



**Administrative Committee
on Coordination**

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REPORT OF THE CONSULTATIVE COMMITTEE ON PROGRAMME AND
OPERATIONAL QUESTIONS ON ITS FIFTH SESSION

(Geneva, 31 January-2 February 1995)

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INTRODUCTION

1. The Consultative Committee on Programme and Operational Questions (CCPOQ) held its fifth session at the United Nations Office at Geneva, from 31 January to 2 February 1995. The agenda for the session is contained in annex IV to the present report. The list of participants is contained in annex V.

2. The Committee observed a moment of silence in honour of the memory of Mr. James Grant, former Executive Director of the United Nations Children's Fund (UNICEF). Recalling Mr. Grant's significant contribution to the health and welfare of the children of the world, the Chairperson paid tribute to his commitment, dedication and leadership as an example for all to follow.

I. MATTERS FOR CONSIDERATION BY THE ADMINISTRATIVE COMMITTEE ON COORDINATION

A. International drug abuse control

3. The Committee considered the report on "The United Nations and drug abuse: enhancing system wide cooperation" (ACC/1995/POQ/CRP.6) submitted by the United Nations International Drug Control Programme (UNDCP) in consultation with the Administrative Committee on Coordination (ACC) Subcommittee on Drug Control, and drew conclusions from its debate on the following:

(a) The mutually interactive impact of drug abuse and socio-economic development, which underlies the rationale of General Assembly resolutions 48/112 and 49/168, in which the Assembly called for the inclusion of the drug issue in the priority agendas of all member organizations of the United Nations system;

(b) The implications of the free market system for illegal activities;

(c) The linkages between deficiencies in governance and the emergence of drug-related activities;

(d) The potential role of direct food assistance and food for work in combating drug abuse;

(e) The scope for an advocacy role of the United Nations system through information and education in countering drug-related problems.

4. The Committee offered a number of suggestions for improving the report, which it endorsed for transmission to ACC with the following recommendations:

1. Member organizations should identify areas in their programmes with potential implications for drug issues. Where appropriate, they should proceed to take steps to ensure that drug issues are addressed in programme elaboration and implementation. All organizations have an advocacy role with respect to drug issues.

2. UNDCP, in line with its mandate in this area, should lead and coordinate activities and offer its expertise on drug abuse control. At the same time, other organizations, where appropriate, should bring their respective expertise to bear in countering illicit drug problems to ensure cohesive and synergistic action within the United Nations system. Concerned organizations should consult regularly both at Headquarters and in the field.
3. At the country level, resident coordinators should be invited to create informal inter-agency groups, especially in countries where UNDCP has activities, to ensure that drug abuse control needs are assigned the necessary priority and addressed in a coordinated manner, particularly in the preparation of country strategy notes.
4. ACC should entrust the ACC Subcommittee on Drug Control with the task of operationalizing the System-Wide Action Plan on Drug Abuse Control (SWAP). This will entail the elaboration of specific multi-agency, sectoral and/or subsectoral plans of action for drug abuse control at global, regional and subregional levels.
5. These plans of action could form the basis for coordinated fund-raising. Collectively, they would provide a multisectoral and truly system-wide approach in implementing the Global Programme of Action endorsed by the General Assembly.

B. Poverty alleviation

5. The Committee welcomed a preliminary report by its working group on the work of the United Nations system in the field of poverty and agreed that it should be finalized and referred to ACC, with the proposal that it be distributed at the World Summit for Social Development (cf. paras. 44-46).

6. CCPOQ furthermore noted that the report represented a useful compilation of information on the approaches and best practices of the United Nations system in the field of poverty alleviation and decided to pursue work on, inter alia, common criteria for identifying the poor, the identification of areas of duplication and complementarity in the work of the various agencies, and the development of multisectoral strategies and methods for implementation of poverty alleviation programmes at the country level. A proposal to this effect would be presented to the CCPOQ inter-sessional meeting in April 1995.

C. Follow-up to the International Conference on Population and Development

7. The Committee reviewed the working arrangements and programmes of action for follow-up to the International Conference on Population and Development and drew the attention of ACC to the following areas:

(a) The need to address resource constraints of United Nations organizations in the follow-up to General Assembly resolution 49/128;

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(b) The need for resolution of definitional issues on population and for quantification of the concept of an enabling environment;

(c) The potential and important role of resident coordinators in the implementation of follow-up activities;

(d) The development of modalities to ensure the coherence of United Nations system follow-up to global agendas.

D. Science and technology for development

8. Following a review of the current status of inter-agency and intergovernmental consultative mechanisms for science and technology for development, CCPOQ noted that its broad coverage of the system's analytical normative and operational capacities would enable it to make a contribution to programme coordination in this field. Consultations would be pursued beforehand with the Inter-agency Committee on Sustainable Development to ensure complementary action by the two Committees.

E. Role and functioning of the resident coordinator system

9. After an exhaustive review of ACC arrangements for the functioning of the resident coordinator system and with a view to responding to the concerns of the General Assembly and the Economic and Social Council in this area, CCPOQ approved a consolidated and updated "Statement on the role and functioning of the resident coordinator system" (annex I). It was proposed that the statement be distributed within the United Nations system and to all field representatives as guidelines for appropriate action. CCPOQ would maintain the implementation of the guidelines under review and invite reactions from the field, with a view to further developing coordinated and effective action by the United Nations development system at the country level.

F. Operational activities training

10. The Committee established, through its Advisory Panel, a guidance and review mechanism for the inter-agency national capacity strengthening programme of the International Labour Organization (ILO) International Training Centre at Turin and furthermore decided to study, with the Inter-agency Working Group on Evaluation, means of improving the functioning of the fellowship programmes of the system.

G. Proposed agenda, date and venue for the next session and inter-sessional meeting of the Committee

11. CCPOQ recommended to ACC that its next regular session be held in New York, in the week of 21-25 August 1995, with the following agenda:

(a) Programme coordination:

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- (i) Modalities of follow-up to global conferences and development of common system-wide responses (International Conference on Population and Development and World Summit for Social Development);
- (ii) Poverty alleviation;
- (iii) Science and technology for development;
- (iv) The emergency-to-development continuum;
- (b) Operational activities for development:
 - (i) Implementation of General Assembly resolution 47/199;
 - (ii) Resource flows and trends for operational activities;
 - (iii) Analysis of 1994 annual reports of resident coordinators;
 - (c) Other matters:
 - (i) Reports of subcommittees;
 - (ii) Support costs;
 - (iii) Preparations for the United Nations Conference on Human Settlements (Habitat II);
 - (iv) CCPOQ administrative issues.

12. The Committee furthermore recommended that an inter-sessional meeting be held in New York on 27 and 28 April 1995, with the following agenda:

- (a) Triennial comprehensive policy review of the operational activities for development of the United Nations system (report of the Secretary-General);
- (b) Division of labour within the United Nations system (United Nations system involvement and cooperation at different levels of national development programmes);
- (c) Inter-agency consultations for the mid-term global review of the implementation of the Programme of Action for the Least Developed Countries for the 1990s;
- (d) Other matters:
 - (i) Poverty alleviation;
 - (ii) JIU reports.

H. CCPOQ secretariat

13. The Committee recommended that the appointment of the CCPOQ Secretary, Mr. D. Deane, be extended for a further period of two years, until end-July 1997 (para. 66).

II. WORK OF CCPOQ

A. Actions taken and decisions adopted

14. The Committee modified and approved, on behalf of ACC, the draft ACC comments on the JIU report on "United Nations system support for science and technology in Africa" (para. 53).

15. The Committee modified and approved in principle the draft ACC comments on the JIU report on "Communication for development programmes in the United Nations system", subject to any further comments that might be received by the ACC Organizational Committee (OC) at its February 1995 meeting (paras. 54-55).

16. In implementation of General Assembly resolution 47/199, paragraph 13, CCPOQ approved "Guiding principles for a monitoring and evaluation methodology in the context of the programme approach" (annex II). Operational guidance for the field on the implementation of the guidelines would be the subject of further review with the Inter-agency Working Group on Evaluation.

17. The Committee approved revised terms of reference for its Advisory Panel on Operational Activities Training (annex III) in order, *inter alia*, to enhance its advisory role for the Turin Centre "Management of development: national capacity strengthening" programme and to facilitate harmonized approaches between and within agencies on training and operational activities.

18. The Committee decided to request the Inter-agency Working Group on Evaluation to develop more formal linkages with the ACC machinery, and notably CCPOQ, in order to facilitate responses by the United Nations system to concerns expressed by the General Assembly and the Economic and Social Council in the field of monitoring and evaluation (para. 30).

B. Summary of discussions

1. Operational activities for development

(a) Implementation of General Assembly resolution 47/199

19. The representative of the United Nations provided an overview of the current state of implementation of the provisions of General Assembly resolution 47/199. He pointed out that considerable work remained to be done this year to meet the expectations of Governments. For example, only one country strategy note had been completed to date. A detailed information note (ACC/1995/POQ/INF.5) had been distributed indicating that 69 countries had chosen to prepare the country strategy note, and 7 had decided not to, while the

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decision was pending from 54 other countries. Several notes were expected to be finalized within the next few months.

20. The representative also referred to the need for further collective as well as individual actions by organizations in such areas as the resident coordinator system, decentralization, common premises, simplification and harmonization of rules and procedures, and enhanced accountability at the field level.

21. Some participants observed that the reform and restructuring tasks were placing an increasing burden on the workload of key staff responsible for the implementation of the principal mandates of the organizations. This concern might be brought to the attention of Governments and ACC might wish to address the matter.

22. The representative of the World Food Programme (WFP) briefed the committee on Joint Consultative Group on Policies (JCGP) activities since the high-level meeting in Dhaka, including the completion of the coordination report for South Africa, the conclusion of agreements on joint premises in country offices, procedures for widening the pool and increasing the transparency of the selection process of resident coordinators, and the harmonization and simplification of procedures.

(i) Role and functioning of the resident coordinator system

23. The Chairman of the Working Group on the resident coordinator system reported on the progress made by the Working Group and introduced the draft consolidated and updated statement on the role and functioning of the resident coordinator system (ACC/1995/POQ/CRP.1). The draft before the Committee was the result of two meetings of the Working Group (7 December 1994 and 30 January 1995) and had benefited from the views of a special working meeting of agency representatives and resident coordinators (23 and 24 January 1995). The specific origins of the various provisions of the draft in relation to written ACC agreements and to legislation by the General Assembly dating back to resolution 32/197 were also noted.

24. Strong support was expressed for the manner in which the draft statement was prepared and broad satisfaction with the text was noted by most members, while there was agreement with respect to reviewing further additions and modifications in order to fully respond to the decisions of the General Assembly and the Economic and Social Council. Following a reconvening of the Working Group a revised statement was adopted by the Committee (annex I). It was agreed that all organizations of the system would circulate the statement to their field representatives and that feedback from their experiences would be reviewed by the Working Group as appropriate.

25. The Chairman of the Working Group also reported on 11 steps taken since the fourth session of CCPOQ that were aimed at further strengthening the resident coordinator system: (a) as of 2 November 1994, the Secretary-General had designated the Administrator of the United Nations Development Programme (UNDP) to carry out, on his behalf, a number of specific tasks in the area of the resident coordinator system; (b) by a circular of 18 October 1994, UNDP confirmed that it would provide an additional \$2 million for support to

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coordination and the resident coordinator system; (c) a training course for senior resident coordinators had been developed in cooperation with the International Training Centre at Turin; (d) informal consultations were held by Geneva-based organizations to improve the briefing of resident coordinators; (e) the CCPOQ note on the evolution of the resident coordinator system had been finalized and distributed; (f) a first management plan on the strengthening of the resident coordinator system had been prepared by the Office of United Nations system support and services established by UNDP; (g) in accordance with General Assembly resolution 47/199, paragraph 39 (d), further progress had been made by JCGP in widening the pool for the recruitment of resident coordinators; (h) progress had also been made in the area of complex emergencies and the role of the resident coordinator system; (i) an analysis of the 1993 resident coordinator country review reports had been circulated to all resident coordinators; (j) an assessment of the resident coordinator system was being launched in conjunction with the triennial comprehensive policy review; (k) furthermore, substantial progress was being made on the country strategy note process, which constituted in many countries a breakthrough process in the functioning of the system.

26. The Committee took note with satisfaction of these developments and requested the Working Group and its Chairman to continue their good work.

(ii) Evaluation in the context of the programme approach

27. The Secretary reported on the further consultations that had taken place on this question, notably in the context of the meeting of the Inter-agency Working Group (IAWG) on Evaluation in Geneva in October 1994, which included a joint CCPOQ/IAWG session. Following these consultations, a revised draft of the Guiding principles for a monitoring and evaluation methodology in the context of the programme approach had been reviewed and generally endorsed by a CCPOQ Working Group in New York in December 1994. A finalized text was accordingly submitted for the Committee's approval.

28. The Committee expressed its appreciation for the contribution made by IAWG to the preparation of the Guiding principles and approved the text contained in annex II to the present report.

29. The Committee nevertheless noted that there was some uncertainty as to what form the follow-up process should now take. While the evaluation methodology had been requested under General Assembly resolution 47/199 and the completion of the Guiding principles would accordingly be reported to the Economic and Social Council, their distribution within the United Nations system and to the field required a structured approach. Otherwise, a multiplicity of applications of the principles could ensue.

30. It was recognized that part of the problem lay in the small body of experience with regard to the application of the programme approach itself. IAWG had indicated that further review of the system's common interpretation and definitions of the programme approach would be helpful. Further work on certain issues related to monitoring and evaluation, such as accountability and a feedback mechanism, was also required.

31. It was agreed that IAWG and other interested bodies should be consulted on the desirability of organizing an inter-agency workshop in May 1995 to develop (a) operational guidance for the field on the application of the Guiding principles, (b) the relationship to accountability and its substantive and financial aspects and (c) clarification, where appropriate, on the common interpretation of the programme approach. The result of these consultations would be reported to CCPOQ at its inter-sessional meeting in April 1995.

32. The Committee furthermore expressed its support for more formal linkages between IAWG and the ACC machinery. Whereas it was recognized that evaluation officials within the United Nations system required a flexible mechanism for consultations of a technical nature, it was felt that the system also required a more formal link between this mechanism and CCPOQ in order to respond to concerns expressed by the Economic and Social Council and the General Assembly in the field of monitoring and evaluation. As the current convening organization of IAWG, UNDP was asked to take appropriate measures to develop such links.

(iii) Operational activities training

a. Terms of reference of the CCPOQ Advisory Panel

33. At its fourth session (New York, 11-14 October 1994), CCPOQ had received a proposal from its Advisory Panel on Operational Activities Training for the revision of the Panel's terms of reference. The revision sought specifically to formalize the Advisory Panel's role as an instrument for giving advice on the "training of trainers" programme on "Management of development: National capacity strengthening", administered by the ILO International Training Centre at Turin.

34. During the ensuing discussions, it was agreed that (a) the Turin Centre would submit annually to the CCPOQ Advisory Panel its proposed plan of activities for the following year; (b) the Advisory Panel would review and formulate its recommendations on this plan prior to the autumn annual meeting of CCPOQ; and (c) CCPOQ would review and consider approval of the work programme on training at its annual autumn (September/October) session.

35. The Committee revised and approved the new terms of reference for the Advisory Panel, as set out in annex III.

b. Report on the meeting of Senior Fellowship Officers of the United Nations system

36. The report on the 11th meeting of Senior Fellowship Officers generated considerable interest and discussion. The Committee observed a significant recent decline in technical cooperation expenditures for fellowships and related training placements by many organizations of the United Nations system. The Committee considered that this, and the emergence of additional mechanisms for transfer of knowledge and national capacity-building, deserved further inter-agency scrutiny. In this connection, agencies should examine how their respective substantive capabilities could be best brought to bear in the context of national execution of United Nations development assistance, for example, at

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the stage of project formulation; in assessments of training needs; and in curriculum development and related strengthening of training institutions in programme countries. Cost effectiveness and forward-looking approaches would be important issues. The Committee requested the Inter-agency Working Group on Evaluation to address these matters. The Committee further noted that consideration of the subject would benefit from improved inter-agency statistical reporting of fellowships and related training placements, and requested that such data be provided, initially to the Working Group.

(b) Preparation of the 1995 comprehensive triennial policy review

37. The representative of the United Nations noted that the timing of this year's comprehensive policy review made it a particularly significant exercise. The review would take place at a crucial moment in the evolution of operational activities for development and against the background of continuing resource problems for many parts of the system. It would also take place in conjunction with the fiftieth anniversary of the United Nations and in a year when the negotiations on the agenda for development were being held. He reiterated that the United Nations would continue to conduct an open and transparent preparation of the report of the Secretary-General, in consultation with the organizations of the United Nations system. He referred to the special effort made to achieve maximum objectivity in the assessment of operational activities through the questionnaires and the field missions. The resulting data would be interpreted in the report as a basis for policy recommendations.

38. Detailed information was provided on the objective, form, scope, documentation and process of the preparation of the review. In accordance with the relevant General Assembly and Economic and Social Council resolutions, a comprehensive analysis of the implementation of Assembly resolution 47/199 was being carried out and would reach back to Assembly resolution 44/211 to cover the past five years of progress. The analysis would also deal with the evolution of developing countries' requirements relevant to operational activities. In general, the focus would be on the country-level developments on which policy action might be taken by the Assembly. A policy report would contain the main findings and conclusions and the recommendations of the Secretary-General, with addenda covering (a) the 14 country mission reports, (b) the surveys of resident coordinators and field representatives of the United Nations system, Governments and headquarters organizations of the system and (c) statistics on income and expenditures for 1993, to be updated later with 1994 data.

39. The policy report would consist of an executive summary; an analysis of changes in the operational activities and of overall results and impact; and an assessment of changes in coordination structures and modalities, as well as in resource patterns. Drafts of the different documents would be provided to the inter-sessional meeting of CCPOQ scheduled for the end of April 1995.

2. Programme coordination issues

(a) International drug abuse control

40. The Committee reviewed a draft report on the subject submitted by UNDCP on behalf of the ACC Subcommittee on Drug Control and approved it, with a number of modifications, for reference to the first regular session of 1995 of ACC (Vienna, 27 February-1 March 1995) together with the comments and recommendations contained in paragraphs 3 and 4 of that report.

(b) Follow-up to the International Conference on Population and Development

41. The Executive Director of the United Nations Population Fund (UNFPA) briefed the Committee on the follow-up arrangements for the International Conference on Population and Development. She noted that, at the request of the Secretary-General, the initial planning meeting of the task force had been convened in New York in December 1994, under her chairmanship, to ensure coordinated and effective follow-up within the United Nations system. Working groups had been established in four main areas: (a) data collection, (b) gender issues, (c) basic education and (d) elaboration of a common advocacy statement. At the national level, a number of countries had taken measures to publicize the Programme of Action of the International Conference on Population and Development 1/ and to align national programmes with the demands of General Assembly resolution 49/128.

42. Follow-up action at the institutional level would include, inter alia, resource mobilization for population activities; initiatives by UNICEF on health and gender issues; the convening of a forthcoming meeting by United Nations Educational, Scientific and Cultural Organization (UNESCO) on "Education for All" for the nine most populous countries; the inclusion by ACC of population as a specific agenda item for consideration; and the elaboration by World Health Organization (WHO) of a strategy for reproductive health and approval by the ninety-fifth session of its Executive Board of budgetary resources for this purpose.

43. The Committee drew the attention of ACC to the need for action in the following areas: (a) the need to address resource constraints of United Nations organizations arising from follow-up implications of the resolution; (b) the resolution of definitional issues on population and quantification of the concept of an enabling environment; (c) the potential and important role of resident coordinators in the implementation of follow-up activities; and (d) the development of modalities for a concerted and coherent implementation of the agendas emanating from global conferences.

(c) Poverty alleviation

44. The Committee reviewed the report of the Working Group on Poverty (ACC/1995/POQ/CRP.8) on the work of the United Nations system in the field of poverty and offered the following suggestions for improving the report: (a) incorporation of an introduction to provide a synoptic view on poverty, with identification of the poor, and an historical perspective on the activities of organizations of the United Nations system in addressing this issue,

(b) expansion of the typology to include macro- and microeconomic issues and concepts of investing in the poor and (c) incorporation of certain outstanding individual organizational contributions and background material, together with some editorial regrouping and streamlining.

45. The Committee decided to finalize the report by 13 February and to bring it to the attention of ACC with the suggestion that the report should be endorsed by ACC for distribution at the World Summit for Social Development (Copenhagen, March 1995), possibly with an introductory note by the Secretary-General.

46. Further substantive follow-up work should also be done by CCPOQ, with particular attention to the development of operational guidance for the field, including in the preparation of country strategy notes, and the elaboration of examples of joint action in this area. In this connection, the CCPOQ Working Group would undertake consultations to elaborate the issues to be addressed at the second stage, for submission to the inter-sessional meeting of CCPOQ in April 1995.

(d) Science and technology for development

47. The Committee reviewed a paper submitted by the Secretary outlining the current status of inter-agency and intergovernmental consultative mechanisms in this field, as well as areas of possible attention by CCPOQ.

48. A representative of the United Nations Conference on Trade and Development (UNCTAD) briefed the Committee on the preparations for the second session of the Commission on Science and Technology for Development (Geneva, May 1995). The representative noted that an item of the provisional agenda of the second session, as approved by the Economic and Social Council, dealt with the questions related to coordination in science and technology.

49. In the ensuing discussion, it was recognized that the subject was of relevance to all organizations of the system, but that the broadness of the subject required careful definition of the Committee's involvement, in order to avoid duplication.

50. There nevertheless appeared to be a number of areas where current inter-agency coordination and consultation were weak, such as in the contribution of science and technology to poverty alleviation, and it was noted that CCPOQ could make a useful contribution in such areas.

51. The Committee furthermore took note of a communication from the Chairman of the Inter-agency Committee on Sustainable Development suggesting an ad hoc consultative meeting on the division of labour among relevant inter-agency mechanisms in the field of science and technology for development. While the potential value of such a meeting was recognized, it was felt that it required good preparation around substantive areas such as the Vienna Declaration and Programme of Action, 2/ Agenda 21 3/ and future science and technology programmes. It was agreed that the CCPOQ Chairperson would consult further on this matter with the Chairman of the Inter-agency Committee on Sustainable Development and revert to the Committee.

52. In the meantime, the CCPOQ Secretary was requested to establish, with the assistance of a consultant if necessary, an inventory of relevant programmes within the system requiring inter-agency collaboration, and to report to CCPOQ at its next session.

3. Draft ACC comments on Joint Inspection Unit (JIU) reports

(a) United Nations system support for science and technology in Africa (JIU/REP/94/1)

53. The Committee reviewed and approved the draft ACC comments on the JIU report on "United Nations system support for science and technology in Africa", as set out in document ACC/1995/POQ/CRP.10, with the following substitution for paragraph 8:

"ACC concurs with the Inspector's view that the eight operational guidelines adopted in 1983 by the Intergovernmental Committee on Science and Technology for Development (IGCSTD) should be updated in order to provide a more comprehensive conceptual framework for the development and transfer of technology. Their usefulness, in current form, is somewhat limited. Moreover, as also noted by the Inspectors (Executive Summary), even those guidelines are hardly applied at the field level by all organizations, due also to a lack of awareness of their existence at the level either of the executing agencies or of field project management (para. 41). It is the opinion of the Administrative Committee on Coordination that an effort should be made to develop new or improved guidelines and to ensure their application."

(b) Communication for development programmes in the United Nations system (JIU/REP/94/4)

54. The Committee considered the draft ACC comments on the JIU report on "Communication for development programmes in the United Nations system" as set out in document ACC/1995/POQ/CRP.11, and proposed a revision to the comments on recommendation 5, which failed to distinguish between non-governmental organizations and workers' and employers' organizations. A new second sentence should accordingly be added to paragraph 18, reading "These should be viewed as including workers' and employers' organizations".

55. The Committee approved in principle the ACC comments as revised above. In view of the late receipt of the draft comments, however, individual organizations could still send any further comments directly to the United Nations prior to the ACC Organizational Committee (OC) meeting on 13 February 1995.

56. The Committee also agreed to reconsider the JIU report in conjunction with the forthcoming report on telecommunications for development.

4. Report on the global perspectives of the International Atomic Energy Agency (IAEA)

57. A representative of the International Atomic Energy Agency (IAEA) briefed the Committee on the unique features of his organization's technical cooperation activities, including its financial backup, expertise, infrastructure provisions and innovative forms of regional cooperation. He explained how the expertise and field network of partner organizations of the United Nations system could be used to complement the work of IAEA to create synergistic benefits for development cooperation. He described IAEA's model projects on nuclear applications in the resolution of development problems (for example, in health, agriculture, hydrology, industry and environment). A technical expert of IAEA spoke on the role of isotopes in nutrition and how these technologies could mesh with the activities of other United Nations organizations.

58. The Committee welcomed the useful presentation. It encouraged member organizations to explore the relevance of nuclear applications for their technical cooperation activities and the potential areas of bilateral cooperation with IAEA.

5. Role and functioning of CCPOQ

(a) Report of the Secretary

59. The Secretary presented his report of activities since October 1994, with particular reference to the appointment of Ms. Susan Toh to the new post of programme officer in the CCPOQ secretariat and to the cost-sharing formula approved by the Consultative Committee on Administrative Questions (Financial and Budgetary Questions) (CCAQ(FB)) for members' contributions to the CCPOQ budget. It was hoped that progress could be made on the co-location of the secretariats of the ACC subsidiary machinery within the Palais des Nations. The Committee expressed its thanks to the secretariat's former senior secretary, Ms. Marilyn Albee, for her dedicated service to the Committee over the past four years.

(b) CCPOQ programme budget for 1996-1997

60. The Committee reviewed and endorsed the proposed 1996-1997 programme budget (ACC/1995/POQ/CRP.13) for submission to CCAQ(FB). It was stressed that the increase shown resulted only from the extra six months of budgeting required for the new Secretariat posts at the P-4 level. In view of the budgetary constraints, it was agreed that reallocation of significant savings on individual budget lines should be subject to consultation within CCPOQ.

(c) Task Force on Support Costs

61. The Committee reviewed the proposal that the Task Force be broadened to become a joint CCPOQ/CCAQ(FB) task force. There was general support for the proposal as a means of improving the dialogue between the programme policy and financial sectors. It was suggested that the scope of this task force could be extended beyond the area of support costs into that of general resource

utilization issues. A number of members also stressed that the resource concerns of the smaller technical agencies should be taken into account.

62. The Committee generally endorsed the concept of a joint task force and agreed to refer it to CCAQ(FB) for favourable consideration. Upon the approval of the latter, the first joint meeting should be invited to review the description, terms of reference and objectives of the mechanism for submission to the next regular sessions of the respective Committees. It was felt that a joint committee, given its broader programme focus, should be chaired by a person from programme policy and management.

(d) Future programme of work

63. In the discussions on the programme of work, several members of the Committee emphasized the importance of prioritizing its work to focus on substantive, programmatic issues. Importance was also attached by several speakers to representation at a high level on the Committee. The Committee was also mindful of the need to revitalize its functions and contributions in ways that would add value to the collective work of the system. Various suggestions were put forward to streamline the committee's agenda such as the application of sunset clauses on specific issues, the treatment of routine items by correspondence, the use of workshops and task forces between sessions to prepare recommendations on substantive items for approval by the Committee, and the preparation by the Secretary of short policy-option notes on possible agenda items.

64. Other speakers recalled the significant and ongoing contribution made by the Committee on issues relating to operational activities, which had led to restructuring within the United Nations system as well as within individual organizations, and noted CCPOQ's delegated responsibility for (for example) overseeing ACC subcommittees and approving ACC comments on JIU reports. Occasional information items, such as the IAEA briefing at this session, also had a longer-term impact. It was suggested that, in determining its own agenda, it might be useful for the Committee to review ACC's agenda and to assess how it could make an impact. It was also suggested that CCPOQ could be used as a forum for a policy dialogue on emerging programme issues, prior to the adoption of inter-agency or intergovernmental positions on such issues. In the examination of programmatic issues it would also be useful to identify areas of constraints on collaboration within the system.

65. Two areas agreed on for the Committee's further work on programmatic issues were poverty alleviation and the concept of the emergency-to-development continuum, with particular reference to post-emergency situations.

(e) Appointment/renewal of the term of the Secretary

66. The Committee agreed that the appointment of Mr. D. Deane should be extended from the date of the expiry of his present contract, for a further period of two years, until end-July 1997.

6. Other matters

(a) ACC Subcommittee on Nutrition: role, terms of reference and functioning

67. The Committee reviewed document ACC/1995/POQ/CRP.15 concerning the action taken by the Chairman of the Subcommittee on Nutrition (SCN) to convene a meeting "of the Whole" for discussions on broadening the scope of participation in the Subcommittee and related organizational changes. Although the Committee welcomed the idea of new and innovative initiatives of intellectual, technical and financial collaboration of the Subcommittee with outside agencies, the Committee was adamant that consultations on such collaboration should be transparent and consistent with established procedures for the functioning of ACC organs, of which the Subcommittee was a subsidiary body. The Committee recommended that any plans to broaden the scope of participation should involve consultation with Subcommittee members at its formal session. The Committee concluded that the ad hoc meeting scheduled in February should confine its agenda to discussions on technical issues, namely items (a) through (d) mentioned on page 2 of the letter of Mr. Horwitz dated 25 November 1994, and requested the Secretary of the Subcommittee to convey this to the Chairman. Issues related to the legal, procedural and/or administrative work of the Subcommittee should be referred to the formal session of the Subcommittee and could only be decided by CCPOQ on behalf of ACC.

(b) 1994-1995 ACC biennial report on programmes and resources of the United Nations system

68. The Committee was briefed on progress in the preparation of the report. In view of the need to finalize the report by end-March, members were requested to ensure that both their programme and their financial inputs were provided to the CCAQ(FB) secretariat as soon as possible, for consolidation and reconciliation by the United Nations consultant. It was agreed that the need for a small CCPOQ subgroup to review and approve the ACC biennial report for submission to the Committee for Programme and Coordination (CPC) would be assessed on the basis of the first draft of the report, expected to be available in mid-March. Preference would, however, be given to clearance by correspondence. It was recognized that some editing of the inputs might be required for the presentation of a balanced and coherent report.

(c) Any other business

69. The representative of the United Nations Volunteers (UNV) briefed the meeting on the White Helmets concept. The General Assembly had requested the Secretary-General to submit a report on this initiative to the Economic and Social Council at its substantive session of 1995. The Department of Humanitarian Affairs of the United Nations Secretariat and UNV, the focal points for the preparation of this report, would be contacting member organizations shortly to obtain information on their interest in responding and capacity to respond to this scheme. The representative also briefed the Committee on UNV's move to Bonn and emphasized UNV's readiness to expand its strategic partnerships with the United Nations system from its new location.

70. The representative of UNCTAD briefed the meeting on the preparations for the mid-term global review of the implementation of the Programme of Action for the Least Developed Countries for the 1990s, scheduled to be held in New York, from 26 September through 5 October 1995. In the light of the importance attached by the General Assembly in its resolution 49/98, paragraph 4 (e), to the full mobilization and coordination of all organizations of the United Nations system in the preparatory process, the Committee decided that adequate time should be made available during its inter-sessional meeting (27 and 28 April 1995) to consider this item.

71. The representative of the United Nations Centre for Human Settlements (Habitat) briefed the Committee on the preparations for Habitat II. Among the international objectives that the preparatory process was seeking to put forth were a state of human settlements, identifying challenges and concerns of urbanization; a global plan of action; and a statement of principles and commitments, based upon international consensus on policies and goals for human settlements in the twenty-first century. The representative noted the General Assembly's interest in the call by the Secretary-General to give the Conference the dimensions of a "city summit". The Assembly, in its resolution 49/109, had also called upon all States to encourage the broad-based participation of local authorities and all relevant actors, including the scientific community, industry, trade unions, non-governmental organizations and the private sector in the preparatory process, and encouraged all relevant non-governmental organizations to contribute fully to increasing world awareness of the problems and potential of human settlements as important inputs to social progress and economic growth.

72. The Committee was informed of the forthcoming retirement of the International Monetary Fund (IMF) representative, Mr. Bhatia. The Chairperson expressed, on behalf of the Committee, its warm appreciation for his valuable contribution and dynamic participation in the work of CCPOQ.

Notes

1/ Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (A/CONF.171/13), chap. I, resolution 1, annex.

2/ Report of the World Conference on Human Rights, Vienna, 14-25 June 1993 (A/CONF.157/24 (Part I)), chap. III.

3/ Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992, vol. I. Resolutions Adopted by the Conference (United Nations publication, Sales No. E.93.I.8 and corrigendum), resolution 1, annex II.

Annex I

STATEMENT ON THE ROLE AND FUNCTIONING OF
THE RESIDENT COORDINATOR SYSTEM

1. The primary objective of the operational activities for development within the United Nations system is to promote the self-reliance of recipient countries through multilateral cooperation. The fundamental characteristics of these operational activities should be their universal, neutral and grant-type nature and their ability to respond to the needs of recipient countries in a flexible manner. They constitute a critical and unique resource in enabling recipient countries to exercise the lead role in the management of their own development processes.

2. 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 the United Nations system. The resident coordinator system seeks to facilitate and support the exercise by the Government of this coordination responsibility.

3. Within an enabling environment provided by coordinated and supportive action by the United Nations system at the headquarters level, the resident coordinator system aims at improving the efficiency and effectiveness of operational activities at the field level, through a coordinated multidisciplinary approach to the needs of recipient countries under the leadership of the resident coordinator, bearing in mind the complementarity of the United Nations system and the need for a division of labour within the respective spheres of competence of funds, programmes and specialized agencies. a/

4. The functioning of the resident coordinator system, which aims at a better coordination of operational activities for development, does not affect relations between Governments and individual organizations of the United Nations system or the direct lines of authority and communication between the representatives of those organizations at the country level and their own executive heads. Its functioning must similarly respect the responsibility of those representatives to carry out the mandates and programming processes of the governing bodies of their organizations.

5. A growing body of social, economic and environmental goals are emerging from international meetings, endorsed both by individual Governments and by the United Nations system as a whole. These "global agendas" have created a common ground for United Nations system cooperation with host Governments on national development policies and programmes. The resident coordinator system has a particular role to play in ensuring appropriate follow-up to these emerging global agendas, particularly through upstream policy and programme advocacy. The resident coordinator system should also take full account of the regional and interregional dimensions of development.

6. The resident coordinator system is furthermore being entrusted with responsibility emanating from resolutions and decisions of the General Assembly

and the Economic and Social Council in substantive fields such as human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), drug abuse control and science and technology.

7. The resident coordinator system should foster enhanced collaboration with the World Bank, the International Monetary Fund (IMF) and other international financial institutions, through communication with those institutions' resident representatives or other designated officials.

8. The Administrative Committee on Coordination (ACC) and its subsidiary machinery are responsible for supporting the functioning of the resident coordinator system, in line with the resolutions and decisions of the General Assembly and the Economic and Social Council, in particular Assembly resolutions 32/197, annex, paragraph 34; 34/213, paragraph 5; 44/211, paragraph 15; 47/199, paragraphs 38-41; and 48/209, paragraphs 3 and 4. The separate organizations of the United Nations system should continue to take the necessary measures to further strengthen the resident coordinator system.

9. The resident coordinator of the operational activities for development of the United Nations system is designated by the Secretary-General after consultation with ACC members and with the consent of the host Government. The resident coordinator is responsible to the Secretary-General for discharging his/her functions. Guidance and requests on behalf of the system are transmitted to resident coordinators by the Secretary-General or his/her designated representative. b/

Coordination

10. The purpose of coordination through the resident coordinator system is to ensure the consistency of the operational activities of the United Nations system with the plans, priorities and strategies of the country; to ensure effective, complementary and synergistic contributions of the United Nations system; and to foster a collegial, team approach to leadership.

11. 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 system's operational activities for development carried out at the country level.

12. Coordination should be pursued in conformity with the objectives and priorities of the Government. This principle reflects the right and responsibility of Governments to determine the selection of areas in which to seek the cooperation of the United Nations system. The main concerns of the resident coordinator should be to support an effective dialogue and interaction of the United Nations development system with the Government's policy-making and coordinating mechanism, to develop a coherent frame of reference for cooperation and assistance by the system, and to promote an effective division of labour and joint reviews of major programmes and projects in relation to this frame of reference.

13. Consultation and coordination at the country level should be approached in a pragmatic and flexible way in view of the considerable differences that exist

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among countries; the requirements for and approaches to operational activities; and the actual modalities developed by national authorities for linkages among operational activities supported by the United Nations system and other external sources of assistance.

14. The resident coordinator system furthermore seeks to promote effective dialogue and interaction of the United Nations system with other multilateral, bilateral and non-governmental organizations active in development cooperation, with a view to constituency-building for national development.

Team leadership

15. The resident coordinator exercises team leadership among the organizations of the United Nations system at the country level.

16. ACC has approved, from time to time, a number of arrangements to guide the functioning of the resident coordinator system at the country level. The successful operation of any of these arrangements will require the full commitment and participation, in a collegial and consensual manner, of all United Nations system organizations involved in operational activities in the country.

17. Arrangements should be made 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 need to be complemented by supportive action at respective headquarters, notably in providing briefing materials on the capacities and comparative advantage of the organizations; developing country-specific situation analyses in the organizations' areas of interest with identification of multisectoral linkages; keeping resident coordinators informed of communications with the Government; and identifying focal points at headquarters for the country concerned.

18. The following mechanisms should be used, in particular, to enhance consultation and teamwork within the resident coordinator system:

(a) An appropriate field-level committee, which will comprise all United Nations system representatives for that country, and which, under the leadership of the resident coordinator, will serve as a United Nations coordinating mechanism;

(b) Regular meetings of the field-level committee and other inter-agency structures to review substantive issues, and to enhance participation in each other's country programming processes, including mid-term programme reviews, and collaboration in needs assessments and situation analyses;

(c) The timely sharing of information on relevant major policy developments and programme-related exercises within individual organizations, including operational activities planned for the country in question and visits by senior officials;

(d) Close cooperation with the regional commissions and relevant regional and subregional bodies as appropriate;

(e) Joint training or sensitization programmes for field staff and national officials, both inside and outside the country, through inter-agency mechanisms or programmes, aimed at enhancing effective collaboration between organizations and with national counterparts; extension of such training to all levels of staff;

(f) Annual country review reports, prepared under the responsibility of the resident coordinator and in consultation with the representatives of all the organizations active at the country level, for distribution to the Secretary-General and all executive heads of organizations of the United Nations system;

(g) To ensure continuity in the functioning of the system, the designation by the resident coordinator, following consultations with the partners in the system, of a senior representative of the United Nations system to act as resident coordinator in his/her absence from the country.

Substantive advice and support

19. The following modalities may be used, as appropriate, in the specific circumstances of the country:

(a) In countries so choosing, assistance and cooperation with the Government in the formulation of a country strategy note (CSN) outlining the contribution the United Nations development system could make to respond to the requirements identified by the country in its plans, strategies and priorities; utilization of the note as a frame of reference for the project and programme preparation processes of the respective United Nations organizations, as well as for assessment and evaluation, in cooperation with the Governments, of the impact and sustainability of United Nations system assistance;

(b) Proposal by the resident coordinator, in full consultation with the Government, to the heads of the organizations of the United Nations system, of the amendment of country programmes and major projects and programmes, where required, to bring them into line with the CSN; c/

(c) Inter-agency thematic groups focused around priority issues to assist in facilitating a coherent and complementary approach by all organizations in support of the Government's plans and priorities. Such groups should normally be chaired by the individual organization best suited to facilitating this effort;

(d) Mobilization of the field-level committee, in consultation with the host Government, for the provision of guidance and advice on proposed programmes of funding organizations, the review of agency sector strategies and evaluations, and the investigation of specific problems and issues requiring a coordinated response;

(e) Enhanced collaboration with the World Bank, the International Monetary Fund (IMF) and other financial institutions through, inter alia, the promotion of the complementarity of the CSN with the policy framework paper (PFP) and public investment programmes; development of a common system approach to the preparation of World Bank consultative group or UNDP round-table meetings for the country in question;

(f) Improved access by the Government to data on the United Nations system's capacities on development experience and on socio-economic and technological change.

Humanitarian and emergency assistance

20. The resident coordinator should normally coordinate the humanitarian assistance of the United Nations system at the country level. General Assembly resolution 46/182, annex, paragraph 39, describes current policy on country-level coordination.

Information and advocacy

21. Under the leadership of the resident coordinator, the system is expected to develop, in consultation with relevant partners in the system, information programmes and facilities on development issues at the national level, for example, interactive databases (rosters of national experts, local supplies of equipment, and so on), development cooperation reports, country profile, newsletter on external assistance needs, public information materials, and so forth.

Notes

a/ For the purposes of this statement, funds, programmes and specialized agencies will be referred to as organizations of the United Nations system.

b/ As of 2 November 1994 the Secretary-General has designated the Administrator of the United Nations Development Programme (UNDP) to carry out, on his behalf, consultations on the designation of resident coordinators, and on modalities to strengthen the resident coordinator system, including the widening of the pool for selection of resident coordinators, and the updating and streamlining of the guidelines for the functioning of the system.

c/ Guidance on the country strategy note (CSN) process is provided in the following documents: letter of 3 May 1993 of the Under-Secretary-General for Policy Coordination and Sustainable Development and enclosures, including the ACC note on the country strategy note, and letter of 10 March 1994 of the Under-Secretary-General for Policy Coordination and Sustainable Development transmitting the document containing the guidance elements for the preparation, design and implementation of the country strategy note.

Annex II

GUIDING PRINCIPLES FOR A MONITORING AND EVALUATION METHODOLOGY IN THE CONTEXT OF THE PROGRAMME APPROACH

I. BACKGROUND

1. This paper responds to General Assembly resolution 47/199 in which the Assembly requested the Secretary-General to promote an early agreement on a common interpretation of the programme approach, including an effective methodology for evaluation, to be applied by the United Nations system, with due regard to country-specific circumstances (operative para. 13). In the development of this methodology, two other key parts of Assembly resolution 47/199 should be kept in mind: the eighth preambular paragraph, in which the Assembly stressed that processes and procedures of the United Nations system should be streamlined and rationalized, especially in the interrelated areas of programming, execution, decentralization, monitoring and evaluation; and operative paragraph 33, in which the Assembly requested inter-agency coordination mechanisms, in particular the Joint Consultative Group on Policies (JCGP), to give priority to simplifying, harmonizing and increasing the transparency of their procedures relating to, inter alia, monitoring and evaluation.

2. Harmonization in the field of monitoring and evaluation (M&E) in the United Nations system has been very actively pursued through the continuous efforts of the Joint Inspection Unit (JIU), the Administrative Committee on Coordination (ACC) Subcommittee on Rural Development and the Inter-Agency Working Group (IAWG) on Evaluation established and managed by the United Nations Development Programme (UNDP) since 1983. A JCGP subgroup is furthermore developing an action plan to pursue greater harmonization in terminology and substance.

3. In October 1992, ACC adopted a common United Nations framework for the programme approach, which includes objectives, definitions a/ and guiding principles. At its March 1993 session, the Consultative Committee on Programme and Operational Questions (CCPOQ) reviewed the framework in the light of General Assembly resolution 47/199 and agreed on a number of considerations relating to the promotion of the approach. The framework and considerations are reflected in Economic and Social Council document E/1993/73, annex III, sections A and B. Council document E/1994/64 on the progress made on the implementation of Assembly resolution 47/199 has provided some preliminary information on the experience gained by the United Nations development system in implementing the programme approach modality. b/

II. BASIC ASSUMPTIONS

4. The basic definitions and concepts deriving from the JIU glossary on evaluation terms, as well as the current guidelines for M&E applied by all United Nations organizations, remain in force. The guiding principles for M&E in the context of the programme approach apply primarily to operational activities of the United Nations organizations and are built on these

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definitions and concepts, which have been improved and used at the project level. c/

5. The M&E principles are intended to provide a framework for responding to specific requirements of each programme. Guiding principles rather than guidelines are more appropriate at this early stage of experience with the programme approach. However, the following should be emphasized:

(a) Principles should be clear, meaningful in providing a base for operationalization, easy to comprehend and acceptable to all parties;

(b) Innovative systems based on these guiding principles should be encouraged, but lessons from proved systems should also be available to the United Nations system to help in formulating new programmes;

(c) These guiding principles constitute an early agreement among the United Nations organizations on how to develop M&E of their technical cooperation activities in the context of the programme approach. They should be refined or converted as guidelines over the years to reflect the experience gained in implementing the programme approach after an evaluation of their relevance and appropriateness.

III. FEATURES OF AN M&E SYSTEM IN THE CONTEXT OF THE NATIONAL PROGRAMME AND THE PROGRAMME APPROACH

6. The following paragraphs present the specific features of M&E in the context of the national programme and the programme approach.

Responsibility of the recipient countries and United Nations system organizational requirements

7. The ultimate responsibility for the monitoring and evaluation of the national programme lies with the programme country as part of its fundamental responsibility to execute its own programme. The United Nations organizations, however, are accountable to their governing bodies and their funding sources for the resources they provide in supporting national programmes. The contribution of the United Nations development system to the national programme should, in principle, be monitored and evaluated in relation to the programme approach within the framework of the national programme.

8. United Nations development cooperation programmes should include provision for the establishment and strengthening of national monitoring and evaluation capacities. Multilateral and bilateral donors should also be encouraged to channel their M&E activities in support of the national systems.

Implications of the programme approach and the national execution modality on the M&E system

9. The programme dimension entails a complex process of planning, formulation, and implementation as well as the commitment of a significant amount of resources, both more complex and larger than at the project level; that, in

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turn, argues for a comprehensive management system, including monitoring and evaluation functions. The national execution dimension requires a national capacity to manage the programme. The following conclusions can be drawn:

(a) There should be a clear understanding between the recipient country and the United Nations organizations on the modalities of their cooperation in the context of the programme approach. Sustainable national programme management hinges, *inter alia*, on the capacity of national managers to monitor and evaluate the implementation process for effective management action, especially for in-course correction. In the earliest stage of design, it is important that the United Nations development system help the national authorities to gauge the capacity of the national institutions involved in the nationally executed programmes to formulate, implement, monitor, evaluate and audit. This should be a policy issue that is addressed at the very beginning of programme design;

(b) This assessment of national capacity should be jointly carried out by United Nations development system specialists and nationals to ensure joint ownership of the conclusions and recommendations of the diagnosis.

Linkage between the M&E and the formulation of the programme

10. The design of the M&E framework should be incorporated into the programme approach package and not treated as a separate component. From this premise, it follows that:

(a) The monitoring and evaluation system should be designed during the formulation stage as a built-in component of the programme and approved with the programme itself;

(b) The guiding principles for M&E should be part of the framework of the programme approach and not issued separately.

11. In formulating the contribution of the United Nations organizations to support the national M&E function, it is important to (a) establish baseline data, benchmarks, progress and performance indicators, success criteria and means of measurement; (b) identify data needs; (c) assess the existing national monitoring system, including consultative and reporting mechanisms; (d) assess existing national human resource capacities; (e) assess the existing hardware and software facilities; (f) define technical cooperation needs in M&E, including capacity-building initiatives; and finally (g) estimate the required level of resources.

Expectations of the M&E system for the United Nations contribution

12. The M&E system should provide the means to address programme performance and effects, focusing on some specific important evaluation concerns:

(a) Effectiveness;

(b) Efficiency;

- (c) Relevance;
- (d) Sustainability;
- (e) Impact;
- (f) Causality;
- (g) Alternative strategies.

13. Additional issues relevant to the United Nations contribution include the following:

- (a) Consistency among the various components of the United Nations system contribution, the programme approach and the overall national programme;
- (b) Substantive concerns specific to the contributing organizations;
- (c) Responsiveness of the programme in an evolving environment;
- (d) Appropriate allocation of resources;
- (e) Managerial and coordination matters;
- (f) Capacity-building;
- (g) Comparative advantage of the United Nations system.

The M&E system should provide a qualitative as well as a quantitative assessment based on baseline data, benchmarks and targets. It should provide for transparency and accountability of the United Nations contribution.

Specific features of the monitoring and evaluation system in the context of the programme approach

14. The monitoring system should serve as a management tool, an early warning system and a means of collecting data in a cost-effective manner. The logical linkages between the different activities and time constraints should be highlighted. The system should be designed to provide appropriate, accurate and timely information for decision-making at the right level with maximum decentralization. From a data-collection perspective, the system should take into account management needs and also collect information on the progress that has been made in reaching the beneficiaries and receiving their views and in developing national capacity-building. In some cases, project components of the overall programme might be monitored through the current practices available at the project level. However, it should be clear that a programme is generally more than an aggregate of its various project components, since all aspects of a programme are not amenable to being treated as projects.

15. Evaluations may be conducted at different stages of programme implementation and on an ex post basis. Its purposes are to draw forward-looking lessons for future programmes and ensure accountability. It is

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important to reach an agreement with the national authorities, before the approval of the programme, on whether or not the evaluation of the contribution of the United Nations organizations should be carried out within the evaluation of the national programme. If the assessment of the United Nations organizations contribution is not part of this evaluation, agreement should be reached on how to link these exercises in terms of timing and substance.

16. The monitoring and evaluation system should make provision for a schedule of periodic reviews based on the availability of monitoring and evaluation outcomes and reporting requirements. It should comprise provisions for internal/national as well as external agency reviews.

Use of the expertise of the United Nations system

17. National authorities may draw on the expertise of the United Nations development system at the programme formulation and implementation stages in establishing and strengthening national capacities in M&E.

18. If agreeable to the national authorities and the donors involved in the national programme, the United Nations development system could assist in the evaluation of the national programme as a single exercise responding to the requirements of each party.

Global framework

19. The roles and responsibilities of monitoring and evaluation at the levels of the national programme and the United Nations contribution are described in the appendix to the present annex.

(a) National programme: A national programme is a coherent set of policies, strategies, activities and investments to achieve a specific time-bound national development objective or set of objectives.

Programme approach: Such an approach by national authorities will permit organizing of the contribution of multi-bilateral donors within the framework of the national programme.

(b) "While there is agreement on the definition and concepts of the programme approach, within the United Nations system, the United Nations organizations follow various paths in moving from the general concepts to action, along a continuum ranging from a 'pure' programme approach to a mix of the project approach and some elements of the programme approach: global frameworks strategies, national plans, interregional and regional programmes, intersectoral and sectoral programmes, integrated development projects, clusters of projects, and umbrella projects. Each of these levels represents attempts to respond to the notion of the national programme as defined by CCPOQ, although not all the elements of the programme-approach logic may be present in every case."

"It is important to relate the existing development machineries to the requirements of the programme approach. There are countries that have comprehensive multi-year development plans, while others, especially those

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under structural adjustment, have often replaced these instruments with new programming tools, as the former were too rigid to accommodate institutional and structural changes. In this latter case, strategies are defined in practical terms, and development initiatives (investment, technical assistance) are planned on a flexible, rolling basis instead of making use of a lengthy process of complex multi-year development planning. In either case, time-bound objectives are identified and are used as a basis for the programme approach; the United Nations development inputs represent contributions to the achievement of those objectives."

"The existence of global plans cannot be considered a sufficient condition for the programme approach's being successfully applied. Only if the national programming machinery is fully articulated, from the macrolevel to the sectoral and operational levels with built-in mechanisms of monitoring and evaluation ... do these global planning mechanisms represent a satisfactory basis for the programme approach."

"The choice between the project and programme modality for specific initiatives often depends on the relative scale of the United Nations contribution: if the contribution is modest as compared with the global investment in a specific area, projects are often the answer. However, the programme approach may still be pursued if the individual projects are conceived as catalytic elements for larger national programmes, thoroughly designed, supported also by either domestic resources or non-United Nations donors."

(c) There is a strong link between M&E and accountability. While accountability has three dimensions: substantive (relevance, impact and success), managerial (financial, budgeting, monitoring) and audit-related, this document is only treating monitoring and evaluation issues.

Appendix

RESPONSIBILITIES FOR MONITORING AND EVALUATION

Programme	Type of functions	Primary responsibility	Secondary responsibility	Topics to be considered
National programme	Evaluation	National executing authority	Donors, specialized and implementing agencies could be invited to participate	Achievement of national objectives, capacity-building, impact, cost effectiveness, relevance and affordability
	Monitoring	National executing authority	Donors, specialized and implementing agencies could be invited to participate	Benchmarks, interim outputs, relevance, in-course corrections, linkages and coordination
United Nations contribution	Evaluation	Executing authority and/or United Nations organizations	Implementing authority, other donors and end-users	Programme objectives, capacity-building, sustainability, approach and contribution to the national programme
	Periodic reviews	Executing authority and/or United Nations organizations	Implementing authority, other donors and end-users	Progress, management, allocation of resources, capacity-building, in-course corrections and coordination
	Monitoring	Implementing authority and/or United Nations organizations*	National executing agency and United Nations organizations*	Benchmarks, interim outputs, linkages, target groups, resources, work plan and coordination

* Financing and/or associated in the programme.

Annex III

TERMS OF REFERENCE OF THE CCPOQ ADVISORY PANEL
ON OPERATIONAL ACTIVITIES TRAINING

1. The Advisory Panel will provide advice and guidance to the Consultative Committee on Programme and Operational Questions (CCPOQ) on the effective and efficient development and conduct of common system-wide training programmes in support of operational activities for development within the United Nations system.

2. The Advisory Panel will be open to representatives of all member organizations of CCPOQ. The Secretary of CCPOQ as well as the Chairpersons of the Consultative Committee on Administrative Questions (Personnel and General Administrative Questions) (CCAQ(PER)) Subcommittee on Training and the Joint Consultative Group on Policies Subgroup on Training will be ex officio members of the Panel. The Chairperson of CCPOQ may appoint up to two persons to serve on the Panel in their individual capacity because of the experience and expertise they would bring to the work of the Panel.

3. Representatives of member organizations may consist of officials dealing with operational activities, staff training or human resource development. There should as far as possible be continuity in representation by organizations.

4. The Chairperson of CCPOQ will act ex officio as Chairperson of the Advisory Panel. The Director of Training of the International Labour Organization (ILO) International Training Centre at Turin will act as Secretary of the Advisory Panel.

5. The Advisory Panel will systematically review and provide advice and guidance to CCPOQ and to the Turin Centre on all aspects, substantive and operational, of:

(a) The Programme on management of field coordination for senior United Nations system representatives;

(b) The training-of-trainers programme on "Management of development: national capacity strengthening";

(c) Any other system-wide and common training in support of operational activities.

6. The Advisory Panel will also generate an exchange of information between member organizations on these programmes and other training in operational activities. The Advisory Panel will seek to facilitate harmonized approaches between and within agencies on all aspects of this training.

7. The Advisory Panel may establish such subgroups as may be required for the conduct of its activities.

8. The Advisory Panel will meet at least once a year and as otherwise determined by the Chairperson of CCPOQ.

9. Reports and recommendations of the Advisory Panel will be submitted to CCPOQ for consideration and approval.

Annex IV

AGENDA

1. Adoption of the agenda.
2. Operational activities for development:
 - (a) Implementation of General Assembly resolution 47/199:
 - (i) Role and functioning of the resident coordinator system;
 - (ii) Evaluation in the context of the programme approach;
 - (iii) Operational activities training:
 - a. Terms of reference of the CCPOQ Advisory Panel;
 - b. Report on the meeting of Senior Fellowship Officers of the United Nations system;
 - (b) Preparation of the 1995 comprehensive triennial policy review.
3. Programme coordination issues:
 - (a) International drug abuse control;
 - (b) Follow-up to the International Conference on Population and Development;
 - (c) Poverty alleviation;
 - (d) Science and technology for development.
4. Draft ACC comments on Joint Inspection Unit (JIU) reports:
 - (a) United Nations system support for science and technology in Africa (JIU/REP/94/1);
 - (b) Communication for development programmes in the United Nations system (JIU/REP/94/4).
5. Report on the global perspectives of the International Atomic Energy Agency (IAEA).
6. Role and functioning of CCPOQ:
 - (a) Report of the Secretary;
 - (b) CCPOQ programme budget for 1996-1997;

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- (c) Task Force on Support Costs;
- (d) Future programme of work;
- (e) Appointment/renewal of the term of the Secretary.

7. Other matters:

- (a) ACC Subcommittee on Nutrition: role, terms of reference and functioning;
- (b) 1994-1995 ACC biennial report on programmes and resources of the United Nations system;
- (c) Any other business.

Annex V

LIST OF PARTICIPANTS

Chairperson: N. SADIK (United Nations Population Fund)

Secretary: D. DEANE (United Nations Office at Geneva)

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

United Nations, its entities and programmes

Department for Policy Coordination and Sustainable Development	M. Stoby A. Haemmerli
Department for Development Support and Management Services	D. Stillman M. Zinovieff
United Nations Centre for Human Settlements (Habitat)	A. Sène L. Ludvigsen
Economic Commission for Europe	D. Pastizzi-Ferencic M. Macura D. Dreiblatt
United Nations Conference on Trade and Development	K. Kousari J. Burley P. Roffe C. Patel
United Nations Environment Programme	A. Z. Amin
United Nations Children's Fund	M. Kamau
United Nations Development Programme	N. Chandavarkar
United Nations Population Fund	M. Simonen E. Ranneberg-Nilsen
Office of the United Nations High Commissioner for Refugees	S. Berglund
United Nations International Drug Control Programme	G. Day
World Food Programme	J. Chapelier
International Trade Centre UNCTAD/GATT	P. Jouvenat

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Specialized agencies and IAEA

International Labour Organization	S. Tabusa J. Sorensen R. Zachmann B. Shahandeh
Food and Agriculture Organization of the United Nations	E. Hein M. Buyckx
United Nations Educational, Scientific and Cultural Organization	G. Rouchet
World Health Organization	F. Littaua E. Goon P. van Look G. Quincke J. Sailas
International Monetary Fund	R. Bhatia
Universal Postal Union	K. Samawi
International Telecommunication Union	J. Elotu
World Meteorological Organization	N. Fall D. Van de Viveyre
International Maritime Organization	D. Kerlin
World Intellectual Property Organization	V. Yossifov V. Jouvin
United Nations Industrial Development Organization	G. Papuli
International Atomic Energy Agency	J. Lodding C. Fjeld
* * *	
International Training Centre of ILO at Turin	G. Gribaudo H. Geiser N. Tal
United Nations Volunteers programme	M. Smith R. Chahil-Graf W. Andriana Solo
Consultative Committee on Administrative Questions (Financial and Budgetary Questions)	B. Farrish-Walker

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United Nations senior consultant

L. Samuelson

ACC Subcommittee on Nutrition

J. Mason
