation) To ensure that there is no potential for, or perception of, a conflict of interest, UNDP should establish an institutional firewall between the management of its programmatic role and management of the Resident Coordinator system (including system-wide strategic and policy support).</p> <p>(HLP Recommendation) UNDP will consolidate and <u>focus its operational work</u> on strengthening the coherence and positioning of the UN country team delivering the One Country Programme. As manager of the Resident Coordinator system, UNDP should set a clear target by 2008 to withdraw from sector-focused policy and capacity work for which other UN entities have competencies.</p> <p>(HLP Recommendation) UNDP will develop a code of conduct, including a transparent mechanism to evaluate the performance of its country operations. This should be done in consultation with all relevant UN organizations and the</p>	<p>NEW</p> <p>NEW</p> <p>NEW</p>

<p>PROGRESS <i>UNDP committed to introduce Country Directors in 40 large/complex coordination countries (28 Country Directors fielded by November 2006)</i></p>	<p>agreed code of conduct should be formally approved by the UN Sustainable Development Board.</p>	
<p>Enhanced RC Authority: (OP 169) We support stronger system-wide coherence by implementing the following measures: [...] Implementing current reforms aimed at a more effective, efficient, coherent, coordinated and better-performing United Nations country presence with a strengthened role for the senior resident official, whether special representative, resident coordinator or humanitarian coordinator, including appropriate authority, resources and accountability, and a common management, programming and monitoring framework (2005 World Summit Outcome).</p> <p>(P40) The undg will finalize the strategy and workplan on strengthening the role of UN special representatives, resident coordinators and humanitarian coordinators and the resident coordinator system and country-based coordination systems by January 2006, for review by CEB. A report on progress will be provided through my yearly report to the Economic and Social Council in 2006 (SG Report on Follow-up to 2005 World Summit Outcome).</p> <p>PROGRESS <i>UNDG RC Issues Group; Vietnam pilot</i></p>	<p>Enhanced RC authority: (HLP Recommendation) Resident Coordinators should have the authority to lead the One Country Programme, including authority to negotiate and shape the “One Country Programme” with the government on behalf of the entire UN System and to allocate resources from pooled and central funding mechanisms. Authority to hold members of the team accountable to agreed outcomes and to compliance with the strategic plan.</p>	<p>NEW TCPR</p>
<p>Accountability: (OP58) <i>Requests</i> the Secretary-General, in full consultation with all agencies of the undg and the CEB, as appropriate, to develop, by the end of 2005, a comprehensive accountability framework for resident coordinators to exercise oversight of the design and implementation of the Framework, in a fully participatory manner, in support and under the leadership of national Governments; (TCPR 2004)</p> <p>(OP 55) [...] <i>urges</i> the members of the Executive Committee of the undg, in full consultation with the members of the Development Group, to develop a procedure for the common assessment of the performance of resident coordinators by all members of the United Nations country teams; (TCPR 2004)</p> <p>PROGRESS <i>Comprehensive accountability framework put into place, including a revised RC job description, RC scorecard, regional oversight system as first “line of oversight”; separate RC career review process at HQ level; and 180-degree RC/UNCT Performance Appraisal System introduced in 20 pilots with full roll-out in late 2006.</i></p>	<p>Accountability: (HLP Recommendation) Their enhanced authority should be matched by a clear accountability framework and an effective oversight mechanism to ensure system-wide ownership of the Resident Coordinator system.</p> <p>→ See also HLP recommendations on Development Policy and Operations Group (DPOG) and UN Sustainable Development Board (UNSDB).</p>	<p>TCPR NEW</p>
<p>Selection: (OP55) <i>Welcomes</i> the improvements in the selection process and training of the resident coordinators (TCPR 2004).</p> <p>PROGRESS <i>10-year experience with RC/HC competency assessment administered by external company; incentive system developed to attract the best and brightest from inside and outside UN system (revised by inter-agency Panel in 2002 and 2006 to ensure fairness and relevance to full UN system</i></p>	<p>Selection: (HLP Recommendation) Competitive selection of Resident Coordinator candidates, drawn from the best talent within and outside the UN system.</p>	<p>TCPR</p>

<p>needs) – evaluation in 2004 revealed serious weakness in agency willingness to “lose star staff” for RC positions; since 2002 increase of non-UNDP RCs from 17 to 36 (28% out of 130 posts), which is an increase of over 100 percent; rate of change increased with over 50 percent of new RCs in 2006 coming from agencies other than UNDP (11 out of 21); efforts undertaken to improve gender and geographic balance; training on mandates of agencies in UNCT introduced in November 2006; funds being mobilized to provide more systematic in-service training.</p>		
<p>Appropriate capacities/resources: (OP54) Urges the UN system to provide further financial, technical and organizational support for the resident coordinator system, and requests the Secretary-General, in consultation with the members of the undg to ensure that resident coordinators have the <u>necessary resources to fulfill their role effectively</u>. (TCPR 2004)</p> <p>PROGRESS <i>One national or international coordination officers fielded in RC offices; efforts underway to raise additional funds to provide increased level of coordination support, where needed; agreement to assign one national officer dedicated to enhanced support to non-resident agencies in all UNDAF countries in 2007 on pilot basis; agencies leading cross-cutting issues (e.g. human rights, gender equality) beginning to assign staff to selected RC Offices to support “mainstreaming”.</i></p>	<p>Appropriate capacities/resources: (HLP Recommendation) To perform this function, Resident Coordinators should have <u>appropriate competencies, capabilities and support capacities</u>.</p> <p>(HLP Recommendation) To deliver as one, UN country teams should also have an <u>integrated capacity</u> to provide a coherent approach to cross-cutting issues, including sustainable development, gender equality and human rights.</p> <p>(HLP Recommendation) The capacity of the Resident Coordinator’s office to <u>advocate, promote and broker partnerships</u> between government and relevant civil society organizations and the private sector should be enhanced to build stakeholder consensus and realize country-specific goals as embodied in the national development plans.</p>	<p>TCPR</p>
<p>“One Programme”</p>		
<p>(OP49). Reiterates that the <u>ownership and full participation of national authorities</u> in the preparation and development of the Framework are key to guaranteeing that it responds to the national development plans and poverty reduction strategies of the countries concerned, (TCPR 2004)</p> <p>PROGRESS <i>Common Country Assessments increasingly feeding into national analytical work; separate CCA not needed where UNCT convinced that “UN” issues not missing from national processes; undg guidance issued on role of UNCTs in supporting PRSp processes; UN results in UNDAF must be derived from national priorities established through national planning process (in full consultation with government); undg supporting national indicator monitoring system as basis for monitoring progress on results (DevInfo).</i></p>	<p>(HLP Recommendation) The “One Programme” should be <u>country owned</u> and signed off by government, responsive to the national development framework, strategy and vision, including the internationally agreed development goals.</p>	<p>TCPR</p>
<p>(OP49) [...] and requests the Secretary-General to develop the Framework and its results matrix where applicable, as the <u>common programming tool for country-level contributions</u> of the funds and programmes towards achieving the MDGs to be fully endorsed and countersigned by the national authorities; (TCPR 2004)</p> <p>(OP50). Notes the <u>potential of the Framework and its results matrix as the collective, coherent and integrated programming and monitoring framework</u> [...], bringing increased opportunities for joint initiatives, including joint programming, and urges the UN development system to fully utilize such opportunities in the interest of enhancing aid efficiency and aid effectiveness; (TCPR 2004)</p> <p>(OP51) Requests the Secretary-General, through the Executive Committee of the undg, in consultation with the CEB, to ensure that undg agencies with multi-year programmes as well as the entities of the Secretariat that carry out operational activities in pursuit of the MDGs <u>fully align their</u></p>	<p>(HLP Recommendation) The “One Programme” should build on the UN country team’s common country assessment or national analysis, and reflecting the UN’s added value in the specific country context.</p> <p>(HLP Recommendation) The “One Programme” should be <u>strategic, focused and results-based</u>, with clear outcomes and priorities, while leaving flexibility to reallocate resources to changes in priorities.</p> <p>→ See also HLP recommendations on Sustainable Development Board and consolidated funding.</p>	<p>TCPR</p> <p>NEW</p>

<p>respective programming and monitoring with the Framework, as well as take further steps to harmonize their programming cycles and to synchronize them as far as possible with the national programming instruments, in particular the national poverty reduction strategies, including poverty reduction strategy papers, where they exist; (TCPR 2004)</p> <p>PROGRESS <i>Efforts undertaken to move beyond UNDAF as “framework” and towards a common programme for UN Country Teams: concept of enhanced UNDAF as common programme base accepted by full UNDG Programme Group, with heads of the UNDG Executive Committee agencies agreeing that UNDAF should become their agencies’ country programme; common way of assessing national institutional capacity to manage resources; HLCM/UNDG working on common country level concepts for results-based planning, budgeting, monitoring and reporting.</i></p>		
<p>(OP44) <i>Calls upon</i> the UN system to draw from its accumulated experience in all pertinent economic, social and other domains and to facilitate the access of developing countries to the services available. (TCPR 2004)</p> <p>(OP46) <i>Stresses</i> the importance of the common country assessment as the common analytical tool of the UN system at the country level, including the specialized agencies, the regional commissions and other UN agencies with no country representation or limited country-level presence, which should contribute their accumulated analytical and normative experience so as to enable the use of all capacities available within the UN system; (TCPR 2004)</p> <p>PROGRESS <i>UNDG Working Group on involvement of NRA completed assessment report and now developing implementation workplan; discussions ongoing on including a special section in UNDAF covering UN’s normative work and assignment of full-time capacity in RC Office to assist non-resident agencies to participate fully in relevant national processes.</i></p>	<p>(HLP Recommendation) The “One Programme” should <u>draw on all UN services and expertise</u>, including those of non-resident agencies, in order to effectively deliver a multi-sectoral approach to development (with due attention to cross-cutting issues)</p>	<p>TCPR</p>
“One Budgetary Framework” and funding		
<p>(OP 61) <i>Requests</i> that, when raising funds, resident coordinators concentrate on raising funds for the whole of the United Nations at the country level (TCPR 2004).</p> <p>PROGRESS <i>UNDAF Results Matrix shows projected core resources and resource mobilization targets for all programme components, by agency.</i></p>	<p>One “budgetary framework” (HLP Recommendation) At country-level, contributions to the One Country Programme should be consolidated within a single budgetary framework, which would not constitute a legal constraint on the spending authority of funds, programmes and specialized agencies. The one budgetary framework brings together all contributions to the One Country Programme.</p> <ul style="list-style-type: none"> • Transparency, management, and the effective implementation of the One Country Programme through One Budgetary Framework. • Funding should be linked to the performance of the UN Country Team preparing and implementing a strategic One Country Programme. • The budget should be completely transparent, showing clearly the overheads and transaction costs of the UN and all of its funds, programmes and specialized agencies in the country 	<p>NEW</p>
<p>PROGRESS <i>Supplementary pooled multi-donor funding mechanisms being piloted at country level in Sudan, Iraq and Lebanon.</i></p>	<p>Pooled funding mechanisms (HLP Recommendation) To fund the One Country Programme through this single budgetary framework, the Panel recommends the following funding sources:</p>	

	<ul style="list-style-type: none"> ▪ The five pilots should be funded by pooled country-level funding. For donor contributions to each pilot, a country-level MDG Strategy Support Fund should be established, to be administered by the Resident Coordinator, in line with national priorities. In principle, funding from all sources for the One Country Programme should flow through these country funds. Donors would be strongly encouraged to contribute through these funds. ▪ A MDG Funding Mechanism should be established following the five pilots. This voluntary mechanism would coordinate overall resource flows enabling global oversight of funding available for contributions to the One Country Programme. The mechanism should be governed by the Sustainable Development Board under the supervision of the Development Coordinator. Donors are strongly encouraged to make funds available to this mechanism at the central or country level. UN organizations could also contribute core funding for the One Country Programme within the framework of this mechanism. 	<p>NEW</p> <p>NEW</p>
<p>(OP 24) <i>Requests</i> the Secretary-General, in consultation with Member States, to <u>explore various funding options for increasing financing for operational activities for development</u> of the UN system and to examine ways to enhance the predictability, long-term stability, reliability and adequacy of funding for the operational activities for development, including <u>through the identification of possible new funding sources</u>, as a follow-up to his report, while preserving the advantages of the current funding modalities, and to submit a report to the General Assembly through the Economic and Social Council at its substantive session in 2005; (TCPR 2004)</p>	<p>(HLP Recommendation) The UN should drive reform by channelling reform savings back into the system through mechanisms, such as an Empowerment Fund. This Fund would demonstrate to the world's poorest citizens, communities and local entrepreneurs that UN savings will be invested directly in their empowerment. It would be financed with minimal overhead through efficiency cost savings resulting from reforming, consolidating and streamlining UN functions and organizations, as recommended by the Task Force to be established by the UN Secretary-General. This Fund could redirect savings from efficiency reforms back to country-level strategies (One Country Programme) with a special emphasis on helping countries achieve the MDGs.</p>	<p>NEW</p>
“One Office”/One Team		
<p>(OP 34) <i>Invites</i> the governing bodies of all organizations of the United Nations system actively involved in development cooperation activities and their respective management to adopt harmonization and simplification measures, with a view to achieving a significant reduction in the administrative and procedural burden on the organizations and their national partners that derives from the preparation and implementation of operational activities; (TCPR 2004)</p> <p>(OP36) <i>Requests</i> the funds, programmes and specialized agencies of the UN system to examine ways to further simplify their rules and procedures and, in this context, to accord the issue of simplification and harmonization high priority and to take concrete steps in the following areas: rationalization of country presence through <u>common premises</u> and co-location of members of United Nations country teams; implementation of the joint office model; <u>common shared support services</u>, including security, information technology, telecommunications, travel, banking and administrative and financial procedures, including for procurement; harmonization of the principles of cost recovery policies, including that of full cost recovery; [...]; as well as further simplification and harmonization measures (TCPR 2004).</p> <p>PROGRESS <i>UN ExCom working on harmonized rules, regulations, policies and procedures for “core services” (finance, human resources and procurement) with Un Secretariat as basis for wider consultations</i></p>	<p>(HLP Recommendation) The “One Office” should include: <u>One integrated results-based management system</u>, with integrated support services; <u>joint premises</u> (where appropriate), and a <u>common security infrastructure</u> and clear lines of accountability</p>	<p>TCPR</p>

<p><i>under HLCCM. Objective is to prepare common field operations handbook reflecting harmonized procedures; common services initiatives for non-core services established in 61 countries; 60 officially designated UN Houses established worldwide.</i></p>		
“One UN” at regional level		
<p>(OP36) <i>Requests the funds, programmes and specialized agencies of the UN system to examine ways to further simplify their rules and procedures and, in this context, to accord the issue of simplification and harmonization high priority and to take concrete steps in the following areas: [...] <u>alignment of the regional technical support structures and regional bureaux at headquarters level, including their regional coverage</u> [...]</i> (TCPR 2004).</p> <p>PROGRESS <i>Six regional Directors Teams established in five regions (with two teams in Africa) to provide technical support to UNCTs and oversight for RC/UNCT – focus on (a) provision of coherent technical and substantive policy support to UNCTs, (b) RC assessment, and (3) support to joint office initiative; one support person to be posted for each RDT in 2007; ExCom discussions ongoing on regional alignment/country coverage and regional co-location.</i></p>	<p>(HLP Recommendation) Regional offices of UN entities should be co-located and the definition of regions among all UN entities should be standardized to ensure consistency and coherence in the work of the UN at the regional level.</p>	<p>TCPR NEW</p>
“One UN” at Headquarters level		
<p>PROGRESS <i>Joint meetings of the Boards of ExCom agencies, albeit without decision making powers.</i></p>	<p>(HLP Recommendation) We recommend the establishment of a UN Sustainable Development Board to oversee the One UN Country Programmes. Reporting to ECOSOC, the Board would provide the decision-making and monitoring framework for implementation of One UN at country level. The Board would be responsible for oversight of the implementation of the pilot programme to create unified UN country programmes. Meetings of the UN Sustainable Development Board should supersede the joint meeting of the boards of UNDP/UNFPA/gender entity, WFP and UNICEF. After three years the effectiveness of the Board should be assessed. This assessment should include consideration of the scope for integrating the boards of UNDP/UNFPA and UNICEF as segments of the UN Sustainable Development Board, rather than maintaining them as standalone boards.</p>	<p>NEW</p>
	<p>(HLP Recommendation) The Secretary-General should appoint the UNDP Administrator as the Development Coordinator to chair the Development Policy and Operations Group that would support One UN at the country level. The Development Coordinator would report and be accountable to the UN Sustainable Development Board on the implementation of the One UN. A Development Finance and Performance Review Unit should be established to support the UN Development Policy and Operations Group.</p>	<p>NEW</p>