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Administrative Committee on Coordination

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REPORT ON THE FIRST SESSION OF THE CONSULTATIVE COMMITTEE
ON PROGRAMME AND OPERATIONAL QUESTIONS

(New York, 20-24 September 1993)

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Annexes

INTRODUCTION

1.   The Consultative Committee on Programme and Operational Questions (CCPOQ)
held its second regular session of 1993 at United Nations Headquarters,
New York, from 20 to 24 September 1993. The list of participants is contained
in annex I to the present report. The agenda for the session, which was adopted
by the Committee, is contained in annex II.

I.   MATTERS BROUGHT TO THE ATTENTION OF THE ADMINISTRATIVE
     COMMITTEE ON COORDINATION

2.   The following matters are brought to the attention of the Administrative
Committee on Coordination (ACC):

     (a) The review by CCPOQ, at the request of ACC, of the issue of the
division of labour and access to resources. CCPOQ proposes to pursue its
analysis on the basis of the conclusions reached and to submit a full report,
including recommendations, to ACC at its first regular session of 1994
(paras. 4-8);

     (b) The text of a statement CCPOQ adopted on the Management of Field
Coordination Programme (annex III);

     (c) The review by CCPOQ, at the request of the Organizational Committee of
ACC (OC/ACC), of the reporting arrangements of the Subcommittee on Nutrition.
CCPOQ recommends that, in view of its mandate for related substantive matters,
the Subcommittee be asked to report to it (paras. 45 and 46);

     (d) The agreement of CCPOQ that the Subcommittee on Coordination in
Matters of International Drug Abuse Control should be renamed the Subcommittee
on Drug Control (paras. 62-64).

3.   The Committee agreed to hold its second session in Geneva from
21-25 February 1994, with an agenda based on the 1994 programme of work shown in
annex IV.

II.   DISCUSSIONS HELD BY THE COMMITTEE

A. Implications of global and United Nations system reforms

<u>Resource flows and trends for operational activities,
and division of labour and access to resources</u>

4.   In the context of its review of the division of labour and access to
resources within the United Nations development system, the Committee reviewed
the report of a consultant on recent trends and prospects in development aid.

5.   The Committee took note of a number of apparent trends identified by the
consultant, including:

(a) The constancy of official development assistance (ODA) over the past
20 years, amounting to approximately 0.35 per cent of donor countries' gross
national product (GNP) (half of the 0.70 per cent United Nations target) and the
resulting unlikelihood of any increase in that ratio in the foreseeable future;

(b) The increasing pressures on even that level of assistance, resulting
from weakened economic capacity in donor countries; loss or reduction of support
from former donors in Eastern Europe and the Gulf States; and public scepticism
as to the value of development assistance;

(c) The threat of large-scale aid diversion away from developing
countries, due to needs in Central and Eastern Europe and the resulting switches
in trade and investment patterns;

(d) The declining proportion of ODA being made available through the
United Nations system, together with the increase of public/private/mixed
institutional actors in the field of development aid;

(e) The sharply diminishing proportion of operational activities
expenditures of the United Nations system going to technical cooperation, due to
increased needs in emergency relief, humanitarian aid and peace-keeping
activities;

(f) The increasing dependency on extrabudgetary resources for operational
activities of the United Nations system and the stagnation of regular budgets;

(g) The changing role of the United Nations Development Programme (UNDP)
as the central funding agency for operational activities for development of the
United Nations system, due to, <u>inter alia</u>, reduced resources; thematic
prioritization of indicative planning figures (IPFs) away from natural
resources, transport, industry, and science and technology; increased focus on
country-level activities at the expense of global and regional programmes; and

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to some extent the thrust towards national execution. Those factors have in part contributed to greater individual fund-raising action within the United Nations system;

(h) The increasing conditionality of ODA and its impact on the quality or direction of aid.

6.   The Committee furthermore noted that a number of developments now taking place would be likely to affect in different ways the level and allocation of resources available for technical cooperation provided by the United Nations system. Among those developments, the following are of particular importance:

(a) Significant funding commitments for the new Middle East peace process;

(b) The implications of treaty obligations under the Maastricht framework for aid policy and resources of States members of the European Economic Community (EEC);

(c) The impact of expanded membership of the EEC on the aid programmes of prospective new members, such as Austria, Norway, Finland and Sweden;

(d) The consequences of regionalization processes for the policy behaviour of regional financial institutions, such as the regional development banks, affecting both the volume and terms of resource flows.

7.   Those conditions and other geopolitical realities underlined the fact that development cooperation in its totality could not be conducted as it had been formerly. In that context, the United Nations system must seek to reorient its work towards key issues and to focus on the comparative advantages of the system. The Committee considered that:

(a) There continued to be a privileged role for the United Nations system to play in operational activities for development, due to its neutral status, its reflection of global mandates and standards agreed at intergovernmental levels, and the long-term nature of its commitment and involvement;

(b) The appeal of its services must derive from visible efficiency and impact, including greater and more effective mutually supportive action;

(c) The indispensable contribution of sustainable development to long-term peace and security must be more fully appreciated;

(d) Organizations of the United Nations system should continue to define their sectoral and multisectoral advantages under their specific mandates and technical competence, in relation to both general and special purpose operational activities;

(e) Account should be taken of needs and problems affecting both developed and developing countries (such as those related to drug abuse, disease control, weather data and climate conditions, and migration) and therefore of the self-interest of all parties concerned;

(f) Complementary fund-raising strategies, including notably the requirements of Agenda 21 1/, should be developed within the United Nations system for operational activities and those strategies should take account of both the diversification of funding sources within individual Governments and untapped private-sector resources;

(g) The levels of regular programme budgets should be sufficient to ensure neutral, stable and evolving support for operational activities of the United Nations development system;

(h) The channels of funding within the United Nations development system needed re-examination, with a view, inter alia, to ensuring the continued funding of the activities of the smaller, more specialized technical agencies of the United Nations system as well as the regional dimension of cooperation;

(i) The structures and mechanisms of cooperation within the United Nations system, taking account of sectoral and agency-specific expertise, must be better communicated to the donor community through focus on priority areas, complementarity, concentration of efforts, clear strategies, multidisciplinary approaches and improved monitoring and evaluation;

(j) The interlinkages and necessary balance between emergency relief/humanitarian assistance and development cooperation needed systematic attention (continuum concept);

(k) A more unified approach, reflecting the system's strengths and comparative advantages, should be introduced into the preparation and implementation stages of the forthcoming major international conferences (World Summit on Social Development, Fourth World Conference on Women etc.);

(l) Improved governance and funding arrangements for United Nations funding organizations should continue to be pursued in the context of the United Nations reform process;

(m) The quality and harmonization of statistics on United Nations operational activities required review.

8. The Committee proposed to further develop the above analyses and preliminary conclusions, with particular reference to paragraph 7, subparagraphs (g), (h), (i), (j) and (k), with a view to submitting a detailed report and recommendation to ACC at its first regular session of 1994.

B. Follow-up to the substantive session of 1993 of the Economic and Social Council

9. The item was introduced by the Under-Secretary-General for Policy Coordination and Sustainable Development, who also addressed the crucial role of CCPOQ as a principal substantive committee of ACC and underpinning of support to the work of his Department. He mentioned in particular the Department's activity in the areas of follow-up to the United Nations Conference on Environment and Development (UNCED); preparations for the World Summit on Social Development, the Fourth World Conference on Women and the International Conference on Population and Development; substantive inputs to the Economic and Social Council and the General Assembly in such matters as poverty and food security; policy coordination in general; and the coordination of operational activities.

10. With respect to operational activities, pursuant to Council resolution 1993/7 the Under-Secretary-General pointed out the potential value of the country strategy note in providing a sense of unity of purpose at the country level and noted that countries had been pressing for a programme approach for a long time. There were a number of issues which needed to be pursued and clarified, such as the harmonization of programme cycles, common premises, training, and the need to establish concepts and criteria for evaluation that were clearly understood and widely shared.

11. The Under-Secretary-General strongly underscored the need for a new philosophy of operational activities for the United Nations system, particularly in view of the stagnation and trend towards decline of resource flows. He suggested that organizations might wish to exchange information on initiatives that they had taken in the area of technical cooperation. That information

might also usefully be synthesized into a short report on action taken recently by the United Nations system to respond to the new orientations and priorities sought by Member States.

12. The representative of the World Health Organization (WHO) briefed the Committee on the follow-up to Council resolution 1993/51 on the coordination of United Nations activities related to the human immunodeficiency virus/acquired immune deficiency syndrome (HIV/AIDS). Consultations had already taken place among UNDP, the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Bank with respect to the development of a joint and co-sponsored United Nations programme. The WHO representative added that interested organizations needed to submit their comments on the draft study on that matter before the end of 1993, in time for submission to the WHO Executive Board in January 1994.

13. The attention of the Committee was drawn to Council resolution 1993/61 on strengthening the role of the regional commissions. Copies of a report on the regional dimensions and development which had been considered by CCSQ(OPS) at its second regular session of 1991 were made available so that participants could review it for a discussion of the subject by CCPOQ at its second session. It was noted that the theme of strengthening the role of the regional commissions was under consideration for the coordination segment of the Economic and Social Council in 1994.

C. Implementation of General Assembly resolution 47/199

1. Work programme

14. The representative of the United Nations recalled that in resolution 1993/7 the Economic and Social Council had requested the Secretary-General to further develop the work programme for the implementation of General Assembly resolution 47/199 with a view to setting results-oriented targets. A draft work programme to that effect, covering the period October 1993 to October 1994, was submitted to the Committee with an invitation to provide specific suggestions by 15 October 1993. The outcome of the current session of CCPOQ and the results of forthcoming meetings of the Joint Consultative Group on Policy (JCGP) and related bodies would also be taken into account.

15. It was stressed that the work programme must be viewed as a collective action plan. Results and targets needed to be developed jointly in relation to

the very strict deadlines and complex provisions of the two resolutions in question. The United Nations viewed its role as that of coordinating the joint effort and providing appropriate support. The responsibility for actually implementing the specific work lay with the individual organizations and CCPOQ as well as JCGP.

16. The Committee agreed that the old benchmarks needed to be revised in the light of new developments, including Economic and Social Council resolution 1993/7. Some initial comments were offered on specific items. It was agreed that the implementation of the work programme should contribute to enhancing the coherence of action of the United Nations system at the field level, increasing its efficiency and effectiveness and adapting its operational activities to changing requirements and new challenges.

2. Resident coordinator system

17. UNDP briefed the Committee on measures it had recently taken to broaden the base for the recruitment of resident coordinators. Following recent discussions at JCGP, specific steps were being pursued to ensure that (a) the resident coordinator represented the entire United Nations system and (b) the selection process was transparent, collegial and based on merit. At present, approximately 45 per cent of resident coordinators had worked at one time or another in a specialized agency or had other experience outside UNDP. UNDP requested that other organizations of the United Nations system consider reciprocal placement for UNDP staff members. It further noted that training programmes were envisaged for young professionals with demonstrated potential for leadership positions.

18. The United Nations representative reported on the progress of the Working Group on the Resident Coordinator system, which met on 4 June and 6 July 1993. The principal topics covered at those meetings were: identification of practical steps to strengthen the resident coordinator system in line with General Assembly resolution 47/199; substantive and financial support to the resident coordinator system at the field level; implementation of current ACC guidelines; monitoring of the functioning of the resident coordinator system and sharing of information; review of the implications of paragraph 39 (b) of General Assembly resolution 47/199 for establishing a clearer division of responsibilities for the resident coordinator and individual funds, programmes and specialized agencies, including a definition of their respective roles; and access of the resident coordinator system to the full range of data, research and analytic capabilities of the United Nations system.

19. The Working Group had also reviewed a number of problems facing the resident coordinator system, such as the perception that resident coordinators were not advancing the mandates of the specialized agencies and the need to establish a link between resident representative and resident coordinator functions. It had been noted that monitoring needed improvement; recent steps taken, including the mounting of a United Nations team effort in the preparation of the resident coordinator annual reports, had moved in that direction. The question of the team leadership functions of a resident coordinator, in addition to coordination functions, had also been addressed.

20. The United Nations representative recalled that Economic and Social Council resolution 1993/7 had also called for the strengthening of the resident coordinator system, in particular by providing resources.

21. The Committee took note of progress achieved and the further consultations scheduled for the Working Group. Noting the difficulty of securing additional resources at that juncture, it requested that the Working Group pay special attention to field-level structures for providing such support, as reported, for example, by the CCPOQ consultant under item 4 (e) of the agenda (see para. 28 below) and as in the recent introduction of an inter-agency support unit in Pakistan. It was noted that agencies' support for the operation of the United Nations resident coordinator system need not necessarily require a transfer of resources.

3. Decentralization

22. The Coordinator recalled that the Committee had agreed to constitute a Working Group on Decentralization with a view to submitting to ACC a proposal on system-wide understandings of concepts, principles and approaches related to decentralization and to determine how the different components of the issue (allocation of financial resources for country-level activities, decentralization of staff, delegation of authority etc.) could best be addressed by the different components of the system, with due attention to technical and cost effectiveness. Decentralization, in essence, must be viewed as a means to an end rather than as an end in itself; the different structures, mandates and human and financial resources of the organizations of the United Nations system must be taken into account. A first draft of the proposal, taking account of the recent Joint Inspection Unit (JIU) report on the issue and ACC comments thereon, would be circulated to members of the Working Group for review at the time of the Inter-Agency Consultative Meeting in December 1993.

4. Operational activities training

23. The Director of Training of the International Training Centre of the International Labour Organization at Turin introduced the report of the CCPOQ Advisory Panel on the Management of Field Coordination Programme on its seventh meeting (New York, 2 and 3 June 1993) as well as the report of the Advisory Panel on its eighth meeting (New York, 20 September 1993).

24. Three workshops were planned for 1994 under the Programme: (a) for teams from French-speaking least developed countries; (b) for selected country teams highlighting population issues as they related to coordination; and (c) for selected country teams highlighting coordination in disaster-prone countries and/or countries that faced humanitarian crises. In the follow-up to those activities, there was a need for national-level workshops, to which the Training Centre, within its available resources and means, would provide support.

25. For the information of the Committee, the Director of Training also reported that, following the visit of the Secretary-General to the Training Centre, a United Nations/ILO working group had been set up to discuss modalities for increasing cooperation, using the Training Centre as a facility for United Nations training activities. That discussion had extended to areas such as operational activities, coordination, peace-keeping, humanitarian assistance and human rights affairs. A longer-term objective would be to move towards a system-wide training programme in areas of common interest, in effect reviving the concept of a staff college in the form of a network of training activities.

26. In the exchange of views that followed, several agencies pointed to the very stringent financial situation they faced and the limitations thereby imposed on the participation of their field representatives in training workshops. While it was recognized that training activities were often inadequately funded, the view was also strongly expressed that the programme should not be perceived purely as a training venture: it was part of a comprehensive strategy to improve the efficiency of the United Nations system at the field level. If that was recognized, it might be appropriate to broaden the search within agencies for resources that would ensure full participation in the programme. That might in turn call for adjustments in behaviour and attitudes, but unless coherence of the system was ensured at the country level, agencies might be receiving still fewer resources in the future.

27. CCPOQ subsequently adopted a statement of support for the Management of Field Coordination Programme (see annex III) and requested that it be brought to the attention of ACC.

5. Monitoring of ACC guidelines

28. The Committee reviewed a report on field coordination of the United Nations system prepared by a CCPOQ consultant who had visited Malawi, Nigeria and Zimbabwe in the course of January/February 1993. The Committee noted with appreciation the conclusions and suggestions made by the consultant on techniques and tools for improved collaboration by the United Nations system at the country level, including the need for a field collaboration budget.

29. While thanking UNESCO for having shared the costs of the consultancy, the Committee considered that the monitoring of ACC guidelines on the resident coordinator system and on operational activities in general should not be pursued through occasional independent consultancies but should be integrated into a more structured approach. It was felt that the annual reports of the United Nations resident coordinators could provide the Committee with a valuable basis for a regular review of the implementation of the ACC guidelines. The 1993 annual reports which had been prepared in keeping with clear instructions from the United Nations, had already suggested a potential for United Nations team assessments and responses on specific issues.

30. The Committee agreed with the United Nations that a joint exercise should be conducted to that effect. CCPOQ, through the balance of the special funds contributed by members for operational activities studies, would contribute to an analysis of the 1993 annual reports of resident coordinators with a view to submitting an integrated report on field coordination issues and perceptions to the Committee at its second session, in February 1994. CCPOQ could provide suggestions to the United Nations on the special issues to be covered in the 1994 annual reports. The United Nations also advised that it would welcome comments on the new format of the resident coordinator annual report.

31. The United Nations confirmed its practice of copying systematically to all agencies all general instructions and reports sent to resident coordinators, for the information of appropriate headquarters and field representatives.

6. Programme approach: evaluation

32. In presenting the progress report on developing a monitoring and evaluation methodology in the context of the programme approach, the Chairman of the Inter-Agency Working Group on Evaluation (IAWG) recalled the background for the discussion of the item, namely General Assembly resolutions 44/211 and 47/199,

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the framework adopted by CCPOQ in September 1992 (ACC/1992/27, annex), and
Economic and Social Council resolution 1993/7. While the issue of monitoring
and evaluation in the context of the programme approach had already been
considered by IAWG at meetings in 1991 and 1993, the common interpretation of
the programme approach in the United Nations system that had been agreed in
July 1993 currently permitted the development of common principles for
monitoring and evaluation. Although the report presented the current progress
made by UNDP towards the development of that methodology in parallel with the
operationalization of the concept of programme approach, the intent was to
broaden the scope to cover the common concerns of all agencies. In its
substantive content, the report drew particular attention to the ultimate
responsibility of the national Government for evaluation of its national
programme and to the need for the processes of the United Nations system to
contribute to that exercise. In order to ensure that the methodology was
acceptable to the United Nations system, the Chairman sought the views of the
members of the Committee on the guiding principles mentioned in the report, as
well as suggestions for the next steps of the consultative process.

33. The Committee noted the progress report with interest. Initial comments by
members stressed that whereas the United Nations system had reached a common
understanding on the principles of the programme approach, the principles were
still in the early stages of actual implementation. Different agencies dealt
with different issues and no homogeneous product could be assumed. It was
therefore important that monitoring and evaluation methodology assist in further
defining the structure and practical application of the programme approach as
well as its effectiveness and impact. The methodology should consequently
emphasize programming processes and the feasibility of adjustments during
programme implementation. Early case examples would be particularly helpful.
It was suggested that the methodology should also take into account potential
problems with the programme approach, such as the difficulty of providing impact
assessments of individual donors' contributions to an integrated programme, and
should be comparable with traditional monitoring and evaluation processes. The
importance of integrating regional programmes was underlined.

34. UNDP pointed out that whereas the methodology submitted responded to its
monitoring and evaluation concerns, it was important that UNDP not be the only
model for the exercise. All agencies needed to develop methodologies which,
through an exchange of experiences and information, could form the basis of a
common monitoring and evaluation system. The United Nations recalled its
intention to initiate consultations at the field coordination workshops and
elsewhere on the overall evaluation, monitoring and audit requirements of
General Assembly resolution 47/199.

35. Regarding the inter-agency preparatory and consultative process required for submission of a final report on the implementation of General Assembly resolution 47/199 to the Economic and Social Council, it was agreed that the IAWG Chairman should initially pursue consultations by correspondence and then seek to consult CCPOQ members in an ad hoc meeting during the Inter-Agency Consultative Meeting in December 1993. A formal report should be submitted to CCPOQ at its first regular session of 1994, if possible after review by IAWG.

36. It was agreed that members of the Committee should interact with their respective evaluation units and should provide the Chairman of IAWG with their comments on the progress report (and the CCPOQ Coordinator with a copy of those comments) by 15 October 1993.

D. Programme coordination issues

37. Under that item, CCPOQ resumed a discussion of the role of the United Nations system in poverty reduction, based on the responses by agencies to a presentation made to CCPOQ at its first regular session of 1993 on the World Bank poverty reduction strategy and potential areas of collaboration within the United Nations system (ACC/1993/10, paras. 20-23 and annex VIII).

38. The World Bank representative expressed his appreciation for the numerous comments received from agencies. He noted that some comments had dealt specifically with the question of collaboration with the World Bank in the field, which the Bank would consider but which was not the subject of the current review.

39. On the broader issue of programme coordination, the representative of the World Bank identified a rough distinction between global-level and country-level action. At the country level, comments had focused on capacity-building, information analyses, wider consultations beyond the governmental sector to the non-governmental organizations and private sectors, and the strengthening of Governments' capacity to coordinate programmes for poverty alleviation. At the global level, the focus had been on exchange of information and experience on poverty reduction strategies, impact of the external policy environment on poverty and institutional backstopping to regional and subregional approaches. The Bank entirely agreed with a comment by the United Nations Centre for Human Settlements (Habitat) that action by the United Nations system should build on existing structures rather than create new ones. The Bank representative considered that inter-agency coordination should begin modestly and practically and should operate through small groups of practitioners with specific

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objectives, such as helping developing countries build capacities in the collection and analysis of data and their utilization in policy-making. He volunteered to share with all interested agencies conceptual methodology of the Bank on the overall issue.

40. The Committee noted the complexity and broad reach of the issue of programme coordination, in which all United Nations agencies had a role to play. The decline in per capita income over the last three years in the most seriously affected countries, as well as the relative failure of the social dimensions of adjustment (SDA) programmes, highlighted the need for renewed action by the United Nations system. It was generally felt that CCPOQ could best assist the process by concentrating on clear operational targets that required inter-agency cooperative action rather than on targets in the research/analytical field. Both the United Nations Conference on Trade and Development (UNCTAD), through its Standing Committee on Poverty Alleviation and the ILO, through its International Institute for Labour Studies, were addressing the global issues of governance and thematic programmes. Suggestions for CCPOQ action included proposals for advice on strategic inputs to country programming, such as country strategy notes, and poverty mapping. In addition, the attention of participants was drawn to the immediate action called for in General Assembly resolution 47/197 on international cooperation for the eradication of poverty in developing countries, as well as action required for its follow-up.

41. It was agreed to constitute an open-ended CCPOQ Working Group on Poverty Alleviation consisting, initially of the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), the ILO, UNCTAD, the United Nations International Drug Control Programme (UNDCP), UNDP, UNFPA, UNICEF, the World Food Programme (WFP), WHO, the International Monetary Fund (IMF) and the World Bank, to review CCPOQ action in that area and to submit proposals and recommendations to the Committee at its first regular session of 1994. The Working Group would initially concentrate on the development of appropriate United Nations system inputs to country programmes, based on an information exchange, analysis and synthesis of actual programme experiences; the identification of resource and operational gaps; the development of multisectoral strategies in application, inter alia, of General Assembly resolution 47/197; and the coordination of the different sectoral structures and commitments of agencies in the field. Account should be taken of the processes leading to poverty as well as of the potential and catalytic impact of the forthcoming World Summit for Social Development.

42. IFAD agreed to examine the possibility of serving as the Chairman and focal point of the Working Group, and to convene a first meeting during the

Inter-Agency Consultative Meeting in December 1993. The CCPOQ secretariat could assist in providing a consultant in early 1994 to synthesize the first findings of the Working Group, for submission to CCPOQ at its second session in February 1994. Specific issues arising from the recommendations of the Working Group could be referred by CCPOQ for review by ACC Subcommittees, such as the Subcommittee on Rural Development and the Subcommittee on Statistical Activities.

E.   Role and functioning of the Consultative Committee on Programme and Operational Questions

1.   Report of Coordinator

43.   The Coordinator reported on developments since his entry on duty on 1 August 1993. Missions had been carried out in Montreal for the meeting of the Consultative Committee on Advisory Questions (Financial and Budgetary Questions) (CCAQ(FB)) and consultations with the International Civil Aviation Organization (ICAO) and in New York for consultations with the United Nations, UNDP and UNFPA in preparation for the CCPOQ session. He recalled the service functions of the secretariat in providing information and serving as a focal point for issues related to CCPOQ. He hoped that transferring the secretariat to the Palais des Nations proper would soon be feasible and would facilitate contacts. In accordance with the sense of the Committee expressed at its first regular session of 1993, informal inter-sessional meetings of appropriate CCPOQ focal points would continue to be convened wherever convenient (e.g., during Economic and Social Council and UNDP Governing Council sessions) for discussions on the work of CCPOQ.

2.   Task Force on Support Costs

44. The Committee reviewed
     the role and achievements of the Task Force since its establishment in 1988. Taking note of the bilateral consultative mechanisms which individual funding agencies maintained with partner agencies on their particular support costs arrangements, the Committee decided to extend the mandate of the CCPOQ Task Force by broadening its terms of reference to cover the entire issue of support costs and their relationship to the delivery of operational activities of the United Nations system. The open-ended Task Force would:

(a) Provide a forum for discussion among interested organizations of issues related to modalities for and financing of technical and administrative support to operational activities of the United Nations system;

(b) Focus on policy issues of a cross-organizational nature and related matters;

(c) Select its chairman.

3. Subcommittee on Nutrition

45. The Committee recalled that ACC, at its first regular session of 1993, had decided to retain the Subcommittee on Nutrition (SCN) within its subsidiary machinery, pending a review in two years' time. ACC had also requested OC to decide at its meeting in October 1993 on final reporting arrangements for SCN; in the meantime the views of CCPOQ on whether or not SCN should report to it would also be sought.

46. CCPOQ agreed that, pursuant to its mandate to advise and assist ACC on a wide range of issues with a view to promoting complementarities and mobilizing the analytical, normative and operational capacities of the United Nations system for economic and social development in support of common goals and agreed strategies, it would recommend that SCN should report to it.

4. Subcommittee on Demographic Estimates and Projections

47. The Committee recalled its decision at its first regular session of 1993 that the Subcommittee on Demographic Estimates and Projections (SCDEP) should report to CCPOQ through the Subcommittee on Statistical Activities and took note of the subsequent requests by the Chairmen of the two Subcommittees that they maintain separate reporting arrangements but ensure reciprocal participation at their meetings.

48. The Committee noted that the Subcommittee on Statistical Activities had reviewed SCDEP work plans at its recent meeting. In the circumstances, the Committee decided not to change back the reporting arrangements but to return to the matter at a later date on the basis of experience with the current arrangement.

5. Budget of the Consultative Committee on Programme
and Operational Questions for 1994-1995

49. The Coordinator reported on the review by CCAQ(FB) at its seventy-ninth session (Montreal, 30 August to 3 September 1993) of the proposed CCPOQ programme budget for 1994-1995. The Committee noted that CCAQ(FB) had been unable to approve the proposed increase in the resources of the CCPOQ secretariat, pending an overall review of the budgets of the inter-agency jointly financed mechanisms and had decided to re-examine the proposal at its eightieth session, in March 1994. The Committee also took note of the provisional budget level approved by CCAQ(FB) for 1994-1995 and confirmed its request for a substantial strengthening of the human and financial resources of the secretariat.

50. The Committee noted that CCAQ(FB) had determined to return to the issue of a new cost-sharing formula for the CCPOQ budget at its eightieth session, after a more detailed analysis of the methodology for calculation of programme expenditures.

F. Reports of subcommittees

1. Task Force on Science and Technology for Development

51. At its meeting in April 1993, OC had taken note of the report of the ACC Task Force on Science and Technology for Development on its thirteenth session (New York, 30 November to 2 December 1992) and had decided to transmit it to CCPOQ for appropriate attention. It was recalled that the Task Force had since been abolished and its functions absorbed by CCPOQ and/or the Inter-Agency Committee on Sustainable Development (IACSD), which were empowered to convene expert meetings, as required, in the areas covered by them.

52. It was noted that the Commission on Science and Technology for Development of the Economic and Social Council, which had held its first session in New York from 12 to 24 April 1993, had considered that an effective ACC coordinating machinery needed to be maintained in that area in order to foster coordination between the Commission and the agencies. The Council had subsequently decided in July 1993 that all system-wide activities undertaken by ACC subsidiary bodies that had been abolished, particularly those relating to science and technology for development, should continue to be coordinated by the new ACC subsidiary machinery.

53. Two further resolutions of the Economic and Social Council (a) invited all development agencies to give priority to endogenous capacity-building in science and technology for development; (b) recommended that science and technology for development be a priority subject for consideration by the Council at its coordination segment in 1994; and (c) requested technical cooperation bodies of the United Nations system to take full advantage of the expertise of the Commission in the provision of such technical cooperation.

54. The Committee was also informed that UNCTAD had been entrusted with the task of providing substantive support for the Commission on Science and Technology for Development, which had agreed on the following main substantive themes for its second session, to be held in 1995: technology for small-scale economic activities to address the basic needs of low-income populations; gender implications of science and technology for developing countries; and scientific and technological aspects of the sectoral issue to be discussed by the Commission on Sustainable Development in 1995.

55. CCPOQ noted that IACSD would focus on the transfer of environmentally sound technologies in support of the work of the Commission on Sustainable Development. It considered that its own coordinating function in this area could best be performed with respect to the linkages to the development process. Assessment of those applications would be based on reports to the Committee by UNCTAD and the Department for Policy Coordination and Sustainable Development of the United Nations Secretariat on the operational dimensions of their substantive analyses and recommendations.

2. Subcommittee on Rural Development

56. In reviewing the report of the Subcommittee on Rural Development on its twenty-first meeting (Washington, D.C., 5 to 7 May 1993), CCPOQ noted that the Subcommittee would also provide inputs to IACSD on issues related to Agenda 21. 1/

57. CCPOQ accepted the conclusion of the Subcommittee that its mandate should remain focused on rural development but that it should increase coverage of related subjects, such as rural-urban linkages, to the extent that they affected rural development and contributed to poverty alleviation.

58. The Committee took note of the Subcommittee proposal to hold its next meeting in 1994 at UNESCO headquarters. It endorsed the inclusion of the theme

"policy approaches to rural poverty alleviation" in the agenda, as well as the nomination of the World Bank as convener of the Panel on People's Participation.

3. Subcommittee on Statistical Activities

59. The Chairman of the Subcommittee presented an oral report of the results of its recent meeting held in Geneva from 6 to 8 September 1993, at which it had decided to:

(a) Clarify its role and improve its own functioning;

(b) Improve the coordination of statistical data collection from countries and reduce the reporting burden on countries and any duplication in collection;

(c) Direct the work of inter-agency task forces that had been established in six subject areas as a follow-up to the review of the global statistical system initiated by the Statistical Commission to improve coordination and statistical development;

(d) Establish task forces for service statistics and the measurement of poverty;

(e) Maintain, improve and disseminate directories and inventories to help in coordination tasks;

(f) Improve the regional role in statistical coordination.

60. The Subcommittee had also taken note of the work and plans of SCDEP.

61. The Committee welcomed the report of the Chairman and noted that the Subcommittee had considered that the task forces were effective in mobilizing attention to specific problems. In areas where several agencies were active but that these should not be seen as permanent bodies. In relation to indicators, the Committee acknowledged the initiative launched by several agencies to monitor the achievement of social goals in the 1990s and noted that the Task Force on the Measurement of Poverty would address some relevant aspects of the topic. Regarding the Subcommittee's difficulties in securing accurate and comparable data on the financial resources of the United Nations system, it was suggested that CCAQ(FB) be invited to review data definition needs in the field.

4. Subcommittee on Coordination in Matters

of International Drug Abuse Control

62. The representative of UNDCP introduced the report of the Subcommittee on
its first session, held in Paris from 6 to 8 September 1993 (ACC/1993/18), and
drew the attention of the Committee to the following: (a) the request that the
name of the Subcommittee be changed to Subcommittee on Drug Control; (b) the
proposal that the Subcommittee have one regular session a year and that its
second session take place from 5 to 7 September 1994 in Vienna, at UNDCP
headquarters, with the agenda as elaborated in paragraph 2 of its report; and
(c) the timetable contained in annex IV to the above-mentioned report for the
preparation of the consolidated report on the System-wide Action Plan on Drug
Abuse Control, to be submitted to the Commission on Narcotic Drugs at its
thirty-seventh session, 11-20 April 1994.

63. Several agencies expressed concern about the tight schedule of deadlines
for submission of their agency-specific implementation plans. The deadlines
cited, however, had already been discussed and agreed upon by agency
representatives in Paris, owing to the timing of the next session of the
Commission on Narcotic Drugs.

64. The Committee agreed that the name of the Subcommittee should be changed to
Subcommittee on Drug Control. It endorsed proposals for the dates, venue and
agenda of the next meeting of the Subcommittee.

G.   Reports of the Joint Inspection Unit

65. With respect to the JIU report on decentralization of organizations within
the United Nations system (A/48/78, annex), the Committee was informed that the
note by the Secretary-General containing ACC comments on the report
(A/48/78/Add.1) would be considered by the General Assembly at its current
session. It was agreed that there was a need to better reflect the diversity of
views of organizations with respect to recommendation 7 on the decentralization
of the venues of governing body sessions.

66. Given the impending deadline for submission of note, organizations were
urged to submit their additional comments to the United Nations by
8 October 1993.

67. With respect to the JIU report on field representation of organizations of
the United Nations system (JIU/REP/92/8), the draft ACC comments would not be
before the General Assembly at its current session. The Committee agreed that

material which might be appropriately reflected in the main report should be submitted, together with other comments, to the United Nations.

H. Other matters

1. Status report on activities of the Joint Consultative Group on Policy

68. The Committee was briefed by UNICEF on the two most recent JCGP meetings: the high-level meeting held in Rome on 18 April 1993 and the second session of JCGP, held in New York on 21 May.

69. Regarding General Assembly resolution 47/199, attention had been drawn to the work in progress on the country strategy note. Concern was expressed by some JCGP participants on the approach of the country strategy note and its potential value. It was agreed that the way to proceed on the country strategy note would be to learn by doing. Regarding common premises, there had been extensive discussions on the assessment made on 49 countries. JCGP had also reviewed the progress of work on the resident coordinator system, emphasizing that the resident coordinator should act on behalf of all JCGP organizations.

70. A new Subgroup, the Advisory Group on Environment, had been established and would be chaired by IFAD. The Task Force on Drugs, in the light of recent developments, reported that it had completed its work.

71. Other issues discussed included better security for field-based staff and the safe passage of emergency aid. Resource flows and declining budgets, as well as possible adjustments from the GNP indicators to purchasing power parity, were also brought before the Committee for consideration.

2. Programme of work for 1994-1995

72. The Committee reviewed its programme of work for 1994-1995 and approved the framework set out in annex IV below.

3. Agenda/dates of the second session of the Consultative Committee on Programme and Operation Questions

73. The Committee agreed to hold its second session at the Palais des Nations, Geneva, from 21 to 25 February 1994, with an agenda based on the framework set out in annex IV.

4. Any other business

74. The Chairman recalled that his term of office would conclude after the second session and that the Committee should formulate, at that session, a recommendation to ACC on his successor for the next two years. He urged that the Committee avoid a formal nomination procedure and seek general consensus through consultations in the interim period. He accordingly invited Committee members to advise him informally, before the end of the year, of individuals, both within and outside their organizations, who might be considered for the position.

Notes

1/ 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

LIST OF PARTICIPANTS

Chairman: Y. BERTHELOT (United Nations Conference
                          on Trade and Development)
Coordinator: D. DEANE

Secretary: P. LEE (United Nations)

United Nations, its entities and programmes

Department for Policy Coordination and Sustainable Development	N. Desai
	M. Stoby
	S. Khan
	F. Haemmerli
	I. Volkov
	J. Brister
Department for Development Support and Management Services	M. Marchal
	D. Stillman
United Nations International Drug Control Programme	S. Bryant
United Nations Centre for Human Settlements (Habitat)	G. Rao
Regional commissions, New York Office	H. Schmidt
	C. Kassangana
United Nations Conference on Trade and Development	A. Yusuf
	G. Kell
United Nations Children's Fund	P. Altesman
	M. Kamau
	A. Khan
United Nations Development Programme	P. Matthews
	R. Rajan

	A. Sall
	A. Chuma
	E. Wilkens

United Nations Population Fund	S. L. N. Rao
	V. Ponniah
	M. C. Arismendy

| Office of the United Nations High Commissioner for Refugees | B. Deschamp |

| United Nations Relief and Works Agency for Palestine Refugees in the Near East | W. Lee |

| World Food Programme | J. M. Boucher |
| | O. Arora |

Specialized agencies, IAEA and GATT

International Labour Organization	F. Tremeaud
	C. Baron
	O. A. Hembrechts

| Food and Agriculture Organization of the United Nations | M. Omar |

| United Nations Educational, Scientific and Cultural Organization | T. Keller |
| | P. Berry |

| International Civil Aviation Organization | K. K. Wilde |

| World Health Organization | H. H. Wassef |

World Bank	W. D. Haddad
	K. S. Lateef
	C. Boucher

| International Monetary Fund | R. Bhatia |
| | H. Shugarman |

| International Telecommunication Union | J. Elotu |

| World Meteorological Organization | J. Lincoln |

International Fund for Agricultural Development   M. Labban

United Nations Industrial Development Organization   A. de Groot

International Atomic Energy Agency   E. Polansky

*   *   *

International Training Centre of the International Labour   H. Geiser
Organization at Turin   N. Tal

Consultant to CCPOQ on development aid trends   P. O'Brien

*   *   *

Annex II

AGENDA OF THE FIRST SESSION

1.   Adoption of the agenda.

2.   Implications of global and United Nations system reforms:

     (a) Resource flows and trends for operational activities;

     (b) Division of labour and access to resources.

3.   Follow-up to the substantive session of the Economic and Social Council.

4.   Implementation of General Assembly resolution 47/199:

     (a) Work programme;

     (b) Resident coordinator system;

     (c) Decentralization;

     (d) Operational activities training;

     (e) Monitoring of ACC guidelines;

     (f) Programme approach: evaluation.

5.   Programme coordination issues.

6.   Role and functioning of CCPOQ:

     (a) Report of Coordinator (oral);

     (b) Task Force on Support Costs;

     (c) Subcommittee on Nutrition;

     (d) Subcommittee on Demographic Estimates and Projections;

     (e) CCPOQ budget for 1994-1995.

7.   Reports of subcommittees:

     (a)   Task Force on Science and Technology for Development;

     (b)   Subcommittee on Rural Development;

     (c)   Subcommittee on Statistical Activities (oral);

     (d)   Subcommittee on International Drug Abuse Control (oral).

8.   JIU reports:

     (a)   "Field representation of United Nations system organizations: a more
           unitary approach" (JIU/REP/92/8);

     (b)   "Decentralization of organizations within the United Nations system"
           (A/48/78, annex).

9.   Other matters:

     (a)   Status report on JCGP activities;

     (b)   Programme of work for 1994-1995;

     (c)   Agenda/dates of CCPOQ first regular session of 1994;

     (d)   Any other business.

Annex III

STATEMENT BY THE CONSULTATIVE COMMITTEE ON PROGRAMME AND OPERATIONAL
QUESTIONS ON THE MANAGEMENT OF FIELD COORDINATION PROGRAMME

In recent years, developments in many areas - political, humanitarian,
social and economic - have presented the United Nations system and its
constituent parts with an unusual set of challenges. The success of the system
in meeting those challenges will depend in no small part upon the ability of all
involved to work in harmony and complementarity.

Enhanced cooperation and improved coordination can only be the result of a
deliberate approach and conscious efforts. They require nurturing, constant
attention and cognizance of methods and techniques for appropriate behaviour.
CCPOQ welcomes the contribution made towards this objective by the successful
workshops conducted by the Management of Field Coordination Programme for senior
field representatives of the United Nations system, organized under inter-agency
guidance by the International Training Centre of the ILO at Turin.

CCPOQ stresses that this Programme is not just a training venture but is
part of a comprehensive strategy aiming to improve at the field level the
efficiency of the United Nations system. It represents a specific response to
the concerns repeatedly expressed by the General Assembly, particularly in
resolution 47/199, over the conduct of operational activities for development of
the system.

CCPOQ underscores the importance of plans which are under way to expand and
enhance the Programme's activities through follow-up initiatives, including
workshops at the field level with the participation of government officials.
Such follow-up is indeed an essential ingredient in the effort to ensure the
proper impact of the Programme at the country level.

CCPOQ strongly endorses the Programme and urges all organizations to accord
it high priority and continued support. This would require the commitment of
human and financial resources to ensure optimal participation.

CCPOQ recognizes the serious financial constraints that organizations are
experiencing in the pursuit of their mandates generally and with respect to
training in particular. It considers that the question of resources required to
ensure the successful implementation of the Programme should also be addressed

in the context of the Programme's significance as a tool for greater coherence in the activities of the system at the country level.

Annex IV

PROGRAMME OF WORK OF THE CONSULTATIVE COMMITTEE ON
PROGRAMME AND OPERATIONAL QUESTIONS FOR 1994-1995

1994

A. Overall policy issues

1. Division of labour and access to resources;

2. ACC report on programmes and resources of the United Nations system in
1994-1995 (guidelines).

B. Programme coordination

1. Elaboration of common goals and strategies;

2. Poverty alleviation;

3. Regional dimensions of cooperation;

4. HIV/AIDS co-sponsored programme.

C. Operational activities

1. Implementation of General Assembly resolution 47/199:

(a) Simplification and harmonization (common United Nations system
manual);

(b) Country strategy notes;

(c) Programme approach (assessment);

(d) Evaluation, monitoring and audit;

(e) Operational activities training;

/...

(f) Decentralization;

(g) Resident coordinator system;

(h) Common premises;

(i) National execution (assessment);

2. Support costs;

3. Science and technology for development;

4. Monitoring of ACC guidelines on United Nations resident coordinator system.

D. Other matters

1. Review of reports of subsidiary bodies (demographic estimates and projections; drug abuse control; nutrition; rural development; statistical activities);

2. Draft ACC comments on Joint Inspection Unit reports.

1995

1. Triennial policy review of operational activities for development of the United Nations system.

2. Programme of action for the Least Developed Countries for the 1990s (mid-term review).

3. International Development Strategy for the Fourth United Nations Development Decade (mid-term review).

4. ACC report on programmes and resources of the United Nations system.