

64th Session of the General Assembly

System Wide Coherence

In February 2006, based on paragraph 169 of the World Summit Outcome Document, the Secretary-General established a High Level Panel on UN System-wide coherence in order to further strengthen the management and coordination of United Nations operational activities to enable more effective contribution to the achievement of the internationally agreed development goals, including the Millennium Development Goals. The principal challenge for this work was identified as being in the fields of development, humanitarian assistance and the environment, while taking into account the cross-cutting areas of gender equality, sustainable development and human rights.

The Panel, co-chaired by the Prime Minister of Pakistan, Mozambique and Norway submitted its [report](#), “Delivering as one” (A/61/583) to Secretary-General Kofi Annan in November 2006. The report included extensive recommendations to consolidate and improve the effectiveness of United Nations operations. In April 2007, the Secretary-General, Ban Ki-moon, issued his [response to the Panel’s findings](#). The General Assembly held consultations on the recommendations contained in the Report of the High Level Panel and the Secretary-General's report.

On 15 September 2008, the General Assembly adopted a resolution on System-wide coherence (A/RES/62/277) following a series of informal consultations held in 2007 and 2008 on the recommendations of the High-level Panel on the report of the Secretary-General led by the Permanent Representatives of Ireland and Tanzania appointed by the President of the 62nd session of the General Assembly as Co-Chairs.

On 2 October 2009, the General Assembly adopted a resolution on System-wide coherence (A/RES/63/311) which took up five key areas of concern: strengthening the institutional arrangements for support of gender equality and women’s empowerment; strengthening governance of operational activities for development of the United Nations system; improving the funding system of operational activities for development of the United Nations system; “delivering as one”; and harmonization of business practices.

On 25 November 2009, the President of the General Assembly appointed Her Excellency Mrs. Tiina Intelmann, Permanent Representative of Estonia, and His Excellency Mr. Ghazi Jomaa, Permanent Representative of Tunisia, as Co-Facilitators to continue the consultative process on the System-wide Coherence in the course of the 64th session.



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8 February 2010

All Permanent Representatives
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Excellency,

As you are aware, on 25 November 2009, the President of the General Assembly appointed us as Co-Facilitators to continue the consultative process on System-wide Coherence in the course of the 64th session.

At the first meeting of the informal consultations on 4 February 2010 the Secretary-General presented the two reports A/64/588 and A/64/589 that will form the basis of our work. The mentioned reports are also available on the website of the President of the General Assembly – <http://www.un.org/ga/president/64/issues/swc.shtml> – alongside with other relevant documents.

We are grateful for all views Member States expressed at the meeting of 4 February 2010 concerning the process and content of the forthcoming consultations. We intend to conduct our work in an open, transparent and all-inclusive manner. Mindful of the constraints of small delegations we will avoid overlaps of meetings within the process of consultations on System-wide Coherence. As requested by a considerable number of Member States, we have prepared a concrete work plan for a focused approach that divides the work ahead into five clusters:

- Strengthening governance of operational activities for development of UN system for enhanced system-wide coherence,
- Improving the funding system of operational activities for development of UN system for enhanced system-wide coherence,
- Strengthening of institutional arrangements for the support of gender equality and women's empowerment,
- "Delivering as One",
- Harmonization of business practices.

Our intention is to advance in all clusters while using different ways to stimulate and focus discussions.

The work in clusters 1 and 2 will start on Friday, 12 February 2010, at 10.00 in Conference Room 2 (TNLB) with a joint plenary session on governance and funding. The purpose of this meeting is to listen to Member States' views on the issues as outlined below:

Governance: *Several issues have been identified as key to making the work of governing bodies more coherent and effective, ensuring that countries participate in governing bodies on an equal basis, and strengthening of decision-making processes.*

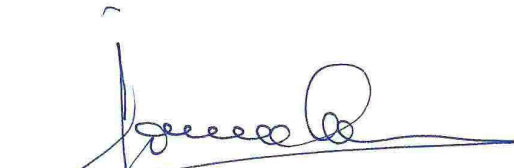
1. ***Considering the broad scope of this agenda, what could be priority areas for our focus?***
2. ***What practical actions could you suggest?***

Funding: *Many Member States have highlighted the need to strengthen the funding architecture of UN operational activities for development. In the past decade, non-core contributions to UN operational activities for development have grown faster than core resource flows.*

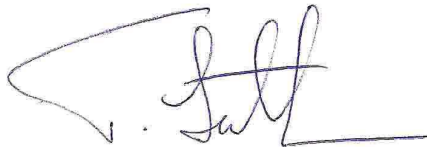
3. ***What practical problems does this funding trend create?***
4. ***Why has non-core grown faster?***
5. ***What concrete proposals could you suggest, even at this early stage, on how to address the problems this trend has created?***

We intend to make an oral presentation of the enclosed work plan at the beginning of the meeting on 12 February including indicative dates for the start of discussions in other clusters.

Please accept, Excellency, the assurances of our highest consideration.



Ghazi Jomaa
Permanent Representative of Tunisia
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Tiina Intelmann
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Enclosed: work plan on 3 pages



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10 February 2010

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Excellency,

In conformity with the programme of work sent to all Member States on 8 February 2010, the Co-facilitators will start the work on Cluster 3 “Strengthening institutional arrangements for support of gender equality and women’s empowerment” by holding a **plenary session on composite gender entity on Tuesday, 16 February, at 3.00 p.m. in Conference Room 2 (TNLB)**. The basis for discussion is Secretary-General’s report A/64/588. The purpose of this meeting is to listen to Member States’ views on the issues as outlined below:

1. Does this report provide the information requested by member states in the resolution?
2. The report describes a ‘composite’ entity. Would such an entity, as proposed, meet the needs of member states more effectively than the current arrangements?
3. Are there specific suggestions to further improve the ability of the UN to address the needs of member states, as we all work for women’s empowerment and gender equality?

The plenary session will be followed by two informal interactive sessions that will allow Member States to discuss the report in more detail, and respond to the detailed questions raised. The first of these will be on Friday, **19 February, at 10.00 a.m. in the Economic and Social Council Chamber (TNLB) and will focus on functions and structure of the composite gender entity. The second will be on 23 February, at 10.00 a.m. in the Economic and Social Council Chamber (TNLB) and will focus on governance and funding.**

At the informal session on functions and structure of the composite entity on Friday, 19 February, it is our intention to discuss and address the following issues:

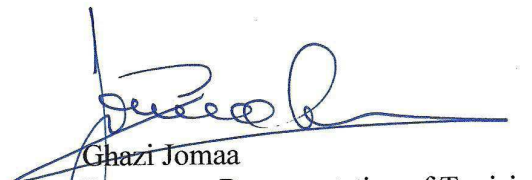
1. Chapter III of the Secretary General’s report A/64/588 outlines different country, regional and headquarters-level functions for the entity. We will consider all these functions. Do these proposed functions correspond to the expectations of Member States?

2. According to the Secretary General's report, the composite entity should be a "subsidiary body of the General Assembly". A detailed explanation of this proposed arrangement will be provided by the Secretariat. Member States wishing to do so are invited to make other proposals to this effect.
3. The commitment to gender equality is applicable across all levels of development, in all regions and in all countries. What is the best way of ensuring the universal nature of the work of the proposed entity?
4. Does the proposed structure of the entity allow it to carry out its functions? How should the level and nature of staffing at country and regional levels be determined?
5. The report says that the new entity will not replace the gender capacity of other UN entities, but will rather "sharpen the focus and impact" of the gender related activities of the entire UN System. Ideas on how to best achieve it will be provided by the Secretariat.
6. What should be the relationship between the staff of the new entity and other UN actors at country level?

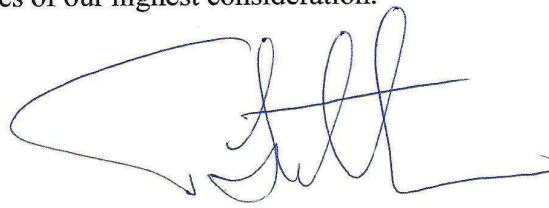
At the informal session on **funding and governance of composite entity**, on Tuesday, 23 February, it is our intention to discuss and address the following questions:

1. Are there any problems in the current funding system of the existing gender entities? What concrete proposals could you make to improve the funding system?
2. The report proposes delegation of authority to the Executive Director "to prepare the necessary financial rules and regulations for consideration by the new Executive Board". Explanation on this will be provided by the Secretariat based on current practices of UNDP, UNPFA, and UNIFEM.
3. Assuming the new governance structure has two elements, the Commission on the Status of Women, and an Executive Board, how should these two bodies relate to each other? How should the Executive Director relate to both of them? As they both report to ECOSOC, what role can ECOSOC play in aligning the agendas and work plans of the two bodies to ensure an effective and dynamic linkage between the normative and operational agendas?
4. The advantage/disadvantage of establishing a new autonomous segment of the UNDP/UNPFA Executive Board *versus* the establishment of a new Executive Board. Which option you consider would be the best solution?

Please accept, Excellency, the assurances of our highest consideration.



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12 February 2010

All Permanent Representatives
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Excellency,

In conformity with the programme of work sent to all Member States on 8 February 2010, and having listened to your views this morning, we will continue the work on Cluster 1, “Strengthening governance of operational activities for development of UN system for enhanced system-wide coherence” by establishing two working groups.

The first such working group will focus on “Equitable participation and decision making in governing bodies”, and will be launched on Wednesday, 17 February, at 3 p.m. in the Economic and Social Council Chamber (TNLB). As also announced in the meeting today, we are pleased that Mr. Noel González Segura of Mexico has agreed to facilitate the work of the mentioned working group.

The group may start by addressing the following questions:

“What do we mean by effective participation, and what good examples can we identify?”

“What enables a member state to participate effectively?”

“How can we promote more effective participation?”

The second working group will focus on “Functional coherence between the three tiers of the governance structure; secretariat support and methods of work of the governing bodies; and modalities for approval of common country programmes”. It will also receive information on the Secretariat’s intentions for the independent evaluation of the Delivering as One as well as detailed feedback on the Kigali Delivering as One pilot countries’ meeting. The work of the second working group will be launched on Thursday, 18 February, at 3 p.m. in Conference Room 2 (TNLB). Mr. Moses Rugema of Rwanda has kindly agreed to facilitate this working group.

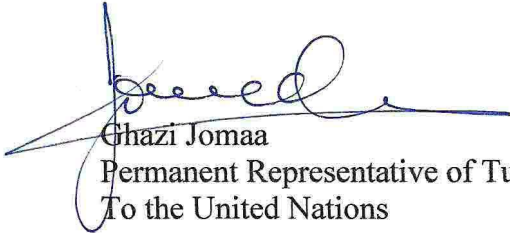
The group may start by addressing the following questions:

“Why is it important to enhance coherence in the work of the three tiers of the governance system (GA, ECOSOC and Executive Boards)?”
“How can secretariats better facilitate the work of governing bodies?”
“What are good examples/models of governing body methods of work and secretariat support services?”

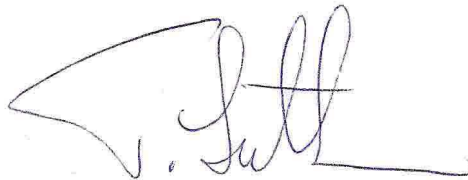
The basis for discussion is Secretary-General’s report A/64/589. However, other reports that have been previously issued as well as proposals from Member States can also be useful in these discussions. The purpose of these working groups is to allow for detailed discussion, and to support the development of action oriented elements on governance for a future resolution. As guidance for your work, please find attached two notes setting out the suggested terms of reference of the working groups.

All the relevant documents can be found on the website of the President of the General Assembly - <http://www.un.org/ga/president/64/issues/swc.shtml>.

Please accept, Excellency, the assurances of our highest consideration.



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Enclosed: notes for working groups on 2 pages

Working Group 1

Governing bodies – equitable participation and decision-making

Background

Effective governance of UN operational activities for development depends on countries participating in governing bodies on an equal basis. It is particularly important that poorer programme countries, which have most at stake in the efficient delivery of UN development services, are able to participate in decision-making at the intergovernmental level in an effective manner.¹ Some also argue that governing bodies generally work best, particularly in the economic and social fields, when they attract policy-makers from capitals having the required expertise and decision-making authority.²

There is an emerging understanding that enhanced focus on system-wide coherence at the country level will require more technically-oriented decision-making at the central level with in-depth knowledge of country-level realities. Current structures of decision-making at the intergovernmental level, however, often put premium on a political, rather than technical approach to decision-making on operational activities for development. As a result, many stakeholders feel that resolutions by central bodies such as GA and ECOSOC do not provide sufficient operationally relevant guidance and coordination to country-level operations.

Selected issues

1. What are the major challenges facing developing countries, particularly poorer programme countries, in participating effectively in the work of the Executive Boards of funds and programmes and ECOSOC?
2. Would other governance models provide a possible alternative for strengthening the participation of national policy-makers in the work of Executive Boards of funds and programmes and in ECOSOC?
3. How to strengthen country-level impact of country level experience in decision-making in central governing bodies such as GA and ECOSOC, which provide guidance and coordination to the UN development system?

Process

Deliberations in the WG are expected to be informal and issue-driven. The WG can meet as often as necessary, as long as those meetings do not coincide with others relating to the system-wide coherence process. The WG is encouraged to invite UN experts and outside resource persons to contribute to its deliberations. The WG should complete its work by 15 March.

Outcome/output

Deliberations in the WG should result in the submission of either elements for negotiating text or of possible elements for legislation if the latter can be identified to improve equitable participation and decision-making in governing bodies.

¹ Top UN programme countries in volume of expenditures in 2007 were: Sudan, Afghanistan, Democratic Republic of Congo, Ethiopia, Kenya, Pakistan, India, Uganda and Somalia.

² GA resolution 50/227 encouraged national officials directly involved in the implementation of national development strategies in recipient countries, as well as field-level representatives of the UN system to participate in the Operational Activities Segment.

Working Group 2

Governing bodies – functional coherence and secretariat support

Background

Operational activities for development, including humanitarian assistance, constitute 60 per cent of all system-wide activities of the UN system.¹ An important role of governing bodies is to ensure coherent, effective and efficient delivery of these activities at the country-level. The GA, ECOSOC and Executive Boards of funds and programmes constitute a three-tiered governance system for operational activities for development. The division of labour among these governing bodies is intended to provide for clear lines of accountability and effective oversight of performance and results of the UN system.

The capacity of secretariats to adequately prepare meetings with technically competent inputs and monitor their results can make a huge difference in the functioning of governing bodies.

Resolution 63/311, paragraph 7 called for new modalities to approve common country programmes because over the next three years, 90 countries will roll out UNDAFs, with many of the programme countries volunteering to adopt a common approach to UN programming at the country-level. Several delivering-as-one pilot countries have already requested to submit a common country programme for approval in a single governing body at the intergovernmental-level. However, the current governance system has not been able to accommodate this request. As the recent meeting in Kigali demonstrated Delivering as One pilot countries provide much relevant information as to possible ways to improve country-level programming. The independent evaluation that is now being planned is also very relevant. As the common country programme approval process is very relevant to the Delivering as One evaluation, it will be the subject of discussion in Cluster 4.

Selected issues

1. Are the respective roles of the GA, ECOSOC and Executive Boards in providing policy guidance, coordination and oversight sufficiently clear? What are major challenges in enhancing coherence in governance of operational activities at the intergovernmental-level?
2. Could regular dialogue between representatives of bureaus constitute an effective mechanism to promote coherence in agenda-setting, workplanning and legislation of governing bodies?
3. What are the priorities for improving substantive preparations for meetings of governing bodies?
4. What would constitute an effective, simple and coherent review and approval mechanism for common country programmes submitted on a voluntary basis? How does the Delivering as One experience relate to this?

Process

Deliberations in the WG are expected to be informal and issue-driven. The WG can meet as often as necessary, as long as those meetings do not coincide with others relating to the system-wide coherence process. The WG is encouraged to invite UN experts and outside resources persons to contribute to its deliberations. The WG should complete its work by 15 March.

Outcome/output

Deliberations in the WG should result in the submission of either elements for negotiating text or of possible elements for legislation if the latter can be identified.

¹ With peacekeeping accounting for 25 per cent and “other” for 15 per cent.



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25 February 2010

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Excellency,

As you recall, on 8 February 2010 we sent to all Member States a letter containing the work plan regarding the consultative process on System-wide Coherence. The updated version of the work plan alongside with other relevant documents is available on the website of the President of the General Assembly – <http://www.un.org/ga/president/64/issues/swc.shtml>. According to the updated work plan deliberations on Cluster 4 “Delivering-as-One” will start with an informal interactive session on Wednesday, 10 March 2010, at 3.00 pm. The basis for this discussion is section VI of the Secretary-General’s report A/64/589.

A briefing on the arrangements for the Independent Evaluation of Delivering as One country pilots will be provided by the UN Secretariat. Member States will also hear a briefing about the outcome of the Intergovernmental Meeting of the Programme Country Pilots on “Delivering as One”, which was held in Kigali, Rwanda from 19 to 21 October 2009 regarding the ongoing evaluations being done by the programme countries hosting the pilots.

The aforementioned informal interactive session will also consider the proposal of the Secretary-General presented in section II of the same report, on modalities for the submission and approval of Common Country Programmes on a voluntary basis.

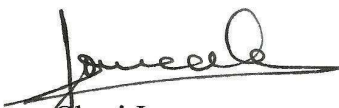
The purpose of this meeting is to listen to Member States’ views on the issues as outlined below:

1. Will the arrangement for the Independent Evaluation provide the necessary basis for member states’ reflection on the Delivering as One country pilots?
2. What should be the linkage between the programme countries’ own evaluation and the Independent Evaluation of the whole initiative done on behalf of all member states?

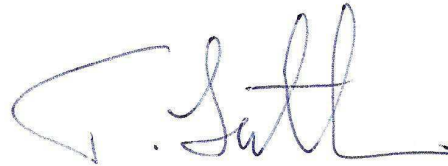
3. Do the options for submission and approval of Common Country Programmes on a voluntary basis provide what member states were looking for in their request in paragraph 7 of the General Assembly resolution A/RES/63/311?

As reflected in the updated work plan, following the first informal interactive session on 10 March 2010, informal-informal consultation(s) will be held as needed.

Please accept, Excellency, the assurances of our highest consideration.



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9 March 2010

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Excellency,

In conformity with the program of work sent to all Member States on 8 February 2010*, the co-facilitators will have the first of the more detailed discussions on Cluster 2 “**Improving the funding system of operational activities for the development of the UN system for enhanced system-wide coherence**”, by holding a plenary session on funding on Monday, 15 March 2010, at 3.00 pm in the Trusteeship Council Chamber. The basis for discussion is the Secretary-General’s report A/64/589, as well as the informal note “Funding of operational activities for development of UN system” attached to this letter. The note, prepared by UNDESA, presents some of the preliminary findings of the analysis being conducted for the 2010 Statistical Compendium of the Secretary-General to be issued in May for the substantive session of ECOSOC.

The purpose of this first plenary meeting on funding is to engage Member States in a dialogue on the following issues:

1. What are the positive and negative effects of the key trends in quantity and quality of the funding for operational activities for development?
2. What could be done to address the problems caused by negative trends in funding?

This plenary session will be followed by a series of informal-informals, where we expect to be able to explore these issues in greater depth, in addition to any other issues raised by Member States.

The first of these informal-informals will be held on Wednesday, 17 March 2010, at 3.00 pm in Conference Room 2 (TNLB). It will focus on the **growth of non-core funding**. We would like to invite both traditional and non-traditional donors to share their

* The updated version of the work plan alongside with other relevant documents is available on the website of the President of the General Assembly - <http://www.un.org/ga/president/64/issues/swc.shtml>

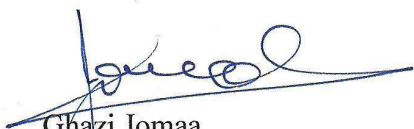
experiences in the provision of core and non-core funding, focusing on the questions below:

1. What is the basis of decision to channel funds via the UN, rather than using bilateral or other multilateral channels?
2. What flexibility do donors have in making decisions concerning different channels and different types of funding?
3. When opting for non-core funding, is there scope for making it multi-year and /or predictable?
4. What are some of the reasons donors provide non-core rather than core funding for development activities of the UN system?

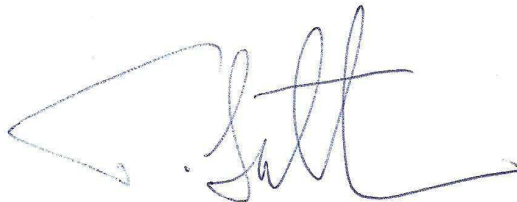
The second informal-informal meeting on funding will be held on Thursday, 25 March 2010, at 3.00 pm in Conference Room 2 (TNLB). It will focus on **managing changing sources of funding for development**. We would like Member States to discuss the implications of the emerging trends in funding for development.

1. What are the sources of the rapid growth in non-core funding? Who are emerging donors, and why are they choosing the UN rather than other channels of funding development activities?
2. What governance mechanisms shape the application of non-core funding? Is there a scope to shift programme and project specific funding to pooled-funding mechanisms such as thematic funds linked to strategic plans of agencies and multi-donor trust funds?
3. What is the scope for greater predictability of non-core funding?
4. Could a "code of conduct" be considered for development funding to promote greater predictability?
5. Do we have sufficient dialogue between OECD Development Assistance Committee and the UN on issues such as those raised here above?

Please accept, Excellency, the assurances of our highest consideration.



Ghazi Jomaa
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Tiina Intelmann
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Enclosed: Informal note "Funding of operational activities for development of UN system"

Informal Note

**Funding of operational activities for
development of the United Nations system**

United Nations Secretariat
New York

8 March 2010

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1. Introduction

General Assembly resolution 63/311

“Requests the Secretary-General to include in his comprehensive statistical analysis of the financing of operational activities for development further analysis and actionable proposals on the current situation and perspectives in respect of core and non-core funding for the United Nations development system, notably the implications of various forms of non-core funding, in terms of predictability, country ownership and the implementation of intergovernmental mandates” (paragraph 15).

This informal note has been prepared in the context of the consultations of the General Assembly on system-wide coherence (SWC). The note presents some of the preliminary findings of the analysis being conducted for the 2010 Statistical Compendium of the Secretary-General to be issued in May for the substantive session of ECOSOC.¹ That report will also outline possible “actionable proposals”, requested in GA resolution 63/311.

Operational activities for development represent some 60 per cent of all UN system-wide activities (see Figure 1). Operational activities for development, notably, include activities with a humanitarian focus.²

The first part of this note provides analysis of incoming resources flows to the UN development system, with the second one reviewing the use of those resources in programme countries. Figure 2 shows the main UN system entities involved in operational activities for development (based on 2008 expenditures).

Annex I provides additional information on the comparability of information contained in the current note with information from other sources such as the OECD/DAC and individual UN entities.

A wide array of terms is used by UN system entities to classify types of funding for operational activities for development. For purposes of the current note, the main types are classified as “core” and “non-core” resources. Core resources are those that are co-mingled without restrictions and their use and application is directly linked to strategic

Figure 1 – UN system-wide activities

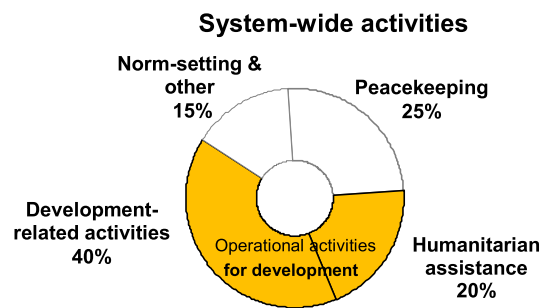
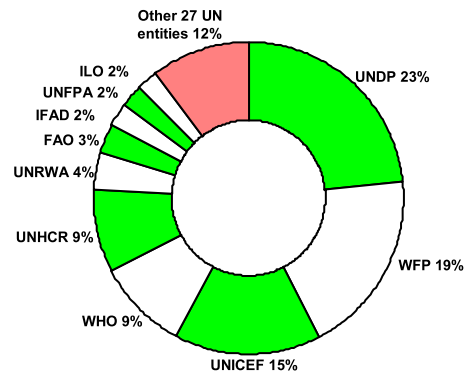


Figure 2 – Main entities of UN development system



¹ The data, analysis and findings contained in this informal note will be further validated in the preparation of the 2010 Statistical Compendium.

² The ratios for development-related activities and humanitarian assistance in Figure 1 are based on 3-year averages, but for peacekeeping operations on the 2008 figure.

mandates, guidelines, priorities and goals established by the respective intergovernmental bodies. Non-core resources, as determined by the contributing source, are resources that are generally restricted with regard to their use and application. The degree to which the use and application of non-core resources are subject to and aligned with mandates, guidelines, priorities and goals established by their respective intergovernmental, is generally more indirect.

2. Summary of findings

A. Available resources

(a) Volume, trends, core and non-core contributions

- In 2008, total contributions to UN operational activities for development amounted to US\$22 billion, the highest level ever. Some 61 per cent of contributions were directed towards development activities and 39 per cent to those with a humanitarian focus (see Table 1 for breakdown of core and non-core resources flows in 2008).³
- In the 1993 to 2008 period, contributions to the UN development system grew at a faster pace than overall OECD/DAC flows, excluding debt relief (see Table 2). This indicates that the UN development system remains relevant and seems to have gained in importance.
- Between 1993 and 2008, the growth in non-core funding has been exponential compared to only very modest increase in core contributions (see Table 2). Non-core funding almost tripled in real-terms in this fifteen-year period while core contributions only grew by 10 per cent. The relevance of the UN system referred to earlier seems thus to extend to non-core resources in particular.
- Of total contributions in 2008 for development-related activities, 27 per cent was in the form of core/un-earmarked funding, with the remaining 73 per cent thus characterized by varying degrees of earmarking (see Table 2). For OECD/DAC donors, 47 per cent of 2008 contributions for development-related activities consisted of un-earmarked core resources compared to 65 per cent in 1993 (see Figure 3).⁴
- Only about 11 per cent of contributions to development-related activities in 2008 were programmed through pooled funding mechanisms such as multi-donor trust funds (MDTFs) and thematic funds (see Table 1). Accordingly, 89 per cent of non-core development-related funding remains programme and project specific, contributing to overall fragmentation of resources with consequent impact on transaction costs. In 2008, OECD/DAC countries contributed US\$4.1 billion or 64 per cent of such programme and project specific resources.

³ It should be noted that the contribution level to humanitarian assistance was unusually high in 2008.

⁴ Other multilateral organizations such as the World Bank have also experienced declining core ratio in the past two decades (see Figure 4).

(b) Sources of funding, funding quality, volatility, burden-sharing and prospects

- The funding base for operational activities for development has broadened over time with the share of OECD/DAC donors declining from 80 per cent in 1993 to 63 per cent in 2008. During the same period, the share of overall funding from non-DAC countries increased from 7 to 12 per cent and from intergovernmental (excluding the European Commission) and non-governmental sources (i.e. global funds, foundations and private sector), from 7 to 18 per cent. The share of the European Commission increased slightly from 6 to 7 per cent (see Figures 5 and 6).⁵
- The UN system accounted for 31 per cent of total ODA flows delivered directly from OECD/DAC countries to the multilateral system in 2006 and was the single largest actor (see Figure 4 and Annex I).
- Almost all increases in contributions by non-OECD/DAC countries have been in the form of non-core and earmarked resources. By far most of such resources have been in the form of self-supporting contributions of programme countries themselves, often as “pass-through” mechanism for funding from other external sources. Such self-supporting contributions amounted to US\$1.7 billion in 2008 or 75 per cent of total funding by non-OECD/DAC countries (see Table 1). Apart from local, self-supporting contributions, non-OECD/DAC countries (both developed and programme countries) contributed about US\$300 million to development-related activities of the UN system in 2008.
- A preliminary review of actual programme expenditures at regional and programme country-level compared to overall contributions seems to confirm that core resources continue to cover a higher share of UN institutional costs.⁶
- The unpredictability of resources flows is seen to affect the overall effectiveness of the UN development system. A preliminary review of key entities of the UN development system such as UNDP and UNICEF suggests that annual fluctuations in core contributions (as an indicator of predictability) did not have a negative impact on the overall steady growth in available core resources in the 2000 to 2008 period. In this connection and during the same period the very significant fluctuations in the US\$ exchange rate compared to major donor currencies, are noteworthy (see Graph 5). Some of the fluctuations in exchange rates had orders of magnitude similar to fluctuations in US\$ denominated contributions. This suggests that exchange rates can be an important source of unpredictability.
- Multi-year financing frameworks (MYFFs) represent a key instrument to promote predictability, stability and policy coherence in the work of UN entities. The extent to which MYFFs can serve to advance the predictability of core funding depends on the

⁵ The cost and benefits of this diversification of the funding base of the UN development system, needs to be further examined.

⁶ This follows the approach whereby non-core cost recovery principles are based on the recovery of direct costs and variable indirect costs and not the so-called fixed indirect costs needed to finance the base structures of UN entities.

willingness of donors to shift from single-year pledges to committing resources over an extended period of time.⁷

- Of total core contributions from governments to UN operational activities for development in the 2007 to 2008 biennium, 10 donor countries accounted for approximately 79 per cent (See Table 4). The core ratio also differs significantly among donor countries (see Figure 3), which negatively affects the “critical mass” of resources required for the UN system to deliver on its universal operational and normative mandates.
- There is concern that the growth seen in contributions to the UN system over the past five years could stagnate, or possibly reverse, in 2010, due to the negative impact of the global economic crisis.

B. Use of resources

(a) Volume, geography and agency

- Total expenditures in 2008 were US\$18.3 billion, with 62 per cent development-related and 38 per cent with a humanitarian focus (see Table 5).
- The targeting of UN operational activities for development has changed in the past few years, with more than 50 per cent of expenditures in 2008 in least-developed countries (LDCs) compared to 39 per cent in 2003.
- The distribution of the use of core resources is concentrated, in that 81 per cent was spent in low-income countries in 2008 while 14 per cent of expenditures were in low-middle income countries and 3 per cent in upper-middle income countries (see Table 7).⁸
- Non-core contributions are not as well targeted in low-income countries, although this aspect seems to be improving (see Table 6). In 2008, 63 per cent of non-core funding was spent in low-income countries with 24 per cent of expenditures in low-middle income countries and 10 per cent in upper-middle income countries (see Table 7). The difference between the destination of core and non-core resources seems to confirm the varying degree to which the use and application of core and non-core funding is subject to and aligned with the mandates, guidelines, priorities and goals established by the respective intergovernmental governing bodies.
- Operational activities for development are highly concentrated in a small number of UN entities, but fragmentation remains an issue. Funds and programmes accounted for 78 per cent of expenditures in 2008 and specialized agencies and others for 22 per cent (see Table 5). Five UN entities accounted for 75 per cent of expenditures in 2008 and ten for 88 per cent, with twenty-seven organizations spending the remaining 12 per cent (see Figure 2).

⁷ For many donors, providing multi-year pledges may require resolving important legal and budgetary constraints.

⁸ Income groups are based on the World Bank's *World Development Indicators 2009* publication which groups countries according to 2008 GNI per capita.

3. Addendum to summary of findings

A. Available resources

(a) Volume and trends

Table 1 Overview of contributions to the UN development system in 2008

This table provides an overview of total, core and non-core resources flows to UN operational activities for development in 2008; breakdown between development-related funding and humanitarian assistance; and the share of OECD/DAC donors of core and non-core resources flows. Furthermore, the table shows the different funding modalities used to deliver non-core contributions to the UN development system. For example, of the US\$15.7 billion in non-core funding in 2008, US\$12.7 was development-related and programme and project specific, with OECD/DAC donors contributing US\$4.1 billion.

Types of funding	Total	Development-related activities				Humanitarian focus			
		All donors		OECD/DAC		All donors		OECD/DAC	
		US\$	%	US\$	%	US\$	%	US\$	%
Total contributions	22.0	13.3	61	7.7	58	8.7	39	6.1	70
Core	6.3	4.5	72	3.6	79	1.8	28	1.0	60
Non-core (of which):	15.7	9.0	57	4.9	54	6.7	43	5.0	74
(a) MDTFs	0.9	0.7	82	0.6	91	0.2	18	0.2	100
(b) Thematic funds	0.4	0.3	72	0.3	91	0.1	28	0.1	91
(c) Self-supporting contributions	1.7	1.6	91	0.0	0	0.1	9	0.0	0
(d) Programme and project specific	12.7	6.4	51	4.1	64	6.3	49	4.7	75

Table 2 Overview of key trends in operational activities for development between 1993 and 2008

This table presents long-term trends in funding of UN operational activities for development. It shows that core, non-core and total contributions grew, in real-terms, cumulatively by 10, 190 and 104 per cent respectively in the 1993 to 2008 period. To facilitate better understanding of trends in core and non-core resources flows, operational activities for development have been broken down into two main categories (a) development-related activities and (b) humanitarian assistance. Further information on how the share of each category is estimated, is provided here below.

The real growth in non-core funding for development-related activities was particularly high or 257 per cent. Total contributions to UN operational activities for development grew, in real-terms, by 5 per cent annually in the 1993 to 2008 period, compared with 1.5 per cent in overall OECD/DAC ODA flows. The core ratio of development-related contributions to the UN development system, however, declined from 55 to 27 per cent during this period.

		Current US\$ (billion)				Constant 2007 US\$ (billion)				
		1993	1998	2003	2008	1993	1998	2003	2008	% change '93-'08
TOTAL	core	3.6	3.6	3.7	5.7	4.9	4.9	4.5	5.4	10%
	non-core	3.9	5.1	9.2	16.4	5.4	6.9	11.3	15.6	190%
	total	7.5	8.7	12.8	22.0	10.3	11.8	15.8	21.0	104%
	core ratio	48%	42%	29%	26%					
Longer-term development	core	2.6	2.8	2.6	4.0	3.6	3.8	3.2	3.8	6%
	non-core	2.1	3.5	6.5	11.1	2.9	4.7	8.0	10.5	257%
	total	4.8	6.3	9.1	15.1	6.6	8.5	11.3	14.4	119%
	core ratio	55%	44%	29%	27%					
Humanitarian focus	core	0.9	0.8	1.1	1.6	1.3	1.1	1.3	1.5	20%
	non-core	1.8	1.6	2.6	5.3	2.4	2.2	3.3	5.1	110%
	total	2.7	2.4	3.7	7.0	3.7	3.3	4.6	6.6	79%
	core ratio	35%	35%	29%	23%					

- The data in the table is based on nine UN entities accounting for 87 per cent of total contributions to UN operational activities for development in 2008. The nine entities are: UNDP (including administrative funds UNCDF, UNIFEM and UNV), UNICEF, UNFPA, WFP, FAO, ILO, UNESCO, WHO and UNHCR. An estimate for total contributions to the UN development system was made by dividing each figure by 0.87.
- The figure for longer-term development activities is calculated by adding 95 per cent of all contributions to UNDP⁹, 75 per cent of all contributions to UNICEF and 100 per cent of all contributions to UNFPA, WHO, FAO, ILO and UNESCO.
- The figure for humanitarian assistance is calculated by adding 5 per cent of all contributions to UNDP, 25 per cent of all contributions to UNICEF and 100 per cent of all contributions to WFP and UNHCR.

⁹ Including administrative funds UNCDF, UNIFEM and UNV.

Graph 1 Real growth in core, non-core and total contributions between 1993 and 2008

This graph shows the real growth in core, non-core and total contributions to UN operational activities for development between 1993 and 2008. As can be seen from the graph, the real increase in core contributions was very modest compared to the growth in non-core contributions which almost tripled during this period.

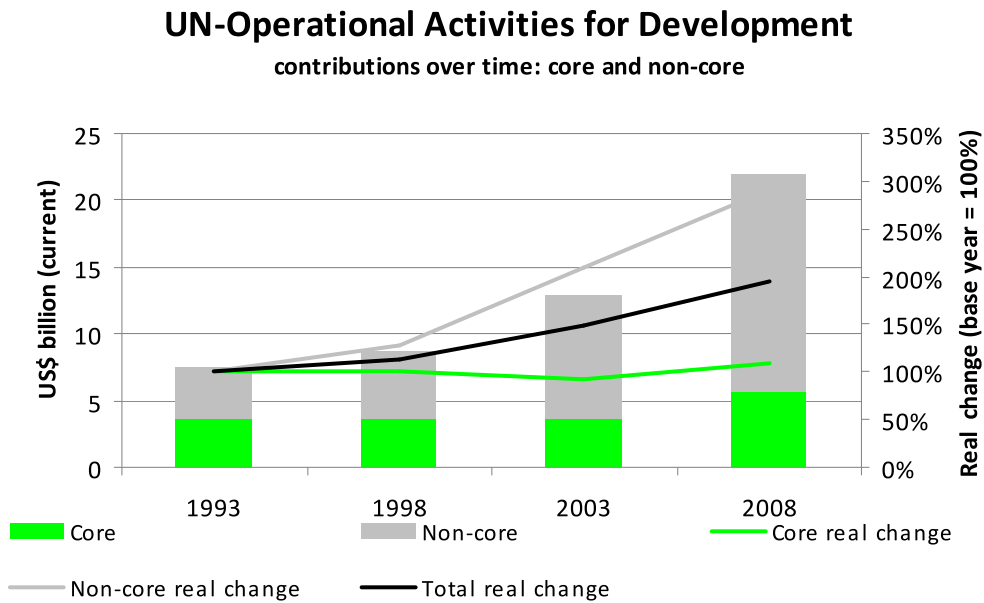
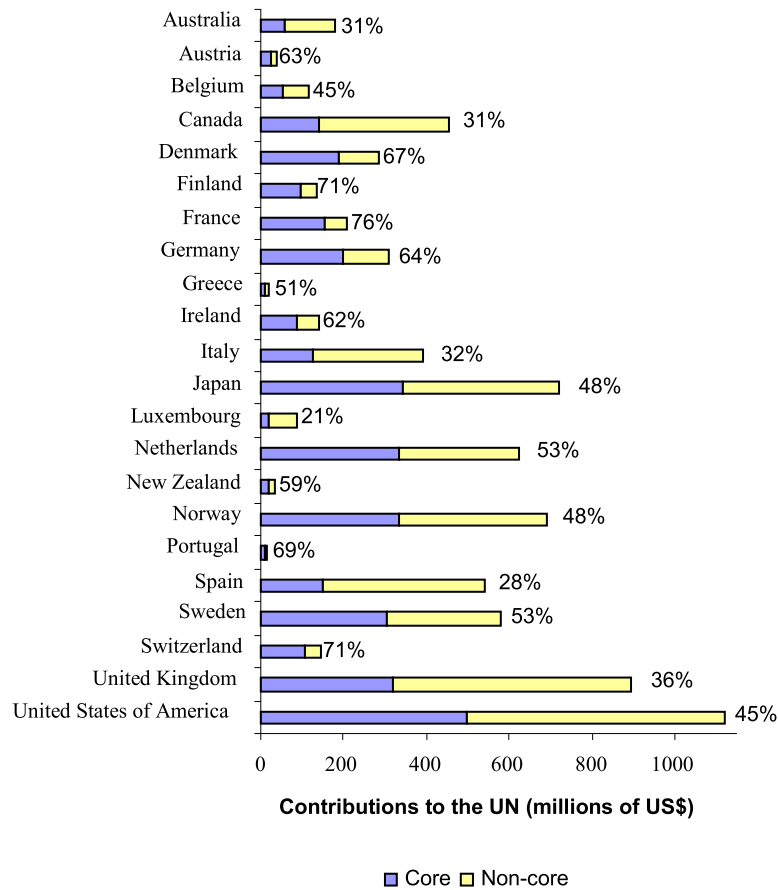


Figure 3 Contributions and core ratio of OECD/DAC countries for development-related activities in 2008

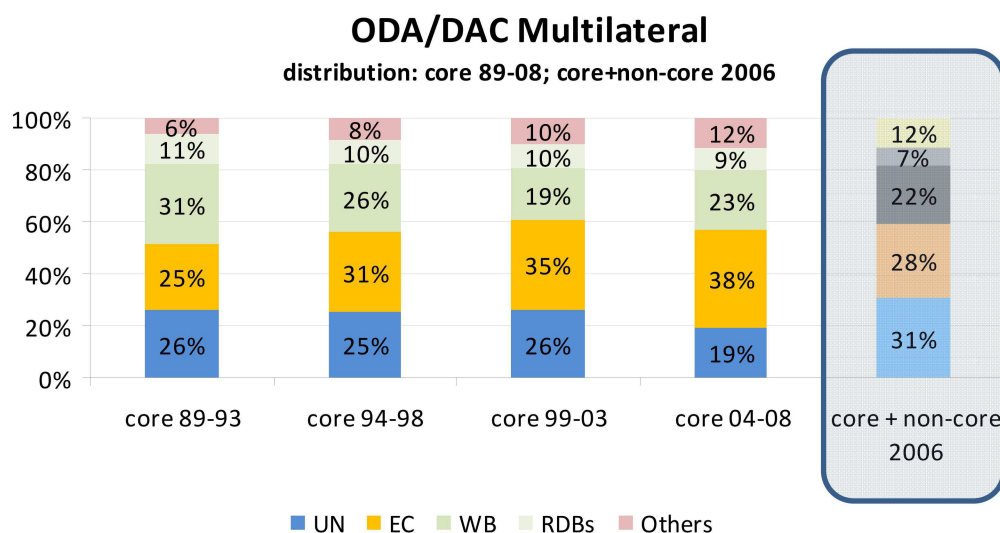
This graph presents the volume of development-related funding provided by OECD/DAC countries in 2008 as well as the ratio of core funding. The core ratio of eleven of the OECD/DAC countries was higher than 50 per cent in 2008, with the average 47 per cent. Six OECD/DAC countries contributed less than 40 percent of development-related contributions as core funding.



(c) Sources of funding

Figure 4 Share of UN development system of OECD/DAC bilateral flows to multilateral system

This graph presents trends in direct funding of OECD/DAC countries to key multilateral institutions. It shows that the share of the UN development system of all core contributions by OECD/DAC countries to the multilateral system declined from 26 to 19 per cent between 1989 and 2008, with the World Bank experiencing a reduction from 31 to 23 per cent¹⁰. The share of the European Commission, however, increased significantly from 25 to 38 per cent. The last column in the figure shows the relative share of the UN system, European Commission, World Bank, regional development banks and others of overall funding to the multilateral system. Annex I provides additional information on the comparability of OECD/DAC and UN system reporting.



The above graph captures direct funding by OECD/DAC countries and not the funding channeled through the UN system indirectly in the form of contributions to the UN system by the EC, WB, RDBs and others. Non-core contributions of the European Commission to the UN development system for instance increased from US\$0.2 billion in 1999 to US\$1.25 billion in 2008. Accordingly, the share of total OECD/DAC resources being channeled through the UN system is estimated to be in the range of 35 per cent.

The 5-year averages of total OECD/DAC ODA contributions to the multilateral system (in billions of 2007 constant US\$) were as follows: 1989-1993: \$23.5; 1994-1998: \$22.6; 1999-2003: \$24.6; 2004-2008: \$30.0.

¹⁰ World Bank figures are based on OECD/DAC statistics.

Figure 5 Sources of contributions to operational activities for development in 1993

Figure 5 shows that of all contributions to UN operational activities for development in 1993, OECD/DAC accounted for 80 per cent. About 57 per cent of all funding by OECD/DAC countries in 1993 were core contributions.

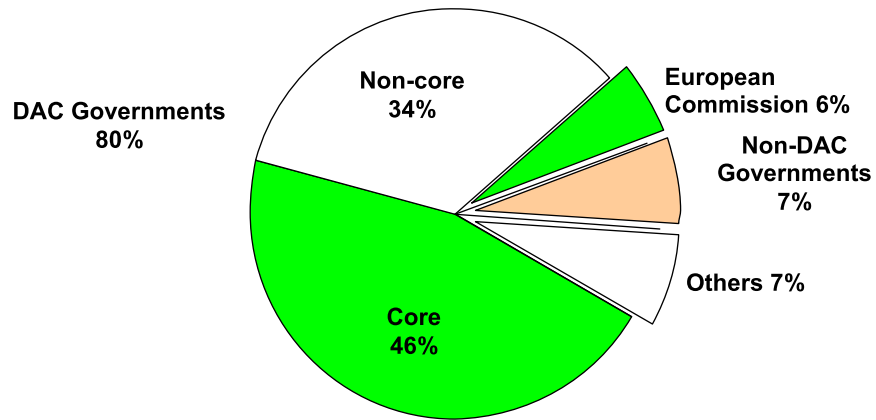


Figure 6 Sources of contributions to operational activities for development in 2008

By the year 2008, the share of OECD/DAC countries of overall contributions to UN operational activities for development had declined to 63 per cent. During this time, a notable diversification had taken place in the funding base of the UN system. For example, non-DAC countries accounted for 12 per cent of total contributions in 2008 compared to 7 per cent in 1993 and others i.e. global funds, foundations and the private sector for 18 per cent.

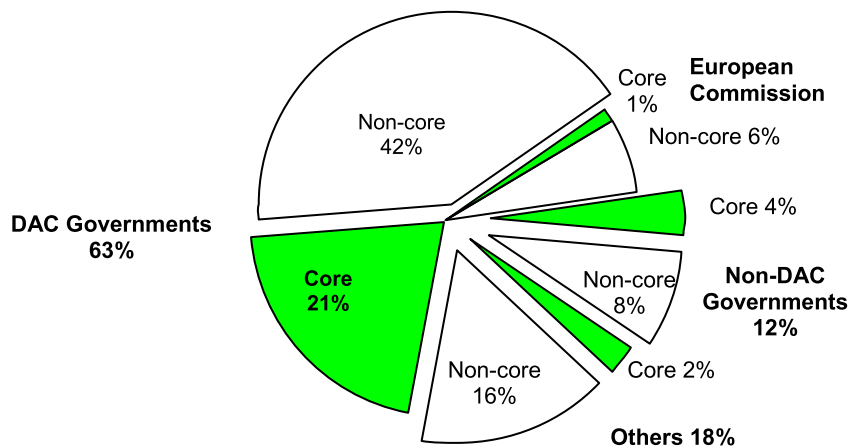
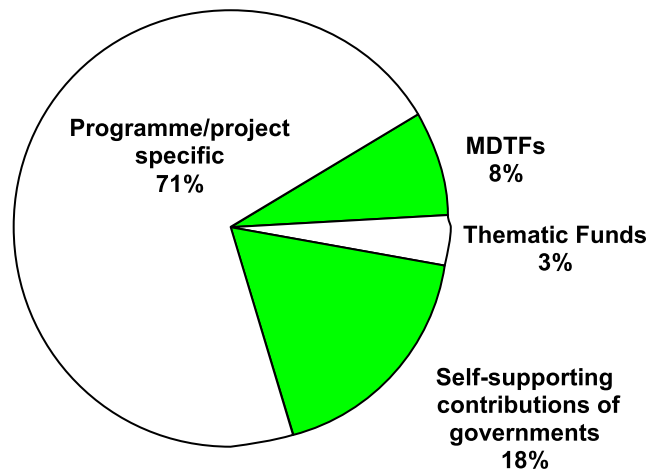


Figure 7 Modalities for delivering non-core development-related funding in 2008

Non-core funding to the UN development system is delivered through three main funding modalities: (a) pooled mechanisms such as multi-donor trust funds and thematic funds, (b) local, self-supporting contributions of programme countries, and (c) programme and project specific funding. Of the US\$15.7 billion in non-core funding to the UN development system in 2008, US\$9.0 billion was development-related (see Table 1). Of this amount, 71 per cent, or US\$6.4 billion, was programme and project specific funding, of which OECD/DAC countries contributed 64 per cent or US\$4.1 billion. It is this non-core development-related programme and project specific funding by OECD/DAC countries that constitutes the main pool of resources that could potentially become more flexible and predictable.



(d) Predictability of resources

Table 3 Comparison of projected and actual contributions to four UN entities (millions of US\$)

This table compares projected core and non-core funding to four entities as reflected in strategic plans to actual contributions received from development partners. The table shows that projected and actual figures, particularly for non-core funding, have varied considerably.

Year	UNDP				UNICEF				UNFPA				WHO			
	Core		Non-core		Core		Non-core		Core		Non-core		Core		Non-core	
	Projected	Actual	Projected	Actual	Projected	Actual	Projected	Actual	Projected	Actual	Projected	Actual	Projected	Actual	Projected	Actual
2000-2003			6314	8090					1377 ¹¹	1051	140	412				
2000	800	634			643	597	435	516								
2001	900	652			701	541	453	639								
2002	1000	663			588	697	610	702								
2003	1100	769			585	721	610	967								
2004-2007			7800	14610					1203	1471	320	538				
2004	800	842			602	779	610	1190								
2005	900	918			815	796	610	1946								
2006	1000	916			839	1043	1249	1710					2006-7 915	2006-7 909	2006-7 2398	2006-7 3072
2007	1100	1116			869	1090	1275	1889								
2008-2011																
2008	1100	1097	3900	4160	900	1067	1301	2273	416	429	200	366				
Total	8700	7607	18014	26860	6542	7331	7153	11832	2996	2951	660	1316				

(See below).

¹¹ The strategic plan projected core contributions to be in the range between 1,294 and 1,460 million US\$.

An effort has been made to examine predictability of resources by comparing information in strategic planning frameworks with actual contributions received. At the time of preparing the current note insufficient data were available for a comprehensive and meaningful review.

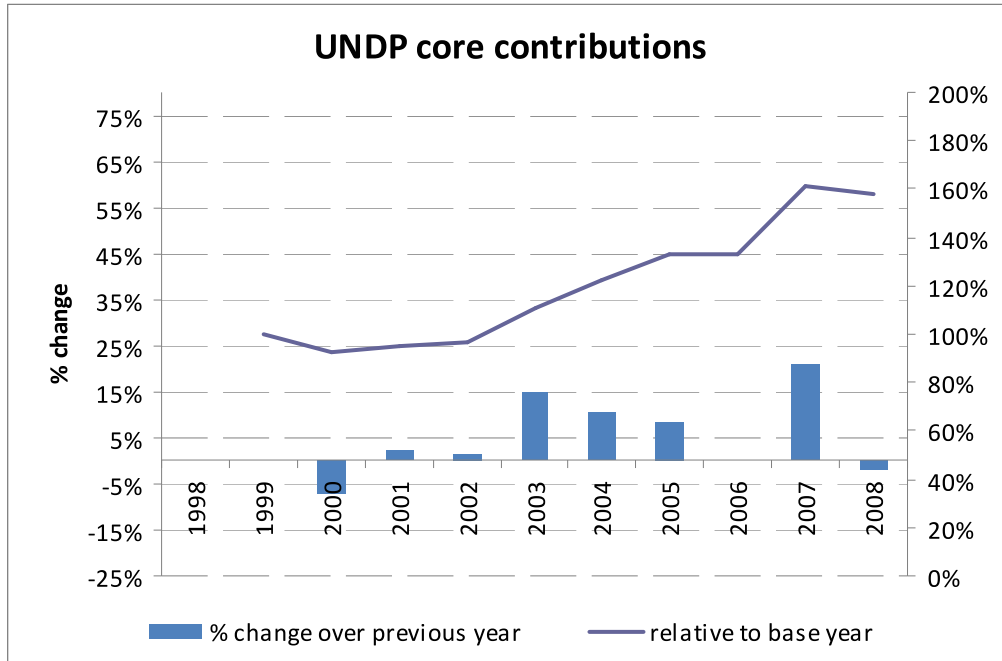
Instead, elements of predictability have been reviewed for some entities by examining actual volatility and fluctuation in contributions compared to the previous year and the actual impact thereof on overall availability of resources over time as compared to a given base year. Further review is needed to examine whether the actual performance in the case of UNDP and UNICEF is representative for other entities and for operational activities as a whole.

In the case of both UNDP and UNICEF it would seem that annual fluctuations in core contributions did not have a negative impact on the overall steady growth in available core resources during the 2000 to 2008 period. It is further believed that annual fluctuations had an even lesser impact on overall programme expenditures as a result of the inherent delay between receipt of contributions and actual programme delivery.

In examining fluctuations and volatility in contributions, the impact of exchange rates should be taken into account. Graph 5 provides information in this regard by examining volatility and fluctuations in US\$ exchange rates of the Euro and Japanese Yen compared to the previous year and the actual impact thereof over time as compared to a given base year. The graph illustrates the very significant fluctuations experienced during the period 1999-2008. Some of the fluctuations had orders of magnitude that were similar to fluctuations in US\$ denominated contributions reviewed for UNDP and UNICEF.

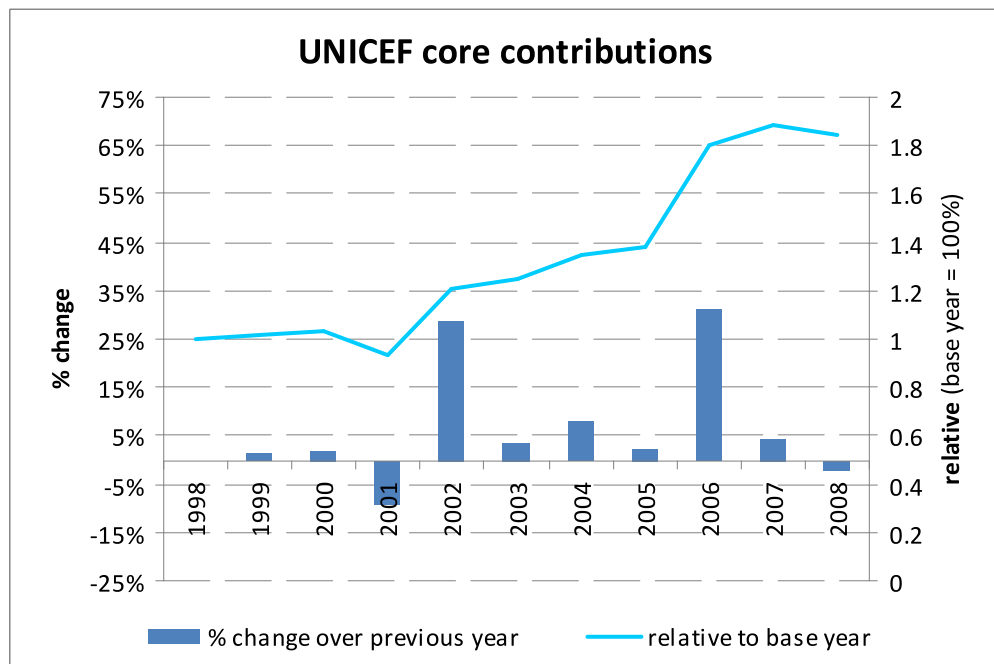
Graph 2 Trend in core contributions to UNDP (base year: 2000; nominal data)

As can be seen from this graph, core contributions of UNDP experienced a steady increase during the 2000 to 2008 period.

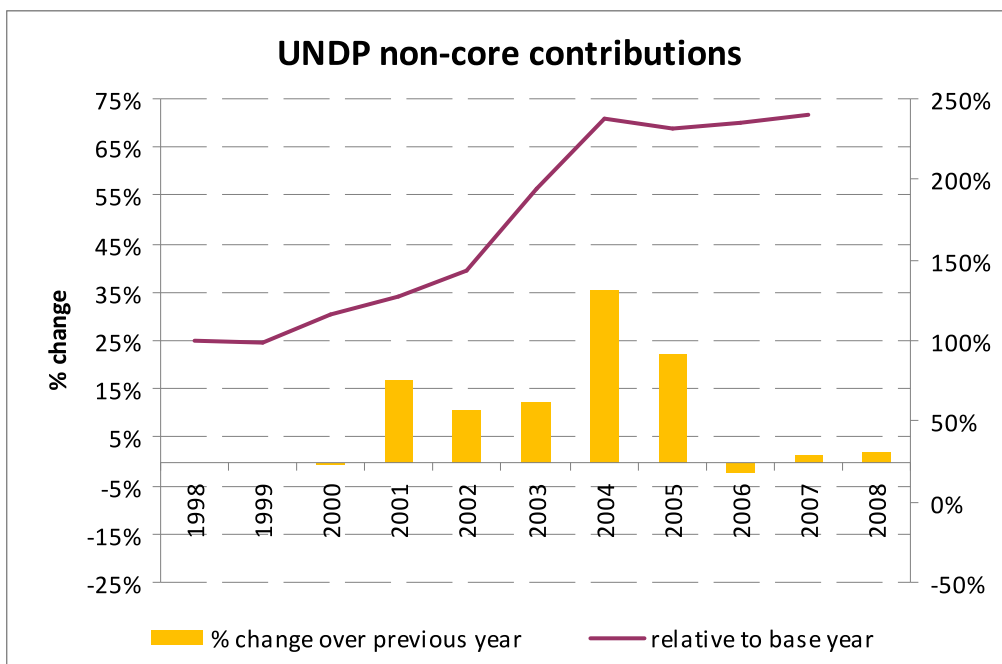


Graph 3 Trend in core contributions to UNICEF (base year: 1998; nominal data)

Core contributions of UNICEF also experienced steady increase between 1998 and 2008.

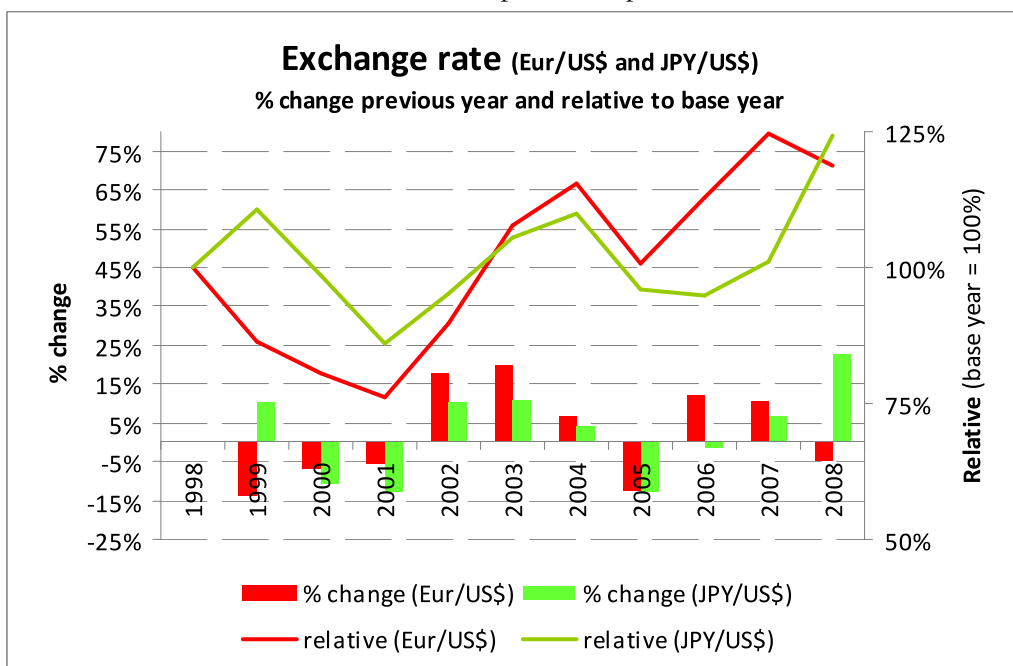


Graph 4 Trend in non-core contributions to UNDP (base year: 1998; nominal data)



Graph 5 Trend in Euro/US\$JPY exchange rates (base year: 1998)

This graph shows the significant influence that exchange rate fluctuations have had on contribution levels to the UN development system. Between 1998 and 2001, the Euro and Japanese Yen depreciated about 25 per cent against the US\$, a trend that has since reversed in the other direction, with positive impact on contribution levels.



(e) Prospects for 2010

There is concern that the growth seen in contributions to the UN system over the past five years could stagnate, or possibly reverse, due to the negative impact of the global economic crisis.¹² UNDP, for example, is projecting core resources in 2009 to decrease to about US\$1.0 billion and amount to US\$2.3 billion in the 2010/11 biennium, the same as 2008/9. UNDP is also projecting non-core contributions to drop to US\$5.0 billion in the 2010/11 biennium, down from US\$5.3 billion in 2008/9. UNICEF forecasts total income to decrease about 14 per cent in 2009 compared to 2008, with income increasing slightly each subsequent year, but not reaching the 2008 level until at least 2012 (US\$3.16 billion forecasted for 2012).¹³ UNICEF attributes the decrease in non-core funding in 2009 primarily to the negative impact of the global economic downturn. WFP received US\$4.0 billion in contributions in 2009, down from US\$5.0 billion in 2008. UNFPA is forecasting income of US\$1.4 billion in the 2010/11 biennium, slightly down from the US\$1.446 billion in 2008/9.

(f) Burden-sharing among DAC donors

The volume of core funding for UN operational activities and respective sources of such funding is closely linked to the sharing of the burden by contributing donors. This has added importance in view of the fact that core resources in general cover a greater proportion of institutional costs of UN entities thereby affecting the volume of core resources available for actual programme expenditures at regional and programme country levels. The difference between donors in this regard is quite significant. The volume of core funding for UN operational activities is closely linked to the sharing of the burden by donors.

The 1970s and 1980s saw a trend emerging towards increasingly uneven burden-sharing of core funding for UN operational activities for development.¹⁴ This trend has largely continued during the 1990s and the first decade of the new century. From 1995 to 2008, the top ten donors to UNICEF contributed on average 80.5 per cent of core contributions; for UNDP the percentage was close to 84.1 per cent; and for UNPFA 92.5 per cent. The issue of concentration of donor-related funding also applies to specialized agencies. In FAO, for example, the top ten donors (excluding global funds such as CERF, but including multilateral contributions) accounted for 53 per cent of total voluntary resources received in 2006-2007, with the top twenty contributing 79 per cent.¹⁵

Of total core contributions from governments to UN operational activities for development in the 2007 to 2008 biennium, 10 donor countries accounted for approximately 79 per cent (See Table 4). Reliance on small number of countries for high share of core contributions also makes UN entities vulnerable to fluctuations in overall resources flows, e.g. if one, or more, major donors suddenly decide to reduce funding. This risk should be addressed by broadening the donor base of UN operational activities for development.

¹² Information provided in this section is largely based on inputs provided by UNDP, UNICEF and UNFPA for the 2009 UN Pledging Conference.

¹³ See E/ICEF/2009/AB/L.5.

¹⁴ Report of the Nordic Project, 1991.

¹⁵ FAO Programme Implementation Report, 2006-2007 (paragraph 34 and table 4).

Table 4 Top 10 donors of core contributions to the UN system in 2007/2008 biennium (thousands of US\$)

Rank	Donor	Core Contributions (2007, 2008)	Share (%)
1	United States of America	1 387 295	14
2	Japan	966 152	10
3	Netherlands	909 481	9
4	United Kingdom of Great Britain and Northern Ireland	894 580	9
5	Norway	838 476	8
6	Sweden	823 541	8
7	Germany	626 940	6
8	Saudi Arabia	533 491	5
9	Denmark	520 964	5
10	Spain	470 113	5
	Total	7 971 033	79

B. Use of resources

(a) Volume

Table 5 Expenditures on operational activities for development by the UN system in 2008¹⁶

<i>Expenditures by:</i>	<i>2008 (thousands of US\$)</i>		
	<i>Core financed</i>	<i>Non-core financed</i>	<i>Total</i>
<i>Funds and Programmes</i>			
UNDP	590 436	3 679 363	4 269 799
UNFPA	272 246	164 209	436 455
UNICEF	746 575	2 061 764	2 808 339
WFP	516 699	3 019 046	3 535 746
UNHCR	319 495	1 277 978	1 597 473
Other Funds and Programmes	773 817	697 753	1 471 570
<i>Specialized Agencies</i>			
FAO	48 972	512 888	561 860
ILO	237 968	159 354	397 322
UNESCO	143 169	228 213	371 382
UNIDO	116 506	102 616	219 122
WHO	452 499	1 253 779	1 706 277
Other Specialized Agencies	357 084	340 173	697 257
<i>Regional Commissions</i>	12 235	41 658	53 892
<i>Other¹</i>	55 583	150 076	205 659
Total Expenditures	4 643 284	13 688 871	18 332 155

¹ UNDESA, UNOCHA, PBSO

¹⁶ Reporting on contributions to WHO's operational work will be further refined in collaboration with that entity. For the time being, the entire WHO core budget is included in the above table.

(b) Geography

Figure 8 Top ten recipient countries of non-core funded expenditures in 2008

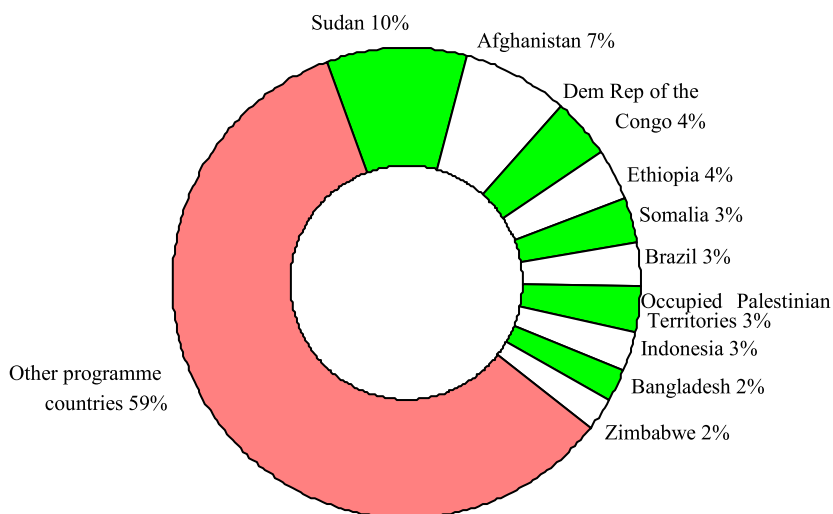


Table 6 Top twenty recipient countries of core and non-core funding in 2008¹⁷

Recipient	Expenditure ranking	
	Core	Non-core
Sudan	3	1
Afghanistan	8	2
Occupied Palestinian Territories	1	6
Dem Rep of the Congo	5	3
Ethiopia	4	4
Somalia	26	5
Kenya	6	10
Bangladesh	19	9
Uganda	12	12
Zimbabwe	43	9
Indonesia	..	7
Iraq	21	11
Chad	17	13
Pakistan	14	16
India	11	17
Myanmar	20	15
Jordan	53	2
Lebanon	10	18
Nigeria	9	20
Liberia	15	22

¹⁷ Brazil, Colombia, Panama and Argentina with major “self-supporting” non-core contributions, have not been included in the above list.

Table 7 Proportion of expenditures financed from core resources of selected entities in LDCs and non-LDCs¹⁸

This table shows the share of expenditures in least-development countries (LDCs) and other developing countries that do not belong to the LDC group that is financed from core contributions to the respective entities. Where the share is greater for LDCs than for non-LDCs, it means that non-core resources are less focused on LDCs compared to core resources.

	LDC	non-LDC
(Development-related)		
UNDP	18	8
UNFPA	58	67
UNICEF	31	22
FAO	15	24
UNIDO	4	3
WHO	..	..
(Humanitarian focus)		
WFP	12	7
UNHCR	..	..
UNRWA	..	..
Overall (excl. UNRWA)	21	14

¹⁸ Least-developed countries are considered the most vulnerable countries in the world as classified by the UN Committee for Development Policy (a subsidiary body of the UN Economic and Social Council).

Table 8 Proportion of expenditures financed from core resources by income groups¹⁹

The *first column* in this table shows the proportion of expenditures in the three income groups financed from core resources in 2008. For example, 62 per cent of expenditures of UNFPA in low-income countries were financed from core contributions in 2008. The *second column* shows the share of core resources spent in the three income groups. For example, 79 per cent of core resources in UNDP were spent in low-income countries; 17 per cent in low-middle income countries; and 4 per cent in upper-middle income countries. The *third column* shows the share of non-core resources spent in the three income groups. For example, 23 per cent of non-core resources in UNDP were spent in upper-middle income countries.

	CORE SHARE			CORE EXPENDITURE SHARE			NON-CORE EXPENDITURE SHARE		
	Low-Income	Low-middle income	Upper-middle	Low-Income	Low-middle income	Upper-middle	Low-Income	Low-middle income	Upper-middle
(Development)									
UNDP	20	7	2	79	17	4	45	31	23
UNFPA	62	65	61	69	24	6	70	22	6
UNICEF	31	16	21	84	13	3	71	24	4
FAO	15	25	36	53	31	13	69	22	5
UNIDO	5	3	1	58	34	7	39	42	16
WHO									
(Humanitarian)									
WFP	13	1	54	96	2	1	81	16	0
UNHCR									
UNRWA	..	63	50	0	88	12	0	80	20
Overall (excl. UNRWA)	22	11	7	81	14	3	63	24	10

¹⁹ Income groups are based on the World Bank's *World Development Indicators 2009* publication which groups countries according to 2008 GNI per capita.

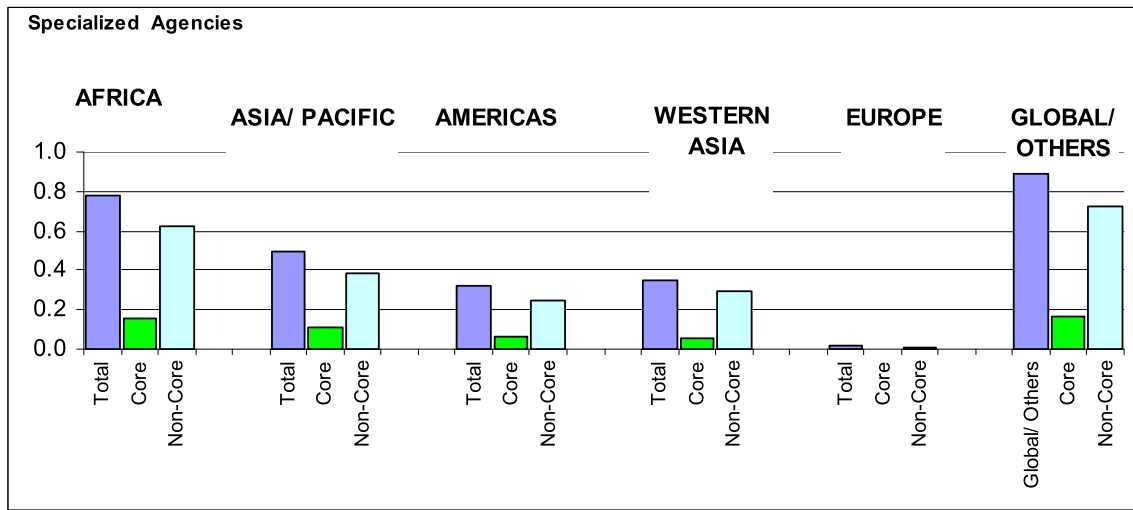
Table 9 Proportion of expenditures financed from core resources of selected entities by region (blank cells means no information available)²⁰

This table presents the share of expenditures in different regions that was financed in 2008 from core contributions. For example, 30 per cent of the expenditures of UNICEF in Africa were financed from core resources. This ratio was much lower in FAO or 19 per cent. It is particularly noteworthy that a considerable part (25%) of global programmes in funds and programmes were financed from core resources.

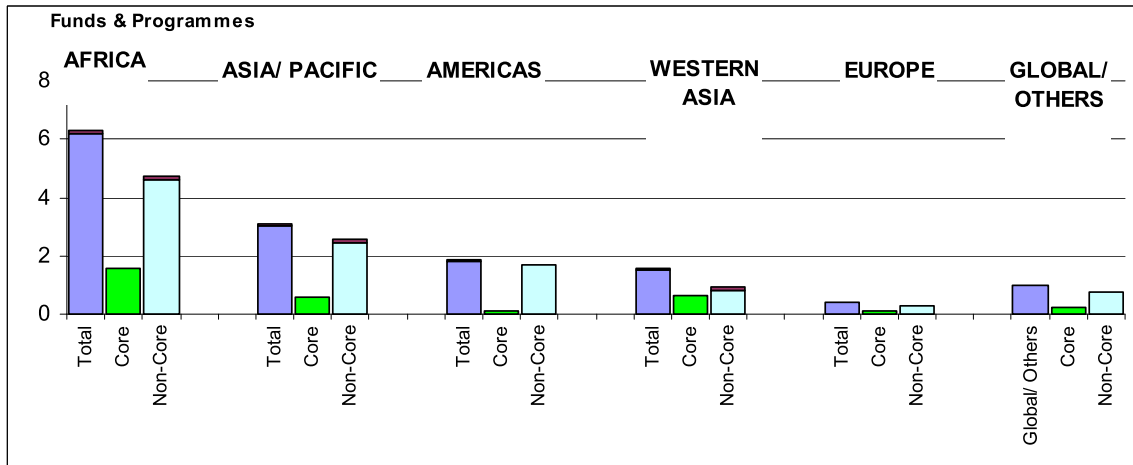
	Africa	Asia/Pacific	Americas	Western Asia	Europe	Global
(Development)						
UNDP	23	14	2	5	8	25
UNFPA	60	78	52	45	59	..
UNICEF	30	24	19	17	23	16
FAO	19	22	40	20	45	0
UNIDO	4	5	8	1	5	15
WHO	26	31	60	16	38	25
(Humanitarian)						
WFP	13	3	9	17	37	..
UNHCR	37	31	36	16	83	..
UNRWA	..	..	..	61	..	..
Overall	23	18	9	34	31	21
Specialized Agencies	21	25	43	17	27	26
Funds & Programmes	23	17	6	43	15	25

²⁰ See Annex II of the *Comprehensive statistical analysis of the financing of operational activities for development of the United Nations system for 2007* (A/64/75-E/2009/59) for a complete country-breakdown of the regions.

Graph 6 Expenditures of specialized agencies by region in 2008 (billions of US\$)



Graph 7 Expenditures of funds and programmes by region in 2008 (billions of US\$)



Annex I

Differences in OECD/DAC and UN system reporting

There are a number of important differences between the way the United Nations and DAC define, classify and report contributions to the UN system. The use of different definitions and classifications by the United Nations and DAC means that the UN contributions data cannot be added to or compared with the DAC ODA data without considerable double counting.

In UN statistics, both core and non-core funding from Governments to the United Nations system are classified as contributions to the United Nations for its operational activities. DAC classifies only core contributions from Governments as multilateral aid to the United Nations system, while non-core contributions, sometimes called “multilateral” assistance, are classified as bilateral aid.

The UN includes non-core contributions in its estimates because it considers that the purpose of both core and non-core Government contributions to the United Nations system is to support its operational activities. DAC classifies non-core contributions to the United Nations system as bilateral aid because it considers that donor Governments effectively control the use of non-core funds and that the UN entities are channels of delivery, as opposed to recipients, of aid.

This difference in the treatment of non-core contributions is the most important single cause of differences between the data published by the two organizations. This includes self-supporting contributions which are not treated as contributions to the United Nations by DAC, as DAC would have already classified them as contributions either directly to the recipient country or to the relevant development bank.

In addition, UN figures include contributions to the UN system from all non-DAC countries whereas the DAC does not collect data from some large non-DAC countries.

The UN data include contributions from NGOs and private organizations. In DAC statistics these are recorded under the category of private flows (i.e., not ODA), and those extended to the UN cannot be separately identified.

There are also other reporting differences currently under review, such as contributions to the United Nations system for thematic programmes, still mainly reported by DAC as bilateral aid but included in the United Nations financial statistics. It is not only a classification problem, but also a timing problem. For example, when a donor contributes money to a trust fund, it would probably be recorded as a disbursement by that donor (and thus by OECD/DAC) at the moment the donor makes the contribution. However, there may be a delay before those funds are transferred to the implementing agencies. Money is allocated to the United Nations entities implementing certain aspects of a project only when the project has been approved, and, once allocated, the amount is recorded as income by the UN.

Annex II

Key non-core funding modalities

Thematic funds

Thematic contributions remain a tiny source of funding for entities of the UN development system, except UNICEF. This form of contributions, however, may be considered the most attractive form of funding after regular resources and/or voluntary core funding, because such support is aligned with the strategic goals and priorities of the respective UN entity, while allowing for longer-term planning and sustainability. One advantage of thematic funds vis-à-vis other non-core funding modalities is lower transaction costs combined with less burdensome reporting, thus allowing more concentration on programming and achieving results. Member States may wish to discuss how to strengthen the role of thematic funds in the overall funding architecture of UN operational activities for development.

Multi-donor trust funds

As of the end of 2009, over \$4.5 billion had been invested in UN-administered MDTFs, with the vast majority of these resources being channeled through the UNDP MDTF Office. Fourteen of the twenty-eight MDTFs administered by UNDP are Delivering-as-One related.²¹ The experience in the UN system in administering such funds in post-conflict contexts has been mixed.²² The MDTFs are being used to address various humanitarian, recovery, reconstruction and development challenges that have emerged at the country-level as the result of 'horizontal' programming, including the UNDAFs. Such funds have well-defined objectives, but operate outside the strategic planning framework of UN agencies as special development situations cannot easily be foreseen and planned for. The MDTFs provide an instrument to enable UN entities to pool their technical resources to address difficult development challenges at the country-level.

Self-supporting contributions

Often countries provide resources, either in cash or in kind, to UN agencies for development activities in their own countries. In 2008, so-called "self-supporting" resources, channeled by Governments, through United Nations agencies for expenditure in their own country, amounted to \$1.73 billion. The top self-supporting contributing countries in 2008 were Panama, Brazil and Argentina.

Self-supporting contributions represent a large share of UNDP resources and reached \$1.04 billion in 2008. This type of financing is most prevalent in middle-income Latin American countries,

²¹ The experience from Tanzania suggests that the One UN Fund has fostered strategic focus, enhanced Government ownership, allowed for better performance on Paris indicators, reduced transaction costs and competition for funds, served as catalyst for harmonization of business practices and allowed better long-term planning, MDTF UNDG-Donor Meeting, 21 January 2010.

²² Lessons from operating MDTFs in Southern Sudan suggest the following: (a) if there is more than one pooled fund in a country, a joint management and governance structure should be created to enable joint assessments and improve synergies, (b) pooled funding mechanisms must be given sufficient management capacity including the deployment of sufficient numbers of appropriately trained professionals and allocations to cover necessary operational costs, (c) flexibility to respond to changing dynamics and insufficient Government capacity without compromising accountability must be included in the management arrangements of MDTFs and (d) a core set of harmonized procedures and guidelines for management and implementation of MDTFs, with specific fast-track provisions should be developed to enable efficient and accountable strategic results aligned to national priorities, MDTF UNDG-Donor Meeting, 21 January 2010.

where the host country channels funds through the local UNDP office, which receives a management fee for that service.

Programme and project specific funding

As presented in Figure 7, 71 per cent of non-core development-related contributions are programme or project specific funding. These contributions are often of an unpredictable nature. The rapid growth in such programme and project specific funding in the past decade has been an important factor in increasing transaction cost for UN entities. Negotiating individual funding agreements, tracking and reporting programming and financial data for hundreds or even thousands of individual projects, and reporting according to widely varying sets of requirements, for example, all add significant costs that fall outside of the organization's basic operating systems. As a result, agencies must juggle both large and small supplementary contributions in time frames inconsistent with their basic managerial processes. In some instances, supplementary funding is also still provided with conditions on monitoring and reporting that fall outside of the normal systems of the respective agencies. Such conditions are an important factor in increasing transaction cost.²³

There are also concerns that rapidly rising programme and project specific funding may distort the work priorities of UN agencies mandated by the respective governing body. While most UN organizations try to ensure that supplementary funding is aligned with strategic priorities, all such financing to some extent distorts the substantive direction set by the respective governing body. This poses a particular challenge for standard-setting specialized agencies, which collectively have seen the share of core funding decline from 36.8 per cent of overall contributions in 2003 to 30.0 per cent in 2008.²⁴ In addition, activities funded by extra-budgetary financing are often not subject to full cost recovery, which, de facto, means that they are being subsidized by core resources.

²³ Discussion paper on funding of UN technical cooperation activities, Lindores (2007).

²⁴ The ratio of regular/extra-budgetary resources among specialized agencies varies greatly. For ILO, for example, this ratio is much higher than the above figure or above 60 per cent.



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24 March 2010

All Permanent Representatives
and Permanent Observers
to the United Nations

Excellency,

We are hereby referring to meetings held in the framework of system-wide coherence on Delivering as One and the modalities for adoption of Common Country Programmes. At the meeting on 12 March 2010 we had a very fruitful exchange of views. At the end of this meeting we made a summary of discussions which has been available on the website of the President of the General Assembly <http://www.un.org/ga/president/64/issues/swc.shtml>.

Based on the mentioned summary and with reference to paragraphs 7, 17, 18, 19, 20 of resolution A/63/311 we have prepared elements for further discussion. Please find them attached to the present letter.

At the meeting of 12 March delegations expressed interest in continued deliberations. We have therefore decided to call another meeting on Monday, 29 March 2010, at 3 p.m.

Please accept, Excellency, the assurances of our highest consideration.

Ghazi Jomaa
Permanent Representative of Tunisia
To the United Nations

Tiina Intelmann
Permanent Representative of Estonia
To the United Nations

Enclosed: language for further discussions on 2 pages

Language for further discussion/negotiations pursuant to paragraphs 7, 17, 18, 19, 20 of resolution A/63/311

The General Assembly,

Recalling its resolution 63/311 of 14 September 2009 on system-wide coherence,

Having considered the Report of the Secretary-General A/64/589 “Follow-up to General Assembly resolution 63/311 on system-wide coherence related to operational activities for development”,

Emphasising the key importance of national ownership and the imperative that the United Nations support must respond to national priorities of Member States, and the agreed Quadrennial Comprehensive Policy Review (QCPR) principle that “no one size fits all” in approaches to development,

(additional pp.-s to be added, as appropriate)

1. *Welcomes* the progress made by “programme country pilot” countries in their own country-led evaluations, with the participation of relevant stakeholders and with the technical support of the United Nations Evaluation Group, to be completed by 1 July 2010,
2. *Takes note* of the information provided by the Secretary-General about the modalities and terms of reference for an independent evaluation of lessons learned from “programme country pilot” countries, including their efforts to enhance coherence and effectiveness through common country programmes, common premises and services, common budget frameworks, and enhanced team leadership, and looks forward to regular briefings on the process,
3. *Takes note* of the ongoing use by countries, on voluntary basis, of common country programme documents, in order to have an overview of the alignment of United Nations strategic support to national priorities and to reduce their transaction costs in dealing with the United Nations system,
4. *Recognises* the current practice where Government and the Resident Coordinator / United Nations Country Team establish a local consultative mechanism to develop and approve a United Nations Development Assistance Framework (UNDAF), where this is appropriate,
5. *Invites* those countries presenting a Common Country Programme (CCP) document on a voluntary basis to build it on the UNDAF, where it exists, and present in the CCP the critical actions that will be taken to achieve the agreed results with available or indicative resources, as well as actions to ensure coherence at the country level, attaching as an annex a brief description of each agency’s contribution in an agency-specific results matrix,
6. *Invites* the governing body of each agency to consider and approve its role and the resources it will require for the implementation of the CCP, on the basis of the agency-specific annex,

7. *Notes* that the approval of each agency's contribution will be based on an assessment of whether the elements in the agency-specific annex reflect the priorities of its strategic plan and overall mandate,

8. *Recognises* that an informal discussion of CCP documents, submitted on a voluntary basis, to the joint meeting of the Executive Boards of UNDP/UNFPA, UNICEF and WFP could provide a useful context for the individual agency Executive Board approvals,



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25 March 2010

All Permanent Representatives
and Permanent Observers
to the United Nations

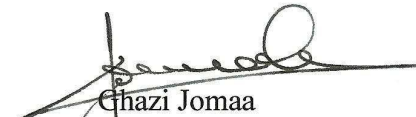
Excellency,

As part of the work programme for the consultations of the General Assembly on system-wide coherence, and in response to suggestions from Member States, we have decided to establish a working group under Cluster 2 “Improving the funding system of operational activities for development of the UN system for enhanced system-wide coherence”. We are pleased to announce that Ms. Natalie Cohen of Australia and Mr. Fabio Farias of Brazil have agreed to co-chair the working group. The working group will be established for the period 26 March – 12 April.

The objective of the working group is to promote informal and in-depth substantive dialogue among Member States on the funding of the UN development system, with a view to identifying possible elements that could be reflected in a future resolution.

The **first meeting of the working group** will take place on **Tuesday, 30 March**. Attached, you will find a detailed note on the working group, highlighting selected issues on which Member States may wish to focus, in particular, in these informal consultations.

Please accept, Excellency, the assurances of our highest consideration.



Chazi Jomaa
Permanent Representative of Tunisia
To the United Nations



Tiina Intelmann
Permanent Representative of Estonia
To the United Nations

Enclosed: note for working group on funding, 2 pages

Working Group

Funding of operational activities for development

Background

Operational activities for development, including humanitarian assistance, constitute 60 per cent of all system-wide activities of the UN.¹ Between 1993 and 2008, total contributions to the UN development system grew by 5 per cent annually, in real-terms, compared to 1.5 per cent for OECD/DAC ODA flows. The increase in contributions to the UN development system was almost exclusively in non-core resources, which nearly tripled in real-terms, while growth in core funding was close to zero. About 10 donor countries accounted for 80 per cent of all core resources flows to the UN development system in the 2007/2008 biennium.

Of non-core development-related funding in 2008, about 71 per cent was programme and project specific, with self-supporting contributions of programme countries accounting for 18 per cent; multi-donor trust funds for 8 per cent; and thematic funds for 3 per cent. A preliminary review of actual programme expenditures at regional and programme country-level seems to confirm that core resources continue to cover a higher share of UN institutional costs compared to non-core funding.²

The predictability of contributions to operational activities for development, particularly core funding, is important for effective resources management by both programme countries and the UN development system. In the same vein, attracting additional and stable funding to UN operational activities for development requires demonstrating the effective and efficient use of resources.

A notable change has taken place in the targeting of operational activities for development in the past few years, with more than 50 per cent of expenditures in 2008 in least-developed countries (LDCs) compared to 39 per cent in 2003. For core resources, 81 per cent was spent in low-income countries in 2008 while 14 per cent of expenditures were in low-middle income countries and 3 per cent in upper-middle income countries.³ For non-core contributions, the same percentages were 63, 24 and 10 per cent respectively.

Selected issues

1. What are the *principles* that should guide the intergovernmental dialogue on funding of operational activities for development?
2. Can the concept of “*critical mass*” assist in building consensus on the need for greater predictability of funding for operational activities for development? How can the “critical mass” concept be defined and operationalized in UN entities?
3. What factors, both UN and donor-related, might increase core resources flows to UN entities? Should the concept of core and non-core be redefined? How can improved planning and reporting on results at country-level help increase core resources flows?
4. How could the *predictability* of core and non-core resources flows to the UN development system be improved?
5. How could *governance* of non-core resources flows to UN entities be strengthened?

¹ With peacekeeping operations accounting for 25 per cent and “norm-setting and other” for 15 per cent.

² This follows the approach whereby non-core cost recovery principles are based on the recovery of direct costs and variable indirect costs and not the so-called fixed indirect costs needed to finance the base structures of UN entities.

³ Income groups are based on the World Bank’s *World Development Indicators 2009* publication which groups countries according to 2008 GNI per capita.

6. How can Member States improve their ability to *monitor resources flows and trends*, and better understand the implications of different funding modalities, including the relevant management and administrative costs?

Process

Deliberations in the WG are expected to be informal and issue-driven. The WG can meet as often as necessary, as long as those meetings do not coincide with others relating to the system-wide coherence process. The WG is encouraged to invite UN experts and outside resources persons to contribute to its deliberations. The WG should complete its work by **12 April**.

Outcome/output

Deliberations in the WG should result in the submission of either elements for a negotiating text or of possible elements for legislation if the latter can be identified, accompanied by a summary of discussions if deemed necessary by the co-chairs.



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31 March 2010

All Permanent Representatives
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Excellency,

As the consultations phase in clusters 1, 3 and 4 as proposed in the work plan of System-wide Coherence has been concluded we are hereby sending you the draft elements on governance and composite gender entity to be considered in view of the future resolution. Please also find attached to this letter the summary of the informal consultations of Working Group 1 and 2 on governance. The attached elements constitute a basis for further negotiations.

We are also referring to the co-facilitators' letter of 24 March 2010 containing draft elements on Delivering as One and on the modalities for adoption of Common Country Programmes. The latter is also available on the website of the President of the General Assembly - <http://www.un.org/ga/president/64/issues/swc.shtml>.

We will convene an informal-interactive meeting on 16 April 2010, at 3 p.m. in order to start the negotiating phase on all elements produced in above-mentioned clusters, with the addition of the elements from the funding working group, which is expected to conclude its work on 12 April.

Please accept, Excellency, the assurances of our highest consideration.

Ghazi Jomaa
Permanent Representative of Tunisia
To the United Nations

Tiina Intelmann
Permanent Representative of Estonia
To the United Nations

Enclosed: Draft elements on governance on 2 pages
 Draft elements on new entity for gender equality and the empowerment of
 women on 6 pages
 Summary of the informal consultations of Working Group 1 and 2 on
 governance on 4 pages

Governance elements for resolution

I. Strengthen functional coherence between the General Assembly, the Economic and Social Council and the Executive Boards of the funds and programmes, as well as the governing bodies of the specialized agencies

1. *Requests* the Secretary General to make available a compilation of all relevant legislation on the roles and responsibilities of the General Assembly, ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies in the governance of the UN operational activities for development;
2. *Requests* the Secretary General to review the functional coherence of calendars, including for agenda setting and programmes of work, of the governing bodies of UN operational activities for development;
3. *Requests* the President of ECOSOC to convene periodic meetings of Presidents of bureaus to discuss coherence in agenda-setting, calendars and work-planning, as well as progress in the implementation of system-wide policies with a view to improving coherence and coordination in the work of the General Assembly, ECOSOC and Executive Boards of Funds and Programmes on UN operational activities for development, and that the reports of such coordination meetings be circulated to Member States.
4. *Reaffirms* the need of enhancing the transparency of the activities of the United Nations System Chief Executives Board for Coordination, and *requests* that its regular briefings to the General Assembly and its regular reports and interaction with the Economic and Social Council and relevant intergovernmental bodies, which should include its three pillars, are undertaken in a timeframe that allows such opportunities to be fully utilized by Member States to undertake effective exchanges with the CEB concerning its activities, including the planning and implementation of System wide policies, including through specific sessions following the CEB 's Strategic Meetings;

II. Ensure effective participation in governing bodies

1. *Invites* Member States to consider appropriate ways to enhance their coordination for and coherence in their respective dealings with the UN development system at all levels;
2. *Requests* the Secretary General, in consultation with the secretariats of governing bodies and in cooperation with UNITAR, as appropriate, to provide orientation and training to delegates of Permanent Missions of Member States on the governance of UN operational activities for development;
3. *Requests* ECOSOC and the Executive Boards of Funds and Programmes and governing bodies of specialized agencies, to consider ways to facilitate the effective participation of national policy-makers based in capitals of

Member States in relevant meetings of ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies, which could include the establishment of new Trust Funds, the use of existing mechanisms or of core budgets, as appropriate, taking into account the financial situation and arrangements of each Organization, and bearing in mind the need to maximize resources for development programmes;

III. Improve substantive preparations for meetings of governing bodies

1. *Requests* the governing bodies of the Funds and Programmes to undertake a comprehensive review of their working methods, in order to improve the preparations for and discussions during meetings of the Executive Boards, fully taking into account the relevant views expressed by Member States (footnote referring to the discussion held in the context of WG1 & WG2), and in this regard, to include their findings and adopted measures in their regular reports to the Economic and Social Council;

IV. Enhance impact of intergovernmental decisions

1. *Takes note of* the progress in the creation of a central repository of information on operational activities for development and *requests* that an update on the advances in the establishment of this mechanism is presented at the ECOSOC substantive session of 2011;
2. *Encourages* governing bodies of Funds, Programmes and Agencies of the UN system, in coordination with ECOSOC, to include in their strategic plans specific provisions for the full implementation of policy guidance provided in the quadrennial comprehensive policy review (QCPR) of the General Assembly, and to reflect in their annual work plans, relevant elements of the management process on the implementation of the QCPR;
3. *Requests* the Secretary General, under the auspices of ECOSOC and in cooperation with UN Resident Coordinators, to prepare and put in place a periodic survey directed to Governments, relevant partners and stakeholders at programme countries, on the effectiveness, efficiency and relevance of the support of the UN system, in order to identify the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address those, and *also requests* that the results of such surveys are published and made available to Member States;

***V. Common Country Programme Approval** –Proposals submitted in Working Groups to be carried forward to Governance Section- Cluster on Delivering as One.

Co-facilitators' elements for resolution

New Entity for Gender Equality and the Empowerment of Women

The General Assembly,

Recalling its resolution 63/311 of 14 September 2009 on System-wide coherence,

Recalling the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of the General Assembly, and relevant resolutions of General Assembly on gender equality and the empowerment of women;

Having considered the report of the Secretary-General A/64/588, entitled “Comprehensive proposal for the composite entity for gender equality and the empowerment of women”,

[*other preambles to be included*],

Establishment of the New Entity

1. *Decides* to establish a composite entity, to be known as _____ [*for the purpose of this draft, the entity will be referred to hereinafter as the “Entity”*], by consolidating the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW);

2. *Decides* to abolish and liquidate UNIFEM;

3. *Requests* the ECOSOC to abolish INSTRAW;

4. *Decides* to transfer the existing mandates, functions and assets of OSAGI, DAW, UNIFEM and INSTRAW to the Entity.

General Principles

5. *Decides* that:

(a) the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of General Assembly and relevant resolutions of the General Assembly will provide a framework for the work of the Entity;

(b) the Entity will provide guidance to all Member States, across all levels of development, and in all regions, at their request concerning gender equality and the empowerment of women, similar to other UN entities that combine normative and operational mandates;

(c) the Entity will operate on the basis of principles agreed to through the process of the Quadrennial Comprehensive Policy Review (QCPR), including responding to the needs of and priorities determined by Member States, and on their request;

6. *Emphasizes* that the establishment of the Entity and the conduct of its work should lead to enhanced coordination, coherence, accountability and capacity of the United Nations system to respond to the needs of Member States, and thus, greater efficiency and effectiveness of the UN's efforts with respect to both gender equality and women's empowerment.

Governance

7. *Decides* that the General Assembly and the ECOSOC, together with the Commission on the Status of Women (CSW) and an Executive Board, will constitute the multi-tiered intergovernmental governance structure for the Entity in order to reflect the combination of normative support functions and operational activities to be performed by the Entity.

8. *Decides* that the General Assembly will establish the mandate and primary functions of the Entity; that the ECOSOC will provide continuing guidance on the mandate and primary functions of the Entity; and that any new mandates will be subject to approval by intergovernmental process;

9. *Decides* that, in addition to the General Assembly and the ECOSOC, the CSW will provide normative framework and policy guidance to the Entity;

10. *Decides* to establish an Executive Board to govern and oversee the operational activities of the Entity; and further decides that the Board will be established as: option 1: an autonomous segment of the UNDP/UNFPA Executive Board, [NOTE: taking into account that UNIFEM, which will be consolidated into the Entity, is currently subject to the UNDP Executive Board]; option 2: a new Executive Board, independent of the existing Executive Boards;

11. *Decides* that the Executive Board will perform functions in line with other Executive Boards carrying out similar functions, as set out in paragraph 22 of Annex I to General Assembly resolution 48/162;

12. *Decides* that the Board will report to the ECOSOC, which in turn will report to the General Assembly, in accordance with the established practice of other Executive Boards carrying out similar functions;

13. *Requests* the ECOSOC to establish formal linkages between the CSW and the Executive Board, which both report to the ECOSOC, to ensure close coordination and regular

exchange of information between them with a view to enhancing coherence, including through a joint session between CSW and Executive Board;

14. *Requests* the USG/Head of the Entity, in order to ensure accountability, to submit an annual report on the work of the Entity, to both the CSW and the Executive Board;

15. *Decides* that, when the relevant items are before the Second and Third Committees of the General Assembly, the USG/Head would interact with them to contribute to the dialogue or deliberations;

Leadership, structure and functions

16. *Decides* that the Entity shall have its own staff and shall be headed by an Under-Secretary-General. The USG shall be appointed by the Secretary-General, in consultation with Member States, on the basis of equitable geographical representation and gender balance, consistent with the relevant provisions of Article 101 of the UN Charter, and to be funded by the regular budget resources in accordance with paragraph 24 below. The USG/Head will report to the Secretary-General; and will be a full member of the Chief Executives Board for Coordination (CEB), the Policy Committee, the Senior Management Group and other relevant internal UN decision making mechanisms;

17. *Decides* that the USG/Head will administer the staff of the Entity in accordance with the United Nations Staff Regulations and Rules, and requests the Secretary-General to delegate broad authority to the USG/Head in the administrative matters of the entity including personnel matters, and the application and implementation of the UN Staff Regulations and Rules;

18. *Decides* that the Entity will combine the functions traditionally performed by the Secretariat of providing policy and normative support to inter-governmental process, with the functions traditionally performed by UN Funds and Programmes of carrying out country-level operational and technical support responsibilities;

19. *Decides* that the functions of the Entity will consist of the existing functions of OSAGI, DAW, UNIFEM and INSTRAW, as outlined in Annex 1 in present resolution,

20. *Decides* that the Entity will have an additional role of leading, coordinating, and facilitating the accountability of the UN system in its work on gender equality and women's empowerment;

21. *Requests* the Secretary-General to prepare a detailed organizational chart of the Entity:

- (a) based on the agreed mandates and functions set forth in this resolution,

- (b) taking into account that the number of staff in each functional area and each level shall be the minimum required to perform the agreed functions as determined by a functional analysis, and
- (c) indicating that Headquarters and regional offices of the Entity will include capacity to provide technical guidance to all Member States, upon their request;

22. *Requests* the Secretary-General to submit the organizational chart through the ACABQ to the Fifth Committee for approval of elements to be funded by the regular budget resources, and to the Executive Board for elements to be funded by voluntary funding;

Financial architecture

23. *Decides* that normative support functions of the Entity will be funded by the regular budget, and support to operational activities of the Entity will be funded by voluntary funding;

24. *Decides* that the financial resources from the regular budget will require the approval of the ACABQ and the Fifth Committee, and once approved by the General Assembly, will be assigned as a grant to the Entity to be used for the posts and purposes approved by the Fifth Committee and administered and disbursed in accordance with the Entity's Financial Regulations and Rules;

25. *Decides* that the financial resources from voluntary funding will require the approval of the Executive Board;

26. *Stresses* the need to ensure sufficient funding for the Entity, and *urges* Member States to provide multi-year, predictable, stable and sustainable voluntary contributions to the Entity, with as much 'core' as possible, and *decides* that reporting on funding should be transparent, and easily accessible to Member States;

27. *Decides* that the Entity shall have Financial Regulations and Rules consistent with the Financial Regulations and Rules of the Funds and Programmes; the USG/Head shall propose the Entity's Financial Regulations for adoption by the Executive Board and shall promulgate the Financial Rules ;

28. *Decides* that the Entity should, to the extent possible, use the existing capacities in the United Nations, in order to keep overhead costs to a minimum, including central services, such as treasury, audit and procurement;

29. *Decides* that any expansion of the capacity of the Entity should be gradual, taking into account requests by Member States for assistance; other relevant capacity available in the UN Country Teams; availability of funds; and approval for the use of such funds by the General Assembly for regular budget resources, and by the Executive Board of the Entity for voluntary funding;

Review of implementation

30. *Requests* the Secretary-General to report to the General Assembly on the implementation of this resolution at its 67th session; and

31. *Decides* to review the implementation of the present resolution in three years, at its 67th session.

Annex to the draft resolution

Functions of the Entity

The Entity will have the following functions:

(1) Provide substantive support to United Nations intergovernmental bodies, (including the Commission on the Status of Women, the Economic and Social Council, and the General Assembly), in which commitments, norms and policy recommendations on gender equality and gender mainstreaming are discussed and agreed upon;

(2) Support national efforts to promote and enhance gender equality and women's empowerment through innovative and catalytic country-driven programming, working with the entire United Nations country team, including on gender mainstreaming, capacity development and the provision of targeted technical cooperation, in line with national priorities;

(3) Undertake global, regional and national advocacy efforts on issues critical to gender equality and women's empowerment to ensure that under-recognized and under-resourced issues receive national, regional and global attention;

(4) Support Member States, at their request, in their effort to implement and monitor the gender equality and the empowerment of women aspects of relevant resolutions, processes and outcomes, including the 12 critical areas of the Beijing Platform for Action and the outcome document of the twenty-third special session of the General Assembly;

(5) Undertake new, and consolidate existing, research and analytical work to support overall objectives, and act as a hub/centre of knowledge and experience on gender equality and women's empowerment from all parts of the United Nations system;

(6) Strengthen the accountability of the United Nations system, including through oversight, monitoring and reporting on system-wide performance on gender equality;

(7) Monitor and report on system-wide compliance with intergovernmental mandates on gender balance, including at the senior and decision-making levels; and

(8) Lead and coordinate United Nations system strategies, policies and actions on gender equality and women's empowerment to promote effective system-wide gender mainstreaming, drawing fully on the comparative advantage of United Nations actors¹.

¹ Pursuant to operational paragraph 20 of present resolution

**Elements of the discussion on
Strengthening governance of operational activities for development of the United
Nations system for enhanced system-wide coherence**

March, 2010

Main topics and elements raised by delegations during informal consultations of Working Group 1 (effective participation and decision-making in governing bodies) and Working Group 2 (functional coherence in governance and Secretariat support services).

1. Strengthening of Bureaus:

a) Enhancing the participation of bureaus in the substantive preparations for meetings of governing bodies

The current legislative framework on the roles and responsibilities of the General Assembly (GA), ECOSOC, Executive Boards (EBs) of funds and programmes and governing bodies of specialized agencies in governance of operational activities for development is generally felt to be sound. However, there is need to enhance coherence between the three tiers of the governance system, e.g. through greater interaction between Bureaus of governing bodies; revitalization of the joint meeting of boards; and improvements in the working methods of Bureaus.

Taking into account the particular characteristics of each organization, the Bureaus of governing bodies could particularly consider improvements in the following areas:

- a. Monitoring of agenda-setting, bearing in mind the need to achieve balance between managerial and technical responsibilities, the need to provide strategic and policy guidance, and the accountability EBs for the implementation of system-wide policies. The development of annual work plans, including organization of intersessional meetings of Bureaus, as appropriate, could be encouraged.
- b. Reviewing the quality of documentation with particular emphasis on the clarity of analysis and rationale of proposed decision(s).
- c. Strengthening the information sharing role of Regional Groups. Members of the Bureau could be invited to ensure that relevant information is distributed to their constituency. Information meetings before and during sessions of the EB's could be encouraged, as appropriate. Regional Groups could also be encouraged to share good practices in this area.
- d. Encouraging Bureaus, with the support of the Secretariat of ECOSOC, to develop "terms of reference" for Bureau members.
- e. Inviting Bureaus to report on progress in improving their functioning in the respective annual report.

2. Improving preparation for meetings of governing bodies:

- a) Strengthening Secretariat support services: Bureaus** could be invited to undertake/commission a functional review of Secretariat support services as means to improve the functioning of governing bodies. Secretariats could also be encouraged to

identify focal points for responding to requests/queries of Member States for information. The strengthening of Secretariat support services, however, should not divert resources from operational activities for development in programme countries.

- b) **Quality of documentation:** Guidance notes on meetings should be developed for Board Members, observers, chairpersons and the Secretariat. Board documents should follow a prescribed format, including brief description of the main issues to be considered. Policy statements could be reproduced in a compendium.
- c) **Draft decisions:** Documentation for meetings of EBs could include, in an annex, the required draft decision(s), including an explanatory note on the rationale for the proposed course of action. Notwithstanding the right of Member States to present draft decision(s) at any point in time, including during sessions of the EBs, the general principle could be to circulate such draft decisions well ahead of board meetings (e.g. two weeks). The Bureaus could also assess on a case-by-case basis, the need for undertaking informal consultations prior to the sessions of the EBs.

3. Strengthening participation of Member States:

- a) **Coordination at the national level:** Member States could be invited to consider ways to enhance policy coordination at the national level on issues relating to UN operational activities for development, which could include establishing cross-sectoral teams with the participation of officials representing Member States in the EBs.
- b) **Capacity building for participating Member States: The Secretariats of ECOSOC and Executive Boards of funds and programmes in cooperation with the Secretariats of governing bodies of relevant specialized agencies, if possible with the support of UNITAR, could be requested to prepare “advanced training courses” or workshops on UN operational activities for development in support of the participation of Member States in governing bodies. In depth analysis of the dynamics, functions and responsibilities of EBs, ECOSOC and other governing bodies should be provided to participants in such training courses.**
- c) **Financing of experts based in capitals:** To enhance the participation of national policy-makers from programme countries in ECOSOC and EBs of funds and programmes, funds should be provided to cover travel and per diem costs, including for pre-EB and pre-ECOSOC sessions, as appropriate (i.e. intersession bureaus’ meetings). In this regard, EBs could be requested to consider the following options:
 - a. Funding:
 - i. Establishment of a specific Trust Fund or use of existing Trust Funds.
 - ii. Financing through the regular budgets of the respective organization.
 - b. Prioritization: Depending on the availability of resources, each entity could explore mechanisms for prioritizing the participation of experts based in capitals, such as:
 - i. General use for all programme countries.
 - ii. Prioritizing a specific category of countries.
 - iii. Other mechanisms, such as ensuring equal regional participation.

A review of existing and past practices (e.g. ECOSOC Functional Commissions, or financing by country-based agencies and other organizations) could be undertaken.

Other ways of involving experts based in capitals in policy deliberations in governing bodies, such as video conferences, could also be explored, as an alternative to financing travel costs.

A time bound decision could be taken in this regard (e.g. 2 years), with continuity subject to assessment of results and impact.

Several delegations expressed concerns regarding the overall financial implications of these proposals, as well as of other elements discussed during the consultations.

4. Information for decision-making:

- a) **Compilation of legislative mandates of the three tiers of governance of the UN development system:** The UN Secretariat could be requested to undertake a compilation of all relevant legislative mandates pertaining to governance of the UN development system with a view to facilitating coherent decision-making in the three tiers of the governance system.
- b) **Comparative analysis of calendars, agendas, program of work of government bodies of the UN System for development:** the Secretary General could be requested to review the functional coherence of calendars, including for agenda setting and programmes of work, of the governing bodies of UN operational activities for development, in order to avoid colliding meetings and enhance coherence and coordination.
- c) **Field visits of members of EBs to programme countries.** EBs could consider ways to increase opportunities for board members to participate in field visits to programme countries, without diverting resources from development programmes at the country-level.
- d) **Creation of a central repository of information on United Nations operational activities for development:** Take note of the progress in the creation of a central repository of information on operational activities for development (A/RES/63/311, OP 16); expected to be launched in 2012. Member States could request that an update on the advances in the establishment of this mechanism be presented at the substantive session of ECOSOC in 2011.
- e) **Modalities for submission and approval of common country programmes on a voluntary basis:** Funds, programmes and agencies should support programme country governments which voluntarily decide to adopt common country programming as means for operationalizing the support of the UN system to national development effort. The four options proposed and the 'additional scenarios' outlined in paragraphs 30 and 31 in the Secretary-General's report as well as others¹ tabled by Member States during the

¹ Option 5- With a view to establishing modalities for the submission and approval of Common Country Programmes on a voluntary basis, the Joint Meeting of the Executive Boards convenes a single session to allow for the consideration of CCP's to be followed by the posting of a revised CCP on the websites of the four agencies for approval of the agency-specific portion of the revised CCP by the relevant governing bodies on a non-objection basis;

Option 6- With a view to establishing modalities for the submission and approval of Common Country Programmes on a voluntary basis, the Operational Segment of ECOSOC convenes a single session to allow for the consideration of CCP's following which a Chair's summary of the discussion will be submitted to the relevant governing bodies as input prior to their approval of the agency-specific portion of the CCP;

meetings of the two working groups, for reviewing and approving common country programmes, submitted on a voluntary basis, will be further examined in the consultations in Cluster 4 on “delivering-as-one”.

- f) **Survey on the problematic at the country level:** Funds and programmes could be requested to conduct periodically “customer satisfaction surveys” for country programmes in order to identify key challenges faced by programme country governments and other national partners in dealing with the UN development system, with a view to informing policy-making by governing bodies. The results of such surveys should be published and made available to Member States and other constituents.
 - g) **Regular briefings to Member States and other constituents:** Funds, programmes and specialized agencies could be requested to conduct regular briefings to Member States and other constituents on progress in implementing strategic priorities of the respective entities, with particular focus on issues of concern to programme countries, including the implementation of system-wide policies.
 - h) **Strengthening substantive dialogue with CEB:** The CEB could be requested to regularly brief Member States on current and planned work priorities so as to allow for enhanced substantive dialogue on important system-wide strategies including through holding interactive sessions following their strategic meetings. Some delegations expressed their interest in having exchanges that go beyond briefing Member States *ex post* on decisions taken by the CEB, while others emphasised that the CEB Members have their own Governance structures, and that additional mechanisms of exchange shouldn't be overly cumbersome. There seems to be a general understanding that no additional intergovernmental decision making mechanisms are needed.
 - i) **Strategic notes of Executive Directors:** Executive Directors of funds, programmes and specialized agencies could be requested to include in their respective annual report information on measures undertaken to implement system-wide policies as well as other strategic priorities of the respective organization.
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13 April 2010

All Permanent Representatives
and Permanent Observers
to the United Nations

Excellency,

With your valuable help, good progress has been made on the System-wide Coherence consultations through the various plenary, informal interactive, and working group sessions held over the last two months. We appreciate the very effective co-chairing done by the experts of Rwanda and Mexico on Governance, and of Brazil and Australia on Funding, as well as the very good spirit of collaboration we have seen so far throughout the process.

We are therefore pleased to send you the attached document, which is a compilation of the elements developed through the consultations, which we have already shared with you as they emerged from the process. We believe that this document will provide a good basis for the negotiations, which will start on **Friday, 16 April 2010, at 10.00 a.m. in the General Assembly Hall.**

We would welcome participation at Ambassadorial level at this important meeting, when we will take a look at the whole document, and invite comments on the text as a whole, encouraging all groups to share their most important points.

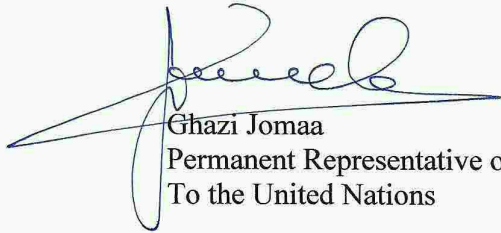
We will then have a one week pause to allow member states to consider what they have heard, before starting detailed negotiations. The schedule for negotiations is currently:

- 26 April 2010: Preamble, Governance, Common Country Programme Approval, Delivering as One;
- 28 April 2010: Funding;
- 30 April 2010: Gender equality and empowerment of women.

In conformity with the programme of work we shared with you on 8 February 2010 and the updated version of which is attached to this letter, we will also have a plenary session on 27 April 2010, on Harmonization of Business Processes, and an informal interactive session on 6 May 2010 on "Proposal for an independent system-wide evaluation

mechanism". This will complete all of the planned briefing sessions, and the outcomes will be folded in to the ongoing negotiation process.

Please accept, Excellency, the assurances of our highest consideration.



Ghazi Jomaa
Permanent Representative of Tunisia
To the United Nations



Tiina Intelmann
Permanent Representative of Estonia
To the United Nations

Enclosed: Compilation of elements for negotiation
Updated programme of work



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20 April 2010

All Permanent Representatives
and Permanent Observers
to the United Nations

Excellency,

As we outlined in the work plan that we initially shared with you on 8 February 2010, the informal interactive session on Harmonisation of Business Practises will be held on 27 April, at 3.00 p.m. Please find attached a document prepared by the CEB Secretariat, as background for this session.

During the session, there will be a briefing on progress made, and outstanding challenges remaining, in this important aspect of UN Reform by Mr Adnan Amin, Executive Director of the CEB Secretariat. In the interactive discussion that will follow, we would like you to consider the following questions:

1. Are the issues that the HLCM have identified as priorities in the HLCM action plan the issues that you have found to be major constraints to coherence? Are there other issues that will also need to be addressed?
2. How do the initiatives in the Plan of Action relate to the work undertaken at the country level?
3. To what extent are the identified priorities issues that can be addressed at the headquarter-level and to what extent they need guidance of more operational nature at the country-level?
4. Is the Plan of Action looking at producing efficiency savings?

Please accept, Excellency, the assurances of our highest consideration.



Ghazi Jomaa
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Tiina Intelmann
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Enclosed: Background document on Harmonisation of Business Practices, 10 pages



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29 April 2010

All Permanent Representatives
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Excellency,

During the informal consultations on the Independent Evaluation of the Delivering as One pilots on 29 March 2010, we requested the Secretariat to prepare a Note reflecting the modality that was elaborated after hearing the views of Member States. Please find a copy of the mentioned Note attached.

The Secretariat has carefully considered views expressed by Member States and has been working to accommodate them, as well as to ensure the independence of the evaluation.

Please accept, Excellency, the assurances of our highest consideration.

Ghazi Jomaa
Permanent Representative of Tunisia
To the United Nations

Tiina Intelmann
Permanent Representative of Estonia
To the United Nations

Enclosed: Note on the *ad hoc* arrangements for the Independent Evaluation of Delivering as One pilots, 1 page

Note on the ad hoc arrangements for the Independent Evaluation of Delivering as One pilots, prepared in response to the request from the co-facilitator during the Plenary session on Delivering as One held on 29 March, 2010

Modality

Consultations with the various evaluation units within the UN System, including the JIU have been held in the past weeks, and a revised modality has been designed, which the Secretary-General believes will be able to produce a highly professional independent yet inclusive evaluation, within the given time frame.

This “hybrid” modality draws on both options one and two, combining the senior national evaluation expertise of an expert panel with the knowledge of the UN System and independence of the JIU. In this modality, member states will be asked to submit names of national experts who have held senior positions in national or multi-lateral evaluation institutions, and designed and managed complex evaluations.

In dialogue with regional groups, one expert will be selected from each of the five regions.

The full Evaluation Management Group (EMG) would then include five ‘regional’ experts, two experts from pilot countries, and the Chairs of the JIU and UNEG as ex-officio members. This panel would prepare the final Terms of Reference for the independent evaluation, determine the criteria for the selection of the evaluators, and oversee the selection of the evaluators and the issuance of the contract, receive interim reports from the evaluators, and based on the submission from the evaluators, the EMG would prepare the report for submission to the GA.

Accountability

The EMG would be led by a Chair person, who would be selected from the panel members. The panel, through the Chairperson, would report directly to the GA. Once the report is prepared, the panel will dissolve.

Support to the process

DESA would provide administrative and technical support to this process, ensuring a fully independent process. Support will include provision of relevant background information, including the reports from the country led evaluations, and relevant resolutions. Support will also be provided for the EMG to meet together as a group, and to interact as necessary with the pilot countries, with member states, and with relevant parts of the UN System.

As there is no budgeted provision for this, additional funding for this independent evaluation, including support from DESA, will need to be mobilized from member states on a voluntary basis.

Regular briefings will be organized by DESA.



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3 May 2010

All Permanent Representatives
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Excellency,

In compliance with the programme of work for the consultations on system-wide coherence, there will be an informal interactive session on proposals for the Establishment of an Independent System-wide Evaluation Mechanism, on Thursday, 6 May 2010, at 3 p.m. in Conference Room 4 (NLB).

Please find attached an Issues Note prepared by the CEB Secretariat as background to this session.

Please accept, Excellency, the assurances of our highest consideration.



Ghazi Jomaa
Permanent Representative of Tunisia
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Tiina Intelmann
Permanent Representative of Estonia
To the United Nations

Enclosed: Issues Note on the Establishment of an Independent System-wide Evaluation Mechanism, 10 pages

Issues Note

Considerations for the Establishment of an Independent System-wide Evaluation Mechanism

CEB Secretariat 3rd May

“Reaffirms the importance of strengthening evaluation as a United Nations system function and the guidance contained to this effect in its resolution 62/208, and in this regard, requests the Secretary-General, in consultation with members of the United Nations system CEB, to propose modalities to the General Assembly at its 64th session for the establishment of an independent system-wide evaluation mechanism to assess system-wide efficiency, effectiveness and performance, bearing in mind the evaluation functions carried out by respective United Nations organizations, the JIU, and the UNEG”

- General Assembly resolution A/RES/63/311 (OP8)

I Introduction

1. The UN General Assembly in its resolution 63/311 (OP8) on “system wide coherence” reaffirm the importance of strengthening evaluation as a United Nations system function as well as the guidance contained in its resolution 62/208 on the “triennial comprehensive policy review of the operational activities for development of the United Nations System”. The Assembly requested the Secretary-General, in consultation with members of the UN system Chief Executives Board to propose modalities for the establishment of the independent system wide evaluation mechanism to assess system wide efficiency, effectiveness and performance, bearing in mind the evaluation functions carried out by respective UN organizations, the JIU and UNEG.
2. In its earlier resolution 62/208, the Assembly had provided specific guidance that provides a clear rationale for system wide evaluation concerning the assessment of the evaluation of operational activities for development as outlined below:

OP131. Requests the Secretary-General to continue to assess the effectiveness of the operational activities for development of the United Nations system, including, in particular, by assessing the effective use of all capacities available to provide a comprehensive and flexible response to the demand of developing countries for development support, and to report on the results of this assessment in the context of the next comprehensive policy review;

OP132. Recognizes the need to optimize the linking of evaluation to performance in the achievement of development goals, and encourages the United Nations development system to strengthen its evaluation activities, with particular focus on development results, including through the effective use of the results matrix of the United Nations

Development Assistance Framework, the systematic use of monitoring and evaluation approaches at the system-wide level and the promotion of collaborative approaches to evaluation, including joint evaluations;

OP136. Requests the United Nations development system to further develop guidance and oversight mechanisms for the funding, planning and implementation of the monitoring and evaluation of United Nations Development Assistance Frameworks, with a view to assessing their contribution to national development and the achievement of the internationally agreed development goals, including the Millennium Development Goals;

OP135. Recalls the need for country-level evaluations of the United Nations Development Assistance at the end of the programme cycles, based on the results matrix of the framework, with the full participation and leadership of the recipient Government.

OP138. Encourages the United Nations development system to further strengthen evaluation, with the agreement of the governing bodies of the funds, programmes and agencies, and in this regard encourages the United Nations development system to continue efforts to strengthen evaluation across the system and to promote a culture of evaluation.

3. Within the UN system, the discussions concerning the effectiveness and performance of UN system development operations, as well as enhanced transparency and accountability, have been taking place for some time in various fora. More recently, in tandem with discussions in the UN General Assembly on system wide coherence, UN system organization within the framework of the CEB have been considering the issue of system wide evaluation as an internal management challenge.
4. In this regard, CEB also took note of the Report of Secretary-General's High-Level Panel on UN System-wide Coherence in the Areas of Development, Humanitarian Assistance, and the Environment, more specifically of the recommendation that "A UN system-wide independent evaluation mechanism should be established by 2008, and taking into account the evolving role of OIOS, to monitor how system-wide goals are being delivered. A separate system to enable peer reviews across organizations should also be developed. A common evaluation methodology should be applied across the UN system by 2010 to permit benchmarking and inter-agency comparisons and facilitate exchanges of best practices. Standardized information and data related to UN activities, programme delivery, budgets, staffing and cost-effectiveness should be transparent and publicly available. Harmonizing systems and methodologies will provide member states with a more transparent overview of UN system results and financial figures by area of interest and type of activity" (Report of the HLP on SwC, page 41, paragraph 87).

II. Existing Arrangements for System-wide Evaluations

5. The most developed plank of evaluation in the UN system is **the individual unit or function in all UN organisations**. These vary in capacity, resources, independence etc.

These units, in accordance with UNEG norms and standards have a clear responsibility to conduct evaluation within the mandate of their respective organisation. In addition they, on occasion, conduct joint evaluations with other units on areas of common interest, programme or mandate. But, they have not conducted system-wide evaluation activities. Under any circumstance, strengthening evaluation in the UN system requires improving the quality, resources and professionalism of the units in individual organisations.

6. Resolution 63/311 (OP8) calls for the establishment of an independent system-wide evaluation mechanism, with due consideration to the existing mandates and already available professional expertise for evaluation in the UN system, with a view to avoiding duplication and to ensure efficient usage of resources. The main existing institutional arrangements for independent UN-wide evaluation are described below.
7. The **Joint Inspection Unit (JIU)** operates under the “Statute of the Joint Inspection Unit” approved by the General Assembly in its resolution 31/192, which also establishes the responsibility of the JIU to the Assembly and to legislative organs of specialized agencies and other UN system organizations which formally accept the Statute. The Statute provides that the Unit be composed of not more than eleven members “chosen from among members of national supervision or inspection bodies, or from among persons of similar competence on the basis of their special experience in national or international administrative and financial matters including management questions”. The mandate of the Unit with respect to its functions, powers and responsibilities is encapsulated in Article 5 and 6 of its Statute.
8. Specifically, a long-standing mandate on evaluation activities is provided to the JIU by Article 5, paragraph 4: “*Without prejudice to the principle that external evaluation remains the responsibility of appropriate intergovernmental bodies, the Unit, with due regard to its other responsibilities, may assist them in carrying out their responsibilities for external evaluation of programmes and activities. On its own initiative or at the request of the executive heads, the Unit may also advise organizations on their methods for internal evaluation, periodically assess these methods and make ad hoc evaluations of programmes and activities.*” General Assembly resolution 63/272 of 7 April 2009 also re-confirmed the “*unique role of the Unit as the only external and independent system-wide inspection, evaluation and investigation body*”.
9. The **Office of Internal Oversight Services (OIOS)** was established in July 1994 as an operationally independent office that assists the Secretary-General in fulfilling his internal oversight responsibilities in respect of the resources and staff of the Organization through monitoring, internal audit, inspection, evaluation and investigation. The Office has the authority to initiate, carry out and report on any action it considers necessary to fulfil its responsibilities with regard to its oversight functions.
10. The Office assists Member States and the Organization in protecting its assets and in ensuring the compliance of programme activities with resolutions, regulations, rules and policies as well as the more efficient and effective delivery of the Organization’s activities; preventing and detecting fraud, waste, abuse, malfeasance or mismanagement;

and improving the delivery of the Organization's programmes and activities to enable it to achieve better results by determining all factors affecting the efficient and effective implementation of programmes.

11. The strategy of the Office is focused on ensuring that the Organization has an effective and transparent system of accountability in place and the capacity to identify, assess and mitigate the risks that might prevent it from achieving its objectives. To that end, the Office will (a) propose measures to assist the Organization in responding rapidly to emerging risks and opportunities; (b) provide independent information and assessments to assist effective decision-making; (c) provide independent reviews of the effectiveness of the use of the Organization's resources; and (d) promote a culture of change, including accountability, planning, integrity, results orientation, and risk awareness and management.
12. OIOS covers all United Nations activities under the Secretary-General's authority, including: the UN Secretariat in New York, Geneva, Nairobi and Vienna, five regional commissions, peacekeeping missions and humanitarian operations; assistance to Funds and Programmes administered separately under the authority of the Secretary-General (including UNHCR, UNEP, UN HABITAT, and OHCHR), and other entities that have requested OIOS services such as UNCCD and UNFCCC. The Fifth Committee of the General Assembly reviews the functions and reporting procedures of OIOS, as required in the original mandate. OIOS does not cover the activities of the voluntary funded Funds and Programmes (i.e. UNICEF, UNDP, UNFPA, WFP) or the specialised agencies (such as FAO, UNESCO, ILO, WHO etc).
13. The regulations that govern the evaluation of United Nations activities were promulgated in 2000 by a Secretary-General's Bulletin (ST/SGB/2000/8). Similar regulations have been issued in almost all UN organizations establishing evaluation mechanisms within the various organizations.
14. **The United Nations Evaluation Group (UNEG)** brings together the Heads of the various evaluation mechanisms as a network of professional practitioners who have jointly defined norms that aim at contributing to the professionalisation of the evaluation function and at providing guidance to evaluation offices in preparing their evaluation policies or other aspects of their operations. This initiative responds to GA resolution 59/250 which encourages UNEG to make further progress in system wide collaboration on evaluation, in particular of methodologies, norms, standards and cycles of evaluation.
15. UNEG's mission is to promote the independence, credibility and utility of the evaluation function and evaluation across the UN system and to promote the visibility and advocate the importance of evaluation for learning, decision making and accountability.
16. UNEG members working together have established norms and standards that provide the guiding principles for evaluating results, the performance of organisations, the governance of the evaluation function and its value – added. In recognition of the importance of evaluation as a source of evidence for achievement of results and

institutional performance, as well as an important contributor to building knowledge and organisational learning, the norms and standards provide an authoritative and comprehensive framework that have been drawn from best practices of UNEG members across the UN system. UNEG is a network of evaluation professional, rather than an operational evaluation unit.

17. The **Department of Economic and Social Affairs** (DESA) within the United Nations Secretariat is mandated to evaluate operational activities for development in support of the TCPR / QCPR process. In support to ECOSOC and the Second Committee of the General Assembly, DESA provides analytical / evaluative support drawing on available evaluation information from organizations of the UN development system, collection of primary evidence at country and regional levels as well as extensive stakeholder consultations (inter-agency, inter-governmental) and quality assurance mechanisms.
18. The **Office for the Coordination of Humanitarian Affairs** (OCHA) has, since 2002 in the context of GA resolution 46/182, developed a capacity to coordinate joint system-wide evaluations of humanitarian intervention. Such system-wide evaluation activities and reporting in the humanitarian context also include the NGO sector, and are therefore not limited to the UN system.

III. Elements from the CEB discussion on a strengthened UN-wide evaluation system

19. In early 2007, following consultation with the Chairs of the CEB High Level Committees on Programmes (HLCP) and Management (HLCM), CEB requested the United Nations Evaluation Group (UNEG), to prepare a paper offering UNEG's professional view on the proposal by the High-Level Panel on UN System-wide Coherence for a system-wide evaluation mechanism.
20. Building on the evaluation experience of the UN system, UNEG put forward a systemic proposal, including areas for improvement and options for system-wide action. The framework and approach outlined therein were welcomed by CEB, who emphasized the great importance it attached to the evaluation function, and the fact that enhancing the capacity and strength of this function across the UN system was a critical means to increase the credibility, effectiveness and impact of UN system organizations' programmes. Upon request by CEB, this proposal was subsequently further developed by UNEG, on the basis of an in depth analysis, to include the required organizational modalities and an implementation plan for such a system-wide mechanism, and elaborating on issues of scope, funding, and governance.
21. The proposal developed by UNEG for a UN-wide evaluation system had a three-tier structure, consisting of:
 - a. A new independent unit which would drive the programme of work for system-wide evaluations;

- b. Strengthened evaluation functions in each of the organizations of the UN system;
and
- c. The professional network of UNEG.

22. UNEG's proposal was based on the following key principles, which found support in CEB:
- Given the complexity of the UN operations it was considered essential, for coherence and to avoid duplication, that the proposed system-wide evaluation unit worked in tandem with the existing evaluation units in the UN-system organizations;
 - To ensure credibility, the UN-wide evaluation system would have to be independent in its work. Its evaluations would also have to meet the priority needs of stakeholders, including internal UN system managers, and external member states and the general public in Member Countries.
 - Development of evaluation capacity in the Member Countries should be promoted, including a culture of independent evaluation, so that member countries can progressively take the lead in the evaluation of programmes designed for their benefit.
23. In response to the proposal developed by UNEG, there was general agreement among UN system organizations that evaluation was one of the major drivers for system-wide coherence and a critical element to promote transparency and accountability in UN system activities. It was also acknowledged that, within the current organizational structure of most UN system organizations, evaluation units do not normally have the capacity or availability to conduct system-wide evaluations. This was particularly evident in terms of the efforts to implement the CEB decision for UNEG to do an evaluability assessment of the DaO Pilots for which special and ad hoc arrangements were required. AS the United nations system increasingly operates under common guidance and arrangements for operational activities, it is expected that organizations will also increasingly conduct joint activities. A mechanism would be required to respond to the resulting needs for evaluations of a system-wide nature in a coherent, well coordinated and effective way.
24. When analysing different options to address this growing and critical need, alternative approaches were also considered, including the strengthening of UNEG by providing resources to enhance its capacity to facilitate system-wide evaluations, to hire specialists to conduct the evaluations and to provide quality control.
25. However, UNEG was established to be a professional network, virtually linking evaluation experts working in all of the individual UN entities, and dedicated to the elaboration of norms and standards, peer review methodologies, standardized competencies and job descriptions and training in evaluation. It was not set up , not to conduct evaluations. The programme of work of evaluation units in individual UN system organizations is closely linked to the mandates and the requirements of their own organizations. It may, therefore, not always be possible for UNEG to respond to requests for system-wide evaluations. This is especially the case for evaluation units whose work programme has to be approved by the Governing Body of their respective organization.

Furthermore, not all evaluation units have sufficient capacity and resources to carry out their own mandate, let alone to fund system-wide evaluations. This conclusion was reinforced by the experience of the UNEG managed pre-evaluation study for Delivering as One (Evaluability study). Two key limitations were identified. One was the lack of standing capacity, as the resources ‘borrowed’ from the individual entities evaluation units could not be retained for long periods. The second short coming was the perception of lack of independence by member states.

26. In the course of CEB deliberations, the establishment and early start of a new capacity for system-wide evaluation met with strong support; however, no agreement could be reached on the funding modalities. When the General Assembly requested proposals for an independent evaluation mechanism, further CEB action was postponed pending further intergovernmental deliberations and clarification of issues related to funding and governance.

IV. Parameters of, and options for, a system-wide evaluation mechanism

27. The basic principles that should be taken into account in responding to the General Assembly’s mandate for establishing a system-wide evaluation mechanism are:
 - a. Promotion of the strengthening of the evaluation capacities in programme countries, as also mandated by the 2007 TCPR resolution;
 - b. Development of a solution building on, and integrated in the framework of evaluation functions already provided by United Nations organizations and by existing oversight and professional bodies, as requested by General Assembly resolution A/RES/63/311 on System-wide coherence; and,
 - c. Affirmation of the paramount requirement of independence for any proposed new mechanism.
28. A system-wide approach must respond to the need “to assess system-wide efficiency, effectiveness and performance”. This is particularly relevant with respect to instances where many different parts of the UN system are working together on the same challenge, or supporting the same country. Apart from the ‘Delivering as One initiative identified in 62/208, the need for a capacity to evaluate the performance of the UN system working together through an UNDAF to support national development priorities was identified in the 2007 TCPR, and other areas where a wide range of UN entities work together include post conflict peace building at the country level, disaster and emergency response and recovery efforts, or support to national efforts to reach the MDG’s and other internationally agreed cross-cutting development goals.
29. In all the options outlined below, there would be a three tiered system, with the evaluation offices of the individual UN entities, UNEG as the standard setting professional evaluation network, and a unit that would have the responsibility of

designing and leading system-wide evaluations, drawing on all parts of the system, or on external resources, as necessary. The evaluation offices of individual organizations would have the responsibility to include the pertinent results of system-wide evaluations in their regular report to their respective Governing Bodies. CEB and Executive Heads could report on any system-wide evaluation or its follow up in their respective inter-governmental fora.

30. From the preceding section, it is clear that UNEG cannot serve as an institutional mechanism for this purpose, as it is a network of professionals, rather than an operational institution. OIOS and DESA have some cross system mandate, (although neither are 'system-wide') but some evaluation capacity would need to be strengthened. They may be able to provide some of the elements of internal system-wide evaluation, especially if they have the necessary changes in mandate and capacity. However, OIOS is restricted in its coverage, and DESA comes directly under the Secretary General. Some member states have indicated that any system-wide evaluation mechanism must have the necessary independence to carry out evaluations called for by inter-governmental bodies.
31. JIU by virtue of its mandate is certainly an option. However the JIU itself identified areas that would need to be addressed to increase the capacity of the Unit in their 'Report on the in depth review of its Statute and working methods' to the General Assembly at its fifty eighth session (A/58/343/Add.1).
32. They maintained that "if it was to fulfil its mandate and meet the needs of participating organizations more effectively, improvements must be made in its functioning and changes enacted, some of which may require the amendment of its Statute." The Unit went on to identify a number of relevant issues. These related to, inter alia, the selection of inspectors and their qualifications, an issue which organizations felt had become "eminently political" and the ratio of inspectors to staff, and also stressed the need to avoid any possible duplication with other oversight bodies and highlight its comparative advantage as the sole system wide external oversight body. The Unit noted that given the complexity of its appointments process, the prevalence of technical over political consideration cannot be guaranteed, and that there is not yet a standard job description adopted for that purpose. The JIU report also asked for action to be taken as regards the limited authority of the Chair of JIU over the Unit, and the differing views as to whether the Inspectors are independently responsible for their work, or there is collective responsibility within the Unit.

Options for consideration

A. JIU

The Joint Inspection Unit has an independent mandate and the appropriate governance arrangements. Recognising the challenges identified by the JIU, the General Assembly could review its mandate, operations, job descriptions, way of working, resources, capacity etc. to ensure that it had the necessary senior professional evaluation capacity to be able to ensure that its evaluations were in line with norms and standards.

B. New Unit

As a second option, a small unit could be established as an independent entity to conduct system wide evaluation, with reporting lines independent of the UN system organisations. Issues related to the secretariat, the development and approval process of its programme of work, its resources etc. would have to be determined if this option were to meet the favour of the General Assembly. Such issues are contained in the earlier proposal presented by UNEG above.

C. Ad hoc arrangements

Thirdly, ad hoc Evaluation Management Groups of professional evaluators within the System could be established, if and when the need for a system wide evaluation arises. Within such a scenario, the most appropriate evaluation unit in the UN system would provide secretariat support. The evaluation functions in each of the UN system organizations with the mandate and the capacity could take the lead co-ordinating role for system-wide evaluation of certain sectors or types of activities.

Before going any further to elaborate these options, the Secretariat needs guidance from member states on these options, and on a key issue. **What funding source should be used?** Can voluntary funding be used for a fully independent evaluation? Is there appetite for assigning regular budget resources for this?



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19 May 2010

All Permanent Representatives
and Permanent Observers
to the United Nations

Excellency,

With your valuable support, good progress has been made on the System-wide Coherence consultations through the various plenary, informal interactive, and working group sessions held over the past months. During the last week of April the first round of detailed negotiations of the draft resolution on System-wide Coherence took place. We are hereby pleased to enclose the second draft (Rev.1) of the said draft resolution. For your information, a reference paper containing proposals made during the first round of negotiations is sent via e-mail.

The second round of negotiations, based on the second draft will be held as follows:

- **Tuesday, 25 May 2010, at 10 a.m. CR 7 (NLB) Preamble, Governance** (including possible legislation concerning Long-term Independent System-wide Evaluation Mechanism),
- **Wednesday, 26 May 2010, at 10 a.m. Common Country Programme Approval, Delivering as One, Funding, Harmonization of Business Practices,**
- **Wednesday, 26 May 2010, at 3 p.m. Gender Equality and Empowerment of Women** (creation of a new composite entity).
- **Thursday, 27 May 2010, at 3 p.m. Gender Equality and Empowerment of Women** (creation of a new composite entity).

Please accept, Excellency, the assurances of our highest consideration.

Ghazi Jomaa
Permanent Representative of Tunisia
To the United Nations

Tiina Intelmann
Permanent Representative of Estonia
To the United Nations

Enclosed: Second draft (Rev. 1) of the resolution on system-wide coherence

Sixty-fourth session

Agenda item 114

Follow-up to the outcome of the Millennium Summit

System-wide coherence

The General Assembly,

Recalling the 2005 World Summit Outcome,

Taking note of the report of the Secretary General A/61/583 "Delivering as One",

Recalling resolution 62/277 of 15 September 2008, setting out five areas for consideration by member states with a view to enhancing United Nations system-wide coherence,

Recalling resolution 63/311 of 14 September 2009,

Reaffirming the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of the General Assembly, the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), the Geneva Conventions of 12 August 1949, relevant UN resolutions on gender equality and the empowerment of women and on women, peace and security,

Recalling resolution 62/208 of 19 December 2007 on the Triennial Comprehensive Policy Review (TCPR), reaffirming that the fundamental characteristics of the operational activities for development of the United Nations system should be, inter alia, their universal, voluntary and grant nature, their neutrality and their multilateralism,

Emphasising the key importance of national ownership, and underscoring that there is no "one size fits all" approach to development, and that development assistance by the United Nations development system should be able to respond to the varying demands of programme countries and should be in alignment with their national development plans and strategies in accordance with established mandates,

Taking note of the reports of the Secretary-General A/64/588, and A/64/589, entitled "Comprehensive proposal for the composite Entity for gender equality and the empowerment of women", and "Follow up to the General Assembly resolution 63/311 on system-wide coherence related to operational activities for development" respectively,

Stressing the substantive linkages that exist between all issues under the framework of system-wide coherence, while recognising that each issue has a different nature, and therefore progress may proceed at different speeds,

Emphasizing that increasing financial contributions to the United Nations development system is key to achieving the internationally agreed development goals, including the Millennium Development Goals, and in this regard recognizes the mutually reinforcing links between increased effectiveness, efficiency and coherence of the United Nations development system, achieving concrete results in assisting developing countries in eradicating poverty and achieving sustained economic growth and sustainable development through operational activities for development and the overall resourcing of the United Nations development system,

Strengthening governance of operational activities for development of the United Nations system for enhanced system-wide coherence

1. *Requests* the Secretary General, starting in the 65th legislative session of the General Assembly, and as background material for the Comprehensive Policy Review, to make available a compilation of all relevant legislation on the roles and responsibilities of the General Assembly, the Economic and Social Council, including its subsidiary bodies, Executive Boards of funds and programmes and governing bodies of specialized agencies in the governance of the UN operational activities for development;
2. *Encourages* the Executive Boards of funds and programmes, governing bodies of specialized agencies and the Economic and Social Council to consider measures for enhancing coherence and participation of Member States when setting their agendas and programmes of work on the basis of information circulated by the Secretary-General on the coherence of calendars, agenda-setting and programmes of work, of the governing bodies of UN operational activities for development;
3. *Invites* the President and bureau of the Economic and Social Council to convene informal coordination meetings with bureaus of governing bodies of UN operational activities for development, in accordance with their mandates, to discuss ways and means to enhance the coherence of their work and to provide a summary of such informal coordination meetings to Member States;
4. *Reaffirms* the need for enhancing the transparency of the activities of the United Nations Chief Executives Board for Coordination (CEB), particularly to ensure its effective interaction with Member States, while respecting the mandates and working methods of the CEB and its member organizations, and in this regard:
 - a) *Requests* that the interaction of the CEB with relevant intergovernmental bodies is undertaken in a timeframe that allows for such opportunities to be fully utilized by Member States for effective exchange with the CEB regarding its activities. Also *requests* the Secretary-General, in his capacity as the Chairman of the CEB to ensure regular briefings to the General Assembly on the work of the CEB and to include information in that regard in the annual overview report of the CEB for consideration by the Economic and Social Council;
 - b) Further *requests* the President of the Economic and Social Council to convene periodic briefings for Member States with the Secretariat following the biannual sessions of the CEB;
5. *Encourages* Member States, where appropriate, to consider appropriate ways to enhance their coherence in their respective dealings with the UN development system at all levels;
6. *Requests* UNITAR, in response to a proposal from the Secretary-General and in consultation with the secretariats of governing bodies, as appropriate, to prepare and carry out orientation training courses and provide access to consolidated information, including, inter alia, on relevant websites, to representatives of Member States, in particular delegates of Permanent Missions of Member States on the governance of UN operational activities for development;

7. *Requests* ECOSOC and the Executive Boards of funds and programmes and governing bodies of specialized agencies, to consider measures to facilitate the effective participation of national policy-makers in developing countries in the Operational Activities Segment of the Economic and Social Council and the regular sessions of the Executive Boards of funds and programmes and the governing bodies of specialized agencies, giving priority to national policy-makers of programme countries. Such measures could include the establishment of new Trust Funds or the use of existing mechanisms, as appropriate, taking into account the financial situation and arrangement of each Organization;
8. *Invites* the governing bodies of the funds and programmes, as appropriate, based on their analysis of good practices to improve the preparations for and discussions during meetings of the Executive Boards, taking into account the views expressed by Member States, and in this regard, to include their findings and adopted measures in their regular reports to the Economic and Social Council;
9. *Takes* note of the progress in the creation of a central repository of information on operational activities for development and requests the Secretary-General that an update on the advances in the establishment of this mechanism is presented at the substantive session of the Economic and Social Council in 2011 in the context of the Comprehensive Policy Review of operational activities for development;
10. *Encourages* governing bodies of the funds, programmes and specialized agencies of the UN development system to include in their strategic plans, as appropriate, specific provisions for the full implementation of policy guidance provided in the Comprehensive Policy Review of the General Assembly and further requests the secretariats of the funds, programmes and specialized agencies of the UN development system to report on the implementation of these provisions in their regular reporting to the Economic and Social Council;
11. *Requests* the Secretary General, under the auspices of ECOSOC and working with the Resident Coordinator System, to prepare and put in place a periodic survey, as appropriate, directed to Governments, relevant partners and stakeholders in programme countries, taking into account their capacities, on the effectiveness, efficiency and relevance of the support of the UN development system, in order to identify the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address those, and also requests that the results of such surveys are published and made available to Member States;

Proposal for an Independent System-Wide Evaluation Mechanism

[DISCUSSION ON LONG TERM EVALUATION MODALITY TOOK PLACE ON 6 MAY 2010. CO-FACILITATORS ARE AWAITING CONCRETE PROPOSALS FROM GROUPS AND INDIVIDUAL MEMBER STATES INCLUDING ELEMENTS FOR POSSIBLE LEGISLATION]

Approval of common country programmes

12. *Takes note* of the ongoing initiative by some countries, on voluntary basis, of common country programme documents, in order to have an overview of the alignment of United Nations strategic support to national priorities and to reduce their transaction costs in dealing with the United Nations system;
13. *Recognises* that other countries may desire to continue using the existing frameworks and processes for country level programming;
14. *Recognises* that local consultative mechanism, involving Government, relevant agencies and representatives of members of the governing bodies, to review the draft CCP document at the country level, would strengthen the principle of national ownership and facilitate effective participation of national policy makers;
15. *Invites* those countries presenting a Common Country Programme (CCP) document on a voluntary basis to prepare it consistent with the UNDAF, where it exists, and to present in the CCP the critical actions that will be taken to achieve the agreed results with available or indicative resources, as well as actions to ensure coherence of the UN system's assistance at the country level, attaching as an annex a brief description of each agency's contribution in an agency-specific results matrix;
16. *Invites* the governing body of each Fund, Programme and Specialized Agency that uses the Country Programme approach, to consider and approve its role and the resources it will require for the implementation of the CCP, on the basis of the agency-specific annex;
17. *Notes* that the approval of each agency's contribution will be based on an assessment of whether the elements in the agency-specific annex reflect the priorities of its strategic plan and overall mandate, as well as their alignment with national priorities and strategies;
18. *Recognises* that an informal discussion of CCP documents, submitted on a voluntary basis, to the joint meeting of the Executive Boards of UNDP/UNFPA, UNICEF and WFP could provide a useful context for the individual agency Executive Board approvals. The focus could be on cross-cutting issues, synergies, gaps and duplications;

Delivering as One

19. *Takes note* of the progress made by “delivering as one” countries in their own country-led evaluations, with the participation of relevant stakeholders and with the technical support of the United Nations Evaluation Group, to be completed by 1 July 2010;
20. *Encourages* the Secretary General to proceed with the modality for the independent evaluation of lessons learned from the "Delivering as One" pilots as outlined by the Secretariat, after consultation, covering all aspects of the initiative, and looks forward receiving the outcome at the 66th session of the General Assembly;

Improving the funding system of operational activities for development of the United Nations system for enhanced system-wide coherence

General principles

21. *Acknowledges* efforts by developed countries to increase resources for development, including commitments by some developed countries to increase official development assistance, calls for the fulfilment of all official development assistance commitments, including the commitments by many developed countries to achieve the target of 0.7 per cent of gross national income for official development assistance by 2015 and to reach at least 0.5 per cent of gross national income for official development assistance by 2010, as well as the target of 0.15 per cent to 0.20 per cent for least developed countries, and urges those developed countries that have not yet done so to make concrete efforts in this regard in accordance with their commitments;
22. *Stresses* the need to increase the quantity and quality of funding for operational activities to make it more predictable, effective and efficient. In this regard, affirms the importance of accountability, transparency and improved results-based management and further harmonized results-reporting for increased quantity and quality of funding for operational activities;
23. *Welcomes* the expanding number of countries making financial contributions to the operational activities of the United Nations development system, as well as the diversification of funding sources and mechanisms within the system. In this regard, welcomes the significant growth in funds to the UN development operations from \$13 billion in 2003 to \$22 billion in 2008, the highest level ever;
24. *Stresses* that core resources, because of their untied nature, continue to be the bedrock of the operational activities for development of the United Nations system, and in this regard notes with concern the declining share of core contributions to the United Nations development system, which since 2006 has leveled off at 34 per cent for development-related activities, and recognizes the need for organizations to address, on a continuous basis, the imbalance between core and non-core resources, taking into account the unique mandates, structures and programmes of individual entities, while recognizing that core and non-core resources have distinct roles in responding to programme countries' needs and that non-core resources represent an important supplement to the regular resource base of the United Nations development system to support operational activities for development;

Ensuring adequate funding

25. *Stresses* that funding for operational activities should be aligned with the national priorities and plans of programme countries as well as the strategic plans, mandates, resource frameworks and priorities of the United Nations funds, programmes and specialized agencies. In this regard, underscores the need to further strengthen the results frameworks of funds, programmes and agencies of the UN development system, especially at country-level, by developing common sets of indicators for sectors and by clearly defining the relationship between the inputs and outputs of funds, programmes and

agencies of the UN development system and nationally-owned development outcomes;

26. *Notes with concern* the reliance on a small number of donor countries for a high share of core contributions to United Nations operational activities and emphasizes the importance of improving the burden-sharing and increasing the number of donor countries and other partners making financial contributions to the United Nations development system;
27. *Recognizes* the value of further exploring the concept and appropriate level of 'critical mass' of core funding for the United Nations funds and programmes. In this regard, invites the Executive Boards of funds and programmes to initiate further discussion with their membership on the most appropriate definition of, and process towards arriving at a 'critical mass' of core funding for each fund and programme, which may include, inter alia, the level of resources adequate enough to produce the results expected in strategic plans, including administrative, management and programme costs, according to their individual mandates, and to include the findings and recommendations of these discussions in their respective reports to ECOSOC in 2012 with a view to the Council providing recommendations on the issue of 'critical mass' of core funding to the comprehensive policy review of the General Assembly;
28. *Acknowledges* that exchange rates can be a significant source of unpredictability of funding flows and therefore encourages UN agencies to take appropriate measures to minimize the impact of exchange rate fluctuations on contribution levels;

Improving the quality of funding

29. *Urges* Member States, when legislative and budgetary provisions allow, to make financial contributions to development-related activities of the United Nations system in the form of multi-year commitments in order to improve the predictability of resources;
30. *Urges* all Member States making non-core contributions to operational activities, as well as the United Nations funds, programmes and specialized agencies, to ensure that these resources are fully aligned with strategic plans and mandates and are in accordance with programme countries' priorities in the UNDAF. Also urges Member States making non-core contributions to reduce transaction costs and streamline reporting requirements where possible;
31. *Urges* the Executive Boards of Funds and Programmes and governing bodies of specialized agencies to take measures to improve their governance and oversight of programme and project specific non-core funding by including in their annual reports an assessment of how such funding is aligned with the strategic plans of the respective organizations;
32. *Requests* the Secretary-General to include information on all existing Multi-Donor Trust Funds and Thematic Trust Funds, including information on their mandates and governance structures in the annual report on financial statistics to ECOSOC with a view to further improving the participation of Member States in their governance;
33. *Requests* those United Nations agencies administering Multi-Donor Trust Funds to report on the administration of those funds to their respective

governing bodies on a regular basis to ensure better complementarity between funds provided through Multi-donor Trust Funds and other funding sources;

34. *Acknowledges* that there are ongoing efforts being undertaken by the United Nations Development Group with a view to avoiding subsidization of non-core resources by core resources and, in that regard, requests the United Nations funds and programmes, and urges the specialized agencies to avoid using core/regular resources to cover costs related to the management of extra-budgetary funds and their programme activities;

Improving information to monitor funding trends

35. *Takes note* of the improved reporting on funding for operational activities of the UN development system and *requests* that further improvements be made to more accurately reflect the diversity in non-core funding streams such as multi-donor trust funds, including global, regional and country-level pooled funds;
36. *Further requests*, in this regard that future reporting on funding to the United Nations development system more clearly distinguish between funding for development and humanitarian activities, and better differentiate self-supporting contributions from other non-core funding flows;
37. *Requests* the Secretary-General to develop indicators to measure the predictability of resources to the United Nations development system and to include reporting against these indicators in the annual report to ECOSOC on the results achieved, measures and processes implemented in follow-up to General Assembly resolution 62/208, to be considered by Member States in the context of the Comprehensive Policy Review of operational activities for development of the United Nations system;

Harmonisation of Business Practises

38. *Notes* the submission of the information provided by the United Nations Chief Executives Board for Coordination regarding the progress made in the area of simplification and harmonization of business practices within the United Nations development system;
39. *Reiterates* that the objective of simplification and harmonization of business practices within the United Nations development system is to harmonize and simplify rules and procedures, wherever this can lead to a significant cost savings and/or reduction in the administrative and procedural burden on the organizations of the United Nations development system and national partners, bearing in mind the special circumstances of programme countries, and to enhance the efficiency, accountability and transparency of the United Nations development system;
Encourages the Governing Bodies of Funds and Programmes to find more efficiency savings, also at headquarters, through common strategies and common operations, for instance in the fields of human resource management, information technology and administration and looks forward to annual reports on the progress in this regard;

40. *Reiterates* its call upon the United Nations funds, programmes and specialized agencies to ensure, to the extent possible, that savings resulting from reductions in transaction and overhead costs accrue to development programmes in programme countries;
41. *Stresses* that simplification and harmonization of business practices within the United Nations development system shall be in compliance with relevant intergovernmental mandates, including those established by the General Assembly for the United Nations Secretariat;
42. *Requests* the Secretary-General, in consultation with the Chief Executives Board to regularly brief the Economic and Social Council on progress made and challenges encountered in the simplification and harmonization of business practices and to refer any matter requiring an intergovernmental decision to relevant intergovernmental bodies;

Strengthening the institutional arrangements for support of gender equality and the empowerment of women

Establishment of the Entity

43. *Decides* to establish, through this resolution, a composite United Nations Entity for Gender Equality and the Empowerment of Women, to be known as [], by consolidating and transferring the existing mandates and functions of the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), to be operational by 1 January 2011;

General Principles

44. *Decides* that:
 - (a) the Charter of the United Nations, the Beijing Declaration and Platform for Action including its twelve critical areas, the outcome of the 23rd special session of General Assembly, the Convention on the Elimination of all Forms of Discrimination against Women, the Universal Declaration of Human Rights and relevant UN resolutions will provide a framework for the work of the Entity, including its Executive Board;
 - (b) based on the principle of universality, the Entity will provide guidance and technical support to all Member States, across all levels of development, and in all regions, at their request, and in line with its strategic framework, on gender equality, on the empowerment and rights of women, and on gender mainstreaming, through its normative support functions and operational activities, taking into consideration the diversity of women and their roles and circumstances;
 - (c) the Entity will operate on the basis of principles agreed to through the process of the Comprehensive Policy Review (CPR) in its development-related operational activities, in particular responding to the needs of and priorities determined by Member States, and on their request;

45. *Emphasises* that conduct of the Entity's work should lead to more effective coordination, coherence and gender mainstreaming across the United Nations system;
46. *Decides* that the mandate and primary functions of the Entity, consist of the consolidation of the mandates and functions of OSAGI, DAW, UNIFEM and INSTRAW, with the additional role of leading, coordinating and promoting the accountability of the UN system in its work on gender equality and women's empowerment; and that any new mandates will be subject to approval by intergovernmental process;
47. *Recognises* that women's movements, including women's organisations play a vital role in promoting women's rights, gender equality and the empowerment of women;

Governance of the Entity

48. *Decides* that the General Assembly, the ECOSOC and the Commission on the Status of Women (CSW) will constitute the multi-tiered intergovernmental governance structure for the normative support functions and will provide normative policy guidance to the Entity; *Further decides* that the General Assembly, ECOSOC and the Executive Board of the Entity will constitute the multi-tiered intergovernmental governance structure for the operational activities and will provide operational policy guidance to the Entity; *Emphasises* that support of gender mainstreaming across the UN system will be an integral part of this guidance; *Decides* that after the transition period the Entity should provide secretariat services to the Executive Board and to the CSW;
49. *Decides* to establish an Executive Board to govern and oversee the operational activities of the Entity, and further decides that the Board will be established as:
 - Option 1. An autonomous segment of the existing UNDP/UNFPA Executive Board;
 - Option 2. A new executive board, independent of the existing Executive Boards.
50. *Decides* that the Executive Board will perform functions in line with other Executive Boards carrying out similar functions, including providing direction on the use of voluntary contributions to the Entity;

[PARAGRAPHS ON THE EXECUTIVE BOARD ARE UNDER DISCUSSION, ADDITIONAL PARAGRAPHS TO BE ADDED]

51. *Emphasises* the importance of establishing concrete reporting mechanisms as well as the need for consistency, coordination and coherence between the normative and operational aspects of the work of the Entity, and toward this end;
Requests the CSW and the Executive Board to work closely together to provide coherent guidance and direction in their respective areas and in this regard;
Requests ECOSOC to establish the appropriate institutional linkages between them, including a joint session of CSW and the Executive Board, thus ensuring consistency between the normative policies set by CSW, and the

operational strategies and activities approved by the Executive Board; *Requests* ECOSOC to establish an agenda item of the CSW where the head of the Entity will present the Annual Report of the Entity, for policy guidance on normative support functions of the work of the Entity; *Further requests* the Executive Board to include an agenda item where the Head of the Entity will present the Annual Report of the Entity for policy guidance on operational activities; *Requests* the Head of the Entity to present a report to the Operational Activities segment of ECOSOC, *Requests* ECOSOC to submit a report as part of its consolidated report to the GA;

Leadership and staffing of the Entity

52. *Decides* that the Entity shall be headed by an Under-Secretary-General. The USG shall be appointed by the Secretary-General, in consultation with Member States, for a term of four years, with the possibility of one renewable term, on the basis of equitable geographical representation and gender balance, consistent with the relevant provisions of Article 101 of the Charter of the United Nations, and to be funded by regular budget resources in accordance with paragraph 62 below;
Decides that the position of the USG will be funded from existing temporary assistance funds pending the submission of the report on the revised regular budget required to be submitted to the 65th session.
Decides that the USG/Head will report to the Secretary-General, and will be a full member of the Chief Executives Board for Coordination (CEB); *Takes note* of the intention of the Secretary General to appoint the USG/Head to the Policy Committee, the Senior Management Group and other relevant internal UN decision making mechanisms;
53. *Decides* that the USG/Head would interact, inter alia, with the committees of the General Assembly, the ECOSOC, and its functional commissions when the relevant items are before them, to contribute to the dialogue or deliberations; *Decides* further that the USG/Head will contribute to the dialogue and/or deliberations on the topic of women, peace and security, within the United Nations;
54. *Decides* that USG appoints staff of the Entity in accordance with the United Nations Staff Regulations and Rules and *requests* the Secretary-General to delegate broad authority to the USG/Head in the administrative matters of the Entity including personnel matters, and the application and implementation of the UN Staff Regulations and Rules;
55. *Decides* that the composition and selection of staff of the Entity will be in accordance with the provisions of Article 101 of the Charter of the United Nations, with due regard to the importance of having equitable geographic representation and gender balance;

Structure and Financial Architecture

56. *Requests* the Secretary-General to prepare a report including a detailed organizational chart of the Entity:

- (a) Based on the consolidation of the existing mandates and functions of OSAGI, DAW, UNIFEM and INSTRAW;
 - (b) Taking into account that the number of staff shall be adequate to perform the agreed functions of the Entity reflected in the organisational chart;
57. *Decides* that the structure to be reflected in this organisational chart will have the following regional support units: Africa, Asia and the Pacific, Western Asia, Europe and the CIS, and the Americas and the Caribbean, to ensure that the Entity will have capacity to provide technical guidance to all Member States on request;
58. *Requests* the Secretary-General to submit through the ACABQ to the Fifth Committee, the organisational chart referred to in paragraph 56 of this resolution, together with a revised proposal for the use of regular budget resources approved for the 2010-2011 biennium, with detailed justification, to be used for the funding of the staff and non-staff costs supporting the normative support functions of the new Entity; *Further requests* the USG to submit to the Executive Board the organisational chart referred to in paragraph 56 of this resolution, together with a revised proposal for the use of voluntary funding for the 2010-2011 biennium, with detailed justification, to be used for the funding of the staff and non-staff costs supporting the operational activities of the new Entity;
59. *Requests* the USG to ensure that the Entity's representative within each country team is at an appropriately senior level;
60. *Notes* the fact that the Entity will be part of the Resident Coordinator System, working as a member of the UN country team, leading and co-ordinating the work of the UNCT on gender equality and women's empowerment, under the overall leadership of the UN Resident Coordinator;
61. *Decides* that the resources required to service the normative intergovernmental processes and provide normative support activities shall be funded from regular budget, and the resources required to service the operational intergovernmental processes and operational activities at all levels shall be funded from voluntary contributions;
62. *Decides* that the use of financial resources from the regular budget, on a biennial basis, will require the review of the CPC, the ACABQ and the approval of the Fifth Committee and once approved by the General Assembly, funds will be assigned as a grant to the Entity to be used for the posts and non-post requirements approved by the Fifth Committee and administered and disbursed in accordance with the Entity's Financial Regulations and Rules;
63. *Decides* that the use of financial resources from voluntary funding will require the approval of the Executive Board;
64. *Stresses* the need to ensure sufficient funding for the Entity, and urges Member States to provide multi-year, predictable, stable and sustainable voluntary contributions to the Entity, with as much 'core' as possible, and *decides* that reporting on funding should be transparent, and easily accessible to Member States;
65. *Decides* that the Entity shall have Financial Regulations and Rules consistent with the Financial Regulations and Rules of the UN Funds and Programmes; *Requests* the USG/Head to propose the Entity's Financial Regulations for

consideration and adoption by the Executive Board and to promulgate the Financial Rules;

Transitional arrangements

66. *Decides* to abolish and liquidate UNIFEM;
67. *Requests* the ECOSOC to abolish INSTRAW;
68. *Decides* to transfer the existing mandates, functions, assets and liabilities of OSAGI, DAW, UNIFEM and INSTRAW to the Entity;
69. *Decides* that the Entity should, to the extent possible, use the existing capacities in the United Nations, in order to keep overhead costs to a minimum, including central services, such as treasury, audit and procurement;
70. *Decides* that any expansion of the capacity of the Entity should be orderly, building on the field presence and infrastructure of UNIFEM and INSTRAW, and taking into account requests by Member States for assistance; other relevant capacity available in the UN Country Teams; the universality of the mandate of the Entity; availability of funds; and approval for the use of such funds by the General Assembly for regular budget resources, and by the Executive Board of the Entity for voluntary funding;
71. *Decides* that during the transition, period the Entity shall continue to support the ongoing initiatives of the four entities, including existing operational activities, programs, training and research, depending on the availability of funds;

Review of the implementation

72. *Requests* the Secretary-General to present an interim report on the progress made in the implementation of part... *Strengthening the institutional arrangements for support of gender equality and the empowerment of women* of this resolution to the General Assembly in the 66th and 67th session. Further requests the Secretary-General to present a comprehensive review of progress during the 68th session;
73. *Decides* to review the implementation of part... *Strengthening the institutional arrangements for support of gender equality and the empowerment of women* of the present resolution at its 68th session.

*** additional text to be added on the way forward concerning the resolution as a whole**

Member State Comments as received directly from Member States

	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<i>The General Assembly,</i>	PPO Recalling the 2005 World Summit Outcome (pp1 of 63/311)		PPO Recalling the 2005 World Summit Outcome;	
PP1	Move to PP3			Recalling Reaffirming resolution 62/208 of 19 December 2007 on the triennial comprehensive policy review (TCPR) of operational activities for development of the United Nations system,
PP2	Move to PP1			
PP3	Move to PP2			
PP4	ALT: Recalling the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of the General Assembly, the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), and the Geneva Conventions of August 12, 1949	Recalling Reaffirming the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, the outcome of the 23 rd special session of the General Assembly, and relevant UN resolutions of General Assembly on gender equality and the empowerment of women,	Reaffirming Recalling the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, the outcome of the 23 rd special session of the General Assembly, and other relevant resolutions of General Assembly on gender equality and the empowerment of women	Recalling the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, the outcome of the 23 rd special session of the General Assembly, and relevant UN resolutions of General Assembly on gender equality and the empowerment of women
			Pls refer to the General Comment on the Preambular Section above. However, if this is not the path chosen by the membership, we would introduce the following paragraph, and potentially others. 4BIS: Reaffirming also the commitment made at the 2005 World Summit to actively promote the mainstreaming of a gender perspective in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres and to further undertake to strengthen the capabilities of the UN system in the area of gender, (pp2, ECOSOC Res 2008/34)	Reaffirming the importance of the quadrennial comprehensive policy review of operational activities, through which the General Assembly establishes key system-wide policy orientations for the development cooperation and country-level modalities of the United Nations system, (PP2 62/208)
				Reaffirming that the fundamental characteristics of the operational activities for development of the United Nations system should be, inter alia, their universal, voluntary and grant nature, their neutrality and their multilateralism, as well as their ability to respond to the development needs of programme countries in a flexible manner, and that the operational activities are carried out for the benefit of programme countries, at the request of those countries and in accordance with their own policies and priorities for development; (OP3 62/208)

Member State Comments as received directly from Member States

	The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
PP5	<i>Emphasising the key importance of national ownership and the imperative that the United Nations support must respond to national priorities of Member States, and the agreed Quadrennial Comprehensive Policy Review (QCPR) principles including the “no one size fits all” in approaches to development,</i>	Emphasising Reaffirming the key importance of national ownership, leadership and full participation of national authorities in preparation and implementation of country programme, and the imperative that the United Nations support must respond to national priorities of Member States, and the agreed Quadrennial Comprehensive Policy Review (QCPR) principles including the “no one size fits all” in approaches to development		Start with “Taking note of” the reports of the Secretary-General... Replace “and the agreed Quadrennial Comprehensive Policy Review (QCPR) principles” with “and the principles contained within the comprehensive policy review of operational activities for development of the United Nations system...” Rationale: the periodicity of the CPR has changed – the general practice as per resolution 62/208 is to simply refer to the “comprehensive policy review of operational activities for development of the United Nations system”.	<i>Emphasising</i> the key importance of national ownership and the imperative that the United Nations support must respond to national priorities of Member States, and the agreed Quadrennial Comprehensive Policy Review (QCPR) principles including the “no one size fits all” in approaches to development,
		5BIS: Reaffirming that the fundamental characteristics of the operational activities for development of the UN System should be, i.a., their universal, voluntary and grant nature, their neutrality and their multilateralism, as well as their ability to respond to the development needs of program countries.			Underscoring that there is no “one size fits all” approach to development and that development assistance by the United Nations development system should be able to respond to the varying development needs of programme countries and should be in alignment with their national development plans and strategies in accordance with its mandates; (PP4 62/208)
		5TER: Reaffirming also that there is no One-Size-Fits-All approach to development and that devt assistance by UN Dev System should be able to respond to the varying dev needs of program countries and should be in alignment with their national development plans and strategies in accordance with its mandates (OP4 62/208)			
		5QUART: Recognizing that funding is central to SWC and that the lack of adequate resources is the root cause of fragmentation of the UN Dev System.			
		5QUINT: Recognizing also the need to provide UN System with adequate, predicatble and multi-year resources with a view to enabling it to carry out its mandate and make it coherent and effective.			
		5SIX: Stressing the substantive linkages that exist amongst all issues under consideration under the framework of System-Wide Coherence			
PP6	<i>Having considered the reports of the Secretary-General A/64/588, and A/64/589, entitled “Comprehensive proposal for the composite entity for gender equality and the empowerment of women”, and “Follow up to the General Assembly resolution 63/311 on system-wide coherence related to operational activities for development” respectively,</i>	NOTING THE SUBMISSION, FOR CONSIDERATION, OF the reports of the Secretary-General A/64/588, and A/64/589, entitled “Comprehensive proposal for the composite entity for gender equality and the empowerment of women”, and “Follow up to the General Assembly resolution 63/311 on system-wide coherence related to operational activities for development” respectively,			<i>Having considered</i> the report of the Secretary-General A/64/588, entitled “Comprehensive proposal for the composite entity for gender equality and the empowerment of women”,

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>GENERAL COMMENTS TO THE PREAMBLE</p>		<p>General comments to the preamble: - preamble should only be used to recall reference texts, if we are to include substantive language on principles, the EU would reserve its right to come back with paragraphs. - add reference to the World Summit Outcome (as 63/311) - recall report of the High Level Panel , (61/583) - need of consistency when using TCPR/QCPR, - as a reaction to JCC point on integrated nature of SWC process, the EU would include a para on the fact that SWC is composed of different clusters that proceed at different speed as per their different nature.</p>	<p>As was done with the Funding chapter, CANZ would prefer that each substantive section start with a short section outlining general principles, and that the Preambular Section remains short and focused in order to set the general underlying context under which SWC takes place. We do not want to unbalance the text by selectively reintroducing paragraphs of agreed language</p>	
Strengthening governance of operational activities for development of the United Nations system for enhanced system-wide coherence				
<p>1. Requests the Secretary General to make available a compilation of all relevant legislation on the roles and responsibilities of the General Assembly, ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies in the governance of the UN operational activities for development;</p>	<p>Requests the Secretary General to make available during the 65 session of the GA a definitive compilation of all relevant legislation on the roles and responsibilities of the General Assembly, ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies in the governance of the UN operational activities for development;</p>	<p>Suggest adding reference to ECOSOC subsidiary bodies (functional commissions)</p>		<p>Requests the Secretary General to make available in the context of the quadrennial comprehensive policy review of operational activities a compilation of all relevant legislation on the roles and responsibilities of the General Assembly, ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies in the governance of the UN operational activities for development</p>
<p>2. <i>Requests</i> the Secretary General to review the functional coherence of calendars, including for agenda setting and programmes of work, of the governing bodies of UN operational activities for development;</p>	<p>2ALT: Encourages the Executive Boards of Funds and Programmes and Governing Bodies of UN Specialized Agencies to consider measures for enhancing coherence and participation of Member States when setting their agendas and programs of work;</p>	<p>Op 2&3: call for streamlining. Need clarity on implications for specialized agencies. What do we mean by “functional”? Delete “including for” and change “review” (“examine”?)</p>	<p><i>Requests</i> the Secretary General to circulate information on review the functional coherence of calendars, including for agenda setting and programmes of work, of the governing bodies of UN operational activities for development;</p>	
<p>3. Requests the President of ECOSOC to convene periodic meetings of Presidents of bureaus to discuss coherence in agenda-setting, calendars and work-planning, as well as progress in the implementation of system-wide policies with a view to improving coherence and coordination in the work of the General Assembly, ECOSOC and Executive Boards of Funds and Programmes on UN operational activities for development, and that the reports of such coordination meetings be circulated to Member States;</p>	<p>OP3 alt Invites the President and the bureau of the ECOSOC to convene informal meetings with the bureaus of the Executive Boards of Funds and Programmes and Governing Bodies of UN Specialized Agencies, in accordance with their mandates, to discuss ways and means to enhance the coherence of their work and to report to Member States;</p>		<p><i>Requests</i> the President of ECOSOC to convene periodic meetings of Presidents of bureaus to discuss coherence in agenda-setting, calendars and work-planning, as well as progress in the implementation of system-wide policies with a view to improving coherence and coordination in the work of the General Assembly, ECOSOC and Executive Boards of Funds and Programmes on UN operational activities for development, and that the reports of such coordination meetings be circulated to Member States;</p>	<p><i>Requests</i> the President of ECOSOC to convene periodic meetings of Presidents of bureaus to discuss coherence in agenda-setting, calendars and work-planning, as well as progress in the implementation of system-wide policies with a view to improving coherence and coordination in the work of the General Assembly, ECOSOC and Executive Boards of Funds and Programmes on UN operational activities for development, [and that the reports of such coordination meetings be circulated to Member States]; Questions: nature of the reports, which Member-States should these reports be circulated to, where to consider them, ect?</p>

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>4. Reaffirms the need of enhancing the transparency of the activities of the United Nations System Chief Executives Board for Coordination, and requests that its regular briefings to the General Assembly and its regular reports and interaction with the Economic and Social Council and relevant intergovernmental bodies, which should include its three pillars, are undertaken in a timeframe that allows such opportunities to be fully utilized by Member States to undertake effective exchanges with the CEB concerning its activities, including the planning and implementation of System wide policies, including through specific sessions following the CEB 's Strategic Meetings;</p>	<p>Op4 alt Reaffirms its endorsements of the conclusions and recommendations made by the Committee for Programme and Planning so far on the work of the CEB, and in this context, reiterates the need for enhancing the transparency and accountability to Member States of the CEB regarding its activities;</p>	<p><i>Reaffirms</i> the need of enhancing the transparency of the activities functioning of the United Nations System Chief Executives Board for Coordination, and requests that its regular briefings to the General Assembly and its regular reports and interaction with the Economic and Social Council and relevant intergovernmental bodies, which should include its three pillars, are undertaken in a timeframe that allows such opportunities to be fully utilized by Member States to undertake effective exchanges with the CEB concerning its activities, including the planning and implementation of System wide policies, including through specific sessions following the CEB 's Strategic Meetings; while respecting the mandates and working methods of CEB and its member organizations.</p>	<p><i>Reaffirms</i> the need of enhancing the transparency of the activities of the United Nations System Chief Executives Board for Coordination, and invites Member States to improve their use of existing mechanisms for effective interaction requests that its regular briefings to the General Assembly and its regular reports and interaction with the Economic and Social Council and relevant intergovernmental bodies, which should include its three pillars, are undertaken in a timeframe that allows such opportunities to be fully utilized by Member States to undertake effective exchanges with the CEB concerning its activities, including the planning and implementation of System wide policies, including through specific sessions following the CEB 's Strategic Meetings</p>	<p>Reaffirms the need of enhancing the transparency of the activities of the United Nations System Chief Executives Board for Coordination, and requests the Secretary-General in his capacity as the Chairman of the United Nations System Chief Executives Board for Coordination, to present in the annual overview report of the Chief Executives Board, which should include its three pillars, information on the planning and implementation of System wide policies and action-oriented recommendations to improve United Nations system-wide coordination for consideration by the Economic and Social Council (based on original OP4, OP58 of 60/265 and OP252 (b) of 51/240</p>
	<p>OP4 bis. Further requests that the Secretary General in his capacity as Chair of the CEB provides regular briefings, including through specific sessions following the CEB' s Strategic Meetings, to the General Assembly and that the CEB' s interaction with the Economic and Social Council and relevant intergovernmental bodies, in particular the Committee for Programme and Planning, are undertaken in a timeframe that allows such opportunities to be fully utilized by Member States to undertake effective exchanges with the CEB concerning its activities, including the planning and implementation of System wide policies, in full accordance with intergovernmental mandates, and that CEB interagency agreements and decisions are published and made available to Member States;</p>			
<p>5. <i>Invites</i> Member States to consider appropriate ways to enhance their coordination for and coherence in their respective dealings with the UN development system at all levels;</p>	<p>Delete</p>	<p>Change "invites" for "Encourages"</p>		
<p>6. Requests the Secretary General, in consultation with the secretariats of governing bodies and in cooperation with UNITAR, as appropriate, to provide orientation and training to delegates of Permanent Missions of Member States on the governance of UN operational activities for development;</p>	<p><i>Requests</i> UNITAR, in consultation with the Secretary General, in consultation with and the secretariats of governing bodies and in cooperation with UNITAR, as appropriate, to prepare and carry out courses in order to provide orientation and training to representatives of Member States, including delegates of Permanent Missions of Member States, on all aspects of the governance of UN operational activities for development;</p>	<p>Keep the words "As appropriate"</p>	<p><i>Requests</i> the Secretary General, in consultation with the secretariats of governing bodies and in cooperation with UNITAR, as appropriate, to provide orientation, and training and access to consolidated information, including, inter alia, on relevant websites to delegates of Permanent Missions of Member States on the governance of UN operational activities for development</p>	

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>7. Requests ECOSOC and the Executive Boards of Funds and Programmes and governing bodies of specialized agencies, to consider ways to facilitate the effective participation of national policy-makers based in capitals of Member States in relevant meetings of ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies, which could include the establishment of new Trust Funds, the use of existing mechanisms or of core budgets, as appropriate, taking into account the financial situation and arrangements of each Organization, and bearing in mind the need to maximize resources for development programmes;</p>	<p><i>Requests</i> ECOSOC and the Executive Boards of Funds and Programmes and governing bodies of specialized agencies, to consider ways to facilitate the effective participation of national policy-makers based in capitals of Member States, in particular developing countries, in relevant meetings of ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies, which could include including the establishment of new Trust Funds, the use of existing mechanisms [or of core budgets], as appropriate, taking into account the financial situation and arrangements of each Organization, and bearing in mind the need to maximize resources for development programmes</p>	<p><i>Requests</i> ECOSOC and the Executive Boards of Funds and Programmes and governing bodies of specialized agencies, to develop criteria for the effective participation of national policy-makers based in capitals of Member States in relevant meetings of ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies (check existing options), and, on that basis, to consider ways to facilitate it which could include the establishment of new Trust Funds, the use of existing mechanisms or of core budgets, as appropriate, taking into account the financial situation and arrangements of each Organization, and bearing in mind the need to maximize resources for development programmes;</p>	<p><i>Requests</i> ECOSOC and the Executive Boards of Funds and Programmes and governing bodies of specialized agencies, to consider ways to facilitate the effective participation of national policy-makers based in capitals of Member States in relevant meetings of ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies, which could include the establishment of new Trust Funds, the use of existing mechanisms or of core budgets, as appropriate, taking into account the financial situation and arrangements of each Organization, and bearing in mind the need to maximize resources for development programmes</p>	
<p>8. Requests the governing bodies of the Funds and Programmes to undertake a comprehensive review of their working methods, in order to improve the preparations for and discussions during meetings of the Executive Boards, fully taking into account the relevant views expressed by Member States (footnote referring to the discussion held in the context of WG1 & WG2), and in this regard, to include their findings and adopted measures in their regular reports to the Economic and Social Council;</p>	<p><i>Requests</i> Invites the governing bodies of the Funds and Programmes, as appropriate, to undertake a comprehensive review of their working methods, in order to improve the preparations for and discussions during meetings of the Executive Boards, fully taking into account the relevant views expressed by Member States (footnote referring to the discussion held in the context of WG1 & WG2), and in this regard, to include their findings and adopted measures in their regular reports to the Economic and Social Council and the General Assembly;</p>	<p><i>Requests</i> the governing bodies of the Funds and Programmes to undertake a comprehensive review of their working methods, in order to improve the preparations for and discussions during meetings of the Executive Boards, fully taking into account the relevant views expressed by Member States (footnote referring to the discussion held in the context of WG1 & WG2), and in this regard, to include their findings and adopted measures in their regular reports to the Economic and Social Council;</p>	<p>Rather than introduce a new amendment, CANZ would support the JCC amendment, with the exception of the addition “to the General Assembly” at the end of the paragraph. <i>Invites</i> Requests the governing bodies of the Funds and Programmes, as appropriate, to undertake a comprehensive review of their working methods, in order to improve the preparations for and discussions during meetings of the Executive Boards, fully taking into account the relevant views expressed by Member States (footnote referring to the discussion held in the context of WG1 & WG2), and in this regard, to include their findings and adopted measures in their regular reports to the Economic and Social Council and to the General Assembly;</p>	<p><i>Requests</i> the governing bodies of the Funds and Programmes to undertake a comprehensive review of their working methods, in order to improve the preparations for and discussions during meetings of the Executive Boards, fully taking into account the relevant views expressed by Member States (footnote referring to the discussion held in the context of WG1 & WG2), and in this regard, to include their findings and adopted measures in their regular reports to the Economic and Social Council;</p>
<p>9. Takes note of the progress in the creation of a central repository of information on operational activities for development and requests that an update on the advances in the establishment of this mechanism is presented at the ECOSOC substantive session of 2011;</p>	<p><i>Takes note of</i> the progress in the creation of a central repository of information on operational activities for development and <i>requests</i> the Secretary General that an update on the advances in the establishment of this mechanism is presented at the ECOSOC substantive session of 2011</p>			<p><i>Takes note of</i> the progress in the creation of a central repository of information on operational activities for development and <i>requests</i> that an update on the advances in the establishment of this mechanism is presented at the ECOSOC substantive session of 2011 in the context of the quadrennial comprehensive policy review of operational activities (OP 28(b) of 62/208);</p>

Member State Comments as received directly from Member States

<i>The General Assembly,</i>	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
10. Encourages governing bodies of Funds, Programmes and Agencies of the UN system, in coordination with ECOSOC, to include in their strategic plans specific provisions for the full implementation of policy guidance provided in the quadrennial comprehensive policy review (QCPR) of the General Assembly, and to reflect in their annual work plans, relevant elements of the management process on the implementation of the QCPR;	10 alt. Encourages the Executive Boards of Funds and Programmes and Governing Bodies of UN Specialized Agencies to include in their strategic plans specific provisions for the full implementation of policy guidance provided in the Quadrennial Comprehensive Policy Review (QCPR) of the General Assembly, and to reflect in their annual work plans, relevant elements of the management process on the implementation of the QCPR, and requests the secretariats of the Funds, Programmes and Specialized Agencies of the UN system to report on the implementation of these provisions to the GA through the ECOSOC;	- relevance of paragraph? - What do we mean by specific provisions?	<i>Encourages</i> governing bodies of Funds, Programmes and specialized agencies of the UN development system, in coordination with ECOSOC, to include in their strategic plans specific provisions for the full implementation of policy guidance provided in the quadrennial comprehensive policy review (QCPR) of the General Assembly, and to reflect in their annual work plans, relevant elements of the management process on the implementation of the comprehensive policy review QCPR;	
11. Requests the Secretary General, under the auspices of ECOSOC and in cooperation with UN Resident Coordinators, to prepare and put in place a periodic survey directed to Governments, relevant partners and stakeholders at programme countries, on the effectiveness, efficiency and relevance of the support of the UN system, in order to identify the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address those, and also requests that the results of such surveys are published and made available to Member States;	<i>Requests</i> the Secretary General, under the auspices of ECOSOC and in cooperation with UN Resident Coordinators, to prepare and put in place a periodic survey directed, as appropriate , to Governments of relevant partners and stakeholders at relevant partners and stakeholders at programme countries, on the role effectiveness, efficiency and relevance of the support of the UN development system, in order to identify the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address those issues , and to report on the findings to the ECOSOC ; also requests that the results of such surveys are published and made available to Member States ;	<i>Requests</i> the Secretary General, under the auspices of ECOSOC and in cooperation with UN Resident Coordinators, to prepare and put in place as appropriate a periodic survey directed to Governments, relevant partners and stakeholders at programme countries, on the effectiveness, efficiency and relevance of the support of the UN system, in order to identify the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address those, and <i>also requests</i> that the results of such surveys are published and made available to Member States;	We will need to come back to this paragraph when we see others' amendments. Two small amendments in the meantime. <i>Requests</i> the Secretary General, under the auspices of ECOSOC and in cooperation with UN Resident Coordinators, to prepare and put in place a periodic survey directed to Governments, relevant partners and stakeholders at in programme countries, taking into account their capacities , on the effectiveness, efficiency and relevance of the support of the UN system, in order to identify the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address those, and <i>also requests</i> that the results of such surveys are published and made available to Member States;	Requests the Secretary General, under the auspices of ECOSOC [?] and in cooperation with UN Resident Coordinators [they are accountable to him, why to consult with them?], to prepare and put in place a periodic survey directed to Governments, relevant partners and stakeholders at programme countries, on the effectiveness, efficiency and relevance of the support of the UN system, in order to identify the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address those, and also requests that the results of such surveys are published and made available to Member States
Approval of common country programmes				
	TITLE CHANGE TO "Delivering as One"	General comment: CCPs belong to the Governance section, but compromise proposed by Co-Chairs of putting it in a separate section is acceptable to EU		Russia supports JCC in reaffirming that Delivering as One and Common Country Programmes are interlinked and should be introduced in one section
12. Welcomes the progress made by "programme country pilot" countries in their own country-led evaluations, with the participation of relevant stakeholders and with the technical support of the United Nations Evaluation Group, to be completed by 1 July 2010;	<i>Welcomes</i> the progress efforts made by " programme delivering as one country pilot" countries in their own country-led evaluations, with the participation of relevant stakeholders and with the technical support of the United Nations Evaluation Group, to be completed by 1 July 2010; (move to OP18bis)	This paragraph should be moved to DaO section.	CANZ could accept moving this paragraph to the Delivering as One section	Welcomes <i>Takes note of</i> the progress made by "programme country pilot" countries in their own country-led evaluations, with the participation of relevant stakeholders and with the technical support of the United Nations Evaluation Group, to be completed by 1 July 2010

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
13. Takes note of the ongoing use by countries, on voluntary basis, of common country programme documents, in order to have an overview of the alignment of United Nations strategic support to national priorities and to reduce their transaction costs in dealing with the United Nations system;	<p>Takes note of the ongoing use initiatives by some countries to use, on voluntary basis, of common country programme documents, in order to have an overview of the alignment of United Nations strategic support to national priorities and to reduce their transaction costs in dealing with the United Nations system;</p> <p>13 bis Emphasizes the principles of national ownership and leadership, and in this regard reaffirms its support to all other developing countries that may desire to continue under the existing frameworks and processes for country level programming;</p>			
14. Recognises the current practice where Government and the Resident Coordinator/United Nations Country Team establish a local consultative mechanism to develop and approve a United Nations Development Assistance Framework (UNDAF), where this is appropriate;	Delete		Delete	
15. Invites those countries presenting a Common Country Programme (CCP) document on a voluntary basis to build it on the UNDAF, where it exists, and present in the CCP the critical actions that will be taken to achieve the agreed results with available or indicative resources, as well as actions to ensure coherence at the country level, attaching as an annex a brief description of each agency's contribution in an agency-specific results matrix;	<p>Invites those countries presenting a Common Country Programme (CCP) document on a voluntary basis, consistent with to build it on the UNDAF, where it exists, and to present in the CCP the critical actions that will be taken to achieve the agreed results with available or indicative resources, as well as actions to ensure coherence</p> <p>of the UN system's assistance at the country level, attaching as an annex a brief description of each agency's contribution in an agency-specific results matrix;</p>	General support		
16. <i>Invites</i> the governing body of each agency to consider and approve its role and the resources it will require for the implementation of the CCP, on the basis of the agency-specific annex;	16 alt. Invites the governing body of each Fund, Programme, and Specialized Agency, in accordance with their mandates, to consider and approve their relevant portion of common country programme document, including their activities and the resources required for the implementation of such activities, on the basis of the agency-specific annex			
17. <i>Notes</i> that the approval of each agency's contribution will be based on an assessment of whether the elements in the agency-specific annex reflect the priorities of its strategic plan and overall mandate;	<p>Notes that the approval of each Fund, Programme and agency's contribution will be based on an assessment of whether the elements in the agency-specific annex reflect the priorities of its strategic plan and overall mandate, as well as their alignment with national priorities and strategies;</p> <p>Programme and agency's contribution will be based on an assessment of whether the elements in the agency-specific annex reflect the priorities of its strategic plan and overall mandate, as well as their alignment with national priorities and strategies;</p>	Replace "WILL" with "SHOULD"	Delete the paragraph. It is rather restrictive, and in inconsistent and incompatible with the decision making processes of the Executive Boards	

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
18. <i>Recognises</i> that an informal discussion of CCP documents, submitted on a voluntary basis, to the joint meeting of the Executive Boards of UNDP/UNFPA, UNICEF and WFP could provide a useful context for the individual agency Executive Board approvals;	Delete	Change "context" to "contribution"	CANZ reserves on this paragraph and may come back to strengthen it as it appears there could be further appetite to consider mandates.	<i>Recognises</i> that an informal discussion of CCP documents, submitted common country programmes on a voluntary basis, at the joint meeting of the Executive Boards of UNDP/UNFPA, UNICEF and WFP could provide a useful context for the individual agency Executive Board approvals;
Delivering as One				
	Removes Heading		Retain Title	Removes Heading
19. Takes note of the information provided by the Secretary-General about the modalities for an independent evaluation of lessons learned from “programme country pilot” countries, including their efforts to enhance coherence and effectiveness through common country programmes, common premises and services, common budget frameworks, and enhanced team leadership, and looks forward to regular briefings on the process;	Bracketed for future	<i>Takes note</i> of the information provided by the Secretary-General about the modalities for an independent evaluation of lessons learned from “programme country pilot” countries the Delivering as One initiative, including their efforts to enhance coherence and effectiveness through common country programmes, common premises and services, common budget frameworks, and enhanced team leadership, and looks forward to regular briefings on the process; (taken from DSG statement)	<i>Takes note</i> of the information provided by the Secretary-General about the modalities for an independent evaluation of lessons learned from “programme country pilot” countries, including their efforts to enhance coherence and effectiveness through common country programmes, common premises and services, common budget frameworks, and enhanced team leadership, and looks forward to regular briefings on the process, and requests the Secretary-General to urgently undertake arrangements for an independent evaluation of lessons learned from the above efforts, as requested in resolutions 62/208 and 63/311 (Source: op19 A/Res/63/311)	Role of the JIU to be stressed
		Welcomes the Kigali Declaration (<i>Statement of outcomes and way forward – Intergovernmental meeting of the “Programme Country Pilots” on “Delivering as One”</i>) and the progress made in the Delivering as One pilot initiative, and further welcomes the efforts of countries that have voluntarily embraced this approach to improve coherence at the country level.		
Improving the funding system of operational activities for development of the United Nations system for enhanced system-wide coherence				
General principles				
20. Reaffirms that the fundamental characteristics of the funding for operational activities for development of the United Nations system should be, inter alia, their universal, voluntary and grant nature, their neutrality and their multilateralism. Country-level funding for operational activities should be made at the request of programme countries and in line with their own policies and priorities for development;	Delete	Suggest use of T CPR language and support reference to “voluntary” nature of funding.	<i>Reaffirms</i> that the fundamental characteristics of the funding for operational activities for development of the United Nations system should be, inter alia, their universal, voluntary and grant nature, their neutrality and their multilateralism, and with full alignment to the priorities and policies. Country-level funding for operational activities should be made at the request of programme countries and in line with their own policies and priorities for development;	<i>Reaffirms</i> that the fundamental characteristics of the funding for operational activities for development of the United Nations system should be, inter alia, their universal, voluntary and grant nature, their neutrality and their multilateralism. Country-level funding for operational activities should be made in compliance with the fundamental characteristics of operational activities for development of the United Nations system at the request of programme countries and in line with their own policies and priorities for development; There is no such thing as fundamental characteristics of funding for operational activities for development.

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
21. Stresses the importance of accountability, transparency and a results-based approach to the efforts to increase the quality and quantity of funding for operational activities and to make it more predictable, effective and efficient;	21. alt Stresses the need to increase the quality and quantity of funding for operational activities to make it more predictable, effective and efficient;	Stresses the importance of accountability, transparency and a improved results-based management and further harmonised results reporting to improve approach to the efforts to increase the quality and quantity of funding for operational activities and to make it more predictable, effective and efficient;		
22. Recognizes that core resources, because of their untied nature, should continue to be the bedrock of the operational activities for the United Nations development system and notes with concern the imbalance between core and non-core resources;	<p>Recognizes that core resources, because of their untied nature, should continue to be the bedrock of the operational activities for the United Nations development system; and notes with concern the imbalance between core and non-core resources,</p> <p>22 bis Notes with deep concern the growing imbalance between core and non-core resources, and in this regard emphasizes the urgent need to address this issue;</p> <p>22 ter stresses the importance of accountability, transparency and a results-based approach of the work of the Funds, Programmes and Specialized Agencies;</p>	<p>Recognizes that core resources, because of their untied nature, should continue to be the bedrock of the operational activities for the United Nations development system and notes with concern the imbalance between core and non-core resources, while recognizing that core and non core resources have distinct roles in responding to programme countries' needs and that non-core resources represent an important supplement to the regular resource based of UN development system operational activities for development (last part taken from res 63/232, op12</p>	CANZ has concerns that the proposed paragraph is not based in evidence, as discussed at length in negotiations on ECOSOC resolution 2009/1	
23. Stresses that funding for operational activities should be aligned with the strategic plans, resource frameworks and priorities of United Nations funds, programmes and specialized agencies;	<p>Stresses that funding for operational activities should be aligned with the strategic plans, resource frameworks and priorities of United Nations funds, programmes and specialized agencies, as well as with the national priorities and plans in consultation with national authorities;</p> <p>Ensuring adequate funding</p> <p>23 bis. Stresses also that realizing the target of allocating 0.7 percent of developed countries' GNI for ODA, and Financing for Development (FfD) commitments, will constitute significant steps in achieving FfD goals as well as in increasing the level of funding for the UN's operational activities for development, and emphasizes that commitments made in this regard must be met ;</p>	<p>Stresses that funding for operational activities should be aligned with the strategic plans and mandates, resource frameworks and priorities of United Nations funds, programmes and specialized agencies; and underscores the need to further strengthen the results frameworks of the UN development system's agencies, funds and programmes [by developing common indicator sets for sectors and by clearly defining the relationship between UN agencies', funds' and programmes' inputs, outputs and nationally owned outcomes</p>		
Ensuring adequate funding				
24. Acknowledges the expanding number of countries making financial contributions to the operational activities of the United Nations development system, as well as the diversification of funding sources and mechanisms within the system;		<p>Replace "Acknowledges" with "Welcomes"</p> <p>24BIS Welcomes the significant growth in funds to UN development operations since 2003 from \$12.8 billion to \$22 billion in 2008. (alt wording: or the highest ever growth...)</p>		

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>25. Notes with concern the reliance on a small number of traditional donor countries for a high share of core contributions to United Nations operational activities and emphasizes the importance of taking measures to broaden the donor base and increase the number of donor countries and other partners making financial contributions to the United Nations development system;</p>	<p>25. alt <i>Notes with concern</i> the reliance on a small number of donor countries for a high share of core contributions to United Nations operational activities and <i>emphasizes</i> the importance of taking measures to broaden the base of donor countries making financial contributions to the United Nations development system;</p>	<p><i>Notes with concern</i> the reliance on a small number of traditional donor countries for a high share of core contributions to United Nations operational activities and <i>emphasizes</i> the importance of taking measures to improving the burden-sharing broadening the donor base and increasing the number of donor countries and other partners making financial core contributions to the United Nations development system</p>	<p>CANZ supports the JCC amendment to delete “traditional” in the first line, and we call for the deletion of the word “donor” in the fourth line, in accordance with the multilateral character of UN development organizations.</p> <p><i>Notes with concern</i> the reliance on a small number of traditional donor countries for a high share of core contributions to United Nations operational activities and <i>emphasizes</i> the importance of taking measures to broaden the donor base and increase the number of donor countries and other partners making financial contributions to the United Nations development system;</p>	
<p>26. <i>Recognizes</i> the potential positive impact of further exploring the concept of ‘critical mass’ of core funding for United Nations development agencies;</p>	<p><i>Recognizes</i> the potential positive impact of determining the level further exploring the concept of ‘critical mass’ of core funding for United Nations development agencies</p>		<p>Retain as per the original text.</p>	
<p>27. In this regard, invites the Executive Boards of the Funds and Programmes to initiate further discussion with a view to exploring the most appropriate definition of, and a process towards arriving at, a ‘critical mass’ of core funding to each Fund and Programme, according to their individual mandates, and determining its ideal quantity. The definition of ‘critical mass’ could include, inter alia, the level of resources large enough to produce the results expected in Strategic Plans including administrative and management costs needed to run the organization and respond to programme countries’ needs;</p>	<p>27.alt In this regard, <i>invites</i> the Executive Boards of the Funds and Programmes and governing bodies of specialized agencies to initiate further discussion with a view to exploring the most appropriate definition of, and a process towards arriving at, a ‘critical mass’ of core funding to each Fund Programme and agency, according to their individual mandates, and determining its ideal quantity, and submit their reports in this regard to the substantive session of ECOSOC in 2011;</p> <p>27 bis Further invites Executive Boards of the Funds and Programmes and governing bodies of specialized agencies to take in to account that the definition of ‘critical mass’ could may include, inter alia, the level of resources adequate large enough to ensure the global presence of a UN development system which is able to respond to programme countries’ needs, and to produce the results expected in Strategic Plans including administrative, management and programme costs. costs needed to run the organization and</p>	<p>MERGE op 26 and 27</p> <p><i>Recognizes</i> the value of further exploring the concept of critical mass of core funding and, in this regard, <i>invites</i> the Executive Boards of the Funds and Programmes to initiate further discussion with the membership with a view to exploring the most appropriate definition of, and a process towards arriving at, a ‘critical mass’ of core funding to each Fund and Programme, according to their individual mandates.</p>	<p>CANZ will need to revert when we see others’ amendments. The group reserves on amendments insisting on the global presence of UN development organizations as some are specialized to address specific regions (i.e., UNCDF).</p>	
<p>28. <i>Urges</i> Member States to ensure that discussions on core resources, including those taking place in the governing bodies of UN development agencies, are taken into account in decision-making processes in their capitals;</p>	<p>Delete</p>	<p>Confusing: Need further explanations on meaning and purpose of the paragraph</p>	<p>While not a priority for the group, CANZ can go along with deletion of OP28</p>	
<p>29. <i>Acknowledges</i> that exchange rates can be a significant source of unpredictability of funding flows;</p>	<p>Delete</p>	<p>Add “and therefore encourages UN agencies to take appropriate measures to minimize the impact of exchange rate fluctuations on contribution levels”</p>	<p>Placement of this paragraph is likely more beneficial in the General Principles section because it also has an impact on the issue of quality, in addition to quantity of funding.</p>	
<p>Improving the quality of funding</p>				

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>30. <i>Urges</i> Member States to make financial contributions to the United Nations development system in the form of multi-year commitments, whenever possible, in order to improve the predictability of resources;</p>	<p><i>Urges</i> Member States to make financial contributions to the United Nations development system in the form of multi-year commitments, whenever possible, in order to improve the predictability of resources;</p>	<p>Important to keep “whenever possible”</p>	<p>CANZ wishes to keep the original language, including the reference to “whenever possible” in the second and third lines, as this related to more than solely the issue of legislation (for example, the principles of humanitarian funding).</p>	
<p>31. Encourages all Member States making non-core contributions to operational activities, as well as United Nations Funds, Programmes and specialized agencies, to ensure that these resources are fully aligned with strategic plans and mandates and are in accordance with programme countries’ priorities in the UNDAF. In this regard, emphasizes the importance of reducing transaction costs and streamlining reporting requirements where possible, and transferring any resulting savings to programmatic activities in the same country;</p>	<p><i>Encourages</i> all Member States making non-core contributions to operational activities, as well as United Nations Funds, Programmes and specialized agencies, to ensure that these resources are fully aligned with strategic plans and mandates and are in accordance with programme countries’ priorities in the UNDAF, and in this regard, emphasizes the importance of reducing transaction costs and streamlining reporting requirements where possible, and transferring any resulting savings to programmatic activities in the same country;</p> <p>31 bis Emphasizes that core resources should not subsidize activities related to non-core funding and in this regard, invites the Executive Boards of the Funds and Programmes to consider ways to avoid activities financed by non-core resources that do not allow for full cost recovery;</p>	<p><i>Encourages Urges</i> all Member States making non-core contributions to operational activities, as well as United Nations Funds, Programmes and specialized agencies development system, to ensure that these resources are fully aligned with strategic plans and mandates and are in accordance with programme countries’ priorities in the UNDAF and are disbursed in a timely and predictable manner.</p> <p>NEW PARA Also urges MS making non-core contributions to <i>Emphasizes the importance of reducing</i> transaction costs and streamlining reporting requirements where possible, [and transferring any resulting savings to programmatic activities in the same country;] Belongs to HBP cluster</p>	<p>CANZ can consider the paragraph, should others wish, but the last sentence is confusing as it does not relate to non-core funding, but rather core funding. CANZ can also agree with the EU amendments regarding “Urges” and the reference to “United Nations development system”. <i>Encourages</i> all Member States making non-core contributions to operational activities, as well as United Nations Funds, Programmes and specialized agencies, to ensure that these resources are fully aligned with strategic plans and mandates and are in accordance with programme countries’ priorities in the UNDAF. In this regard, <i>emphasizes</i> the importance of reducing transaction costs and streamlining reporting requirements where possible, and transferring any resulting savings to programmatic activities in the same country; OP31 bis – JCC amendment While we agree in principle with the notion introduced, it should be directed to the organizations of the UN development system (not to the Executive Boards) because the Boards do not approve non-core funding.</p>	
<p>32. <i>Invites</i> the Executive Boards of Funds and Programmes to take measures to improve their governance and oversight of programme and project specific non-core funding;</p>	<p><i>Invites Urges</i> the Executive Boards of Funds and Programmes and governing bodies of specialized agencies to take measures, to improve their governance, transparency and oversight of programme and project specific non-core funding;</p>	<p><i>Invites</i> the Executive Boards of Agencies, Funds and Programmes to take measures to improve their governance and oversight of programme and project specific non-core funding;</p>	<p>This paragraph needs to be completed with a specific action. CANZ does not understand the JCC addition of “transparency” in the second line as it applies to the Executive Boards.</p> <p><i>Invites</i> the Executive Boards of Funds and Programmes to take measures to improve their governance and oversight of programme and project specific non-core funding through the annual reports to assess alignment of such funding to the respective strategic plans of the organizations;</p>	

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
33. Requests the Secretary-General to present a report on all existing Multi-Donor Trust Funds and Thematic Trust Funds, containing information on their mandates and governing structures, with a view to further improving the participation of Member States in their governance;	<i>Requests</i> the Secretary-General to present a annual report to the GA on all existing Multi-Donor Trust Funds and Thematic Trust Funds, including those related to Gender equality and empowerment of women , containing information on their mandates and governing structures, with a view to further improving the participation of Member States in their governance;	<i>Requests</i> the Secretary-General to present a report on all existing Multi-Donor Trust Funds and Thematic Trust Funds, containing information on their mandates and governing structures, their performance and impact and an explanation of the value added of fees charged with a view to further improving enhancing the participation-knowledge of Member States in their governance;	<i>Requests</i> the Secretary-General to include information present a report on all existing Multi-Donor Trust Funds and Thematic Trust Funds, including information on their mandates and governing structures, in the annual reports on financial statistics to ECOSOC with a view to further improving the participation of Member States in their governance;	
34. <i>Requests</i> those United Nations agencies administering Multi-Donor Trust Funds to report on the administration of those funds to their respective governing bodies;	<i>Requests</i> those United Nations agencies administering Multi-Donor Trust Funds to report on the administration of those funds to their respective governing bodies on a regular basis	add “to ensure better complementarity between funds provided through Multi Donor Trust Funds and other funding sources		
35. Acknowledges that there are ongoing efforts being undertaken by the United Nations Development Group with a view to avoiding subsidization of non-core resources by core resources and, in that regard, invites the Executive Boards to consider the adoption of cost recovery policies that ensure a balanced sharing of support budgets by all sources of funding;	Delete	<i>Acknowledges</i> that there are ongoing efforts being undertaken by the United Nations Development Group with a view to avoiding subsidization of non-core resources by core resources and, in that regard, requests invites the Executive Boards governing bodies of UN Funds and Programmes to consider the adoption of cost-recovery policies that ensure a balanced sharing of support budgets by all sources of funding; adopt cost recovery policies in this regard		
Improving information to monitor funding trends				
36. Takes note of the improved reporting on funding for operational activities of the UN development system and requests that further improvements be made to more accurately reflect the diversity in non-core funding streams including Thematic and Multi-Donor Trust Funds;		Add “system-wide funds and country-level pooled funds		
37. In this regard, further requests that future reporting on funding to the United Nations development system more clearly distinguish between funding for development and humanitarian activities, and better differentiate self-supporting from other non-core funding flows;				

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>38. Requests the Secretary-General to develop indicators to measure the predictability of resources to the United Nations development system and to include reporting against these indicators in the annual report to ECOSOC on the results achieved, measures and processes implemented in follow-up to General Assembly resolution 62/208, to be considered by Member States in the context of the triennial comprehensive policy review of operational activities for development of the United Nations system;</p>	<p><i>Requests</i> the Secretary-General to develop indicators to measure the predictability of resources to the United Nations development system and to include reporting against these indicators in the annual report to ECOSOC on the results achieved, measures and processes implemented in follow-up to General Assembly resolution 62/208, to be considered by Member States in the context of the Quadrennial triennial comprehensive policy review of operational activities for development of the United Nations system;</p>	<p>Need clarity on what do we mean by indicators to measure predictability ???Change to QCPR.</p>		
Strengthening the institutional arrangements for support of gender equality and the empowerment of women				
			<p>Prior to OP39, but in this section of the resolution OP38 bis <i>Convinced</i> of the need for urgent action to improve gender equality and women’s empowerment; OP38 ter <i>Recognizing</i> that such action is primarily the responsibility of Governments; OP38 quat <i>Conscious</i> of the need to achieve greater coherence and effectiveness in gender equality and women’s empowerment activities, including gender mainstreaming in policies and programs, within the United Nations system;</p>	
			<p>OP38 quint (CANZ suggests moving OP44 here).EmphasizING that the establishment of the Entity and the conduct of its work should lead to enhanced coordination, coherence, accountability and capacity of the United Nations system to respond to the needs of Member States, and thus, greater efficiency and effectiveness of the UN’s efforts with respect to both gender equality and women’s empowerment;</p>	

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>39. Decides to establish a composite entity, to be known as _____ [for the purpose of this draft, the entity will be referred to hereinafter as the “Entity”], by consolidating the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW);</p>	<p>39 alt .Decides to establish a composite entity, to be known as (will come on the descriptive part of the name of the Entity) UNWOMEN, consolidate the existing mandates, functions and assets of the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) as part of the United Nations Secretariat, by 1 Jan 2011</p> <p>39 bis. Decides to establish a new Executive Board to govern and oversee the operational, activities of the Entity</p>	<p>Decides to establish a composit entity, and for it to be operational by 1 January 2011, to be known as</p>	<p>OP38 sextRecognizing that civil society, including women’s bodies, have played a vital role in promoting women's human rights, gender equality and the empowerment of women, in all areas of supporting normative decision-making and operational work both in the United Nations and beyond</p>	<p><i>Decides</i> to establish a composite entity*, to be known as _____ [for the purpose of this draft, the entity will be referred to hereinafter as the “Entity”], by consolidating the existing mandates of the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW);</p> <p>* See Annex I - Organigram of the structure of the composite entity</p>
TRANSITIONAL PERIOD				
<p>40. <i>Decides</i> to abolish and liquidate UNIFEM;</p>	<p>Delete</p>		<p><i>CANZ recognizes the need to transfer both “assets” and “liabilities” to the new Entity, as it is unclear whether UNIFEM has sufficient operational reserves to cover its liabilities. We would prefer that this be done in the funding section in OP60 bis .</i></p>	
<p>41. <i>Requests</i> the ECOSOC to abolish INSTRAW;</p>	<p>Delete</p>			
<p>42. <i>Decides</i> to transfer the existing mandates, functions and assets of OSAGI, DAW, UNIFEM and INSTRAW to the Entity;</p>	<p>Delete</p>	<p>42BIS: The entity’s coverage and activities should be universal in nature and in accordance with the UN Chrter, the Beijing Declaration and Platform for Action, and the Universal Declaration of Human Rights, stressing all human rights, specially of all women, in all countries, regions and all parts of the world at all levels.</p>	<p><i>Decides</i> to transfer the existing mandates and functions and assets of OSAGI, DAW, UNIFEM and INSTRAW to the Entity; <i>Rationale: refer to the comment for OP40 and OP60 bis .</i></p>	
Add a new paragraph on the functioning of the UN system on gender issues during the transitional period				
General Principles				
<p>43. Decides that:</p>				
<p>(a) the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of General Assembly and relevant resolutions of the General Assembly will provide a framework for the work of the Entity;</p>	<p>the Beijing Declaration and Platform for Action, including its twelve critical areas and the outcome of the 23rd special session of General Assembly and the relevant resolutions of the general assembly will shall provide the comprehensive framework for the work of the Entity and the executive board; <i>(a bis) the work of the new entity will be in conformity with the purposes and principles contained in the charter of the United Nations ; (a ter) the work of the entity shall consider the significance of the national and regional particularities and various historical, cultural and religious backgrounds ;</i></p>	<p>...23rd special session of General Assembly, CEDAW, and relevant UN Resolution will provide a framework ...</p>	<p>the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of General Assembly and OTHER relevant resolutions of the General Assembly will provide a framework for the work of the Entity</p>	<p>the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of General Assembly and relevant UN resolutions of the General Assembly will provide a framework for the work of the Entity</p>

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
(b) the Entity will provide guidance to all Member States, across all levels of development, and in all regions, at their request concerning gender equality and the empowerment of women, similar to other UN entities that combine normative and operational mandates;	based on the principle of universality, the Entity will provide support guidance to all Member States, upon their request across all levels of development, and in all regions, at their request on gender equality and the empowerment of women, similar to other UN entities that combine through its normative and operational mandates	the Entity will provide guidance to all Member States, across all levels of development, and in all regions, at their request AND BASED ON THE STRATEGY OF THE GENDER ENTITY concerning gender equality and the empowerment AND RIGHTS of women, similar to other UN entities that combine normative and operational mandates;	the Entity will provide guidance and technical support to all Member States, across all levels of development, and in all regions, at their request, and in line with its STRATEGIC FRAMEWORK concerning gender equality and the empowerment of women, similar to other UN entities that combine normative and operational mandates;	the Entity will provide guidance to all Member States, across all levels of development, and in all regions, at their request concerning gender equality and the empowerment of women, similar to other UN entities that combine normative and operational mandates
(c) the Entity will operate on the basis of principles agreed to through the process of the Quadrennial Comprehensive Policy Review (QCPR), including responding to the needs of and priorities determined by Member States, and on their request;	alt: the Entity will operate on the basis of principles agreed to in the Quadrennial Comprehensive Policy Review (QCPR), in particular, responding to the needs of and priorities determined by Member States upon their request; c. alt bis the principle of national ownership will be an essential element of the work of the Entity and the Executive Board; c alt ter. the focal point working with the Entity at the national level will be the national machineries for the advancement of women or the focal point designated by the Government c.alt Quart. Data used by the Entity must be verifiable, accurate, reliable and disaggregated by age and sex, giving priority to information provided by national official sources		the Entity will operate on the basis of principles agreed to through the process of the Quadrennial Comprehensive Policy Review (QCPR) , including responding to the needs of and priorities determined by Member States, and on their request; <i>Rationale: As raised in previous chapters of the resolution, the language should be consistent and refer simply to the CPR throughout the resolution, and not the QCPR</i>	
		(d) The entity will ensure accountability of the UN system in its work on gender equality and women's empowerment.		
44. Emphasizes that the establishment of the Entity and the conduct of its work should lead to enhanced coordination, coherence, accountability and capacity of the United Nations system to respond to the needs of Member States, and thus, greater efficiency and effectiveness of the UN's efforts with respect to both gender equality and women's empowerment;	Delete, and replace with C.quint the Entity in the conduct of its work should ensure effective coordination, coherence, and gender mainstreaming within the United Nations system	Emphasizes that the establishment of the Entity and the conduct of its work should lead to enhanced GENDER MAINSTREAMING THROUGH BETTER coordination, coherence, accountability and capacity of the United Nations system to respond to the needs of Member States, TO ENSURE GENDER EQUALITY AND WOMEN'S EMPOWERMENT, and thus, greater efficiency and effectiveness of the UN's efforts with respect to both gender equality and women's empowerment	<i>Comment: Placement -- this paragraph is better placed amongst the preambular part of this section as it reflects general principles and rationale for why the consolidated Entity is created. We suggest moving this to OP38 quint.</i>	<i>Emphasizes</i> that the establishment of the Entity and the conduct of its work in all regions carried out upon request of Member States should lead to enhanced coordination, coherence, accountability and capacity of the United Nations system to respond to the needs of Member States in accordance with their national priorities , and thus, greater efficiency and effectiveness of the UN's efforts with respect to both gender equality and women's empowerment
Governance				

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>45. Decides that the General Assembly and the ECOSOC, together with the Commission on the Status of Women (CSW) and an Executive Board, will constitute the multi-tiered intergovernmental governance structure for the Entity in order to reflect the combination of normative support functions and operational activities to be performed by the Entity;</p>	<p><i>Decides</i> that the General Assembly and the ECOSOC and the Commission on the Status of Women (CSW), will constitute the multi-tiered intergovernmental governance structure for the normative support functions and policy guidance for the Entity and its Executive Board; 45 bis. <i>Decides</i> that the (Executive Board) shall ensure that its functions, operational strategies and all operational activities are consistent with the overall policy guidance set forth by the CSW; 45.ter. <i>Further decides</i> to establish a new Executive Board, independent of the existing Executive Boards, whose composition shall be in accordance with the principle of equitable geographical distribution as reflected in the General Assembly;</p>		<p><i>CANZ has concerns that there is missing reference to supporting the advancement of gender mainstreaming across the system (which is a key objective behind creating the new Entity), in which both CSW and ECOSOC play a role, not least through the gender mainstreaming resolution.</i></p> <p><i>Decides</i> that the General Assembly and the ECOSOC, together with the Commission on the Status of Women (CSW) and an Executive Board, will constitute the multi-tiered intergovernmental governance structure for the Entity in order to reflect the combination of normative support functions, support to advance gender mainstreaming across the UN system and operational activities to be performed by the Entity;</p>	<p><i>Decides</i> that the General Assembly and the ECOSOC, together with the Commission on the Status of Women (CSW) and an Executive Board, established by the present resolution, will constitute the multi-tiered intergovernmental governance structure for the Entity in order to reflect the combination of normative support functions and operational activities to be performed by the Entity</p>
	<p><i>45.quart. And further decides</i> that the Executive Board shall consist of forty-seven Member States, which shall be elected by the Economic and Social Council (ECOSOC) and that the membership shall be based on equitable geographical distribution, and seats shall be distributed as follows among regional groups: Group of African States, thirteen; Group of Asian States, thirteen; Group of Eastern European States, six; Group of Latin American and Caribbean States, eight; and Group of Western European and other States, seven; the members of the Executive Board shall serve for a period of three years and shall not be eligible for immediate re-election after two consecutive terms; (based on resolution 60/251)</p> <p><i>45.cinq. Decides also</i> that elections of the members of the Executive Board shall take place on 1 February 2011 and that the first meeting of the Executive Board shall be convened on 1 March 2011</p>			
<p>46. Decides that the General Assembly will establish the mandate and primary functions of the Entity; that the ECOSOC will provide continuing guidance on the mandate and primary functions of the Entity; and that any new mandates will be subject to approval by intergovernmental process;</p>	<p>alt. <i>Decides</i> that the Entity's mandates and functions will consist of the exact consolidation of all the existing mandates and functions of the OSAGI, DAW, UNIFEM and INSTRAW, and that any new mandates will be subject to approval by intergovernmental process</p>	<p><i>Decides</i> that the General Assembly will establish EU: through this resolution the mandate and primary functions of the Entity; that the ECOSOC will provide continuing guidance on the mandate and primary functions of the Entity; EU: and that any new mandates will be subject to approval by intergovernmental process</p>	<p><i>Comment: Delete the paragraph as it is unnecessary. The present resolution is creating the Entity, and it is obvious that new mandates require intergovernmental agreement.</i></p>	<p><i>Decides</i> that the General Assembly will establish the mandate and primary functions of the Entity; that the ECOSOC will provide continuing guidance on the mandate and primary functions of the Entity and that any new mandates will be subject to approval by the General Assembly intergovernmental process</p>
<p>47. <i>Decides</i> that, in addition to the General Assembly and the ECOSOC, the CSW will provide normative framework and policy guidance to the Entity;</p>	<p>Delete</p>	<p><i>Decides</i> that, in addition to the General Assembly and the ECOSOC; EU: all relevant United Nations intergovernmental bodies, including the CSW will provide normative framework and policy guidance to the Entity</p>	<p><i>Comment: Delete the paragraph as this too is obvious and is reflected in OP45</i></p>	<p><i>Decides</i> that, <i>in addition</i> (pending further clarification) to the General Assembly and the ECOSOC, the CSW will provide normative framework and policy guidance to the Entity; <i>(We should specify here the leading role of the CSW and the accountability of the Entity to it</i></p>

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>48. Decides to establish an Executive Board to govern and oversee the operational activities of the Entity; and further decides that the Board will be established as: option 1: an autonomous segment of the UNDP/UNFPA Executive Board, [NOTE: taking into account that UNIFEM, which will be consolidated into the Entity, is currently subject to the UNDP Executive Board]; option 2: a new Executive Board, independent of the existing Executive Boards;</p>	<p>Delete</p>	<p><i>Decides</i> to establish an Executive Board to govern and oversee the operational activities of the Entity; and further decides that the Board will be established as: EU: option 1: an autonomous segment of the UNDP/UNFPA Executive Board, [NOTE: taking into account that UNIFEM, which will be consolidated into the Entity, is currently subject to the UNDP Executive Board]; option 2: a new Executive Board, independent of the existing Executive Boards</p>	<p><i>CANZ strongly supports Option 1, an autonomous, independent segment of the UNDP/UNFP Executive Board, not least to allow for discussions through a joint segment (which already exists) on gender mainstreaming at country level in the UNDAFs. The rationale for this is that UNDP is the manager of the Resident Coordinator system, and UNFPA often fills the current gap of providing support to UN country teams in the area of gender equality and will need support as it transitions from this role with the expansion of the Entity's field presence.</i></p>	<p><i>Decides</i> to establish an Executive Board to govern and oversee the operational activities of the Entity; and further decides that the Board will be established as: option 1: an autonomous segment of the UNDP/UNFPA Executive Board, [NOTE: taking into account that UNIFEM, which will be consolidated into the Entity, is currently subject to the UNDP Executive Board]; option 2: a new Executive Board, independent of the existing Executive Boards;</p> <p>48 bis. Decides that the composition of the Board be the same as that of the CSW;</p>
<p>49. <i>Decides</i> that the Executive Board will perform functions in line with other Executive Boards carrying out similar functions, as set out in paragraph 22 of Annex I to General Assembly resolution 48/162;</p>	<p><i>49alt .Decides</i> that the Executive Board will perform functions as outline in the Annex I [bis] of this resolution; (agreed) <i>49alt bis.</i> Stresses that for developed countries and those areas which do not have UN field presence, the Executive Board should devise specific and innovative mechanisms to implement the mandate given to it by the CSW, in order to ensure the due implementation of the principle of Universality; <i>49 alt ter decides that the assistance for women living under foreign occupation shall be provided in conformity with international law including international humanitarian law ;</i></p>		<p><i>Comment: it may be insufficient to refer solely to paragraph 22 of Annex 1 of General Assembly resolution in OP49. Paragraphs 26, 27 and 28 of A/RES/48/162 regarding the meetings of the Board also apply.</i></p> <p><i>Decides further that the Executive Board will respond to paragraphs 26, 27 and 28 of Annex 1 of General Assembly resolution 48/162;</i></p> <p><i>OP49 ter Comment: there is a need to call on the Executive Board to organize itself appropriately as was done with UNFPA when it was transformed into an autonomous Fund (OP3 of the UNFPA resolution (A/RES/3019 XXVII)).</i></p>	
			<p><i>OP49TER: Invites the Executive Board to organize itself in such a way that it can exercise effectively these functions, taking into account the separate identity of the Entity and its need to operate under the guidance of the Economic and Social Council, in close relationship with interested Governments and with appropriate international bodies, governmental and non-governmental, interested in gender equality and women's empowerment activities;</i></p>	

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>50. <i>Decides</i> that the Board will report to the ECOSOC, which in turn will report to the General Assembly, in accordance with the established practice of other Executive Boards carrying out similar functions;</p>	<p>50 bis. Emphasizing the need for greater coordination and coherence between the normative and operational aspects, Requests the ECOSOC to establish a new agenda item in the CSW to review and provide policy guidance for the Entity, and to hold a joint session between CSW and the Executive Board and in this regard, the Executive Board will ensure that its functions, operational strategies and all operational activities are consistent with the overall policy guidance set forth by the CSW;</p> <p>50 alt bis. Emphasizing the importance of establishing concrete reporting mechanism to ensure coordination & coherence of the Entity on all aspects of its work and in this regards, decides that:</p> <p>a) The Executive Board shall report to the CSW on the normative aspects and the Entity's implementation of the policy guidance provided by the CSW</p> <p>b) The Executive Board will also report on its operational activities to the coordination segment of the ECOSOC</p> <p>c) The ECOSOC will then submit a consolidated report to the GA</p>	<p>Delete - expressed in OP11 already</p>	<p><i>Comment: This responds to article 60 of the UN Charter:</i></p> <p><i>Responsibility for the discharge of the functions of the Organization set forth in this Chapter shall be vested in the General Assembly and, under the authority of the General Assembly, in the Economic and Social Council, which shall have for this purpose the powers set forth in Chapter X.</i></p>	<p>50 bis. Decides that the Board will also report on its activities to the CSW during its annual sessions;</p>
<p>51. Requests the ECOSOC to establish formal linkages between the CSW and the Executive Board, which both report to the ECOSOC, to ensure close coordination and regular exchange of information between them with a view to enhancing coherence, including through a joint session between CSW and Executive Board;</p>	<p>Delete</p>	<p><i>Requests</i> EU: CSW and the Executive Board the ECOSOC to establish formal linkages between the CSW and the Executive Board, which both report to the ECOSOC, to ensure close coordination and regular exchange of information between them with a view to enhancing coherence EU: and an effective link between the normative functions and the operational activities, EU: including through a joint session between CSW and Executive Board</p>	<p><i>Comment: the original paragraph 51 is confusing and should be reworded to provide clarity on what is expected: Decides that the CSW and the Executive Board should conduct periodic exchanges to strengthen coordination, share lessons, and provide feedback on their respective decisions and progress.</i></p>	<p><i>Requests</i> the ECOSOC to establish appropriate institutional formal linkages between the CSW and the Executive Board in order to ensure accountability of the latter to the CSW, which both report to the ECOSOC, to ensure close coordination and regular exchange of information between them with a view to enhancing coherence including through a joint session between CSW and Executive Board;</p>

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>52. <i>Requests</i> the USG/Head of the Entity, in order to ensure accountability, to submit an annual report on the work of the Entity, to both the CSW and the Executive Board;</p>	Delete		<p><i>Comment: this paragraph is unclear... whose accountability is the USG to ensure -- the entity's or the system's? And what sort of accountability? Also, it is unclear how many reports are being proposed and for what purpose.</i></p> <p><i>Requests</i> the USG/Head of the Entity, in order to ensure accountability, to submit an annual reports on the work of the Entity, to both the CSW and the Executive Board, <u>taking into account the respective responsibilities of the CSW and the Executive Board outlined in the present resolution;</u></p>	<p><i>Requests</i> the USG/Head of the Entity, in order to ensure accountability, to submit an annual report on the work of the Entity, to both the CSW and the Executive Board; <i>(It is not clear whether it is one and the same report)</i></p>
<p>53. <i>Decides</i> that, when the relevant items are before the Second and Third Committees of the General Assembly, the USG/Head would interact with them to contribute to the dialogue or deliberations;</p>	Delete - moved to the section of the Secretariat	<p>delete the para as first option (not necessary/micromanagement). As a fallback position: <i>Decides</i> that that the USG/Head will interact with and contribute to the dialogue or deliberations within all relevant intergovernmental bodies on issues falling within its mandate EU OP 53 bis.: Requests the USG/Head of Entity to establish an effective model for consultations with civil society organizations.</p>	<p><i>Comment: CANZ supports calls for deletion. This paragraph seems overly limiting and prescriptive as there are various organs, bodies and committees that discuss gender equality. OP53 bis: Recommends that the Entity establish participation mechanisms for the meaningful involvement of civil society representatives and bodies in its work, including in the CSW and the Executive Board;</i></p>	
<p>Leadership, structure and functions</p>	RENAME : SECRETARIAT			
	<p>54 <i>Prior: Decides</i> that the Entity shall provide support to inter-governmental policy and normative processes and all programs of the operational activities to support Member States, upon their request, on all issues related to advancement of women in accordance with its mandate. (old original para 56)</p>			

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>54. Decides that the Entity shall have its own staff and shall be headed by an Under-Secretary-General. The USG shall be appointed by the Secretary-General, in consultation with Member States, on the basis of equitable geographical representation and gender balance, consistent with the relevant provisions of Article 101 of the UN Charter, and to be funded by the regular budget resources in accordance with paragraph 62 below. The USG/Head will report to the Secretary-General; and will be a full member of the Chief Executives Board for Coordination (CEB), the Policy Committee, the Senior Management Group and other relevant internal UN decision making mechanisms;</p>	<p><i>54.alt .Decides</i> that the Entity shall be headed by an Under-Secretary-General. The USG shall be appointed by the Secretary-General, in consultation with Member States, for a term of four years, with the possibility of one renewable term, on the basis of gender balance and equitable geographical rotation of the five regional groups of the UN, beginning with someone from one of the regions of the South, consistent with the relevant provisions of Article 101 of the UN Charter, and to be funded by the regular budget resources. The USG/Executive Director will report to the Secretary-General; and will be a full member of the Chief Executives Board for Coordination (CEB), the Policy Committee, the Senior Management Group and other relevant internal UN decision making mechanisms; <i>54 alt bis Decides</i> that the entity should be accountable to Member States in accordance with the definition of accountability adopted in resolution 64/259, as well as, the subsequent accountability framework for the UN Secretariat to be adopted;</p>	<p><i>Decides</i> that the Entity shall have its own staff and shall be headed by an Under-Secretary-General. The USG shall be appointed by the Secretary-General, in consultation with Member States, on the basis of EU: the highest standards of efficiency, competence and integrity, with due regard for the principles of equitable geographical representation and gender balance, consistent with the relevant provisions of Article 101 of the UN Charter, and to be funded by the regular budget resources in accordance with paragraph 24 below. EU: The position of the USG will be funded by temporary assistance pending the submission of the report on the resources required to be submitted at the 65th session. The USG/Head will report to the Secretary-General; and will be a full member of the Chief Executives Board for Coordination (CEB), the Policy Committee, the Senior Management Group and other relevant internal UN decision making mechanisms</p>	<p><i>Comment: this paragraph is confusing. CANZ suggests splitting this into two paragraphs, while also using agreed language and concepts from 5th Committee to refer to recruitment.</i></p> <p>Decides that the Entity shall have its own staff and shall be headed by an Under Secretary-General. The USG shall be appointed by the Secretary-General, in consultation with Member States, <u>BASED ON THE HIGHEST STANDARDS OF EFFICIENCY, COMPETENCE AND INTEGRITY, WITH FULL RESPECT</u> on the basis of equitable geographical representation <u>IN CONFORMITY WITH ARTICLE 101, PARAGRAPH 3 OF THE UNITED NATIONS CHARTER</u> and gender balance consistent with the relevant provisions of Article 101 of the UN Charter, and to be funded by the regular budget resources in accordance with paragraph 62 below. Reference: OP1 of A/RES/63/250 (Human Resources Management) and PP9 of ECOSOC resolution 2008/34.</p>	
	<p><i>54.alt ter Requests</i> the USG/Head of the Entity, in order to ensure accountability, to submit an annual report on the work of the Entity, to both the CSW and the Executive Board; <i>54.alt quart Decides</i> that, when the relevant items are considered before the committees of the General Assembly, the ECOSOC and its functional commissions before the Second and Third Committees of the General Assembly, the USG/Head would interact with them to contribute to the dialogue or deliberations; <i>54. alt cinq Decides</i> that the composition and selection of the staff of the Entity will be in accordance with the principles of equitable geographical representation and gender balance taking into account national and regional particularities and in accordance with the relevant provisions of article 101 of the UN Charter; <i>54. alt sext Decides</i> that the entity should provide the secretarial services to the New Executive Board;</p>		<p><i>OP54 bis Comment:</i> Please refer to comment to for OP54 regarding splitting the OP54 into two parts. The underlined addition is to try to accommodate the US concern about the specific committees of the CEB, and we support others' calls to delete the reference to "internal" in the second-last line.</p> <p><i>Decides</i> further that the Under Secretary-General/Head will report to the Secretary-General, and will be a full member of the Chief Executives Board for Coordination (CEB), INCLUDING ITS HIGH LEVEL COMMITTEE ON PROGRAMMES, ITS HIGH LEVEL COMMITTEE ON MANAGEMENT AND THE UN DEVELOPMENT GROUP, the Policy Committee, the Senior Management Group and other relevant internal UN decision-making mechanisms;</p>	<p>54 bis. Accountability of the USG</p>

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>55. Decides that the USG/Head will administer the staff of the Entity in accordance with the United Nations Staff Regulations and Rules, and requests the Secretary-General to delegate broad authority to the USG/Head in the administrative matters of the entity including personnel matters, and the application and implementation of the UN Staff Regulations and Rules;</p>	<p><i>55.alt Decides</i> that, in administrative, financial and budgetary matters of the Entity, the USG/Executive Director will be bound by UN staff Regulations and Rules as well as relevant General Assembly resolutions on administrative and budgetary issues. And further decides that Entity shall be subject to the existing internal and external monitoring bodies; <i>55.alt bis Decides</i> to establish a focal point within the Entity for women living under foreign occupation to address their needs, in accordance with its mandate and International Law</p>			<p><i>Decides</i> that the USG/Head will administer the staff of the Entity in accordance with the United Nations Staff Regulations and Rules; and request the Secretary-General to delegate broad authority to the USG/Head in the administrative matters of the entity including personnel matters, and the application and implementation of the UN Staff Regulations and Rules;</p>
<p>56. Decides that the Entity will combine the functions traditionally performed by the Secretariat of providing policy and normative support to inter-governmental process, with the functions traditionally performed by UN Funds and Programmes of carrying out country-level operational and technical support responsibilities;</p>	<p>Delete</p>		<p><i>Comment: Again, CANZ has concerns that a major pillar/objective of the consolidation – gender mainstreaming – is absent from this paragraph. Decides</i> that the Entity will combine the functions traditionally performed by the Secretariat of providing policy and normative support to inter-governmental process, with the functions traditionally performed by UN Funds and Programmes of carrying out country-level operational and technical support responsibilities, in addition to supporting the UN system to advance gender mainstreaming throughout, in accordance with existing mandates</p>	<p><i>Decides</i> that the Entity will combine the functions traditionally performed by the Secretariat of providing policy and <u>normative support to inter-governmental process</u> (pending further clarification), with the functions traditionally performed by UN Funds and Programmes of carrying out country-level operational and technical support responsibilities</p>
<p>57. <i>Decides</i> that the functions of the Entity will consist of the existing functions of OSAGI, DAW, UNIFEM and INSTRAW, as outlined in Annex 1 in present resolution,</p>	<p>Delete</p>	<p><i>Decides</i> that the functions of the Entity will consist of the existing functions of OSAGI, DAW, UNIFEM and INSTRAW, EU: and, inter alia, the functions as outlined in Annex 1 in present resolution</p>	<p><i>Decides</i> that the functions of the Entity will address established mandates and will consist, inter alia, consolidate of the existing functions of OSAGI, DAW, UNIFEM and INSTRAW, as outlined in Annex 1 in present resolution, <i>Comment: CANZ will consider others' calls to delete Annex 1, but observes that doing so may create additional work/burden for the Entity to dig through years of mandates to understand what is expected. Perhaps this can be solved if we can reach agreement on "taking note" of the SG's report in PP6</i></p>	
	<p>58 Prior, <i>Decides</i> that the Entity will have regional divisions in the Headquarters structure, covering Africa, Asia, GRULAC, WEOG and Eastern Europe</p>			
<p>58. <i>Decides</i> that the Entity will have an additional role of leading, coordinating, and facilitating the accountability of the UN system in its work on gender equality and women's empowerment;</p>	<p><i>58 alt. Decides</i> that the Entity will work and coordinate on issues related to advancement of Women at the Country level within the UN Country team, under the leadership of the UN Resident coordinator taking into account national priorities of Member States, 58 alt bis. Requests the USG/executive director to ensure that the entity's representative within each country team are recruited in accordance with UN staff Regulations and Rules and are preferably from the same geographical region and that the level of representation is appropriately senior</p>	<p><i>Decides</i> that the Entity will have an additional role of leading, coordinating, and EU: ensuring the accountability of the UN system in its work on gender equality and women's empowerment, EU: and urges the United Nations System, including relevant UN Agencies, Funds and Programs that have responsibilities in the area of gender equality and empowerment of women, in particular those that are members of the United Nations Inter-agency Group on Women and Gender Equality to work closely and cooperate with the entity; keeping in mind that the entity should create new synergies</p>	<p><i>Comment: this paragraph will benefit from strengthening in order to understand what is required to lead on advancing gender mainstreaming across the UN system: Decides</i> that the Entity will have an additional role of leading, coordinating, and facilitating and promoting the accountability of the UN system in its work on gender equality and women's empowerment, including through monitoring progress within organizations of the UN system</p>	<p><i>Decides</i> that the Entity will have <u>an additional role of leading</u> (pending further clarification), coordinating, and facilitating <u>the accountability of the UN system in its work</u> (needs more clarity on how it will be accomplished) on gender equality and women's empowerment</p>

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
59. <i>Requests</i> the Secretary-General to prepare a detailed organizational chart of the Entity:	59. alt <i>Requests</i> the Secretary-General to submit a programme budget proposal for the entity for the consideration by the General Assembly at its 65 th session	<i>Requests</i> the Secretary-General to prepare a detailed organizational chart of the Entity EU: <i>Requests</i> the SG to report to the GA on the establishment of the entity at the 65 th session in line with the following principles:	OPs 59 & 60: Delete. <i>Comment: Replace with OP 67 bis and OP67 ter. These paragraphs are interlinked with the issues of decisions on funding and also need to be consist with the information needs of the 5th Committee (on the regular budget), which includes both post and non-post costs, and the Executive Board (on voluntary funding) in order to allow for operationalization of the new Entity. The calls also need to provide a time frame for when these proposals should be directed to the 5th Committee and the Executive Board respectively (refer to proposals for OP 67 bis and ter). It should be noted that the Boards require a strategic framework for operational activities in order to make decisions on budgets and organizational charts.</i>	<i>Requests</i> the Secretary-General to prepare a detailed organizational chart of the functional division and personnel distribution of the Entity RUSSIA via EMAIL 04-May-2010 : “Requests the Secretary-General to prepare a detailed organizational chart of the functional division and personnel distribution of the Entity, composed of the following regional divisions: Africa, Asia, Western Asia, Europe and the CIS, and the Americas and Caribbean...”
(a) based on the agreed mandates and functions set forth in this resolution,	based on the agreed existing mandates and functions set forth in this resolution, (agreed			
(b) taking into account that the number of staff in each functional area and each level shall be the minimum required to perform the agreed functions as determined by a functional analysis, and	(b) alt taking into account that the number of staff shall be the optimum required to perform the agreed functions as determined by a functional analysis to be undertaken by the CPC, ACABQ and the Fifth Committee			
(c) indicating that Headquarters and regional offices of the Entity will include capacity to provide technical guidance to all Member States, upon their request;	(c) alt Indicate that Headquarters and regional offices of the Entity will include capacity to provide technical support to all Member States, upon their request			indicating that Headquarters and regional offices in all five geographical regions of the Entity will include capacity to provide technical guidance to all Member States, upon their request
				59 bis. Paragraph on the placement of the regional offices within UN country teams + accountability to the UN resident-coordinator
60. <i>Requests</i> the Secretary-General to submit the organizational chart through the ACABQ to the Fifth Committee for approval of elements to be funded by the regular budget resources, and to the Executive Board for elements to be funded by voluntary funding;	60. alt <i>Requests</i> the Undersecretary-General/Executive Director to submit a report on the staffing for elements to be funded by voluntary funding to the Executive Board		Delete OP60 OP60 bis:Comment: refer to the comment about transferring both “assets” and “liabilities” to the entity in OP40. <i>Requests</i> the Secretary-General to transfer to the Entity the assets and liabilities of OSAGI, DAW, UNIFEM and INSTRAW	
Financial architecture				
61. <i>Decides</i> that normative support functions of the Entity will be funded by the regular budget, and support to operational activities of the Entity will be funded by voluntary funding;	61. alt <i>Decides</i> that parts of the entity that service intergovernmental processes, including the Executive Board, at HQ level, as well as the regional divisions, shall be funded from Assessed contributions, and operational activities shall be funded through voluntary contributions			<i>Decides</i> that activities of the Headquarters and normative support functions of the Entity will be funded by the regular budget, and support to operational activities of the Entity will be funded by voluntary funding

Member State Comments as received directly from Member States

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>62. Decides that the financial resources from the regular budget will require the review of the ACABQ and the approval of the Fifth Committee and once approved by the General Assembly, will be assigned as a grant to the Entity to be used for the posts and purposes approved by the Fifth Committee and administered and disbursed in accordance with the Entity's Financial Regulations and Rules;</p>	<p>62.alt <i>Decides</i> that the financial resources from the regular budget shall require the analysis of the CPC & ACABQ and approval of the Fifth Committee, and administered and disbursed in accordance with the UN's Financial Regulations and Rules</p>	<p><i>Decides</i> that the financial resources from the regular budget will EU: be governed by the appropriate Financial Regulations and Rules require the review of the ACABQ and the approval of the Fifth Committee, and once approved by the General Assembly, will be assigned as a grant to the Entity to be used for the posts and purposes approved by the Fifth Committee and administered and disbursed in accordance with the Entity's Financial Regulations and Rules</p>	<p>OP61, 62 and 63 alt:<i>Comment: OPs 61-63 are confusing and would benefit from a merge in order to streamline and clarify the text.</i></p> <p><i>Decides</i> that normative support functions of the Entity will be funded by the regular budget <u>FOR APPROVAL OF THE FIFTH COMMITTEE</u>, and <u>THAT</u> support to <u>THE</u> operational activities of the Entity will be funded by voluntary funding <u>FOR APPROVAL OF THE EXECUTIVE BOARD</u>;</p>	
<p>63. <i>Decides</i> that the use of financial resources from voluntary funding will require the approval of the Executive Board;</p>	<p>63. alt <i>Decides</i> that all programme activities in the field, financed from voluntary contributions, will be approved by the Executive Board</p>			<p><i>Decides</i> that the financial resources from voluntary funding will require the approval of the Executive Board; (interlinked with para 64)</p>
<p>64. Stresses the need to ensure sufficient funding for the Entity, and urges Member States to provide multi-year, predictable, stable and sustainable voluntary contributions to the Entity, with as much 'core' as possible, and decides that reporting on funding should be transparent, and easily accessible to Member States;</p>	<p>64. alt <i>Stresses</i> the need to ensure sufficient funding for the Entity, and <i>urges</i> Member States to provide multi-year, core, predictable, stable and sustainable voluntary contributions to the Entity and <i>decides</i> that reporting on funding should be transparent, and easily accessible to all Member States, including through the creation of an online registry that contains such financial information; 64 alt bis. <i>Stresses</i> that voluntary contributions for the Entity should only be in the form of core or non-earmarked funding</p>		<p><i>Comment: All of the Entity's reporting should be transparent (not just financial reporting), and should be widely accessible.</i></p> <p><i>Stresses</i> the need to ensure sufficient funding for the Entity, and <i>urges</i> Member States to provide multi-year, predictable, stable and sustainable voluntary contributions to the Entity, with as much 'core' as possible, and <i>stresses <u>decides</u></i> that <i>the reporting of the Entity on funding</i> should be transparent; and easily accessible <i>to Member States</i></p>	<p><i>Stresses</i> the need to ensure sufficient funding for the Entity, and <i>urges</i> Member States to provide multi-year, predictable, stable and sustainable voluntary contributions to the Entity, with as much 'core' as possible, and <i>decides</i> that reporting on funding should be transparent, and easily accessible to Member States; (interlinked with para 63)</p>
<p>65. Decides that the Entity shall have Financial Regulations and Rules consistent with the Financial Regulations and Rules of the Funds and Programmes; the USG/Head shall propose the Entity's Financial Regulations for adoption by the Executive Board and shall promulgate the Financial Rules ;</p>	<p>65.alt <i>Decides</i> that the country level operational activities of the Entity shall have Financial Regulations and Rules taking into account the Financial Regulations and Rules of the Funds and Programmes; and in this regard, requests the USG/Executive Director to present a proposal of Financial Regulations and Rules for consideration and adoption by the Executive Board</p>		<p><i>Comment: This paragraph is confusing as it gives the impression that there is one set of Financial Regulations and Rules that apply to all the funds and programs – while they are usually quite similar, there are variances to adapt to the business model of each fund and programme. The last section relating to the roles in promulgating the regulations and rules is unnecessary as this is standard practices for the entire system.</i></p> <p><i>Decides</i> that the <u>Under Secretary-General Entity shall, in consultation with the Secretary-General, the Advisory Committee on Administrative and Budgetary Questions and the Executive Board, establish</u> have Financial Regulations and Rules consistent with <u>those</u> the Financial Regulations and Rules of <u>other</u> the Funds and Programmes, <u>and that</u>, the USG/Head shall propose the Entity's Financial Regulations for adoption by the Executive Board and shall promulgate the Financial Rules</p>	<p><i>Decides</i> that the Entity shall have Financial Regulations and Rules consistent with the Financial Regulations and Rules of UN the Funds and Programmes; the USG/Head shall propose the Entity's Financial Regulations for adoption by the Executive Board and shall promulgate the Financial Rules-</p>

The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
<p>66. <i>Decides</i> that the Entity should, to the extent possible, use the existing capacities in the United Nations, in order to keep overhead costs to a minimum, including central services, such as treasury, audit and procurement;</p>	<p>Delete</p>		<p><i>Comment: the Entity should be able to consider the optimum (most effective and efficient) option for such corporate level services from across the UN system, and not just of the UN Secretariat, which has limited country-level presence.</i></p> <p><i>Decides</i> that the Entity should, to the extent possible, use the existing capacities in the United Nations system, in order to keep overhead costs to a minimum, including central services, such as treasury, audit and procurement</p>	
	<p>New Title proposed "Transitional Arrangements"</p>			
	<p>67prior, <i>Decides</i> that upon the establishment of the Entity, OSAGI, DAW, UNIFEM and INSTRAW will cease to exist, and that all their mandates, functions, assets as well as staff shall be transferred to the Entity.(agreed)</p>			
<p>67. <i>Decides</i> that any expansion of the capacity of the Entity should be gradual, taking into account requests by Member States for assistance; other relevant capacity available in the UN Country Teams; availability of funds; and approval for the use of such funds by the General Assembly for regular budget resources, and by the Executive Board of the Entity for voluntary funding;</p>	<p>67 alt <i>Decides</i> that the current field presence of the former components of the Entity, namely, UNIFEM, and INSTRAW are maintained & in this regard further decides that the Executive Board shall continue benefit from the existing operational activities, programs , training and research, the existing infrastructure, capacities in planning for the future activities of the Entity</p>		<p><i>Delete the paragraph.</i></p> <p><i>Comment: while obvious, the tone of the paragraph is inconsistent with the positive tone required when creating a new entity, and it would seem to contradict the call in OP64. Also, the reference to the GA's approving regular resources, and the Executive Board approval of voluntary funding is already covered in OP 61, 62 & 63 alt.</i></p> <p>OP67 bis<i>Comment: refer to explanation for OP 59 & 60.</i></p> <p>Requests the Secretary-General to provide a comprehensive proposal for the Fifth Committee by the sixty-fifth second session of the General Assembly on the use of regular budget resources to respond to the mandates and functions described in the present resolution, including an organizational chart, staff posts and non-post costs;</p>	
			<p><i>OP67 ter</i><i>Comment: refer to explanation for OP 59 & 60.</i></p> <p><i>Further requests the Secretary-General to provide a comprehensive proposal for the Executive Board by the first regular session of 2011 on the use of voluntary resources, including, inter alia, a strategic and results framework for the entity's operational work, organizational chart, and proposed management, support and program budgets to respond to the relevant mandates and functions described in the present resolution:</i></p>	
<p>The way forward</p>	<p>Review of Implementation</p>			
	<p>68prior. <i>Decides</i> to review the work and functioning of the Entity at its 67th session, and ensure harmonization with the final outcomes of the System-wide Coherence process</p>			

Member State Comments as received directly from Member States

	The General Assembly,	JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
	68. <i>Requests</i> the Secretary-General to report to the General Assembly on the implementation of part.... <i>Strengthening the institutional arrangements for support of gender equality and the empowerment of women</i> of this resolution at its 67 th session;	68. alt <i>Requests</i> the Secretary-General to report annually to the General Assembly and ECOSOC on the implementation of this resolution until the Entity is reviewed in the 67 th session;		OP68-69 alt: <i>Comment: The current OPs 68 and 69 are confusing. CANZ proposes an alternative paragraph to clarify the language. Also, CANZ proposes that the review take place within five years of the resolution's adoption (as was done in the PBC and HRC) as sufficient time is required to generate experience, lessons and evidence for such a review to be useful.</i>	<i>Requests</i> the Secretary-General to report annually to the General Assembly on the functioning of the Entity implementation of this resolution at its 67 th session; and
	69. <i>Decides</i> to review the implementation of part.... <i>Strengthening the institutional arrangements for support of gender equality and the empowerment of women</i> of the present resolution in three years, at its 67 th session.	Delete		Decides that the arrangements set out in the Strengthening the institutional arrangements for support of gender equality and the empowerment of women section of this resolution will be reviewed 5 years after the adoption of the present resolution to ensure that they are appropriate to fulfill the agreed functions;	<i>Decides</i> to review the functioning of the Entity implementation of the present resolution in three years, at its 67 th session
	* additional text to be added on the way forward				
	<u>Annex</u>	Delete			<u>Annex II</u> to the draft resolution
	Functions of the 'composite' entity	Delete			
	<u>The Entity will have the following functions:</u>	Delete			
-1	Provide substantive support to United Nations intergovernmental bodies, (including the Commission on the Status of Women, the Economic and Social Council, and the General Assembly), in which commitments, norms and policy recommendations on gender equality and gender mainstreaming are discussed and agreed upon;	Delete	Provide substantive support to United Nations intergovernmental bodies, (including the Commission on the Status of Women, the Economic and Social Council, and the General Assembly EU (to be presented in writing to the Co-Chairs): and the Security Council), in which commitments, norms and policy recommendations on gender equality and gender mainstreaming are discussed and agreed upon		
-2	Support national efforts to promote and enhance gender equality and women's empowerment through innovative and catalytic country-driven programming, working with the entire United Nations country team, including on gender mainstreaming, capacity development and the provision of targeted technical cooperation, in line with national priorities;	Delete			Support upon request national efforts to promote and enhance gender equality and women's empowerment through innovative and catalytic country-driven programming, working with the entire United Nations country team, including on gender mainstreaming, capacity development and the provision of targeted technical cooperation, in line with national priorities
-3	Undertake global, regional and national advocacy efforts on issues critical to gender equality and women's empowerment to ensure that under-recognized and under-resourced issues receive national, regional and global attention;	Delete			Undertake global, as well as upon request regional and national advocacy efforts on issues critical to gender equality and women's empowerment in the view of to ensuring that under-recognized and under-resourced issues receive national, regional and global attention

Member State Comments as received directly from Member States

The General Assembly,		JCC (Yemen/Egypt)	EU	CANZ	RUSSIA
-4	Support Member States, at their request, in their effort to implement and monitor the gender equality and the empowerment of women aspects of relevant resolutions, processes and outcomes, including the 12 critical areas of the Beijing Platform for Action and the outcome document of the twenty-third special session of the General Assembly;	Delete			
-5	Undertake new, and consolidate existing, research and analytical work to support overall objectives, and act as a hub/centre of knowledge and experience on gender equality and women's empowerment from all parts of the United Nations system;	Delete			
-6	Strengthen the accountability of the United Nations system, including through oversight, monitoring and reporting on system-wide performance on gender equality;	Delete			Strengthen the accountability of the United Nations system, including through oversight, monitoring and reporting on system-wide performance on gender equality (pending further clarification);
-7	Monitor and report on system-wide compliance with intergovernmental mandates on gender balance, including at the senior and decision-making levels; and	Delete			Monitor and report on system-wide compliance with intergovernmental mandates on gender balance, including at the senior and decision-making levels; and (pending further clarification, related to para 6
-8	Lead and coordinate United Nations system strategies, policies and actions on gender equality and women's empowerment to promote effective system-wide gender mainstreaming, drawing fully on the comparative advantage of United Nations actors[1].	Delete			(pending further clarification, related to para 6)
	[1] Pursuant to operational paragraph 58 of present resolution	<u>(New-extracted from 48/162+agreed by the JCC)</u>			
		<u>Annex I [Bis]</u>			
		<u>Functions of the Executive Board</u>			
		<u>The Executive Board will have the following functions:</u>			

- (1) To ensure that its activities and operational strategies are consistent with the overall policy guidance set forth by the Commission on the Status of Women and the coordination and guidance received from the General Assembly and the Economic and Social Council, in accordance with its responsibility as set out in the Charter;
- (2) To receive information from and give guidance to the USG/Executive Director;
- (3) To monitor the performance of the operational activities of the Entity;

(4) To approve programmes, including country programmes for all Member States, including by establishing specific and innovative mechanisms to implement the mandate given to it by the General Assembly, ECOSOC and CSW, for those developed countries and those areas which do not have UN field presence, in order to ensure the due implementation of the principle of Universality.

(5) To decide on administrative and financial plans and budgets of the operational activities

(6) To recommend/advise on policy issues to CSW based on the Entity's experience on the field;

(7) To submit annual reports to the coordination segment of the ECOSOC at its substantive session, which could include recommendations, where appropriate, for improvement of coherence and coordination at all levels. .

[\[1bis\] Pursuant to operational paragraph 11 of present resolution](#)



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10 June 2010

All Permanent Representatives
and Permanent Observers
to the United Nations

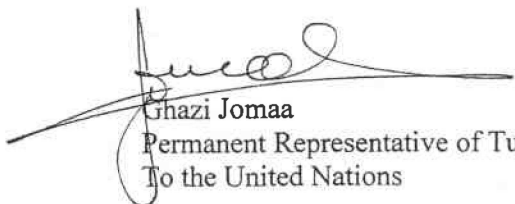
Excellency,


With your valuable support, progress is being made in the System-wide Coherence consultations. During the last week of May the second round of negotiations of the draft resolution on System-wide Coherence took place. We are pleased to enclose the third draft (Rev.2) of the said draft resolution, which reflects the agreement achieved in negotiations, language that has been submitted as a result of consultations at the request of the co-facilitators, and options where agreement has not been reached. We believe that this draft will provide a good basis for the third round of detailed negotiations with the following schedule:

- **Tuesday, 15 June 2010, at 10 a.m.** Gender Equality and Empowerment of Women
- **Tuesday, 15 June 2010, at 3 p.m.** Governance, Common Country Programmes, Delivering as One, Harmonization of Business Practices and Funding
- **Wednesday, 16 June 2010, at 10 a.m.** Governance, Common Country Programmes, Delivering as One, Harmonization of Business Practices and Funding
- **Wednesday, 16 June 2010, at 3 p.m.** Gender Equality and Empowerment of Women

Further sessions will be announced later.

Please accept, Excellency, the assurances of our highest consideration.


Ghazi Jomaa
Permanent Representative of Tunisia
To the United Nations


Tiina Intelmann
Permanent Representative of Estonia
To the United Nations

Sixty-fourth Session

Agenda item 114

Follow-up to the outcome of the Millennium Summit

System-wide coherence

The General Assembly,

Recalling the 2005 World Summit Outcome, **(Agreed)**

Taking note of the report of the Secretary General A / 61 / 583 "Delivering as One",

Recalling resolution 62 / 277 of 15 September 2008, setting out five areas for consideration by member states with a view to enhancing United Nations system-wide coherence, **(Agreed)**

Recalling resolution 63 / 311 of 14 September 2009, **(Agreed)**

[Reaffirming] (delete-JCC) Recalling (JCC) the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of the General Assembly, the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), **[the Geneva Conventions of 12 August 1949] (delete-US), [relevant UN resolutions on gender equality and the empowerment of women and on women, peace and security](delete-JCC),**

[Recalling] (delete-JCC) Reaffirming (JCC) resolution 62 / 208 of 19 December 2007 on the Triennial Comprehensive Policy Review (TCPR), **[reaffirming that the fundamental characteristics of the operational activities for development of the United Nations system should be, inter alia, their universal, voluntary and grant nature, their neutrality and their multilateralism,] (delete-EU)**

[[Emphasizing] (delete-JCC) Reaffirming (JCC) the key importance of national ownership **and national leadership (JCC)**, and underscoring that there is no "one size fits all" approach to development, and that development assistance by the United Nations development system should be able to respond to the varying demands of programme countries and should be in alignment with their national development plans and strategies in accordance with established mandates,] **(delete or move-EU)**

Taking note of the reports of the Secretary-General A / 64 / 588, and A / 64 / 589, entitled "Comprehensive proposal for the composite Entity for gender equality and the empowerment of women", and "Follow up to the General Assembly resolution 63 / 311 on system-wide coherence related to operational activities for development" respectively, **(Agreed)**

Stressing the substantive linkages that exist between all issues under the framework of system-wide coherence, **[while recognising that each issue has a different nature, and therefore progress may proceed at different speeds,] (delete-JCC)**

Emphasizing that increasing financial contributions to the United Nations development system is key to achieving the internationally agreed development goals, including the Millennium Development Goals, and in this regard recognizes the mutually reinforcing links between increased effectiveness, efficiency and coherence of the United Nations development system, achieving concrete results in assisting developing countries in eradicating poverty and achieving sustained economic growth and sustainable development through operational activities for development and the overall resourcing of the United Nations development system,

Strengthening governance of operational activities for development of the United Nations system for enhanced system-wide coherence

1. *Requests* the Secretary-General, starting in the 65th legislative session of the General Assembly, and as background material for the Comprehensive Policy Review, to make available a compilation of all relevant legislation on the roles and responsibilities of the General Assembly, the Economic and Social Council, including its subsidiary bodies, Executive Boards of funds and programmes and governing bodies of specialized agencies in the governance of the UN operational activities for development; **(Agreed)**
 2. *Requests* the Secretary-General to circulate information on the coherence of calendars, agendas and programmes of work of the governing bodies of UN operational activities for development, with a view to enabling the governing bodies to consider measures to enhance coherence and participation of Member States when setting their agendas and programmes of work;
 3. *Invites* the President and bureau of the Economic and Social Council to convene informal coordination meetings with bureaus of governing bodies of UN operational activities for development, in accordance with their mandates, to discuss ways and means to enhance the coherence of their work and to provide a summary of such informal coordination meetings to Member States; **(Agreed)**
 4. *Reaffirms* the need for enhancing the transparency of the activities of the United Nations Chief Executives Board for Coordination (CEB), particularly to ensure its effective interaction with Member States, while respecting the mandates and working methods of the CEB and its member organizations, and in this regard requests:
 - a) the Secretary General, in his capacity as Chair of the CEB, to further enhance the quality and quantity of information on the CEB website, and to make public the CEB interagency agreements and decisions;
 - b) the Secretary-General, in his capacity as the Chairman of the CEB to ensure a balanced approach in its priority-setting to implement the decisions of Member States, and to include appropriate information on the work of the CEB in its annual overview report of to the Economic and Social Council to promote more effective dialogue;
 - c) the President of the Economic and Social Council to convene periodic briefings for Member States with the Secretariat following the biannual sessions of the CEB, taking into account the need to schedule the briefings in a timeframe that allows for such opportunities to be fully utilized by Member States for effective exchange with the CEB regarding its activities;
- (Language submitted to Co-Facilitators following consultations OP4(a)-(c))*
5. [*Encourages* Member States, where appropriate, to consider appropriate ways to enhance their coherence in their respective dealings with the UN development system at all levels] (JCC-delete)
 6. *Requests* UNITAR in consultation with the secretariats of the governing bodies, as appropriate, in line with section 1 of A / RES / 64 / 260, to prepare and carry out orientation training courses for representatives of Member States, in particular delegates of Permanent Missions of Member States on the UN

operational activities for development, including on the roles and responsibilities of governing bodies;

(Language submitted to Co-Facilitators following consultations)

7. *Requests* ECOSOC and the Executive Boards of funds and programmes and governing bodies of specialized agencies, to consider measures to facilitate the effective participation of national policy-makers in developing countries in the Operational Activities Segment of the Economic and Social Council and the regular sessions of the Executive Boards of funds and programmes and the governing bodies of specialized agencies, giving priority to national policy-makers of programme countries. Such measures could include the establishment of new Trust Funds or the use of existing mechanisms, as appropriate, taking into account the financial situation and arrangement of each Organization;
8. *Invites* the funds and programmes, as appropriate, based on their analysis of good practices to improve the preparations for and discussions during meetings of the Executive Boards, taking into account the views expressed by Member States, and in this regard, to include their findings and adopted measures in their annual reports to the Economic and Social Council; **(Agreed)**
9. *Takes* note of the progress in the creation of a central repository of information on operational activities for development and requests the Secretary-General that an update on the advances in the establishment of this mechanism is presented at the substantive session of the Economic and Social Council in 2011 in the context of the Comprehensive Policy Review of operational activities for development; **(Agreed)**
10. *Encourages* governing bodies of the funds, programmes and specialized agencies of the UN development system to include in their strategic plans, as appropriate, specific provisions for the full implementation of policy guidance provided in the Comprehensive Policy Review of the General Assembly and further requests the secretariats of the funds, programmes and specialized agencies of the UN development system to report on the implementation of these provisions in their regular reporting to the General Assembly through the Economic and Social Council; **(Agreed)**
11. *Requests* the Secretary General, under the auspices of ECOSOC and in cooperation with UN Resident Coordinators, to prepare and put in place a periodic survey directed to Governments, on the effectiveness, efficiency and relevance of the support of the UN system, in order to provide perception-based information on the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address those, and also requests that the results of such surveys are published and made available to Member States;

(Language submitted to Co-Facilitators following consultations)

Independent System-Wide Evaluation Mechanism

(Awaiting language to be submitted to Co-Facilitators following consultations)

Approval of common country programmes

12. *Takes note* of the initiative by some countries to use, on voluntary basis, of common country programme documents, in order to **have an overview of the alignment of (JCC) / align (EU)** the United Nations strategic support to national priorities;
13. *Emphasizes* the principle of national ownership and leadership, and **reaffirms its support for all (JCC) / in this regard, recognizes that (EU)** other countries **may desire (EU) / that wish (JCC)** to continue using the existing frameworks and processes for country-level programming;
14. *Recognizes that local consultative process, involving Government, relevant UN agencies, and development partners, to provide input to the draft common country programme document at country-level, would strengthen the principle of national ownership and facilitate effective participation of national policy-makers;*

(Language submitted to Co-Facilitators following consultations) Suggestion to move to OP15 bis (Japan)

15. *Invites* those countries presenting a common country programme document on a voluntary basis to prepare it consistent with the UNDAF, where it exists, and to present in the common country programme the critical actions that will be taken to achieve the agreed results with available or indicative resources, as well as actions to ensure coherence of the UN system's assistance at the country level, attaching as an annex a brief description of each; **(Agreed)**
16. *Invites the governing body of each fund, programme and specialized agency, where relevant, to consider and approve its role and the resources it will require for the implementation of the common country programme, on the basis of the agency-specific annex;*
17. *Notes* that the approval of each fund, programme and specialized agency's contribution, where relevant, will be based on an assessment of whether the elements in the agency-specific annex reflect the priorities of its strategic plan and overall mandate, as well as their alignment with national priorities and strategies; **(Agreed)**
18. *[Recognises that an informal discussion of common country programmes, submitted on a voluntary basis, to the joint meeting of the Executive Boards of UNDP / UNFPA, UNICEF and WFP could provide a useful contribution for (EU) / context for the work of (Russia) the individual agency Executive Board [approvals] (delete-Russia). The focus could be on cross-cutting issues, synergies, gaps and duplications]; (delete-JCC whole paragraph)*

Delivering as One

- 19 prior *Welcomes the Kigali Declaration and the progress made in the Delivering-as-One pilot initiative, and further welcomes the efforts of countries that have voluntarily embraced this approach to improve coherence at the country-level (EU);*
19. *Takes note* of the progress made by “delivering-as-one” countries in their own country-led evaluations, with the participation of relevant stakeholders and with the

technical support of the United Nations Evaluation Group, to be completed by 1 July 2010;

20. *Encourages* the Secretary General to proceed with the modality for the independent evaluation of lessons learned from the “Delivering as One” pilots as outlined by the Secretariat, after consultation, covering all aspects of the initiative, and looks forward receiving the outcome at the 66th session of the General Assembly;

Improving the funding system of operational activities for development of the United Nations system for enhanced system-wide coherence

General principles

21. *Acknowledges* efforts by developed countries to increase resources for development, including commitments by some developed countries to increase official development assistance, calls for the fulfilment of all official development assistance commitments, including the commitments by many developed countries to achieve the target of 0.7 per cent of gross national income for official development assistance by 2015 and to reach at least 0.5 per cent of gross national income for official development assistance by 2010, as well as the target of 0.15 per cent to 0.20 per cent for least developed countries, and urges those developed countries that have not yet done so to make concrete efforts in this regard in accordance with their commitments;
22. *Welcomes* the expanding number of countries making financial contributions to the operational activities of the United Nations development system, as well as the diversification of funding sources and mechanisms within the system. In this regard, welcomes the significant growth in funds to the UN development operations from \$13 billion in 2003 to \$22 billion in 2008, the highest level ever; **(Agreed)**
23. *Stresses* that core resources, because of their untied nature, continue to be the bedrock of the operational activities for development of the United Nations system, and in this regard notes with concern the declining share of core contributions to the United Nations development system, and recognizes the need for organizations to assess, on a continuous basis, the appropriate balance of core and non-core resources, taking into account the unique mandates, structures and programmes of individual entities, while recognizing that core and non-core resources have distinct roles in responding to programme countries’ needs and that non-core resources represent an important supplement to the core resource base of the United Nations development system to support operational activities for development;

(Language submitted to Co-Facilitators following consultations)

24. *Stresses* the need for adequate quantity and quality of funding for operational activities and to make it more predictable, effective and efficient;
- 24 bis *Affirms* in this regard the importance of accountability, transparency and improved results-based management and further harmonized reporting of the work of the funds, programmes and specialized agencies for increased quantity and quality of funding for operational activities;

Ensuring adequate funding

25. *Stresses* that funding for operational activities should be aligned with the national priorities and plans of programme countries as well as the strategic plans, mandates,

resource frameworks and priorities of the United Nations funds, programmes and specialized agencies. In this regard, underscores the need to further strengthen the results frameworks of funds, programmes and agencies of the UN development system **[and by clearly defining the relationship between the inputs and outputs of funds, programmes and agencies of the UN development system and nationally-owned development outcomes]** (delete-JCC);

26. *Notes with concern* the reliance on a small number of donor countries for a high share of core contributions to United Nations operational activities and emphasizes the importance of **broadening the base of donor countries and increasing the number of donor countries (JCC) / improving the burden-sharing and increasing the number of donor countries (EU) / improving the burden-sharing and increasing the number of donor countries and other countries in a position to do so (Mexico)** and other partners making financial contributions to the United Nations development system;

27. *Recognizes* the potential positive impact of determining the level of “critical mass” of core funding for United Nations development agencies;

(Language submitted to Co-Facilitators following consultations)

27 bis *(Awaiting language to be submitted to Co-Facilitators following consultations)*

27 ter *Invites* the governing bodies of the funds and programmes to initiate further discussion with a view to exploring the most appropriate definition of, and a process towards arriving at, a ‘critical mass’ of core funding for each fund and programme, according to their individual mandates;

(Language submitted to Co-Facilitators following consultations)

27 quart *Invites* further the governing bodies of the specialized agencies, within the context of their 2012-2013 budgets, to explore the most appropriate definition of and process for arriving at a ‘critical mass’ of core funding, according to their individual mandates;

(Language submitted to Co-Facilitators following consultations)

27 quint *Requests* the funds, programmes and specialized agencies to report on their efforts and conclusions on ‘critical mass’ within their annual or biennial reports to ECOSOC beginning in 2011;

(Language submitted to Co-Facilitators following consultations)

28. *[Acknowledges* that exchange rates can be a significant source of unpredictability of funding flows and therefore encourages UN agencies to take appropriate measures to minimize the impact of exchange rate fluctuations on contribution levels] (delete-JCC)

Improving the quality of funding

29. *Urges* Member States, when legislative and budgetary provisions allow, to make financial contributions to development-related activities of the United Nations system in the form of multi-year commitments in order to improve the predictability of resources; **(Agreed)**

30. *Urges* all Member States making non-core contributions to operational activities, as well as the United Nations funds, programmes and specialized agencies, to ensure that these resources are fully aligned with strategic plans and mandates and are in

accordance with programme countries' priorities in the UNDAF. [*Also urges Member States making non-core contributions to reduce transaction costs and streamline reporting requirements where possible*] (delete-JCC)

31. *Urges* the Executive Boards of Funds and Programmes and governing bodies of specialized agencies to take measures to improve their governance and oversight of programme and project specific non-core funding by including in their annual reports an assessment of how such funding is aligned with the strategic plans of the respective organizations; **(Agreed)**
32. *Requests* the Secretary-General to include information on all existing Multi-Donor Trust Funds and Thematic Trust Funds, including information on their mandates, performance and governance structures in the annual report on financial statistics to ECOSOC with a view to further improving the participation of Member States in their governance; **(Agreed)**
33. *Requests* those United Nations agencies administering Multi-Donor Trust Funds to report on the administration of those funds to their respective governing bodies on an annual basis to ensure better complementarity between funds provided through Multi-donor Trust Funds and other funding sources; **(Agreed)**
34. *Acknowledges* that there are ongoing efforts being undertaken by the United Nations Development Group with a view to avoiding subsidization of non-core resources by core resources and, in that regard, requests the United Nations funds and programmes, and urges the specialized agencies to avoid using core / regular resources to cover costs related to the management of extra-budgetary funds and their programme activities;

Improving information to monitor funding trends

35. *Takes note* of the improved reporting on funding for operational activities of the UN development system and *requests* that further improvements be made to more accurately reflect the diversity in non-core funding streams such as multi-donor trust funds, including global, regional and country-level pooled funds; **(Agreed)**
36. *Further requests*, in this regard that future reporting on funding to the United Nations development system more clearly distinguish between funding for development and humanitarian activities, and better differentiate self-supporting contributions from other non-core funding flows; **(Agreed)**
37. [*Requests* the Secretary-General to develop indicators to measure the predictability of resources to the United Nations development system and to include reporting against these indicators in the annual report to ECOSOC on the results achieved, measures and processes implemented in follow-up to General Assembly resolution 62 / 208, to be considered by Member States in the context of the Comprehensive Policy Review of operational activities for development of the United Nations system];

(Deletion proposed to Co-Facilitators following consultations)

Harmonisation of Business Practises

38. *Notes* the submission of the information provided by the United Nations Chief Executives Board for Coordination regarding the progress made in the area of

simplification and harmonization of business practices within the United Nations development system; **(Agreed)**

39. *Reiterates* that the objective of simplification and harmonization of business practices within the United Nations development system is to harmonize and simplify rules and procedures, wherever this can lead to a significant cost savings and / or reduction in the administrative and procedural burden on the organizations of the United Nations development system and national partners, bearing in mind the special circumstances of programme countries, and to enhance the efficiency, accountability and transparency of the United Nations development system. *Encourages* the Funds and Programmes to find more efficiency savings, also at headquarters, through common strategies and common operations, for instance in the fields of human resource management and information technology and administration, while ensuring that those common strategies and operations are consistent with relevant inter-governmentally agreed policies, including those related to the UN common system, and take into account the ongoing reforms on administrative and budgetary matters. In this regard, recommends annual reports on progress to their respective governing bodies and, as appropriate, keeping the General Assembly, through their respective reporting processes to the ECOSOC, abreast of such progress; **(Agreed)**
40. *Reiterates* its call upon the United Nations funds, programmes and specialized agencies to ensure, to the extent possible, that savings resulting from reductions in transaction and overhead costs accrue to development programmes in the same countries; **(Agreed)**
41. *Stresses* that simplification and harmonization of business practices within the United Nations development system **including in the field of procurement (Russia)** shall be in compliance with relevant intergovernmental mandates, including those established by the General Assembly [**for the United Nations Secretariat**] (~~delete-Russia~~);
42. *Requests* the Secretary-General, in consultation with the Chief Executives Board to regularly brief the Economic and Social Council on progress made and challenges encountered in the simplification and harmonization of business practices and to refer any matter requiring an intergovernmental decision to relevant intergovernmental bodies; **(Agreed)**

Strengthening the institutional arrangements for support of gender equality and the empowerment of women

Establishment of the Entity

43. *Decides* to establish, through this resolution, a composite entity **United Nations Entity for Gender Equality and the Empowerment of Women (EU)**, to be known as **UN Women (JCC)**, by consolidating and transferring to the entity all the existing mandates and functions of the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), to be **part of the UN Secretariat and to be (JCC)** operational by 1 January 2011;

General Principles

44. *Decides* that:

- (a) the Charter of the United Nations, the Beijing Declaration and Platform for Action including its twelve critical areas, the outcome of the 23rd special session of General Assembly, the Convention on the Elimination of all Forms of Discrimination against Women, the Universal Declaration of Human Rights and relevant UN resolutions will provide a framework for the work of the Entity, including its [**Executive Board**] (~~delete-EU~~) **governing bodies** (EU);
- (a) **alt the Beijing Declaration and Platform for Action including its twelve critical areas, the outcome of the 23rd special session of General Assembly, shall provide the comprehensive framework for the work of the Entity, and the Executive Board;** (JCC)
- (b) based on the principle of universality, the Entity will provide guidance and technical support to all Member States, across all levels of development, and in all regions, at their request, and in line with its strategic framework, on gender equality, on the empowerment and rights of women, and on gender mainstreaming, through its normative support functions and operational activities **in developing countries** (EU), taking into consideration the diversity of women and their roles and circumstances;
- (b) **alt In accordance with the purposes and principles contained in the Charter of the United Nations, and based on the principle of universality, the Entity will provide guidance and technical support to all Member States, across all levels of development, and in all regions, at their request, and in line with its strategic framework, on gender equality, on the empowerment and rights of women, and on gender mainstreaming, through its normative support functions and operational activities, taking into consideration the diversity of women and their roles and circumstances the significance of the national and regional particularities and various historical, cultural and religious backgrounds;** (JCC)
- (c) the Entity will operate on the basis of principles agreed to through the process of the Comprehensive Policy Review (CPR) in its [**development-related**] (~~delete-JCC~~) operational activities, in particular responding to the needs of and priorities determined by Member States, [**and on**] (~~delete-JCC~~) **upon** (JCC) their request;
- (d) **the focal point working with the entity at the national level will be the national machinery for the advancement of women or the focal point designated by the Government;** (JCC)
- (e) **Data used by the entity must be verifiable, accurate, reliable and disaggregated by age and sex, giving priority to information provided by national official sources;** (JCC)

45. *Decides* that the establishment of the entity and the conduct of its work should lead to more effective coordination, coherence and gender mainstreaming across the United Nations system; (**Agreed**) **Suggestion to move to OP43 bis** (CANZ)

46. *Decides* that the mandate and [**primary**] (~~delete-JCC~~) functions of the Entity, consist of the consolidation of the mandates and functions of OSAGI, DAW, UNIFEM and INSTRAW, with the additional role of leading, coordinating and promoting the accountability of the UN system in its work on gender equality and women's empowerment; and that any new mandates will be subject to approval by intergovernmental process;
47. *Recognises* that Civil Society Organisations, in particular women's organisations, play [**a vital**] (~~delete-JCC~~) **an important (JCC)** role in promoting [**women's rights,**] (~~delete-JCC~~) gender equality and the empowerment of women;
- 47 bis *Requests* the USG to establish an effective mechanism for consultation with Civil Society Organisations; (EU)

Governance of the Entity

48. *Decides* :
 - (a) that the General Assembly, the ECOSOC and the Commission on the Status of Women (CSW) will constitute the multi-tiered intergovernmental governance structure for the normative support functions and will provide normative policy guidance to the Entity, **and its Executive Board (JCC)**;
 - (b) that the General Assembly, ECOSOC and the Executive Board of the Entity will constitute the multi-tiered intergovernmental governance structure for the operational activities and will provide operational policy guidance to the Entity; (**Agreed**)

[Emphasises that support of gender mainstreaming across the UN system will be an integral part of this guidance;] (delete-JCC)

[Decides that after the transition period the Entity should provide secretariat services to the Executive Board and to the CSW;] (delete-CANZ)
49. *Awaiting language to be submitted to Co-Facilitators after consultations*
50. *Awaiting language to be submitted to Co-Facilitators after consultations*
51. *Emphasises* the need to establish concrete result-based reporting mechanisms as well as the need for consistency, coordination and coherence between the normative and operational aspects and in this regard requests:
 - (a) the CSW and the Executive Board to work closely together to provide coherent guidance and direction in their respective areas;
 - (b) the ECOSOC at its 2010 substantive session to establish appropriate linkages between them to ensure consistency between the overall policy guidance set by CSW, and the operational strategies and operational activities approved by the Executive Board;
 - (c) the head of the entity to present an annual report to the CSW on the normative aspects, and the Entity's implementation of the policy guidance provided by the CSW;
 - (d) the Head of the Entity to present an annual report on the operational aspects for consideration of the Executive Board, and a report on the operational activities to the operational segment of the ECOSOC in accordance with paragraph 141 of resolution 62/208;

(e) that ECOSOC in turn submit its reports identified in (c) and (d) to the GA (for information) / (for information and consideration);

(Language submitted to Co-Facilitators after consultations – OP51(a)-(e))

Leadership and staffing of the Entity

52. Prior *Decides* that the Entity shall provide support to inter-governmental policy and normative processes and all programs of the operational activities to support Member States, upon their request, on all issues related to advancement of women in accordance with its mandate; (JCC)

52. Decides:

(a) that the Entity shall be headed by an Under-Secretary-General. The USG shall be appointed by the Secretary-General, in consultation with Member States, for a term of four years, with the possibility of one renewable term, on the basis of (Agreed)

alt1 gender balance and equitable geographical rotation of the five regional groups of the UN, beginning with someone from the South and gender balance, consistent with the relevant provisions of Article 101 of the Charter of the United Nations, and to be funded by regular budget resources; (JCC)

alt2 the highest standards of efficiency, competence and integrity, with due regard for the principles of equitable geographical representation and gender balance, [consistent] (delete-EU) in accordance (EU) with the relevant provisions of Article 101 of the Charter of the United Nations, and to be funded by regular budget resources in accordance with paragraph 62 below;

(b) that the position of the USG will be funded from existing temporary assistance funds pending the submission of the report on the revised regular budget required to be submitted to the 65th session; (Agreed) (JCC suggests move to Transition Section)

(c) that the USG / Head will report to the Secretary-General, and will be a full member of the Chief Executives Board for Coordination (CEB); (Agreed)

***Requests* the secretary general to appoint the USG by the beginning of 65th session in order to oversee the transitional arrangements of the entity before its operationalization; (JCC)**

***Encourages* the Secretary General to appoint the USG / Head to the Policy Committee, the Senior Management Group and other relevant internal UN decision making mechanisms; (Agreed)**

52 bis *Decides* that the entity should be accountable to Member States in accordance with the definition of accountability adopted in resolution 64 / 259, as well as, the subsequent accountability framework for the UN Secretariat to be adopted; (JCC)

53. [*Decides* that the USG / Head would interact, inter alia, with the committees of the General Assembly, the ECOSOC, and its functional commissions when the relevant items are before them, to contribute to the dialogue or deliberations] (delete-JCC)

[Decides further that the USG / Head will contribute to the dialogue and / or deliberations on the topic of women, peace and security, within the United Nations]; (delete-JCC)

54. **Decides that the USG / Head appoints and administers staff of the Entity in accordance with the United Nations Staff Regulations and Rules and that formal authority in personnel matters of the Entity should be delegated by the Secretary-General to the USG / Head.**

(New text from Secretariat based on establishing resolution of UNFPA);

- 54 alt **Decides that USG appoints staff of the Entity in accordance with the United Nations Staff Regulations and Rules as well as relevant General Assembly resolutions on administrative and budgetary issues. And further decides that Entity shall be subject to the existing internal and external monitoring bodies (JCC); and requests the Secretary-General to delegate broad authority to the USG / Head in the administrative matters of the Entity including personnel matters, and the application and implementation of the UN Staff Regulations and Rules;**

55. **Decides that the composition and selection of staff of the Entity will be in accordance with the provisions of Article 101 of the Charter of the United Nations, [with due regard to the importance of having equitable geographic representation and gender balance;] (delete-EU) taking into account national and regional particularities; (JCC)**

- 55 bis **Decides to establish a focal point within the Entity for women living under foreign occupation to address their needs, in accordance with its mandate and International Law; (JCC)**

Structure and Financial Architecture

56. ;

(a) ;

(b) ;

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64. ;

65. ;

Awaiting language submission to Co-Facilitators after consultations

Language expected to be circulated by Co-Facilitators on Friday 11th June

Transitional arrangements

66. **Decides to transfer the existing mandates, functions, assets and liabilities of OSAGI, DAW, UNIFEM and INSTRAW to the Entity;**

(New text from Secretariat)

67. **Decides to dissolve UNIFEM as of the date of the adoption of this resolution recognizing that its activities will continue until the Entity becomes operational;**

(New text from Secretariat)

68. **Requests the ECOSOC to dissolve INSTRAW as of the date of the adoption of the pertinent resolution recognizing that its activities will continue until the Entity becomes operational;**

(New text from Secretariat)

68 bis **Decides** that during the transition period the Entity shall continue to support the ongoing initiatives of the four entities, including existing operational activities, programs, training and research, **[depending on the availability of funds]** (delete-JCC);

69. **[Decides that the Entity should, to the extent possible, use the existing capacities in the United Nations, in order to keep overhead costs to a minimum, including central services, such as treasury, audit and procurement];** (delete-JCC)

70. **Decides** that any expansion of the capacity of the Entity should be orderly, **based on a proposal by the Head of the Entity to the Executive Board (EU)**, building on the field presence and infrastructure of UNIFEM and INSTRAW,

alt1 and in this regard further decides that the Executive Board shall continue to benefit from their existing operational activities, programs, training and research, and capacities in planning for the future activities of the Entity; (JCC)

alt2 and taking into account requests by Member States for assistance; other relevant capacity available in the UN Country Teams; the universality of the mandate of the Entity; availability of funds; and approval for the use of such funds by the General Assembly for regular budget resources, and by the Executive Board of the Entity for non-earmarked voluntary funding; (EU)

71. moved to OP68 bis (Agreed)

Review of the implementation

72;

73.

Awaiting language to be submitted to Co-Facilitators after consultations



Permanent Mission of Tunisia
to the United Nations
31 Beekman Place
New York, NY 10022



Permanent Mission of Estonia
to the United Nations
305 East 47th Street, Unit 6B
New York, NY 10017

16 June 2010

All Permanent Representatives
and Permanent Observers
to the United Nations

Excellency,

We are hereby enclosing Rev.3 of the draft resolution on the System-wide Coherence which reflects the results from the negotiating sessions on Tuesday, 15 June 2010 and Wednesday, 16 June 2010.

Please accept, Excellency, the assurances of our highest consideration.

A handwritten signature in blue ink, appearing to read 'Ghazi Jomaa', written over a horizontal line.

Ghazi Jomaa
Permanent Representative of Tunisia
To the United Nations

A handwritten signature in blue ink, appearing to read 'Tiina Intelmann', written in a cursive style.

Tiina Intelmann
Permanent Representative of Estonia
To the United Nations

Sixty-fourth Session

Agenda item 114

Follow-up to the outcome of the Millennium Summit

System-wide coherence

The General Assembly,

Recalling the 2005 World Summit Outcome, **(Agreed)**

[Taking note of the note by the Secretary-General and of the report of the High-Level Panel on United Nations System-wide Coherence entitled "Delivering as One" contained in A/61/583] (delete – Russia)

Recalling resolution 62 / 277 of 15 September 2008, setting out five areas for consideration by member states with a view to enhancing United Nations system-wide coherence, **(Agreed)**

Recalling resolution 63 / 311 of 14 September 2009, **(Agreed)**

[Reaffirming] (delete - JCC) Recalling (JCC) the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of the General Assembly, the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), **[the Geneva Conventions of 12 August 1949] (delete-US), [relevant UN resolutions on gender equality and the empowerment of women and on women, peace and security](delete-JCC),**

Reaffirming resolution 62 / 208 of 19 December 2007 on the Triennial Comprehensive Policy Review (TCPR), **(Agreed)**

Reaffirming that the fundamental characteristics of the operational activities for development of the United Nations system should be, inter alia, their universal, voluntary and grant nature, their neutrality and their multilateralism, **(Agreed)**

Reaffirming the key importance of national ownership and national leadership, and underscoring that there is no "one size fits all" approach to development, and that development assistance by the United Nations development system should be able to respond to the varying demands of programme countries and should be in alignment with their national development plans and strategies in accordance with established mandates, **(Agreed)**

Taking note of the reports of the Secretary-General A / 64 / 588, and A / 64 / 589, entitled "Comprehensive proposal for the composite Entity for gender equality and the empowerment of women", and "Follow up to the General Assembly resolution 63 / 311 on system-wide coherence related to operational activities for development" respectively, **(Agreed)**

[Emphasizing that increasing financial contributions to the United Nations development system is key to achieving the internationally agreed development goals, including the Millennium Development Goals, and in this regard recognizes the mutually reinforcing links between increased effectiveness, efficiency and coherence of the United Nations development system, achieving concrete results in assisting developing countries in eradicating poverty and achieving sustained economic growth and sustainable development through operational activities for development and the overall resourcing of the United Nations development system], **(CANZ suggests PP10 to replace OP24 and OP24 bis; EU, Japan, US – delete PP 10, could consider moving to be OP23 bis)**

Strengthening governance of operational activities for development of the United Nations system for enhanced system-wide coherence

1. *Requests* the Secretary-General, starting in the 65th legislative session of the General Assembly, and as background material for the Comprehensive Policy Review, to make available a compilation of all relevant legislation on the roles and responsibilities of the General Assembly, the Economic and Social Council, including its subsidiary bodies, Executive Boards of funds and programmes and governing bodies of specialized agencies in the governance of the UN operational activities for development; **(Agreed)**
2. *Requests* the Secretary-General to circulate information on the coherence of calendars, agendas and programmes of work of the governing bodies of UN operational activities for development, with a view to enabling the governing bodies to consider measures to enhance coherence when setting their agendas and programmes of work; **(Agreed)**
3. *Invites* the President and bureau of the Economic and Social Council to convene informal coordination meetings with bureaus of governing bodies of UN operational activities for development, in accordance with their mandates, to discuss ways and means to enhance the coherence of their work and to provide a summary of such informal coordination meetings to Member States; **(Agreed)**
4. *Reaffirms* the need for enhancing the transparency of the activities of the United Nations Chief Executives Board for Coordination (CEB), particularly to ensure its effective interaction with Member States, while respecting the mandates and working methods of the CEB and its member organizations, and in this regard requests: **(Agreed)**
 - a) the Secretary General, in his capacity as Chair of the CEB, to further enhance the quality and quantity of information on the CEB website, and to **make (delete-JCC) publish and make available to Member States (JCC)** the CEB interagency agreements and decisions;
 - b) the Secretary-General, in his capacity as the Chairman of the CEB to ensure a balanced approach in its priority-setting to implement the decisions of **(Member States) (delete-JCC) relevant intergovernmental bodies (JCC)**, and to include appropriate information on the work of the CEB in its annual overview report **which is presented (JCC)** to the Economic and Social Council **and the Committee for Programme and Coordination (JCC)** to promote more effective dialogue;
 - c) the President of the Economic and Social Council to continue to convene periodic briefings for Member States with the Secretariat following the biannual sessions of the CEB, taking into account the need to schedule the briefings in a timeframe that allows for **such opportunities to be fully utilized by Member States for (delete - EU)** effective dialogue with the CEB regarding its activities;
5. **[Encourages Member States, where appropriate, to consider appropriate ways to enhance their coherence in their respective dealings with the UN development system at all levels]; (JCC-delete)**
6. *Requests* UNITAR in consultation with the secretariats of the governing bodies, as appropriate and in accordance with its statute, and in line with paragraph 3 in section 1

- of A/RES/64/260, to prepare and carry out orientation training courses for representatives of Member States, in particular delegates of Permanent Missions of Member States on the **functioning of the (CANZ) UN operational activities for development / on the functions of the UN development system (JCC)**, including on the roles and responsibilities of governing bodies;
7. *Requests* ECOSOC and the Executive Boards of funds and programmes and governing bodies of specialized agencies, to consider measures to facilitate the effective participation of national policy-makers in developing countries in the Operational Activities Segment of the Economic and Social Council and the regular sessions of the Executive Boards of funds and programmes and the governing bodies of specialized agencies, giving priority to national policy-makers of programme countries. **[Such measures could include the establishment of new Trust Funds or the use of existing mechanisms, as appropriate, taking into account the financial situation and arrangement of each Organization]; (delete-EU)**
 8. *Invites* the funds and programmes, as appropriate, based on their analysis of good practices to improve the preparations for and discussions during meetings of the Executive Boards, taking into account the views expressed by Member States, and in this regard, to include their findings and adopted measures in their annual reports to the Economic and Social Council; **(Agreed)**
 9. *Takes* note of the progress in the creation of a central repository of information on operational activities for development and requests the Secretary-General that an update on the advances in the establishment of this mechanism is presented at the substantive session of the Economic and Social Council in 2011 in the context of the Comprehensive Policy Review of operational activities for development; **(Agreed)**
 10. *Encourages* governing bodies of the funds, programmes and specialized agencies of the UN development system to include in their strategic plans, as appropriate, specific provisions for the full implementation of policy guidance provided in the Comprehensive Policy Review of the General Assembly and further requests the secretariats of the funds, programmes and specialized agencies of the UN development system to report on the implementation of these provisions in their regular reporting to the General Assembly through the Economic and Social Council; **(Agreed)**
 11. *Requests* the Secretary General, under the auspices of ECOSOC and in cooperation with UN Resident Coordinators, to prepare and put in place a periodic survey directed to Governments, on the effectiveness, efficiency and relevance of the support of the UN system, in order to provide feedback on the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address them, and also requests that the results of such surveys are published and made available to Member States; **(Agreed pending EU approval);**

Independent System-Wide Evaluation Mechanism

(Awaiting language to be submitted to Co-Facilitators following consultations)

Approval of common country programmes

12. *Takes note* of the initiative by some countries to use, on voluntary basis, of common country programme documents, in order to align the United Nations strategic support to national priorities; **(Agreed)**
13. *Emphasizes* the principle of national ownership and leadership, and **reaffirms its support for all (JCC)/in this regard, recognizes that (EU)/takes note that (CANZ)** other countries **may desire (EU)/that wish (JCC)/may wish (CANZ)** to continue using the existing frameworks and processes for country-level programming;
14. *Recognizes* that local consultative processes **to set the priority areas for common country programmes should (Japan) / could, where relevant (JCC)** strengthen the principle of national ownership and facilitate effective participation of national policy-makers;

(Japan suggests to move OP14 to OP15 bis)

15. *Invites* those countries presenting a common country programme document on a voluntary basis to prepare it consistent with the UNDAF, where it exists, and to present in the common country programme the critical actions that will be taken to achieve the agreed results with available or indicative resources, as well as actions to ensure coherence of the UN system's assistance at the country level, attaching as an annex a brief description of each; **(Agreed)**
16. *Invites* the governing body of each fund, programme and specialized agency, where relevant, and in accordance with their mandates, to consider and approve its role and the resources it will require for the implementation of the common country programme, on the basis of the agency-specific annex; **(Agreed pending EU approval)**
17. *Notes* that the approval of each fund, programme and specialized agency's contribution, where relevant, will be based on an assessment of whether the elements in the agency-specific annex reflect the priorities of its strategic plan and overall mandate, as well as their alignment with national priorities and strategies; **(Agreed)**
18. [*Recognises* that an informal discussion of common country programmes, submitted on a voluntary basis, to the joint meeting of the Executive Boards of UNDP / UNFPA, UNICEF and WFP could provide a useful context for the work of the individual agency Executive Board. The focus could be on cross-cutting issues, synergies, gaps and duplications]; **(delete paragraph - JCC)**

Delivering as One

19. *Welcomes* the intergovernmental meeting of programme country pilots held in Kigali, Rwanda, in October 2009, and takes note with appreciation of the Kigali Declaration, and in this regard, also takes note of the progress made by “delivering-as-one” countries in their own country-led evaluations, with the participation of relevant stakeholders and with the technical support of the United Nations Evaluation Group, to be completed by 1 July 2010; **(Agreed pending EU approval)**
20. *Encourages* the Secretary General to proceed with the modality for the independent evaluation of lessons learned from the “Delivering as One” pilots as outlined by the

Secretariat, after consultation, covering all aspects of the initiative, and looks forward receiving the outcome at the 66th session of the General Assembly;

Improving the funding system of operational activities for development of the United Nations system for enhanced system-wide coherence

General principles

21. [*Acknowledges* efforts by developed countries to increase resources for development, including commitments by some developed countries to increase official development assistance, calls for the fulfilment of all official development assistance commitments, including the commitments by many developed countries to achieve the target of 0.7 per cent of gross national income for official development assistance by 2015 and to reach at least 0.5 per cent of gross national income for official development assistance by 2010, as well as the target of 0.15 per cent to 0.20 per cent for least developed countries, and urges those developed countries that have not yet done so to make concrete efforts in this regard in accordance with their commitments;] **(delete – EU, US), (JCC to move it to be the last para of General principles)**
22. *Welcomes* the expanding number of countries making financial contributions to the operational activities of the United Nations development system, as well as the diversification of funding sources and mechanisms within the system. In this regard, welcomes the significant growth in funds to the UN development operations from \$13 billion in 2003 to \$22 billion in 2008, the highest level ever; **(Agreed)**
23. *Stresses* that core resources, because of their untied nature, **shall (JCC)** continue to be the bedrock of the operational activities for development of the United Nations system, and in this regard notes with concern **previously (CANZ, US)** declining share of core contributions to the United Nations development system, and recognizes the need for organizations to assess, on a continuous basis, the appropriate balance of core and non-core resources, taking into account the unique mandates, structures and programmes of individual entities, while recognizing that core and non-core resources have distinct roles in responding to programme countries' needs and that non-core resources **should (JCC)** represent **an important (delete – JCC)** supplement to the core resource base of the United Nations development system to support operational activities for development;
24. *Stresses* the need for adequate quantity and quality of funding for operational activities and to make funding more predictable, effective and efficient;
- 24 bis *Affirms [in this regard] (delete – JCC)* the importance of accountability, transparency and improved results-based management and further harmonized **results-reporting (EU)** of the work of the funds, programmes and specialized agencies for increased quantity and quality of funding for operational activities;

(EU to merge 24 and 24 bis)

Ensuring adequate funding

25. *Stresses* that funding for operational activities should be aligned with the national priorities and plans of programme countries as well as the strategic plans, mandates, resource frameworks and priorities of the United Nations funds, programmes and specialized agencies. In this regard, underscores the need to further strengthen the results frameworks of funds, programmes and agencies of the UN development system

and for agencies, funds and programmes to improve their reporting on outputs and nationally owned outcomes (EU);

26. *Notes with concern* the reliance on a small number of donor countries for a high share of core contributions to United Nations operational activities and emphasizes the importance of **broadening the base of donor countries and increasing the number of donor countries (JCC) / improving the burden-sharing and increasing the number of donor countries (EU) / improving the burden-sharing and increasing the number of donor countries and other countries in a position to do so (Mexico)** and other partners making **voluntary (US)** financial contributions **both core and non-core (EU)** to the United Nations development system;
27. *Recognizes* the potential positive impact of determining the level of “critical mass” of core funding for United Nations development agencies; **(Agreed)**
- 27 bis [/.../ the definition of „critical mass” may include, inter alia, the level of resources adequate enough to **ensure the presence of the UN development system which is able (JCC), (delete – Japan)** to respond to programme countries’ needs, and to produce the results expected in Strategic Plans, including administrative, management and programme costs;] **(delete – EU)**
- 27 ter *Invites* the governing bodies of the funds and programmes to initiate further discussion with a view to exploring the most appropriate definition of, and a process towards arriving at, a ‘critical mass’ of core funding for each fund and programme, according to their individual mandates; **(Agreed)**
- 27 quart [*Invites further the governing bodies of the specialized agencies, within the context of their 2012-2013 budgets, to explore the most appropriate definition of and process for arriving at a ‘critical mass’ of core funding, according to their individual mandates;*] **(delete – EU, Japan)**
- 27 quint *Requests* the funds, programmes [**and specialized agencies**] **(delete – Japan)** to report on their efforts and conclusions on ‘critical mass’ within their annual or biennial reports to ECOSOC beginning in 2011;
28. [*Acknowledges that exchange rates can be a significant source of unpredictability of funding flows (end para here and move it to the end of the General Principles – CANZ, Norway) and therefore encourages UN agencies to take appropriate measures to minimize the impact of exchange rate fluctuations on contribution levels;*] **(delete-JCC)**

Improving the quality of funding

29. *Urges* Member States, when legislative and budgetary provisions allow, to make financial contributions to development-related activities of the United Nations system in the form of multi-year commitments in order to improve the predictability of resources; **(Agreed)**
30. *Urges* all Member States making non-core contributions to operational activities, as well as the United Nations funds, programmes and specialized agencies, to ensure that these resources are fully aligned with strategic plans and mandates and are in accordance with programme countries’ priorities in the UNDAF; **(Agreed)**
31. *Urges* the Executive Boards of Funds and Programmes and governing bodies of specialized agencies to take measures to improve their governance and oversight of programme and project specific non-core funding by including in their annual reports

an assessment of how such funding is aligned with the strategic plans of the respective organizations; **(Agreed)**

32. *Requests* the Secretary-General to include information on all existing Multi-Donor Trust Funds and Thematic Trust Funds, including information on their mandates, performance and governance structures in the annual report on financial statistics to ECOSOC with a view to further improving the participation of Member States in their governance; **(Agreed)**
33. *Requests* those United Nations agencies administering Multi-Donor Trust Funds to report on the administration of those funds to their respective governing bodies on an annual basis to ensure better complementarity between funds provided through Multi-donor Trust Funds and other funding sources; **(Agreed)**
34. *Acknowledges* that there are ongoing efforts being undertaken by the United Nations Development Group with a view to avoiding subsidization of non-core resources by core resources and, in that regard, requests the United Nations funds and programmes, and urges the specialized agencies to avoid using core / regular resources to cover costs related to the management of extra-budgetary funds and their programme activities [**and also urges Member States making non-core contributions to reduce transaction costs and streamline reporting requirements where possible;**]

Improving information to monitor funding trends

35. *Takes note* of the improved reporting on funding for operational activities of the UN development system and *requests* that further improvements be made to more accurately reflect the diversity in non-core funding streams such as multi-donor trust funds, including global, regional and country-level pooled funds; **(Agreed)**
36. *Further requests*, in this regard that future reporting on funding to the United Nations development system more clearly distinguish between funding for development and humanitarian activities, and better differentiate self-supporting contributions from other non-core funding flows; **(Agreed)**
37. [*Requests* the Secretary-General **to develop indicators to measure/to report on the (CANZ) predictability of resources to the United Nations development system and to include reporting against these indicators in the annual report to ECOSOC on the results achieved, measures and processes implemented in follow-up to General Assembly resolution 62 / 208, to be considered by Member States in the context of the Comprehensive Policy Review of operational activities for development of the United Nations system;**] **(delete – EU)**

Harmonisation of Business Practises

38. *Notes* the submission of the information provided by the United Nations Chief Executives Board for Coordination regarding the progress made in the area of simplification and harmonization of business practices within the United Nations development system; **(Agreed)**
39. *Reiterates* that the objective of simplification and harmonization of business practices within the United Nations development system is to harmonize and simplify rules and procedures, wherever this can lead to a significant cost savings and / or reduction in

the administrative and procedural burden on the organizations of the United Nations development system and national partners, bearing in mind the special circumstances of programme countries, and to enhance the efficiency, accountability and transparency of the United Nations development system. **(Agreed)**

40. *Encourages* the Funds and Programmes to find more efficiency savings, also at headquarters, through common strategies and common operations, for instance in the fields of human resource management and information technology and administration, while ensuring that those common strategies and operations are consistent with relevant inter-governmentally agreed policies, including those related to the UN common system, and take into account the ongoing reforms on administrative and budgetary matters. In this regard, recommends annual reports on progress to their respective governing bodies and, as appropriate, keeping the General Assembly, through their respective reporting processes to the ECOSOC, abreast of such progress; **(Agreed)**
41. *Reiterates* its call upon the United Nations funds, programmes and specialized agencies to ensure, to the extent possible, that savings resulting from reductions in transaction and overhead costs accrue to development programmes in the same countries; **(Agreed)**
42. *Stresses* that simplification and harmonization of business practices within the United Nations development system including in the field of procurement shall be in compliance with relevant intergovernmental mandates, including those established by the General Assembly **(Agreed)**
43. *Requests* the Secretary-General, in consultation with the Chief Executives Board to regularly brief the Economic and Social Council on progress made and challenges encountered in the simplification and harmonization of business practices and to refer any matter requiring an intergovernmental decision to relevant intergovernmental bodies; **(Agreed)**

Strengthening the institutional arrangements for support of gender equality and the empowerment of women

Establishment of the Entity

44. *Decides* to establish, through this resolution, **as of the date of adoption of this resolution (US)**, a United Nations Entity for Gender Equality and the Empowerment of Women, to be known as **UN Women/ONU Femmes (JCC)**, by consolidating **[and transferring to the entity all the existing mandates and] (delete-CANZ)** the functions of the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), **and transferring to the entity the existing mandates (CANZ), as part of the UN Secretariat (JCC)** and to be operational by 1 January 2011;

General Principles

45. *Decides* that:

- (a) the Charter of the United Nations, the Beijing Declaration and Platform for Action including its twelve critical areas, the outcome of the 23rd special session of General Assembly, the Convention on the Elimination of all Forms of Discrimination against Women, the Universal Declaration of Human Rights and relevant UN resolutions will provide a framework for the work of the Entity, including its Executive Board and CSW;
 - (a) **alt the Beijing Declaration and Platform for Action including its twelve critical areas, the outcome of the 23rd special session of General Assembly, shall provide the comprehensive framework for the work of the Entity, and the Executive Board;** (JCC)
 - (b) based on the principle of universality, the Entity will provide guidance and technical support to all Member States, **including their national women's machineries (CANZ)**, across all levels of development, and in all regions, at their request, **[in line with its strategic framework] (delete-JCC)**, on gender equality, on the empowerment and rights of women, and on gender mainstreaming, through its normative support functions and operational activities **[[in developing countries (EU)] (delete-CANZ)**, taking into consideration the diversity of women and their roles and circumstances] **(delete-JCC)**;
 - (c) the Entity will operate on the basis of principles agreed to through the process of the Comprehensive Policy Review (CPR) in its operational activities, in particular responding to the needs of and priorities determined by Member States, upon their request; **(Agreed)**
 - (d) **[the focal point working with the entity at the national level will be the national machinery for the advancement of women or the focal point designated by the Government;** (JCC)] (delete-CANZ, EU, Japan)
 - (e) **[Data used by the entity must be verifiable, accurate, reliable and disaggregated by age and sex, giving priority to information provided by national official sources;** (JCC)] (delete-EU, CANZ)
46. *Decides* that the establishment of the entity and the conduct of its work should lead to more effective coordination, coherence and gender mainstreaming across the United Nations system; **(Agreed) Suggestion to move to OP44 bis (CANZ)**
47. *Decides* that the mandate and functions of the Entity, consist of the consolidation of the mandates and functions of OSAGI, DAW, UNIFEM and INSTRAW, with the additional role of leading, coordinating and promoting the accountability of the UN system in its work on gender equality and women's empowerment; and that any new mandates will be subject to approval by intergovernmental process; **(Agreed)**
48. *Recognises* that civil society organisations, in particular women's organisations, play a vital role in promoting women's rights, gender equality and the empowerment of women; **(Agreed)**
- 48 bis **Requests the USG to establish an effective mechanism for consultation with civil society organisations (EU) and to invite their meaningful participation on the governing bodies of the Entity (CANZ);**

Governance of the Entity

49. *Decides* :

- (a) that the General Assembly, **the relevant UN intergovernmental bodies, such as (EU) the ECOSOC and the Commission on the Status of Women (CSW)** will constitute the multi-tiered intergovernmental governance structure for the normative support functions and will provide **the primary (CAN) normative policy guidance to the Entity, [and its Executive Board (JCC)] (delete-EU, CANZ, US);**
- (b) that the General Assembly, ECOSOC and the Executive Board of the Entity will constitute the multi-tiered intergovernmental governance structure for the operational activities and will provide operational policy guidance to the Entity; **(Agreed)**

[Emphasises that support of gender mainstreaming across the UN system will be an integral part of this guidance;] (delete-JCC)

[Decides that after the transition period the Entity should provide secretariat services to the Executive Board and to the CSW;] (delete-CANZ)

50. *Awaiting language to be submitted to Co-Facilitators after consultations*

51. *Awaiting language to be submitted to Co-Facilitators after consultations*

52. *Emphasises* the need to establish concrete result-based reporting mechanisms as well as the need for consistency, coordination and coherence between the normative and operational aspects and in this regard requests: **(Agreed)**

(a) the CSW and the Executive Board to work closely together to provide coherent guidance and direction in their respective areas; **(Agreed)**

(b) the ECOSOC at its 2010 substantive session to establish appropriate and concrete linkages between the CSW and the Executive Board to ensure consistency between the overall policy guidance set by CSW, and the operational strategies and operational activities approved by the Executive Board;

(c) the head of the entity to present an annual report to the CSW on the normative aspects, and the Entity's implementation of the policy guidance provided by the CSW; **(Agreed)**

(d) the Head of the Entity to present an annual report on the operational activities for consideration of the Executive Board, and report on the operational activities to the operational segment of the ECOSOC **[in accordance with paragraph 141 of resolution 62/208] (delete-JCC);**

(e) that ECOSOC in turn submit its reports identified in (c) and (d) to the GA

[Leadership and staffing of the Entity]

Administration and staffing of the secretariat of the Entity (JCC)

53. Prior *Decides* that the Entity shall provide support to inter-governmental policy and normative processes and all programs of the operational activities to support Member States, upon their request, on all issues related to advancement of women in accordance with its mandate; **(JCC)**

53. *Decides:*

- (a) that the Entity shall be headed by an Under-Secretary-General. The USG shall be appointed by the Secretary-General, in consultation with Member States, for a term of four years, with the possibility of one renewable term, on the basis of **(Agreed)**

alt1 **the highest standards of efficiency, competence and integrity, with due regard for the principles of** equitable geographical representation and gender balance, **[consistent] (delete-EU) in accordance (EU)** with the relevant provisions of Article 101 of the Charter of the United Nations, and to be funded by regular budget resources in accordance with paragraph 62 below;

alt2 **gender balance and equitable geographical rotation of the five regional groups of the UN, beginning with someone from the South and gender balance, consistent with the relevant provisions of Article 101 of the Charter of the United Nations, and to be funded by regular budget resources; (JCC)**

- (b) that the position of the USG will be funded from existing temporary assistance funds pending the submission of the report on the revised regular budget required to be submitted to the 65th session; **(Agreed) (JCC suggests move to Transition Section)**

- (c) that the USG / Head will report to the Secretary-General, and will be a full member of the Chief Executives Board for Coordination (CEB); **(Agreed)**

Requests the secretary general to appoint the USG by the beginning of 65th session in order to oversee the transitional arrangements of the entity before its operationalization; (JCC)

Encourages the Secretary General to appoint the USG / Head to the Policy Committee, the Senior Management Group and other relevant internal UN decision making mechanisms; **(Agreed)**

- 53 bis **Decides that the entity should be accountable to Member States in accordance with the definition of accountability adopted in resolution 64/259, as well as, the subsequent accountability framework for the UN Secretariat to be adopted; (JCC)**

54. **[Decides that the USG / Head would interact, inter alia, with the committees of the General Assembly, the ECOSOC, and its functional commissions when the relevant items are before them, to contribute to the dialogue or deliberations] (delete-JCC)**

[Decides further that the USG / Head will contribute to the dialogue and / or deliberations on the topic of women, peace and security, within the United Nations]; (delete-JCC)

55. **Decides that the USG / Head appoints and administers staff of the Entity in accordance with the United Nations Staff Regulations and Rules and that formal authority in personnel matters of the Entity should be delegated by the Secretary-General to the USG / Head.**

56. *Decides* that the composition and selection of staff of the Entity will be in accordance with the provisions of Article 101 of the Charter of the United Nations, **[with due regard to the importance of having equitable geographic representation and**

gender balance;] (delete-EU) taking into account national and regional particularities; (JCC)

- 56 bis **Decides to establish a focal point within the Entity for women living under foreign occupation to address their needs, in accordance with its mandate and International Law; (JCC)**

Structure and Financial Architecture

57. **Requests the SG to submit a report to the GA at its 65th session for its approval on the financial requirements from assessed contributions, for the normative support functions of the new entity, in accordance with the Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation (PPBME) and the established financial rules and procedures of the UN,**
- a) **taking into account the mandates and functions described in OP47**
 - b) **including a detailed organizational chart of the Entity and a full justification of post and non post resources from assessed contributions, with a description of the functions**
 - c) **including feasible options for financial regulations and rules to apply to the entity's assessed contributions**
58. **Further requests the USG to submit a report to the Executive Board, including the organizational chart referred to in paragraph 56 (b) of the resolution, together with a revised proposal for the use of voluntary resources for the 2010-2011 biennium support budget, with full justification of all post and non post resources supporting the operational activities of the new entity;**
59. **Decides that the structure to be reflected in this organisational chart will have the following regional support units: Africa, Asia and the Pacific, Middle East and North Africa, the Americas, and Europe, to ensure that the Entity will have capacity to provide support to all Member States upon their request;**
60. **[Requests the USG to ensure that the Entity's representative within each country team is at an appropriately senior level;]**
This paragraph was not discussed during the consultations
61. **Notes that the Entity will operate as part of the Resident Coordinator System, in the UN country team, leading and co-ordinating the work of the UNCT on gender equality and women's empowerment, under the overall leadership of the UN Resident Coordinator;**
62. **Decides that the resources required to service the normative intergovernmental processes shall be funded from the assessed contributions, and the resources required to service the operational intergovernmental processes and operational activities at all levels shall be funded from voluntary contributions;**
63. **Requests the Secretary-General to report to the General Assembly for its approval on the financial resources for assessed contributions in accordance with the Regulations and Rules Governing Programme Planning, the Programme**

Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation (PPBME) and established financial rules and procedures of the UN;

64. ***Decides*** that the use of financial resources from voluntary funding will be aligned with the strategic framework of the Entity approved by the Executive Board;
65. ***Stresses*** the need to ensure adequate funding for the Entity, and urges Member States, when legislative and budgetary provisions allow, to provide core, multi-year, predictable, stable and sustainable voluntary contributions to the Entity and decides that reporting on funding should be transparent, and easily accessible to Member States, including through the creation of an online registry that contains such financial information;
66. ***Decides*** that the operational activities of the entity shall have Financial Regulations and Rules consistent with the Financial Regulations and Rules of UN Funds and Programmes, and in this regard, requests the USG/Executive Director to present a proposal of Financial Regulations and Rules for consideration and adoption by the Executive Board. ***Further decides*** that these Regulations and Rules should be introduced in a manner that ongoing activities started by the four entities will not be adversely affected;

Transitional arrangements

(Paragraphs 67 to 72 as proposed by co-facilitators):

67. ***Decides*** to transfer the existing mandates, functions, assets and liabilities of OSAGI, DAW, UNIFEM and INSTRAW to the Entity;
68. ***Decides*** that a transition period will start upon the adoption of the present resolution and continue until 31 December 2010;
69. ***Decides*** that revision of the institutional and operational arrangements, partnerships and brands of OSAGI, DAW, UNIFEM and INSTRAW will start from the date of the adoption of this resolution and continue under the leadership of the USG once appointed towards their replacement by the arrangements, partnerships and branding of the Entity;
70. ***Further decides*** that the Entity shall continue all activities of UNIFEM, OSAGI, DAW, INSTRAW within operational arrangements agreed before the date of the adoption of the present resolution until replaced by new arrangements;
71. ***Decides*** to dissolve UNIFEM as of the date of the adoption of this resolution;
72. ***Requests*** the ECOSOC to dissolve INSTRAW as of the date of the adoption of the pertinent resolution;
73. ***[Decides*** that the Entity should, to the extent possible, use the existing capacities in the United Nations, in order to keep overhead costs to a minimum, including central services, such as treasury, audit and procurement]; (delete-JCC)

74. *Decides* that any expansion of the capacity of the Entity should be orderly, **based on a proposal by the Head of the Entity to the Executive Board (EU)**, building on the field presence and infrastructure of UNIFEM and INSTRAW,

alt1 **and in this regard further decides that the Executive Board shall continue to benefit from their existing operational activities, programs, training and research, and capacities in planning for the future activities of the Entity; (JCC)**

alt2 **and taking into account requests by Member States for assistance; other relevant capacity available in the UN Country Teams; the universality of the mandate of the Entity; availability of funds; and approval for the use of such funds by the General Assembly for regular budget resources, and by the Executive Board of the Entity for non-earmarked voluntary funding; (EU)**

Review of the implementation

75. *Requests* the Secretary-General to present a progress report for information on the implementation of the part ” *Strengthening the institutional arrangements for support of gender equality and the empowerment of women*” of this resolution to the General Assembly at its 66th and 67th sessions.

76. *Decides* to review the work of the Entity for Gender Equality and the Empowerment of Women at its 68th session and requests the Secretary-General to present a comprehensive report in this regard at the 68th session of the General Assembly.

* additional text to be added on the way forward concerning the resolution as a whole

Sixty-fourth Session

Agenda item 114

Follow-up to the outcome of the Millennium Summit

System-wide coherence

The General Assembly,

Recalling the 2005 World Summit Outcome, **(Agreed)**

[Taking note of the note by the Secretary-General and of the report of the High-Level Panel on United Nations System-wide Coherence entitled "Delivering as One" contained in A/61/583] (delete – Russia)

Recalling resolution 62 / 277 of 15 September 2008, setting out five areas for consideration by member states with a view to enhancing United Nations system-wide coherence, **(Agreed)**

Recalling resolution 63 / 311 of 14 September 2009, **(Agreed)**

[Reaffirming] (delete - JCC) Recalling (JCC) the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of the General Assembly, the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), **[the Geneva Conventions of 12 August 1949] (delete-US), [relevant UN resolutions on gender equality and the empowerment of women and on women, peace and security](delete-JCC),**

Reaffirming resolution 62 / 208 of 19 December 2007 on the Triennial Comprehensive Policy Review (TCPR), **(Agreed)**

Reaffirming that the fundamental characteristics of the operational activities for development of the United Nations system should be, inter alia, their universal, voluntary and grant nature, their neutrality and their multilateralism, **(Agreed)**

Reaffirming the key importance of national ownership and national leadership, and underscoring that there is no "one size fits all" approach to development, and that development assistance by the United Nations development system should be able to respond to the varying demands of programme countries and should be in alignment with their national development plans and strategies in accordance with established mandates, **(Agreed)**

Taking note of the reports of the Secretary-General A / 64 / 588, and A / 64 / 589, entitled "Comprehensive proposal for the composite Entity for gender equality and the empowerment of women", and "Follow up to the General Assembly resolution 63 / 311 on system-wide coherence related to operational activities for development" respectively, **(Agreed)**

[Emphasizing that increasing financial contributions to the United Nations development system is key to achieving the internationally agreed development goals, including the Millennium Development Goals, and in this regard recognizes the mutually reinforcing links between increased effectiveness, efficiency and coherence of the United Nations development system, achieving concrete results in assisting developing countries in eradicating poverty and achieving sustained economic growth and sustainable development through operational activities for development and the overall resourcing of the United Nations development system], **(CANZ suggests PP10 to replace OP24 and OP24 bis; EU, Japan, US – delete PP 10, could consider moving to be OP23 bis)**

Strengthening governance of operational activities for development of the United Nations system for enhanced system-wide coherence

1. *Requests* the Secretary-General, starting in the 65th legislative session of the General Assembly, and as background material for the Comprehensive Policy Review, to make available a compilation of all relevant legislation on the roles and responsibilities of the General Assembly, the Economic and Social Council, including its subsidiary bodies, Executive Boards of funds and programmes and governing bodies of specialized agencies in the governance of the UN operational activities for development; **(Agreed)**
2. *Requests* the Secretary-General to circulate information on the coherence of calendars, agendas and programmes of work of the governing bodies of UN operational activities for development, with a view to enabling the governing bodies to consider measures to enhance coherence when setting their agendas and programmes of work; **(Agreed)**
3. *Invites* the President and bureau of the Economic and Social Council to convene informal coordination meetings with bureaus of governing bodies of UN operational activities for development, in accordance with their mandates, to discuss ways and means to enhance the coherence of their work and to provide a summary of such informal coordination meetings to Member States; **(Agreed)**
4. *Reaffirms* the need for enhancing the transparency of the activities of the United Nations Chief Executives Board for Coordination (CEB), particularly to ensure its effective interaction with Member States, while respecting the mandates and working methods of the CEB and its member organizations, and in this regard requests: **(Agreed)**
 - a) the Secretary General, in his capacity as Chair of the CEB, to further enhance the quality and quantity of information on the CEB website, and to **make (delete-JCC) publish and make available to Member States (JCC)** the CEB interagency agreements and decisions;
 - b) the Secretary-General, in his capacity as the Chairman of the CEB to ensure a balanced approach in its priority-setting to implement the decisions of **(Member States) (delete-JCC) relevant intergovernmental bodies (JCC)**, and to include appropriate information on the work of the CEB in its annual overview report **which is presented (JCC)** to the Economic and Social Council **and the Committee for Programme and Coordination (JCC)** to promote more effective dialogue;
 - c) the President of the Economic and Social Council to continue to convene periodic briefings for Member States with the Secretariat following the biannual sessions of the CEB, taking into account the need to schedule the briefings in a timeframe that allows for **such opportunities to be fully utilized by Member States for (delete - EU)** effective dialogue with the CEB regarding its activities;
5. **[Encourages Member States, where appropriate, to consider appropriate ways to enhance their coherence in their respective dealings with the UN development system at all levels]; (JCC-delete)**
6. *Requests* UNITAR in consultation with the secretariats of the governing bodies, as appropriate and in accordance with its statute, and in line with paragraph 3 in section 1

- of A/RES/64/260, to prepare and carry out orientation training courses for representatives of Member States, in particular delegates of Permanent Missions of Member States on the **functioning of the (CANZ) UN operational activities for development / on the functions of the UN development system (JCC)**, including on the roles and responsibilities of governing bodies;
7. *Requests* ECOSOC and the Executive Boards of funds and programmes and governing bodies of specialized agencies, to consider measures to facilitate the effective participation of national policy-makers in developing countries in the Operational Activities Segment of the Economic and Social Council and the regular sessions of the Executive Boards of funds and programmes and the governing bodies of specialized agencies, giving priority to national policy-makers of programme countries. **[Such measures could include the establishment of new Trust Funds or the use of existing mechanisms, as appropriate, taking into account the financial situation and arrangement of each Organization]; (delete-EU)**
 8. *Invites* the funds and programmes, as appropriate, based on their analysis of good practices to improve the preparations for and discussions during meetings of the Executive Boards, taking into account the views expressed by Member States, and in this regard, to include their findings and adopted measures in their annual reports to the Economic and Social Council; **(Agreed)**
 9. *Takes* note of the progress in the creation of a central repository of information on operational activities for development and requests the Secretary-General that an update on the advances in the establishment of this mechanism is presented at the substantive session of the Economic and Social Council in 2011 in the context of the Comprehensive Policy Review of operational activities for development; **(Agreed)**
 10. *Encourages* governing bodies of the funds, programmes and specialized agencies of the UN development system to include in their strategic plans, as appropriate, specific provisions for the full implementation of policy guidance provided in the Comprehensive Policy Review of the General Assembly and further requests the secretariats of the funds, programmes and specialized agencies of the UN development system to report on the implementation of these provisions in their regular reporting to the General Assembly through the Economic and Social Council; **(Agreed)**
 11. *Requests* the Secretary General, under the auspices of ECOSOC and in cooperation with UN Resident Coordinators, to prepare and put in place a periodic survey directed to Governments, on the effectiveness, efficiency and relevance of the support of the UN system, in order to provide feedback on the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address them, and also requests that the results of such surveys are published and made available to Member States; **(Agreed pending EU approval);**

Independent System-Wide Evaluation Mechanism

(Awaiting language to be submitted to Co-Facilitators following consultations)

Approval of common country programmes

12. *Takes note* of the initiative by some countries to use, on voluntary basis, of common country programme documents, in order to align the United Nations strategic support to national priorities; **(Agreed)**
13. *Emphasizes* the principle of national ownership and leadership, and **reaffirms its support for all (JCC)/in this regard, recognizes that (EU)/takes note that (CANZ)** other countries **may desire (EU)/that wish (JCC)/may wish (CANZ)** to continue using the existing frameworks and processes for country-level programming;
14. *Recognizes* that local consultative processes **to set the priority areas for common country programmes should (Japan) / could, where relevant (JCC)** strengthen the principle of national ownership and facilitate effective participation of national policy-makers;

(Japan suggests to move OP14 to OP15 bis)

15. *Invites* those countries presenting a common country programme document on a voluntary basis to prepare it consistent with the UNDAF, where it exists, and to present in the common country programme the critical actions that will be taken to achieve the agreed results with available or indicative resources, as well as actions to ensure coherence of the UN system's assistance at the country level, attaching as an annex a brief description of each; **(Agreed)**
16. *Invites* the governing body of each fund, programme and specialized agency, where relevant, and in accordance with their mandates, to consider and approve its role and the resources it will require for the implementation of the common country programme, on the basis of the agency-specific annex; **(Agreed pending EU approval)**
17. *Notes* that the approval of each fund, programme and specialized agency's contribution, where relevant, will be based on an assessment of whether the elements in the agency-specific annex reflect the priorities of its strategic plan and overall mandate, as well as their alignment with national priorities and strategies; **(Agreed)**
18. [*Recognises* that an informal discussion of common country programmes, submitted on a voluntary basis, to the joint meeting of the Executive Boards of UNDP / UNFPA, UNICEF and WFP could provide a useful context for the work of the individual agency Executive Board. The focus could be on cross-cutting issues, synergies, gaps and duplications]; **(delete paragraph - JCC)**

Delivering as One

19. *Welcomes* the intergovernmental meeting of programme country pilots held in Kigali, Rwanda, in October 2009, and takes note with appreciation of the Kigali Declaration, and in this regard, also takes note of the progress made by “delivering-as-one” countries in their own country-led evaluations, with the participation of relevant stakeholders and with the technical support of the United Nations Evaluation Group, to be completed by 1 July 2010; **(Agreed pending EU approval)**
20. *Encourages* the Secretary General to proceed with the modality for the independent evaluation of lessons learned from the “Delivering as One” pilots as outlined by the

Secretariat, after consultation, covering all aspects of the initiative, and looks forward receiving the outcome at the 66th session of the General Assembly;

Improving the funding system of operational activities for development of the United Nations system for enhanced system-wide coherence

General principles

21. [*Acknowledges* efforts by developed countries to increase resources for development, including commitments by some developed countries to increase official development assistance, calls for the fulfilment of all official development assistance commitments, including the commitments by many developed countries to achieve the target of 0.7 per cent of gross national income for official development assistance by 2015 and to reach at least 0.5 per cent of gross national income for official development assistance by 2010, as well as the target of 0.15 per cent to 0.20 per cent for least developed countries, and urges those developed countries that have not yet done so to make concrete efforts in this regard in accordance with their commitments;] **(delete – EU, US), (JCC to move it to be the last para of General principles)**
22. *Welcomes* the expanding number of countries making financial contributions to the operational activities of the United Nations development system, as well as the diversification of funding sources and mechanisms within the system. In this regard, welcomes the significant growth in funds to the UN development operations from \$13 billion in 2003 to \$22 billion in 2008, the highest level ever; **(Agreed)**
23. *Stresses* that core resources, because of their untied nature, **shall (JCC)** continue to be the bedrock of the operational activities for development of the United Nations system, and in this regard notes with concern **previously (CANZ, US)** declining share of core contributions to the United Nations development system, and recognizes the need for organizations to assess, on a continuous basis, the appropriate balance of core and non-core resources, taking into account the unique mandates, structures and programmes of individual entities, while recognizing that core and non-core resources have distinct roles in responding to programme countries' needs and that non-core resources **should (JCC)** represent **an important (delete – JCC)** supplement to the core resource base of the United Nations development system to support operational activities for development;
24. *Stresses* the need for adequate quantity and quality of funding for operational activities and to make funding more predictable, effective and efficient;
- 24 bis *Affirms [in this regard] (delete – JCC)* the importance of accountability, transparency and improved results-based management and further harmonized **results-reporting (EU)** of the work of the funds, programmes and specialized agencies for increased quantity and quality of funding for operational activities;

(EU to merge 24 and 24 bis)

Ensuring adequate funding

25. *Stresses* that funding for operational activities should be aligned with the national priorities and plans of programme countries as well as the strategic plans, mandates, resource frameworks and priorities of the United Nations funds, programmes and specialized agencies. In this regard, underscores the need to further strengthen the results frameworks of funds, programmes and agencies of the UN development system

and for agencies, funds and programmes to improve their reporting on outputs and nationally owned outcomes (EU);

26. *Notes with concern* the reliance on a small number of donor countries for a high share of core contributions to United Nations operational activities and emphasizes the importance of **broadening the base of donor countries and increasing the number of donor countries (JCC) / improving the burden-sharing and increasing the number of donor countries (EU) / improving the burden-sharing and increasing the number of donor countries and other countries in a position to do so (Mexico)** and other partners making **voluntary (US)** financial contributions **both core and non-core (EU)** to the United Nations development system;
27. *Recognizes* the potential positive impact of determining the level of “critical mass” of core funding for United Nations development agencies; **(Agreed)**
- 27 bis [/.../ the definition of „critical mass” may include, inter alia, the level of resources adequate enough **to ensure the presence of the UN development system which is able (JCC), (delete – Japan)** to respond to programme countries’ needs, and to produce the results expected in Strategic Plans, including administrative, management and programme costs;] **(delete – EU)**
- 27 ter *Invites* the governing bodies of the funds and programmes to initiate further discussion with a view to exploring the most appropriate definition of, and a process towards arriving at, a ‘critical mass’ of core funding for each fund and programme, according to their individual mandates; **(Agreed)**
- 27 quart [*Invites further the governing bodies of the specialized agencies, within the context of their 2012-2013 budgets, to explore the most appropriate definition of and process for arriving at a ‘critical mass’ of core funding, according to their individual mandates;*] **(delete – EU, Japan)**
- 27 quint *Requests* the funds, programmes [**and specialized agencies**] **(delete – Japan)** to report on their efforts and conclusions on ‘critical mass’ within their annual or biennial reports to ECOSOC beginning in 2011;
28. [*Acknowledges that exchange rates can be a significant source of unpredictability of funding flows (end para here and move it to the end of the General Principles – CANZ, Norway) and therefore encourages UN agencies to take appropriate measures to minimize the impact of exchange rate fluctuations on contribution levels;*] **(delete-JCC)**

Improving the quality of funding

29. *Urges* Member States, when legislative and budgetary provisions allow, to make financial contributions to development-related activities of the United Nations system in the form of multi-year commitments in order to improve the predictability of resources; **(Agreed)**
30. *Urges* all Member States making non-core contributions to operational activities, as well as the United Nations funds, programmes and specialized agencies, to ensure that these resources are fully aligned with strategic plans and mandates and are in accordance with programme countries’ priorities in the UNDAF; **(Agreed)**
31. *Urges* the Executive Boards of Funds and Programmes and governing bodies of specialized agencies to take measures to improve their governance and oversight of programme and project specific non-core funding by including in their annual reports

an assessment of how such funding is aligned with the strategic plans of the respective organizations; **(Agreed)**

32. *Requests* the Secretary-General to include information on all existing Multi-Donor Trust Funds and Thematic Trust Funds, including information on their mandates, performance and governance structures in the annual report on financial statistics to ECOSOC with a view to further improving the participation of Member States in their governance; **(Agreed)**
33. *Requests* those United Nations agencies administering Multi-Donor Trust Funds to report on the administration of those funds to their respective governing bodies on an annual basis to ensure better complementarity between funds provided through Multi-donor Trust Funds and other funding sources; **(Agreed)**
34. *Acknowledges* that there are ongoing efforts being undertaken by the United Nations Development Group with a view to avoiding subsidization of non-core resources by core resources and, in that regard, requests the United Nations funds and programmes, and urges the specialized agencies to avoid using core / regular resources to cover costs related to the management of extra-budgetary funds and their programme activities **[and also urges Member States making non-core contributions to reduce transaction costs and streamline reporting requirements where possible;]**

Improving information to monitor funding trends

35. *Takes note* of the improved reporting on funding for operational activities of the UN development system and *requests* that further improvements be made to more accurately reflect the diversity in non-core funding streams such as multi-donor trust funds, including global, regional and country-level pooled funds; **(Agreed)**
36. *Further requests*, in this regard that future reporting on funding to the United Nations development system more clearly distinguish between funding for development and humanitarian activities, and better differentiate self-supporting contributions from other non-core funding flows; **(Agreed)**
37. [*Requests* the Secretary-General **to develop indicators to measure/to report on the (CANZ) predictability of resources to the United Nations development system and to include reporting against these indicators in the annual report to ECOSOC on the results achieved, measures and processes implemented in follow-up to General Assembly resolution 62 / 208, to be considered by Member States in the context of the Comprehensive Policy Review of operational activities for development of the United Nations system;]** **(delete – EU)**

Harmonisation of Business Practises

38. *Notes* the submission of the information provided by the United Nations Chief Executives Board for Coordination regarding the progress made in the area of simplification and harmonization of business practices within the United Nations development system; **(Agreed)**
39. *Reiterates* that the objective of simplification and harmonization of business practices within the United Nations development system is to harmonize and simplify rules and procedures, wherever this can lead to a significant cost savings and / or reduction in

the administrative and procedural burden on the organizations of the United Nations development system and national partners, bearing in mind the special circumstances of programme countries, and to enhance the efficiency, accountability and transparency of the United Nations development system. **(Agreed)**

40. *Encourages* the Funds and Programmes to find more efficiency savings, also at headquarters, through common strategies and common operations, for instance in the fields of human resource management and information technology and administration, while ensuring that those common strategies and operations are consistent with relevant inter-governmentally agreed policies, including those related to the UN common system, and take into account the ongoing reforms on administrative and budgetary matters. In this regard, recommends annual reports on progress to their respective governing bodies and, as appropriate, keeping the General Assembly, through their respective reporting processes to the ECOSOC, abreast of such progress; **(Agreed)**
41. *Reiterates* its call upon the United Nations funds, programmes and specialized agencies to ensure, to the extent possible, that savings resulting from reductions in transaction and overhead costs accrue to development programmes in the same countries; **(Agreed)**
42. *Stresses* that simplification and harmonization of business practices within the United Nations development system including in the field of procurement shall be in compliance with relevant intergovernmental mandates, including those established by the General Assembly **(Agreed)**
43. *Requests* the Secretary-General, in consultation with the Chief Executives Board to regularly brief the Economic and Social Council on progress made and challenges encountered in the simplification and harmonization of business practices and to refer any matter requiring an intergovernmental decision to relevant intergovernmental bodies; **(Agreed)**

Strengthening the institutional arrangements for support of gender equality and the empowerment of women

Establishment of the Entity

44. *Decides* to establish, through this resolution, **as of the date of adoption of this resolution (US)**, a United Nations Entity for Gender Equality and the Empowerment of Women, to be known as [**UN Women/ONU Femmes (JCC)**], by consolidating [**and transferring to the entity all the existing mandates and**] (~~delete-CANZ~~) the functions of the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), **and transferring to the entity the existing mandates (CANZ), as part of the UN Secretariat (JCC)/ to partially function as a part of the UN Secretariat and also to carry out operational activities at country level (US)** and to be operational by 1 January 2011;

44 bis Decides to establish a new Executive Board to govern and oversee the operational activities of the Entity; (JCC)

General Principles

45. *Decides* that:

- (a) the Charter of the United Nations, the Beijing Declaration and Platform for Action including its twelve critical areas, the outcome of the 23rd special session of General Assembly, the Convention on the Elimination of all Forms of Discrimination against Women, the Universal Declaration of Human Rights and relevant UN resolutions will provide a framework for the work of the Entity, including its Executive Board and CSW;
 - (a) **alt the Beijing Declaration and Platform for Action including its twelve critical areas, the outcome of the 23rd special session of General Assembly, shall provide the comprehensive framework for the work of the Entity, and the Executive Board;** (JCC)
 - (b) based on the principle of universality, the Entity will provide guidance and technical support to all Member States, across all levels of development, and in all regions, at their request, **[in line with its strategic framework] (delete-JCC)** on gender equality, on the empowerment and rights of women, and on gender mainstreaming, through its normative support functions and operational activities **[in developing countries (EU), taking into consideration the diversity of women and their roles and circumstances]** (delete – JCC);
 - (c) the Entity will operate on the basis of principles agreed to through the process of the Comprehensive Policy Review (CPR) in its operational activities, in particular responding to the needs of and priorities determined by Member States, upon their request; **(Agreed)**
 - (d) The Entity will work in consultation with the respective women’s national machineries and/or the focal points designated by the Member States; **(Agreed)**
 - (e) **[Data used by the entity must be verifiable, accurate, reliable and disaggregated by age and sex, (end paragraph here – MEX), [giving priority to] (delete – JCC) including (JCC) information provided by national official sources;** (JCC)] (delete-EU, CANZ, US)
46. *Decides* that the establishment of the entity and the conduct of its work should lead to more effective coordination, coherence and gender mainstreaming across the United Nations system; **(Agreed) Suggestion to move to OP44 bis (CANZ)**
47. *Decides* that the mandate and functions of the Entity, consist of the consolidation of the mandates and functions of OSAGI, DAW, UNIFEM and INSTRAW, with the additional role of leading, coordinating and promoting the accountability of the UN system in its work on gender equality and women's empowerment; and that any new mandates will be subject to approval by intergovernmental process; **(Agreed)**
48. *Recognises* that civil society organisations, in particular women’s organisations, play a vital role in promoting women’s rights, gender equality and the empowerment of women; **(Agreed)**
- 48 bis **Requests the USG to establish an effective mechanism for consultation with civil society organisations (EU) and to invite their meaningful contribution (end**

paragraph here - proposed by co-facilitator) **participation on the governing bodies of the Entity (CANZ);**

Governance of the Entity

49. *Decides* :

- (a) that the General Assembly, **the relevant UN intergovernmental bodies, such as (EU) the ECOSOC and the Commission on the Status of Women (CSW) will constitute the multi-tiered intergovernmental governance structure for the normative support functions and will provide the primary (CAN) normative policy guidance to the Entity, [and its Executive Board (JCC)] (delete-EU, CANZ, US);**
- (b) that the General Assembly, ECOSOC and the Executive Board of the Entity will constitute the multi-tiered intergovernmental governance structure for the operational activities and will provide operational policy guidance to the Entity; **(Agreed)**

Emphasises that support of gender mainstreaming across the UN system will be an integral part of [this guidance] (delete – JCC) the work of the Entity (JCC) to continue (MEX) to be supported by the governing bodies of the Entity (CANZ);

50. *Awaiting language to be submitted to Co-Facilitators after consultations*

51. *Awaiting language to be submitted to Co-Facilitators after consultations*

52. *Emphasises* the need to establish concrete result-based reporting mechanisms as well as the need for consistency, coordination and coherence between the normative and operational aspects and in this regard requests: **(Agreed)**

(a) the CSW and the Executive Board to work closely together to provide coherent guidance and direction in their respective areas; **(Agreed)**

(b) the ECOSOC at its 2010 substantive session to establish appropriate and **[concrete] (delete – EU)** linkages between the CSW and the Executive Board to ensure consistency between the overall policy guidance set by CSW, and the operational strategies and operational activities approved by the Executive Board;

(c) the head of the entity to present an annual report to the CSW on the normative aspects, and the Entity's implementation of the policy guidance provided by the CSW; **(Agreed)**

(d) the Head of the Entity to present an annual report on the operational activities for consideration of the Executive Board, and report on the operational activities to the operational segment of the ECOSOC; **(Agreed)**

(e) that ECOSOC in turn submit its reports identified in (c) and (d) to the GA; **(Agreed)**

[Leadership and staffing of the Entity]

Administration and staffing of the secretariat of the Entity (JCC)

53 Prior *Decides* that the Entity shall provide support to inter-governmental policy and normative processes and all programs of the operational activities to support Member States, upon their request, on all issues related to advancement of women in accordance with its mandate; **(JCC)**

53. *Decides*:

- (a) that the Entity shall be headed by an Under-Secretary-General. The USG shall be appointed by the Secretary-General, in consultation with Member States, for a term of four years, with the possibility of one renewable term, on the basis of **(Agreed)**

alt1 **the highest standards of efficiency, competence and integrity, with due regard for the principles of** equitable geographical representation and gender balance, **[consistent] (delete-EU) in accordance (EU)** with the relevant provisions of Article 101 of the Charter of the United Nations, and to be funded by regular budget resources in accordance with paragraph 62 below;

alt2 **gender balance and equitable geographical rotation of the five regional groups of the UN, beginning with someone from the South and gender balance, consistent with the relevant provisions of Article 101 of the Charter of the United Nations, and to be funded by regular budget resources; (JCC)**

- (b) that the position of the USG will be funded from existing temporary assistance funds pending the submission of the report on the revised regular budget required to be submitted to the 65th session; **(Agreed) (JCC suggests move to Transition Section)**

- (c) that the USG / Head will report to the Secretary-General, and will be a full member of the Chief Executives Board for Coordination (CEB); **(Agreed)**

Requests the Secretary General to appoint the USG by the beginning of 65th session in order to oversee the transitional arrangements of the entity before its operationalization; **(Agreed)**

Encourages the Secretary General to appoint the USG / Head to the Policy Committee, the Senior Management Group and other relevant internal UN decision making mechanisms; **(Agreed)**

- 53 bis ***Decides* that the entity should be accountable to Member States in accordance with the definition of accountability adopted in resolution 64/259, as well as, the subsequent accountability framework for the UN Secretariat to be adopted; (JCC)**

54. **[*Decides* that the USG / Head would interact, inter alia, with the committees of the General Assembly, the ECOSOC, and its functional commissions when the relevant items are before them, to contribute to the dialogue or deliberations] (delete-JCC)**

[*Decides further* that the USG / Head will contribute to the dialogue and / or deliberations on the topic of women, peace and security, within the United Nations]; (delete-JCC)

55. ***Decides* that the USG / Head appoints and administers staff of the Entity in accordance with the United Nations Staff Regulations and Rules and that formal authority in personnel matters of the Entity should be delegated by the Secretary-General to the USG / Head;**

55 alt ***Decides* to delegate broad authority to the USG/Head in application and implementation of United Nations Staff Regulations and Rules; and for the administrative matters for operational activities of the Entity, including personnel**

matters, while ensuring that the Entity shall still be subject to the existing external and internal monitoring bodies (JCC)

56. *Decides* that the composition and selection of staff of the Entity will be in accordance with the provisions of Article 101 of the Charter of the United Nations, [**with due regard to the importance of having equitable geographic representation and gender balance taking into account national and regional particularities**];

56 bis *Decides* to establish a focal point within the Entity for women living under foreign occupation to address their needs, in accordance with its mandate and International Law; (JCC)

Financing

57 *Prior Decides* that the resources required to service the normative intergovernmental processes shall be funded from the assessed contributions and approved by the General Assembly; the resources required to service the operational intergovernmental processes and operational activities at all levels shall be funded from voluntary contributions and approved by the Executive Board;

57. *Requests* the SG to submit a report to the GA at the main part of its 65th session for its approval containing a revised proposal for the use of regular budget resources approved for the 2010-2011 biennium for the normative support functions of the new entity, in accordance with all relevant UN rules and procedures; including, a detailed organizational chart of the entity, and options for implementation modalities for regular budget funding of the new entity;

58. *Further requests* the USG to submit a report to the Executive Board, including the organizational chart referred to in paragraph 57 of the resolution, together with a revised proposal for the use of voluntary resources for the 2010-2011 biennium support budget;

59. *Decides* that the operational activities of the entity shall have Financial Regulations and Rules consistent with the Financial Regulations and Rules of UN Funds and Programmes, and in this regard, requests the USG/Executive Director to present a proposal of Financial Regulations and Rules for consideration and adoption by the Executive Board.

Transitional arrangements

(Paragraphs 60 to 65 as proposed by co-facilitators):

60. *Decides*, with reference to paragraph 44 above, that a transition period will start upon the adoption of the present resolution and continue until 31 December 2010;

61. *Decides* to transfer the existing mandates, functions, assets, and liabilities, including contractual obligations, of OSAGI, DAW, UNIFEM and INSTRAW to the Entity upon the adoption of this resolution;

62. *Decides* that consolidation of the institutional and operational arrangements, partnerships and brands of OSAGI, DAW, UNIFEM and INSTRAW will start from the date of the adoption of this resolution and continue under the leadership of the USG once appointed;
63. *Further decides* that the Entity shall carry out all activities of UNIFEM, OSAGI, DAW, INSTRAW in accordance with the operational arrangements agreed before the date of the adoption of the present resolution until replaced by new arrangements **but no later than 28 February 2011**;
64. *Decides* to dissolve UNIFEM as of the date of the adoption of this resolution while recognizing that its activities will continue;
65. *Requests* the ECOSOC to dissolve INSTRAW as of the date of the adoption of the pertinent resolution while recognizing that its activities will continue;
66. *Decides* that any expansion of the capacity of the Entity should be orderly, **based on a proposal by the Head of the Entity to the Executive Board (EU)**, building on the field presence and infrastructure of UNIFEM and INSTRAW,

alt1 and in this regard further decides that the Executive Board shall continue to benefit from their existing operational activities, programs, training and research, and capacities in planning for the future activities of the Entity; (JCC)

alt2 and taking into account requests by Member States for assistance; other relevant capacity available in the UN Country Teams; the universality of the mandate of the Entity; availability of funds; and approval for the use of such funds by the General Assembly for regular budget resources, and by the Executive Board of the Entity for non-earmarked voluntary funding; (EU)

Review of the implementation

67. *Requests* the Secretary-General to present a progress report **[for information] (delete – JCC)** on the implementation of the part "*Strengthening the institutional arrangements for support of gender equality and the empowerment of women*" of this resolution to the General Assembly at its 66th and 67th sessions.
68. *Decides* to review the work of the Entity for Gender Equality and the Empowerment of Women at its 68th session and requests the Secretary-General to present a comprehensive report in this regard at the 68th session of the General Assembly. **(Agreed)**

*** additional text to be added on the way forward concerning the resolution as a whole**

General Assembly, 64th legislative session
System-wide coherence consultations
Suggested timeline: January – June 2010

21-May-2010: Where changes have been made, they are indicated in blue

	February		March		April		May		June	
	1-15	16-30	1-15	16-30	1-15	16-30	1-15	16-30	1-15	16-30
Launch of resumed SWC process (4 February) Co-chairs to circulate workplan (8 February)										
Negotiations on the draft resolution						16-Apr 10 AM; 26-Apr 28-Apr 30-Apr		25-May 10 AM; 26-May 10 AM and 3 PM; 27-May 3 PM		Starting Monday, 14-Jun

Cluster 1										
Strengthening governance of operational activities for development of UN system for enhanced system-wide coherence¹										
Joint plenary session on governance ² and funding	12-Feb									
WG 1 – Governing bodies - equitable participation and decision-making (first meeting on 17 February)										
WG 2 – Governing bodies - functional coherence and secretariat support; approval of common country programmes (first meeting on 18 February)										
Informal-informal consultation(s) on governance (as needed)										
Informal interactive session ³ on independent system-wide evaluation mechanism							6-May 3PM			
GA legislation on (a) governing bodies, (b) common country programmes, (c) independent										

¹ Substantive support to Cluster 1 will be provided by UNDESA, in cooperation with CEB and UNDG.

² The governance section in GA resolution 63/311 includes three main areas: (a) governing bodies, (b) common country programmes and (c) independent system-wide evaluation mechanism.

³ Interpretation is provided in informal interactive sessions.

General Assembly, 64th legislative session
System-wide coherence consultations
Suggested timeline: January – June 2010

21-May-2010: Where changes have been made, they are indicated in blue

system-wide evaluation mechanism										
Cluster 2										
Improving the funding system of operational activities for development of the UN system for enhanced system-wide coherence⁴										
Joint plenary session on funding and governance ⁵	12 Feb									
Plenary session on funding ⁶			15-Mar 3PM							
Informal-informal consultation(s) on funding (as needed)				17-Mar 3PM 25-Mar 10AM						
Working Group on funding (30 March-12 April)										
GA legislation on funding										
Cluster 3										
Strengthening institutional arrangements for support of gender equality and women's empowerment⁷										
Plenary session on composite gender entity		16 Feb								
Informal interactive session on functions and structure of composite gender entity ⁸		19 Feb								
Informal interactive session on governance and funding of composite gender entity		23 Feb								
Informal-informal consultation(s) on gender entity (as needed)										

⁴ Substantive support to Cluster 2 will be provided by UNDESA in cooperation with CEB.

⁵ The same joint session as referred to in Cluster 1 on governance.

⁶ An informal note on funding prepared by the Secretariat will serve as background document for this plenary session.

⁷ Substantive support to Cluster 3 will be provided by the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the International Research and Training Institute for the Advancement of Women (INSTRAW), coordinated by the Office of Deputy Secretary-General.

⁸ For informal interactive sessions in different clusters, the co-chairs may decide to designate special moderators, as appropriate, to facilitate the dialogue process.

General Assembly, 64th legislative session
System-wide coherence consultations
Suggested timeline: January – June 2010

21-May-2010: Where changes have been made, they are indicated in blue

Plenary session on composite gender entity										
GA legislation on composite gender entity										
Cluster 4										
“Delivering-as-One”⁹¹⁰¹¹										
Informal interactive session on independent evaluation of DaO country pilots				10-Mar 3PM						
Informal-informal consultation(s) (as needed)				12-Mar 10AM; 29-Mar- 3PM						
Cluster 5										
Harmonization of business practices¹²										
Plenary session on harmonization of business practices ¹³							27-Apr 3PM			
Informal interactive session on harmonization of business practices										

⁹ Substantive support to Cluster 4 will be provided by UNEG, in cooperation with UNDG.

¹⁰ In GA resolution 63/311, Member States requested the Secretary-General to urgently undertake arrangements for an independent evaluation of lessons learned of the Delivering as One (DaO) initiative and to inform the GA of the modalities and terms of reference of this independent evaluation at its sixty-fourth session. The Secretary-General in his report A/64/589 has identified two modalities for managing the independent evaluation of the DaO initiative. This informal session is expected to discuss the outcome of the intergovernmental meeting held in Kigali in October 2009 to share experiences among DaO pilot countries in making UN development operations more coherent, effective and relevant, as well as the plans of the Secretary-General for conducting the independent evaluation of this initiative.

¹¹ Discussion on common country programme approval modality will also be added to these sessions.

¹² Substantive support to Cluster 5 will be provided by CEB.

¹³ Simplification and harmonization of business is work-in-progress within the UN development system. This session would provide an opportunity for representatives of the High-level Committee on Management (HLCM) of the CEB to brief Member States on progress in harmonizing business practices across the UN system.

Sixty-fourth session

Agenda item 114

Follow-up to the outcome of the Millennium Summit

System-wide coherence

The General Assembly,

Recalling resolution 62/208 of 19 December 2007 on the triennial comprehensive policy review (TCPR) of operational activities for development of the United Nations system,

Recalling resolution 62/277 of 15 September 2008, setting out five areas for consideration by member states with a view to enhancing UN System-Wide Coherence,

Recalling resolution 63/311 of 14 September 2009,

Recalling the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of the General Assembly, and relevant resolutions of General Assembly on gender equality and the empowerment of women,

Emphasising the key importance of national ownership and the imperative that the United Nations support must respond to national priorities of Member States, and the agreed Quadrennial Comprehensive Policy Review (QCPR) principles including the “no one size fits all” in approaches to development,

Having considered the reports of the Secretary-General A/64/588, and A/64/589, entitled “Comprehensive proposal for the composite entity for gender equality and the empowerment of women”, and “Follow up to the General Assembly resolution 63/311 on system-wide coherence related to operational activities for development” respectively,

Strengthening governance of operational activities for development of the United Nations system for enhanced system-wide coherence

1. *Requests* the Secretary General to make available a compilation of all relevant legislation on the roles and responsibilities of the General Assembly, ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies in the governance of the UN operational activities for development;
2. *Requests* the Secretary General to review the functional coherence of calendars, including for agenda setting and programmes of work, of the governing bodies of UN operational activities for development;
3. *Requests* the President of ECOSOC to convene periodic meetings of Presidents of bureaus to discuss coherence in agenda-setting, calendars and work-planning, as well as progress in the implementation of system-wide policies with a view to improving coherence and coordination in the work of the General Assembly, ECOSOC and Executive Boards of Funds and

Programmes on UN operational activities for development, and that the reports of such coordination meetings be circulated to Member States;

4. *Reaffirms* the need of enhancing the transparency of the activities of the United Nations System Chief Executives Board for Coordination, and *requests* that its regular briefings to the General Assembly and its regular reports and interaction with the Economic and Social Council and relevant intergovernmental bodies, which should include its three pillars, are undertaken in a timeframe that allows such opportunities to be fully utilized by Member States to undertake effective exchanges with the CEB concerning its activities, including the planning and implementation of System wide policies, including through specific sessions following the CEB 's Strategic Meetings;
5. *Invites* Member States to consider appropriate ways to enhance their coordination for and coherence in their respective dealings with the UN development system at all levels;
6. *Requests* the Secretary General, in consultation with the secretariats of governing bodies and in cooperation with UNITAR, as appropriate, to provide orientation and training to delegates of Permanent Missions of Member States on the governance of UN operational activities for development;
7. *Requests* ECOSOC and the Executive Boards of Funds and Programmes and governing bodies of specialized agencies, to consider ways to facilitate the effective participation of national policy-makers based in capitals of Member States in relevant meetings of ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies, which could include the establishment of new Trust Funds, the use of existing mechanisms or of core budgets, as appropriate, taking into account the financial situation and arrangements of each Organization, and bearing in mind the need to maximize resources for development programmes;
8. *Requests* the governing bodies of the Funds and Programmes to undertake a comprehensive review of their working methods, in order to improve the preparations for and discussions during meetings of the Executive Boards, fully taking into account the relevant views expressed by Member States (footnote referring to the discussion held in the context of WG1 & WG2), and in this regard, to include their findings and adopted measures in their regular reports to the Economic and Social Council;
9. *Takes note of* the progress in the creation of a central repository of information on operational activities for development and *requests* that an update on the advances in the establishment of this mechanism is presented at the ECOSOC substantive session of 2011;
10. *Encourages* governing bodies of Funds, Programmes and Agencies of the UN system, in coordination with ECOSOC, to include in their strategic plans specific provisions for the full implementation of policy guidance provided in the quadrennial comprehensive policy review (QCPR) of the General Assembly, and to reflect in their annual work plans, relevant elements of the management process on the implementation of the QCPR;
11. *Requests* the Secretary General, under the auspices of ECOSOC and in cooperation with UN Resident Coordinators, to prepare and put in place a periodic survey directed to Governments, relevant partners and stakeholders at

programme countries, on the effectiveness, efficiency and relevance of the support of the UN system, in order to identify the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address those, and *also requests* that the results of such surveys are published and made available to Member States;

Proposal for an Independent System-Wide Evaluation Mechanism to be developed after the 6 May 2010 session

Approval of common country programmes

12. *Welcomes* the progress made by “programme country pilot” countries in their own country-led evaluations, with the participation of relevant stakeholders and with the technical support of the United Nations Evaluation Group, to be completed by 1 July 2010;
13. *Takes note* of the ongoing use by countries, on voluntary basis, of common country programme documents, in order to have an overview of the alignment of United Nations strategic support to national priorities and to reduce their transaction costs in dealing with the United Nations system;
14. *Recognises* the current practice where Government and the Resident Coordinator/United Nations Country Team establish a local consultative mechanism to develop and approve a United Nations Development Assistance Framework (UNDAF), where this is appropriate;
15. *Invites* those countries presenting a Common Country Programme (CCP) document on a voluntary basis to build it on the UNDAF, where it exists, and present in the CCP the critical actions that will be taken to achieve the agreed results with available or indicative resources, as well as actions to ensure coherence at the country level, attaching as an annex a brief description of each agency’s contribution in an agency-specific results matrix;
16. *Invites* the governing body of each agency to consider and approve its role and the resources it will require for the implementation of the CCP, on the basis of the agency-specific annex;
17. *Notes* that the approval of each agency’s contribution will be based on an assessment of whether the elements in the agency-specific annex reflect the priorities of its strategic plan and overall mandate;
18. *Recognises* that an informal discussion of CCP documents, submitted on a voluntary basis, to the joint meeting of the Executive Boards of UNDP/UNFPA, UNICEF and WFP could provide a useful context for the individual agency Executive Board approvals;

Delivering as One

19. *Takes note* of the information provided by the Secretary-General about the modalities for an independent evaluation of lessons learned from “programme

country pilot” countries, including their efforts to enhance coherence and effectiveness through common country programmes, common premises and services, common budget frameworks, and enhanced team leadership, and looks forward to regular briefings on the process;

Improving the funding system of operational activities for development of the United Nations system for enhanced system-wide coherence

General principles

20. *Reaffirms* that the fundamental characteristics of the funding for operational activities for development of the United Nations system should be, inter alia, their universal, voluntary and grant nature, their neutrality and their multilateralism. Country-level funding for operational activities should be made at the request of programme countries and in line with their own policies and priorities for development;
21. *Stresses* the importance of accountability, transparency and a results-based approach to the efforts to increase the quality and quantity of funding for operational activities and to make it more predictable, effective and efficient;
22. *Recognizes* that core resources, because of their untied nature, should continue to be the bedrock of the operational activities for the United Nations development system and notes with concern the imbalance between core and non-core resources;
23. *Stresses* that funding for operational activities should be aligned with the strategic plans, resource frameworks and priorities of United Nations funds, programmes and specialized agencies;

Ensuring adequate funding

24. *Acknowledges* the expanding number of countries making financial contributions to the operational activities of the United Nations development system, as well as the diversification of funding sources and mechanisms within the system;
25. *Notes with concern* the reliance on a small number of traditional donor countries for a high share of core contributions to United Nations operational activities and *emphasizes* the importance of taking measures to broaden the donor base and increase the number of donor countries and other partners making financial contributions to the United Nations development system;
26. *Recognizes* the potential positive impact of further exploring the concept of ‘critical mass’ of core funding for United Nations development agencies;
27. In this regard, *invites* the Executive Boards of the Funds and Programmes to initiate further discussion with a view to exploring the most appropriate definition of, and a process towards arriving at, a ‘critical mass’ of core

funding to each Fund and Programme, according to their individual mandates, and determining its ideal quantity. The definition of ‘critical mass’ could include, inter alia, the level of resources large enough to produce the results expected in Strategic Plans including administrative and management costs needed to run the organization and respond to programme countries’ needs;

28. *Urges* Member States to ensure that discussions on core resources, including those taking place in the governing bodies of UN development agencies, are taken into account in decision-making processes in their capitals;
29. *Acknowledges* that exchange rates can be a significant source of unpredictability of funding flows;

Improving the quality of funding

30. *Urges* Member States to make financial contributions to the United Nations development system in the form of multi-year commitments, whenever possible, in order to improve the predictability of resources;
31. *Encourages* all Member States making non-core contributions to operational activities, as well as United Nations Funds, Programmes and specialized agencies, to ensure that these resources are fully aligned with strategic plans and mandates and are in accordance with programme countries’ priorities in the UNDAF. In this regard, *emphasizes* the importance of reducing transaction costs and streamlining reporting requirements where possible, and transferring any resulting savings to programmatic activities in the same country;
32. *Invites* the Executive Boards of Funds and Programmes to take measures to improve their governance and oversight of programme and project specific non-core funding;
33. *Requests* the Secretary-General to present a report on all existing Multi-Donor Trust Funds and Thematic Trust Funds, containing information on their mandates and governing structures, with a view to further improving the participation of Member States in their governance;
34. *Requests* those United Nations agencies administering Multi-Donor Trust Funds to report on the administration of those funds to their respective governing bodies;
35. *Acknowledges* that there are ongoing efforts being undertaken by the United Nations Development Group with a view to avoiding subsidization of non-core resources by core resources and, in that regard, *invites* the Executive Boards to consider the adoption of cost recovery policies that ensure a balanced sharing of support budgets by all sources of funding;

Improving information to monitor funding trends

36. *Takes note* of the improved reporting on funding for operational activities of the UN development system and *requests* that further improvements be made to more accurately reflect the diversity in non-core funding streams including Thematic and Multi-Donor Trust Funds;

37. In this regard, *further requests* that future reporting on funding to the United Nations development system more clearly distinguish between funding for development and humanitarian activities, and better differentiate self-supporting from other non-core funding flows;
38. *Requests* the Secretary-General to develop indicators to measure the predictability of resources to the United Nations development system and to include reporting against these indicators in the annual report to ECOSOC on the results achieved, measures and processes implemented in follow-up to General Assembly resolution 62/208, to be considered by Member States in the context of the triennial comprehensive policy review of operational activities for development of the United Nations system;

Harmonisation of Business Practises

To be added after session of 27 April 2010

Strengthening the institutional arrangements for support of gender equality and the empowerment of women

39. *Decides* to establish a composite entity, to be known as _____ [*for the purpose of this draft, the entity will be referred to hereinafter as the "Entity"*], by consolidating the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW);
40. *Decides* to abolish and liquidate UNIFEM;
41. *Requests* the ECOSOC to abolish INSTRAW;
42. *Decides* to transfer the existing mandates, functions and assets of OSAGI, DAW, UNIFEM and INSTRAW to the Entity;

General Principles

43. *Decides* that:
 - (a) the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of General Assembly and relevant resolutions of the General Assembly will provide a framework for the work of the Entity;
 - (b) the Entity will provide guidance to all Member States, across all levels of development, and in all regions, at their request concerning gender equality and the empowerment of women, similar to other UN entities that combine normative and operational mandates;
 - (c) the Entity will operate on the basis of principles agreed to through the process of the Quadrennial Comprehensive Policy Review (QCPR), including responding to the needs of and priorities determined by Member States, and on their request;
44. *Emphasizes* that the establishment of the Entity and the conduct of its work should lead to enhanced coordination, coherence, accountability and capacity of the United Nations system to respond to the needs of Member States, and

thus, greater efficiency and effectiveness of the UN's efforts with respect to both gender equality and women's empowerment;

Governance

45. *Decides* that the General Assembly and the ECOSOC, together with the Commission on the Status of Women (CSW) and an Executive Board, will constitute the multi-tiered intergovernmental governance structure for the Entity in order to reflect the combination of normative support functions and operational activities to be performed by the Entity;
46. *Decides* that the General Assembly will establish the mandate and primary functions of the Entity; that the ECOSOC will provide continuing guidance on the mandate and primary functions of the Entity; and that any new mandates will be subject to approval by intergovernmental process;
47. *Decides* that, in addition to the General Assembly and the ECOSOC, the CSW will provide normative framework and policy guidance to the Entity;
48. *Decides* to establish an Executive Board to govern and oversee the operational activities of the Entity; and further decides that the Board will be established as: option 1: an autonomous segment of the UNDP/UNFPA Executive Board, [NOTE: taking into account that UNIFEM, which will be consolidated into the Entity, is currently subject to the UNDP Executive Board]; option 2: a new Executive Board, independent of the existing Executive Boards;
49. *Decides* that the Executive Board will perform functions in line with other Executive Boards carrying out similar functions, as set out in paragraph 22 of Annex I to General Assembly resolution 48/162;
50. *Decides* that the Board will report to the ECOSOC, which in turn will report to the General Assembly, in accordance with the established practice of other Executive Boards carrying out similar functions;
51. *Requests* the ECOSOC to establish formal linkages between the CSW and the Executive Board, which both report to the ECOSOC, to ensure close coordination and regular exchange of information between them with a view to enhancing coherence, including through a joint session between CSW and Executive Board;
52. *Requests* the USG/Head of the Entity, in order to ensure accountability, to submit an annual report on the work of the Entity, to both the CSW and the Executive Board;
53. *Decides* that, when the relevant items are before the Second and Third Committees of the General Assembly, the USG/Head would interact with them to contribute to the dialogue or deliberations;

Leadership, structure and functions

54. *Decides* that the Entity shall have its own staff and shall be headed by an Under-Secretary-General. The USG shall be appointed by the Secretary-General, in consultation with Member States, on the basis of equitable geographical representation and gender balance, consistent with the relevant provisions of Article 101 of the UN Charter, and to be funded by the regular budget resources in accordance with paragraph 62 below. The USG/Head will report to the Secretary-General; and will be a full member of the Chief Executives Board for Coordination (CEB), the Policy Committee, the Senior Management Group and other relevant internal UN decision making mechanisms;
55. *Decides* that the USG/Head will administer the staff of the Entity in accordance with the United Nations Staff Regulations and Rules, and requests the Secretary-General to delegate broad authority to the USG/Head in the administrative matters of the entity including personnel matters, and the application and implementation of the UN Staff Regulations and Rules;
56. *Decides* that the Entity will combine the functions traditionally performed by the Secretariat of providing policy and normative support to inter-governmental process, with the functions traditionally performed by UN Funds and Programmes of carrying out country-level operational and technical support responsibilities;
57. *Decides* that the functions of the Entity will consist of the existing functions of OSAGI, DAW, UNIFEM and INSTRAW, as outlined in Annex 1 in present resolution,
58. *Decides* that the Entity will have an additional role of leading, coordinating, and facilitating the accountability of the UN system in its work on gender equality and women's empowerment;
59. *Requests* the Secretary-General to prepare a detailed organizational chart of the Entity:
 - (a) based on the agreed mandates and functions set forth in this resolution,
 - (b) taking into account that the number of staff in each functional area and each level shall be the minimum required to perform the agreed functions as determined by a functional analysis, and
 - (c) indicating that Headquarters and regional offices of the Entity will include capacity to provide technical guidance to all Member States, upon their request;
60. *Requests* the Secretary-General to submit the organizational chart through the ACABQ to the Fifth Committee for approval of elements to be funded by the regular budget resources, and to the Executive Board for elements to be funded by voluntary funding;

Financial architecture

61. *Decides* that normative support functions of the Entity will be funded by the regular budget, and support to operational activities of the Entity will be funded by voluntary funding;
62. *Decides* that the financial resources from the regular budget will require the review of the ACABQ and the approval of the Fifth Committee and once approved by the General Assembly, will be assigned as a grant to the Entity to be used for the posts and purposes approved by the Fifth Committee and administered and disbursed in accordance with the Entity's Financial Regulations and Rules;
63. *Decides* that the use of financial resources from voluntary funding will require the approval of the Executive Board;
64. *Stresses* the need to ensure sufficient funding for the Entity, and *urges* Member States to provide multi-year, predictable, stable and sustainable voluntary contributions to the Entity, with as much 'core' as possible, and *decides* that reporting on funding should be transparent, and easily accessible to Member States;
65. *Decides* that the Entity shall have Financial Regulations and Rules consistent with the Financial Regulations and Rules of the Funds and Programmes; the USG/Head shall propose the Entity's Financial Regulations for adoption by the Executive Board and shall promulgate the Financial Rules ;
66. *Decides* that the Entity should, to the extent possible, use the existing capacities in the United Nations, in order to keep overhead costs to a minimum, including central services, such as treasury, audit and procurement;
67. *Decides* that any expansion of the capacity of the Entity should be gradual, taking into account requests by Member States for assistance; other relevant capacity available in the UN Country Teams; availability of funds; and approval for the use of such funds by the General Assembly for regular budget resources, and by the Executive Board of the Entity for voluntary funding;

The way forward

68. *Requests* the Secretary-General to report to the General Assembly on the implementation of part.... *Strengthening the institutional arrangements for support of gender equality and the empowerment of women* of this resolution at its 67th session;
69. *Decides* to review the implementation of part.... *Strengthening the institutional arrangements for support of gender equality and the empowerment of women* of the present resolution in three years, at its 67th session.

*** additional text to be added on the way forward**

Annex

Functions of the ‘composite’ entity for gender equality and empowerment of women

The Entity will have the following functions:

(1) Provide substantive support to United Nations intergovernmental bodies, (including the Commission on the Status of Women, the Economic and Social Council, and the General Assembly), in which commitments, norms and policy recommendations on gender equality and gender mainstreaming are discussed and agreed upon;

(2) Support national efforts to promote and enhance gender equality and women’s empowerment through innovative and catalytic country-driven programming, working with the entire United Nations country team, including on gender mainstreaming, capacity development and the provision of targeted technical cooperation, in line with national priorities;

(3) Undertake global, regional and national advocacy efforts on issues critical to gender equality and women’s empowerment to ensure that under-recognized and under-resourced issues receive national, regional and global attention;

(4) Support Member States, at their request, in their effort to implement and monitor the gender equality and the empowerment of women aspects of relevant resolutions, processes and outcomes, including the 12 critical areas of the Beijing Platform for Action and the outcome document of the twenty-third special session of the General Assembly;

(5) Undertake new, and consolidate existing, research and analytical work to support overall objectives, and act as a hub/centre of knowledge and experience on gender equality and women’s empowerment from all parts of the United Nations system;

(6) Strengthen the accountability of the United Nations system, including through oversight, monitoring and reporting on system-wide performance on gender equality;

(7) Monitor and report on system-wide compliance with intergovernmental mandates on gender balance, including at the senior and decision-making levels; and

(8) Lead and coordinate United Nations system strategies, policies and actions on gender equality and women’s empowerment to promote effective system-wide gender mainstreaming, drawing fully on the comparative advantage of United Nations actors¹.

¹ Pursuant to operational paragraph 58 of present resolution



**Chief Executives Board
for Coordination**

General Assembly, 64th session

**Informal consultations on the recommendations contained in the report of the
High Level Panel on System-wide Coherence: “Delivering as One” (A/61/583)**

Cluster 5 – Harmonization of Business Practices

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EXECUTIVE SUMMARY

The United Nations System Chief Executives Board for Coordination (CEB) is leading efforts towards the simplification and harmonization of business practices within the United Nations development system through a Plan of Action for the Harmonization of Business Practices in the UN system, developed within the framework of its High Level Committee on Management (HLCM), with the active and full contribution of the entire UN system (UN Secretariat, Funds and Programmes and Specialized Agencies). Complementary to these efforts and in coordination with the HLCM, the United Nations Development Group is working at the country level to find solutions to priority areas for harmonization in business practices with the objective of increasing efficiency and effectiveness of UN development activities.

The work of CEB in the area of business practices aims at an increased coherence in the working modalities of the member organizations, which would contribute significantly to their ability to deliver better programmatic results, while in the medium and long term allowing for a substitution/reduction of administrative costs to individual organizations and their deployment to programme.

The CEB Plan of Action builds on the experience and the ad-hoc solutions that are being developed to address bottlenecks at the country level, with a view to find and agree on system-wide solutions. This approach ensures the alignment of country level operations with the strategic directions and priorities pursued at the policy level. It also further ensures that the needs of country operations are one of the cornerstones for harmonization of the business practices at the global level.

The Plan is of inter-disciplinary nature and addresses a number of key areas, covering all the major management functions of United Nations system organizations: human resources, procurement, information, communication & technology, finance and budget. Following receipt of generous extra-budgetary resources towards the end of 2009, the Plan has moved from planning to implementation stage, with an initial allocation of US\$ 3.2 Million to six priority projects. Lead agencies for the projects currently include the UN Secretariat, UNICEF, UNDP, WHO, IFAD, and UNODC. Additional allocations will be done over the next few months. Most projects will be executed over the next two years, with meaningful milestones already by end of 2010.

HISTORY AND BACKGROUND

1. The United Nations System Chief Executives Board for Coordination (CEB) is leading efforts towards the simplification and harmonization of business practices within the United Nations development system through a Plan of Action for the Harmonization of Business Practices in the UN system, developed within the framework of its High Level Committee on Management (HLCM), with the active and full contribution of the entire UN system (UN Secretariat, Funds and Programmes and Specialized Agencies). Complementary to these efforts and in coordination with the HLCM, the United Nations Development Group is working at the country level to find solutions to priority areas for harmonization in business practices with the objective of increasing efficiency and effectiveness of UN development activities.
2. The HLCM Plan of Action was endorsed in the fall of 2007 by the CEB. The Plan built on the belief that, within a system structured around a variety of mandates, an increased coherence in the working modalities of the member organizations would contribute significantly to their ability to deliver better programmatic results, while in the medium and long term allowing for a substitution/reduction of costs to individual organizations and utilisation of savings in programme activities.
3. The development of the Plan was driven by the increasing recognition of the need for the United Nations system to deliver as one despite the diversity of its structure and functioning. However, as early as 1977, Member States have been concerned with the need for coherence among organizations of the United Nations system.
4. The landmark General Assembly resolution 32/197 of 1977 recommended that “*measures should be taken to achieve maximum uniformity of administrative, financial, budgetary, personnel and planning procedures, including the establishment of a common procurement system, harmonized budget and programme cycles, a unified personnel system, and a common recruitment and training system*” pursuing the objective of “*optimum efficiency and the reduction of administrative costs with a consequent increase in the proportion of resources available to meet the assistance requirements of recipient countries*”.
5. The HLCM Plan was presented to the General Assembly on 13 June 2008, in the context of the Informal Consultations on System-wide Coherence. Member States generally noted their support for the work of CEB in this area, underlying the importance of respecting existing mandates and the division of labour between the various UN organs with respect to ongoing management reforms. On that occasion the former HLCM Chair emphasized the fact that the Plan of Action was taking into account previous recommendations made by the internal and external oversight bodies of member organizations and already endorsed by their Governing Bodies. The general support to proceed with this work was then formally recorded in General Assembly Resolution 62/277 of 7 October 2008 on System-wide coherence.
6. A Funding Proposal seeking extra-budgetary financial support towards the Plan was submitted to 54 potential donors, including Gulf Cooperation Council countries, the Delivering as One Pilot

Countries, and other countries such as Russia, China, Brazil and South Africa, by the former HLCM Chair in October 2008.

7. Subsequently, the Economic and Social Council discussed “*Simplification and harmonization of business practices*” at its Operational Activities Segment in July 2009. In its Resolution on “*Progress in the implementation of General Assembly resolution 62/208 on the TCPR*” of July 2009, the Council acknowledged that “*progress is being achieved*”, and noted that many procedures require further harmonization, as identified in the Plan of Action for the Harmonization of Business Practices.

8. More recently, General Assembly Resolution on System-wide Coherence A/RES/63/311 called “[...] *on the Secretary-General, in cooperation with members of the United Nations System Chief Executives Board for Coordination, to continue progress in the simplification and harmonization of business practices within the United Nations development system, and requests the Secretary-General, in consultation with the United Nations System Chief Executives Board for Coordination, to regularly inform the Economic and Social Council about progress being made and challenges encountered in this regard and to refer any matter requiring an intergovernmental decision to the relevant intergovernmental bodies*”.

SCOPE AND OBJECTIVES

9. Two principles guided the assessment of priorities that were included in the plan: (1) facilitating the operations of the United Nations Country Teams, so as to provide the most efficient support to the national partners and (2) achieving productivity gains.

10. A major side benefit of the Plan is the cooperative spirit and proven commitment that has developed among different agencies to take on harmonization projects jointly.

11. The Plan also builds on the experience gained in the Delivering as One pilot countries and on the ad-hoc solutions that are being developed to address bottlenecks at the country level, with a view to find and agree on system-wide solutions. This approach ensures the alignment of country level operations with the strategic directions and priorities pursued at the policy level. It also further ensures that the needs of country operations are one of the cornerstones for harmonization of the business practices at the global level.

12. The development of the HLCM plan of action provided an opportunity for sharing perspectives on the internal efforts of member organizations in management development and on the conclusions reached in recent years by member organizations on some of the major issues facing the UN system, so as to avoid duplications and overlapping while, at the same time, responding actively to emerging intergovernmental guidance by the respective Governing Bodies and taking advantage of the experience gained and already available that can be shared among the organizations.

13. The Plan is of inter-disciplinary nature and addresses a number of key areas, covering all the major management functions of United Nations system organizations: human resources, procurement, information, communication & technology, finance and budget. In order to ensure both rapid progress as well as a durable reform process based on well defined parameters, the projects included in the Plan fall into three categories: (a) projects ready for implementation; (b) feasibility studies leading to the

implementation of one of the alternative options that the study would identify; and (c) feasibility studies whose outcome would determine whether to proceed to any implementation phase or to decide on alternative solutions.

14. The results of feasibility studies, comparative analyses and reviews would trigger the next phase of the HLCCM Plan, i.e. translating the recommendations that will emerge into a harmonized re-design of the business practices of UN system organizations in each of the areas considered, leading to the ultimate achievement of the outcomes identified for each project. The outcomes expected from individual projects pursue a number of high-level objectives that can be summarized as follows:

- a. Adopt International Standards & Replicate Best Practices
- b. Facilitate Knowledge & Resource Sharing
- c. Enhance Transparency & Accountability
- d. Enhance Public Trust and Engage Stakeholders
- e. Facilitate Effective Inter-agency Coordination
- f. Achieve Efficiency Gains

15. The **adoption of international standards and the replication of best practices** are mainly sought through comprehensive reviews and comparative analyses of business processes related to the different management functions, as well as through the identification and selection of internationally recognized standards which can be successfully applied to the business models and structures of UN system organizations.

16. A cross-cutting objective for most of the projects included in this plan is to **enhance knowledge and resource sharing**, internally – across functional borders – and externally – across organizations. All the projects that have a training element or a specific focus on the collection, analysis and publication of information of system-wide nature, such as the financial statistics database, the procurement harmonization project in support of field operations, or the initiative aimed at increasing supplier access, contribute directly to diffusing and making available, through a harmonized inclusive system, to all the stakeholders of the UN system (the Member States, the public, and the organizations) the enormous capital of knowledge that the UN system produces or generates.

17. Better **transparency and accountability** are key drivers of modern management and are strictly interlinked with the availability of comprehensive and reliable information on the UN system. Data warehouses and Internet-based platforms designed to host this information and make it available in an immediate and accessible fashion, also address such needs and represent a core component of the HLCCM proposal. Accountability and transparency are also pursued for internal business processes through identifying and adopting international standards in the various management areas of work, such as financial management of an organization, or in its ICT structure and mechanisms.

18. **Strengthening the confidence and trust** that the public and the stakeholders in general place in the UN system are critical underpinnings to its legitimacy to act in the vast and delicate domains to which its activity extends. Enhancing procurement and the supply chain function of the UN system organizations in a forward looking, strategic and coherent approach that is transparent can help establish such confidence and trust. Similarly, a coordinated and structured approach towards increasing supplier access for developing countries and countries with economies in transition reinforce the relevance of UN practices to these countries. Tools like the financial statistics database can provide the means for the

external world to take a closer look into the UN system and support legitimacy claims with actual numbers.

19. The HLCM Plan addresses a number of areas where the functioning of UN system organizations can be harmonized along best practices or according to models designed to address the requirements of a UN system as envisioned by Member States as early as 1977, in the General Assembly resolution 32/197. HLCM is ready to explore additional areas including consortium procurement, coordinated approach to the business community in developing countries, and HR management practices, to achieve better coherence as **a means for more effective inter-agency programme delivery** guided by national ownership of the respective Member States.

20. Finally, the UN system must operate using its resources at the maximum of their potential. Waste represents a diminished delivery in the programmatic mandate of an organization. The HLCM Plan **seeks maximum efficiency and reduction of administrative costs** wherever possible, in favour of greater resources for programme priorities. Feasibility studies, cost/benefit analyses and actual implementation of new supply chain options or common services such as Treasury or any other administrative functions represent a concrete answer to this need. Difficult choices must be supported by evidence-based, educated, scientifically sound and financially wise arguments, and should not be simple declarations of intent.

PRIORITIES AND STATUS

21. In the light of the support and guidance received by Member States during the course of 2009, HLCM reviewed the projects included in the Plan to ensure their relevance in the current context of financial constraints, and selected priorities among the activities included in the original Funding Proposal, so as to take into consideration the initial work that had already been undertaken and carry the activities forward from a better starting position.

22. The first initiative launched from the HLCM Plan of Action, thanks to a contribution received from New Zealand, is a project that by the end of 2010 will produce **procedures and guidelines with regard to vendor eligibility and due process** dealing with vendors suspected, accused of, and/or proven guilty of misconduct in line with the Supplier Code of Conduct (Vendor Eligibility Project). The HLCM Procurement and Legal Networks are working in close cooperation on this project, for which UNDP is the lead agency.

23. Following the endorsement received at the inter-governmental level, towards the end of 2009 the HLCM Plan has attracted considerable extra-budgetary resources and has moved from planning to implementation stage. This strong support by donors represents a recognition of the ability of CEB member organizations to demonstrate common purpose in the UN system, at the operational and at the programmatic level.

24. US\$ 3.2 Million have now been allocated to six priority projects, in all functional areas: human resources management; finance; procurement and information technology. Lead agencies for the projects currently include the UN Secretariat, UNICEF, UNDP, WHO, IFAD, and UNODC. Additional allocations will be done over the next few months. Most projects will be executed over the next two years, with meaningful milestones already by end of 2010.

25. Priority initiatives that have been allocated funding and are under implementation include:

I. A comparative analysis and review of the human resources management policies and practices of the organizations of the UN system, with particular attention to employment arrangements of staff in non-headquarters locations.

- a. Phase I - A Review of the contractual arrangements pertaining to the UN system workforce as well as a review of staff rules and regulations, policies and practices relating to issues arising from “Delivering as One” pilot countries.
- b. A Review of all remaining issues, not covered under Phase I, of the Staff Regulations, Rules and Policies of the Organizations of the United Nations Common System.

The comparative analysis will result in the identification of discrepancies and divergences in individual organizations’ provisions and in actionable recommendations for greater harmonization. It will identify good HRM practices and identify those areas where organisations could join together in cost-saving common HR services.

II. UN System-wide Financial Statistics Database and Reporting System.

The development of a central repository of information on operational activities for development the repository also responds to a request from the GA resolution 63/311, paragraph 16. The benefits of the initiative are the availability and **one-place access to comprehensive, reliable, manageable financial information on the entire UN system**. This will overcome the current high level of aggregation of data and enhance the scope and detail of existing data. The CEB Secretariat and UN-DESA have started collaboration towards a common data collection exercise covering all reporting requirements. The implementation phase of the repository will be completed within a two year period.

III. Feasibility study for putting in place Common Treasury Services.

This initiative intends to institutionalize **best treasury management practices** in the UN system and to explore the establishment of **common treasury management services for UN system organizations**. The first objective is to improve the level of consistency and harmonization across the UN system in relation to the practices and procedures governing treasury services. This may be followed by pooled delivery of some treasury management services.

Treasury management refers to the banking, investment, foreign currency operations that all UN system organization require in order to make payments in multiple currencies, across multiple, global, locations in a safe and secure manner, and to ensure sound investment of temporary cash surpluses. Many organizations also have longer term investments, held for health insurance or other reserves, which are also managed by treasury professionals. Such services are typically carried out through the intermediaries of commercial banks and investment companies, and are a highly specialized part of the finance function of each organization.

IV. Common standards and costing approaches for ICT services and investments and common ICT approaches at the country level

This initiative seeks to develop and implement common approaches to two ICT management practices: ICT investment decision-making, through the utilization of a standard business case methodology, and a framework for establishing the total costs of ICT operations, which also allow for benchmarking of services.

A standard approach to business case analysis, backed by a standard costing framework, will not only allow for improved ICT investment decision-making at the organizational level, but is crucial for evaluating cross-agency ICT initiatives. The implementation of a standardized costing template, which clearly defines and categorizes the cost elements of ICT operations, will allow for benchmarking of ICT operations, leading to better analysis of operational alternatives, including shared ICT services. These templates will enable the comprehensive measurement of ICT resources in a standardized way.

In the area of ICT, UNDG and HLCM have been working together in the context of the Triennial Comprehensive Policy Review (TCPR) to develop a common ICT approach at the country level. This approach has been developed and tested in Mozambique and has now been issued as global guidance for other countries to adopt as relevant.

V. Procurement Process and Practice Harmonization in support of field operations: Comparative Analysis of organizations' procurement practices and processes.

In response to requests from some of the Delivering as One pilot countries, UNDG and HLCM have developed solutions for common procurement at the country level with a view to increasing the efficiency of operations. The approach developed has been issued as guidance for use in other countries as relevant.

This joint HLCM/UNDG initiative will further analyze the use of national procurement system, and the procurement issues, strategies, needs and outcomes at two of the eight Delivering as One UN pilot countries. The objective is to invest in the procurement and supply chain management function of the UN by creating a common framework for doing business through **harmonization of regulations and rules, streamlining of processes, improving business practices and fostering a division of labour that meets the needs of beneficiaries** and builds upon existing expertise among the various UN entities.

The expected outcomes are uniform **best practice tools for UN procurement practitioners** based on insights gained from Delivering as One UN pilot countries. This project also support the procurement reform agenda contained in A/60/846/Add.5, where the General Assembly recognizes that procurement reform is an ongoing exercise and requires continued focus on strengthening internal control measures, optimizing of acquisition and procurement management, and recognising strategic management of the United Nations procurement.

Activities envisaged in this project include a review of commonalities and differences in procurement manuals and guidelines of the top 10 UN organizations in terms of spend. This will

results in the development of a standardised procurement toolkit for field operations. The toolkit would include common definitions and terminology, standard templates, standard specifications for common user items, access to long-term agreements, risk management tools, etc. The Practitioners Handbook (common set of procurement guidelines) would be further developed to incorporate best practices. A further activity that is part of this initiative is the development of a Sustainable Procurement guide for UN procurement practitioners as well as a guide for requisitioners on how to identify and integrate sustainability issues in the project design phases so that these may be reflected in the specifications (thereby facilitating the sustainable procurement function)

26. The further development of the HLCM Plan will benefit from the results of a joint high-level mission currently being undertaken with the United Nations Development Group (UNDG) to a number of field locations, aimed specifically at identifying critical areas where further efforts in harmonization are essential to expedite the operational effectiveness of the UN system on the ground. This mission has been launched by the Chair of the UNDG, the UNDP Administrator, and the Chair of HLCM, the Executive Director of WFP. It responds to the repeated requests of Member States both in the context of the TCPR and the System-wide Coherence discussions and resolutions for further simplification and harmonization of business practices, including those which will make a tangible difference to the United Nations' ability to deliver in countries. It builds on the ongoing efforts of the UNDG and HLCM to work together to bring those innovations at the country level to scale globally.

MONITORING AND EVALUATION

27. Each of the projects in the Plan of Action will be monitored and evaluated separately in accordance with an overall results-based monitoring and evaluation framework to be developed for each project. The aim is to ensure accountability and transparency in the use of project resources, the tracking of project implementation and progress towards achieving the expected benefits, identification of areas in need of adjustment and to ensure that lessons learned in the implementation of the projects are distilled and widely shared. The resources required for monitoring and evaluation, including an independent end-of-project evaluation, will be clearly earmarked in the project budgets as a direct cost.

28. The results-based monitoring and evaluation framework for each project will be based on a set of activity and output indicators (timeliness of implementation, quality of outputs, use of resources...) as well as performance indicators for each of the expected benefits, respectively. Baselines on each of the performance indicators will be established as appropriate at the outset of each project in order to facilitate the tracking and evaluation of progress and achievement of results.

29. Project monitoring reports covering implementation aspects (resources, activities and outputs) shall be prepared on a six monthly basis. Delivery of services by consultants will be monitored against deliverables and benchmarks included in contracts. Project progress reports covering both implementation and results aspects (progress as measured on the performance indicators) shall be prepared on an annual basis and submitted to the HLCM plenary as feedback in order to ensure that issues identified that need corrective action are acted upon.

30. At the completion of each project a self-evaluation report shall be prepared. Evaluation methodologies shall be fully consistent and compliant with evaluation methodologies used within the UN system. The self-evaluations will complement the project monitoring reports and will inform a final

evaluation report of the entire HLCM Plan of Action to be prepared following an independent evaluation to be conducted upon completion of the overall initiative by external evaluation experts. Such independent evaluation shall also be conducted in accordance with evaluation methodologies used within the UN system.

ACCOUNTABILITY

31. A Steering Group led by the HLCM Vice-Chair and the chairs of the HLCM Networks, UNDP and UNICEF is guiding the overall implementation of the Plan of Action. The Steering Group is responsible for the prioritization of allocations of funds for various projects, weighing the availability of funds with the urgency of the projects and the country level relevance and impact.

32. Project implementation is arranged through a cluster approach, meaning that CEB member organizations can voluntarily commit to participation in any of the proposed projects. Working groups of interested organizations are then formed around a lead agency, which carries ultimate responsibility for delivery of results and retains financial authority over, and accountability for, the resources allocated to the project for which it is responsible.

33. Contributions to the Plan of Action are collected in a separate Trust Fund for Business Practices, established and administered through the United Nations Secretariat. The Fund will be subject solely to the external and internal audit procedures of the United Nations. The Trust Fund is managed in accordance with the terms provided in the Delegation of Authority from the UN Controller to the designated UN official, the Certifying Officer, who ensures that expenditures are incurred in accordance with the applicable Financial and Staff Regulations, Rules, policies and procedures.

34. The CEB Secretariat retains the responsibility for central oversight, coordination and reporting for the complete package of projects included in the Business Practices Plan of Action, thereby preserving the unity of direction and the central accountability of the Chief Executives Board membership towards the Member States.

Governance elements for resolution

I. Strengthen functional coherence between the General Assembly, the Economic and Social Council and the Executive Boards of the funds and programmes, as well as the governing bodies of the specialized agencies

1. *Requests* the Secretary General to make available a compilation of all relevant legislation on the roles and responsibilities of the General Assembly, ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies in the governance of the UN operational activities for development;
2. *Requests* the Secretary General to review the functional coherence of calendars, including for agenda setting and programmes of work, of the governing bodies of UN operational activities for development;
3. *Requests* the President of ECOSOC to convene periodic meetings of Presidents of bureaus to discuss coherence in agenda-setting, calendars and work-planning, as well as progress in the implementation of system-wide policies with a view to improving coherence and coordination in the work of the General Assembly, ECOSOC and Executive Boards of Funds and Programmes on UN operational activities for development, and that the reports of such coordination meetings be circulated to Member States.
4. *Reaffirms* the need of enhancing the transparency of the activities of the United Nations System Chief Executives Board for Coordination, and *requests* that its regular briefings to the General Assembly and its regular reports and interaction with the Economic and Social Council and relevant intergovernmental bodies, which should include its three pillars, are undertaken in a timeframe that allows such opportunities to be fully utilized by Member States to undertake effective exchanges with the CEB concerning its activities, including the planning and implementation of System wide policies, including through specific sessions following the CEB 's Strategic Meetings;

II. Ensure effective participation in governing bodies

1. *Invites* Member States to consider appropriate ways to enhance their coordination for and coherence in their respective dealings with the UN development system at all levels;
2. *Requests* the Secretary General, in consultation with the secretariats of governing bodies and in cooperation with UNITAR, as appropriate, to provide orientation and training to delegates of Permanent Missions of Member States on the governance of UN operational activities for development;
3. *Requests* ECOSOC and the Executive Boards of Funds and Programmes and governing bodies of specialized agencies, to consider ways to facilitate the effective participation of national policy-makers based in capitals of

Member States in relevant meetings of ECOSOC, Executive Boards of Funds and Programmes and governing bodies of specialized agencies, which could include the establishment of new Trust Funds, the use of existing mechanisms or of core budgets, as appropriate, taking into account the financial situation and arrangements of each Organization, and bearing in mind the need to maximize resources for development programmes;

III. Improve substantive preparations for meetings of governing bodies

1. *Requests* the governing bodies of the Funds and Programmes to undertake a comprehensive review of their working methods, in order to improve the preparations for and discussions during meetings of the Executive Boards, fully taking into account the relevant views expressed by Member States (footnote referring to the discussion held in the context of WG1 & WG2), and in this regard, to include their findings and adopted measures in their regular reports to the Economic and Social Council;

IV. Enhance impact of intergovernmental decisions

1. *Takes note of* the progress in the creation of a central repository of information on operational activities for development and *requests* that an update on the advances in the establishment of this mechanism is presented at the ECOSOC substantive session of 2011;
2. *Encourages* governing bodies of Funds, Programmes and Agencies of the UN system, in coordination with ECOSOC, to include in their strategic plans specific provisions for the full implementation of policy guidance provided in the quadrennial comprehensive policy review (QCPR) of the General Assembly, and to reflect in their annual work plans, relevant elements of the management process on the implementation of the QCPR;
3. *Requests* the Secretary General, under the auspices of ECOSOC and in cooperation with UN Resident Coordinators, to prepare and put in place a periodic survey directed to Governments, relevant partners and stakeholders at programme countries, on the effectiveness, efficiency and relevance of the support of the UN system, in order to identify the strengths and main challenges encountered in their interactions with the UN development system, with a view to enabling intergovernmental bodies to address those, and *also requests* that the results of such surveys are published and made available to Member States;

***V. Common Country Programme Approval** –Proposals submitted in Working Groups to be carried forward to Governance Section- Cluster on Delivering as One.

Co-facilitators' elements for resolution

New Entity for Gender Equality and the Empowerment of Women

The General Assembly,

Recalling its resolution 63/311 of 14 September 2009 on System-wide coherence,

Recalling the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of the General Assembly, and relevant resolutions of General Assembly on gender equality and the empowerment of women;

Having considered the report of the Secretary-General A/64/588, entitled "Comprehensive proposal for the composite entity for gender equality and the empowerment of women",

[other preambles to be included],

Establishment of the New Entity

1. *Decides* to establish a composite entity, to be known as _____ [*for the purpose of this draft, the entity will be referred to hereinafter as the "Entity"*], by consolidating the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW);

2. *Decides* to abolish and liquidate UNIFEM;

3. *Requests* the ECOSOC to abolish INSTRAW;

4. *Decides* to transfer the existing mandates, functions and assets of OSAGI, DAW, UNIFEM and INSTRAW to the Entity.

General Principles

5. *Decides* that:

(a) the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of General Assembly and relevant resolutions of the General Assembly will provide a framework for the work of the Entity;

(b) the Entity will provide guidance to all Member States, across all levels of development, and in all regions, at their request concerning gender equality and the empowerment of women, similar to other UN entities that combine normative and operational mandates;

(c) the Entity will operate on the basis of principles agreed to through the process of the Quadrennial Comprehensive Policy Review (QCPR), including responding to the needs of and priorities determined by Member States, and on their request;

6. *Emphasizes* that the establishment of the Entity and the conduct of its work should lead to enhanced coordination, coherence, accountability and capacity of the United Nations system to respond to the needs of Member States, and thus, greater efficiency and effectiveness of the UN's efforts with respect to both gender equality and women's empowerment.

Governance

7. *Decides* that the General Assembly and the ECOSOC, together with the Commission on the Status of Women (CSW) and an Executive Board, will constitute the multi-tiered intergovernmental governance structure for the Entity in order to reflect the combination of normative support functions and operational activities to be performed by the Entity.

8. *Decides* that the General Assembly will establish the mandate and primary functions of the Entity; that the ECOSOC will provide continuing guidance on the mandate and primary functions of the Entity; and that any new mandates will be subject to approval by intergovernmental process;

9. *Decides* that, in addition to the General Assembly and the ECOSOC, the CSW will provide normative framework and policy guidance to the Entity;

10. *Decides* to establish an Executive Board to govern and oversee the operational activities of the Entity; and further decides that the Board will be established as: option 1: an autonomous segment of the UNDP/UNFPA Executive Board, [NOTE: taking into account that UNIFEM, which will be consolidated into the Entity, is currently subject to the UNDP Executive Board]; option 2: a new Executive Board, independent of the existing Executive Boards;

11. *Decides* that the Executive Board will perform functions in line with other Executive Boards carrying out similar functions, as set out in paragraph 22 of Annex I to General Assembly resolution 48/162;

12. *Decides* that the Board will report to the ECOSOC, which in turn will report to the General Assembly, in accordance with the established practice of other Executive Boards carrying out similar functions;

13. *Requests* the ECOSOC to establish formal linkages between the CSW and the Executive Board, which both report to the ECOSOC, to ensure close coordination and regular

exchange of information between them with a view to enhancing coherence, including through a joint session between CSW and Executive Board;

14. *Requests* the USG/Head of the Entity, in order to ensure accountability, to submit an annual report on the work of the Entity, to both the CSW and the Executive Board;

15. *Decides* that, when the relevant items are before the Second and Third Committees of the General Assembly, the USG/Head would interact with them to contribute to the dialogue or deliberations;

Leadership, structure and functions

16. *Decides* that the Entity shall have its own staff and shall be headed by an Under-Secretary-General. The USG shall be appointed by the Secretary-General, in consultation with Member States, on the basis of equitable geographical representation and gender balance, consistent with the relevant provisions of Article 101 of the UN Charter, and to be funded by the regular budget resources in accordance with paragraph 24 below. The USG/Head will report to the Secretary-General; and will be a full member of the Chief Executives Board for Coordination (CEB), the Policy Committee, the Senior Management Group and other relevant internal UN decision making mechanisms;

17. *Decides* that the USG/Head will administer the staff of the Entity in accordance with the United Nations Staff Regulations and Rules, and requests the Secretary-General to delegate broad authority to the USG/Head in the administrative matters of the entity including personnel matters, and the application and implementation of the UN Staff Regulations and Rules;

18. *Decides* that the Entity will combine the functions traditionally performed by the Secretariat of providing policy and normative support to inter-governmental process, with the functions traditionally performed by UN Funds and Programmes of carrying out country-level operational and technical support responsibilities;

19. *Decides* that the functions of the Entity will consist of the existing functions of OSAGI, DAW, UNIFEM and INSTRAW, as outlined in Annex 1 in present resolution,

20. *Decides* that the Entity will have an additional role of leading, coordinating, and facilitating the accountability of the UN system in its work on gender equality and women's empowerment;

21. *Requests* the Secretary-General to prepare a detailed organizational chart of the Entity:

- (a) based on the agreed mandates and functions set forth in this resolution,

- (b) taking into account that the number of staff in each functional area and each level shall be the minimum required to perform the agreed functions as determined by a functional analysis, and
- (c) indicating that Headquarters and regional offices of the Entity will include capacity to provide technical guidance to all Member States, upon their request;

22. *Requests* the Secretary-General to submit the organizational chart through the ACABQ to the Fifth Committee for approval of elements to be funded by the regular budget resources, and to the Executive Board for elements to be funded by voluntary funding;

Financial architecture

23. *Decides* that normative support functions of the Entity will be funded by the regular budget, and support to operational activities of the Entity will be funded by voluntary funding;

24. *Decides* that the financial resources from the regular budget will require the approval of the ACABQ and the Fifth Committee, and once approved by the General Assembly, will be assigned as a grant to the Entity to be used for the posts and purposes approved by the Fifth Committee and administered and disbursed in accordance with the Entity's Financial Regulations and Rules;

25. *Decides* that the financial resources from voluntary funding will require the approval of the Executive Board;

26. *Stresses* the need to ensure sufficient funding for the Entity, and *urges* Member States to provide multi-year, predictable, stable and sustainable voluntary contributions to the Entity, with as much 'core' as possible, and *decides* that reporting on funding should be transparent, and easily accessible to Member States;

27. *Decides* that the Entity shall have Financial Regulations and Rules consistent with the Financial Regulations and Rules of the Funds and Programmes; the USG/Head shall propose the Entity's Financial Regulations for adoption by the Executive Board and shall promulgate the Financial Rules ;

28. *Decides* that the Entity should, to the extent possible, use the existing capacities in the United Nations, in order to keep overhead costs to a minimum, including central services, such as treasury, audit and procurement;

29. *Decides* that any expansion of the capacity of the Entity should be gradual, taking into account requests by Member States for assistance; other relevant capacity available in the UN Country Teams; availability of funds; and approval for the use of such funds by the General Assembly for regular budget resources, and by the Executive Board of the Entity for voluntary funding;

Review of implementation

30. *Requests* the Secretary-General to report to the General Assembly on the implementation of this resolution at its 67th session; and

31. *Decides* to review the implementation of the present resolution in three years, at its 67th session.

Annex to the draft resolution

Functions of the Entity

The Entity will have the following functions:

(1) Provide substantive support to United Nations intergovernmental bodies, (including the Commission on the Status of Women, the Economic and Social Council, and the General Assembly), in which commitments, norms and policy recommendations on gender equality and gender mainstreaming are discussed and agreed upon;

(2) Support national efforts to promote and enhance gender equality and women's empowerment through innovative and catalytic country-driven programming, working with the entire United Nations country team, including on gender mainstreaming, capacity development and the provision of targeted technical cooperation, in line with national priorities;

(3) Undertake global, regional and national advocacy efforts on issues critical to gender equality and women's empowerment to ensure that under-recognized and under-resourced issues receive national, regional and global attention;

(4) Support Member States, at their request, in their effort to implement and monitor the gender equality and the empowerment of women aspects of relevant resolutions, processes and outcomes, including the 12 critical areas of the Beijing Platform for Action and the outcome document of the twenty-third special session of the General Assembly;

(5) Undertake new, and consolidate existing, research and analytical work to support overall objectives, and act as a hub/centre of knowledge and experience on gender equality and women's empowerment from all parts of the United Nations system;

(6) Strengthen the accountability of the United Nations system, including through oversight, monitoring and reporting on system-wide performance on gender equality;

(7) Monitor and report on system-wide compliance with intergovernmental mandates on gender balance, including at the senior and decision-making levels; and

(8) Lead and coordinate United Nations system strategies, policies and actions on gender equality and women's empowerment to promote effective system-wide gender mainstreaming, drawing fully on the comparative advantage of United Nations actors¹.

¹ Pursuant to operational paragraph 20 of present resolution

Informal funding note of the Secretariat (8 March 2010)
“Funding for operational activities for development of the UN system”

Revised Table 1

Overview of contributions to the UN development system in 2008
(Billions of US\$)

Types of funding	Total	Development-related activities				Humanitarian focus			
		All donors		OECD/DAC		All donors		OECD/DAC	
		US\$	%	US\$	%	US\$	%	US\$	%
Total contributions	22.0	13.3	61	7.7	58	8.7	39	6.1	70
Core	6.3	4.5	72	3.6	79	1.8	28	1.0	60
Non-core (of which):	15.7	9.0	57	4.3	47	6.7	43	5.0	74
(a) MDTFs	0.9	0.7	82	0.6 ¹	91	0.2	18	0.2 ¹	100
(b) Thematic funds	0.4	0.3	72	0.3	91	0.1	28	0.1	91
(c) Self-supporting contributions	1.7	1.6	91	0.0	0	0.1	9	0.0	0
(d) Programme and project specific	12.7	6.4	51	4.1	64	6.3	49	4.9	78

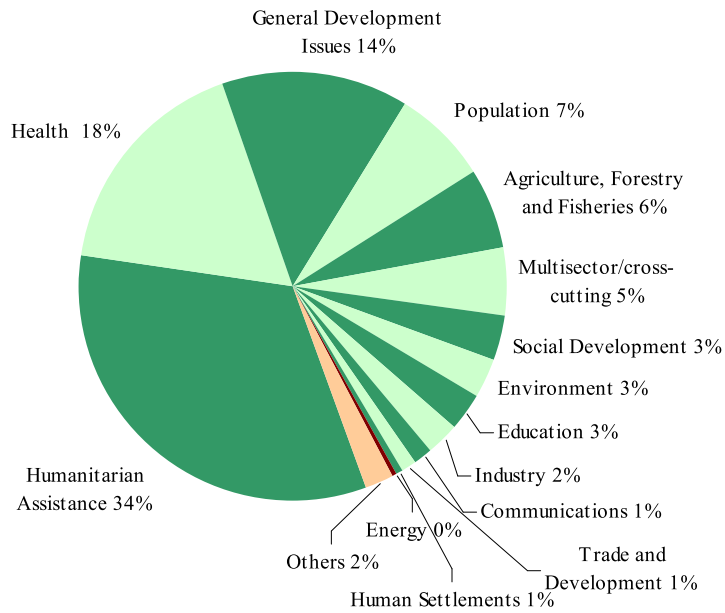
¹ In UN reporting, MDTFs are classified as “pass-through funding mechanism”, where contributions are recorded at the time funds are disbursed from the MDTF Office to implementing entities such as UNDP and UNICEF, with the administrative agent of the MDTF, generally UNDP, recorded as the source of the contribution (not the government that provided the funds). The US\$0.6 and 0.2 billion referred to in the above table have already been recorded as income in UN reporting under the “other” category (global funds, foundations, private sector etc.). This amount should therefore not be part of the total non-core development-related contributions of OECD/DAC countries in the table.

As the volume of funds channeled through UN-administered MDTFs continues to rise, the method of recording such contributions may need to be revised in the Statistical Compendium, in order to give credit to the governments providing such resources to the UN system. For example, considering that at the time disbursements are made from the MDTFs, the original donor country may no longer be easily identifiable since the funds are extracted from a pool made up of contributions from several countries, it could be examined whether to report on such funding through some sort of a weighing system that would estimate the share of different donors.

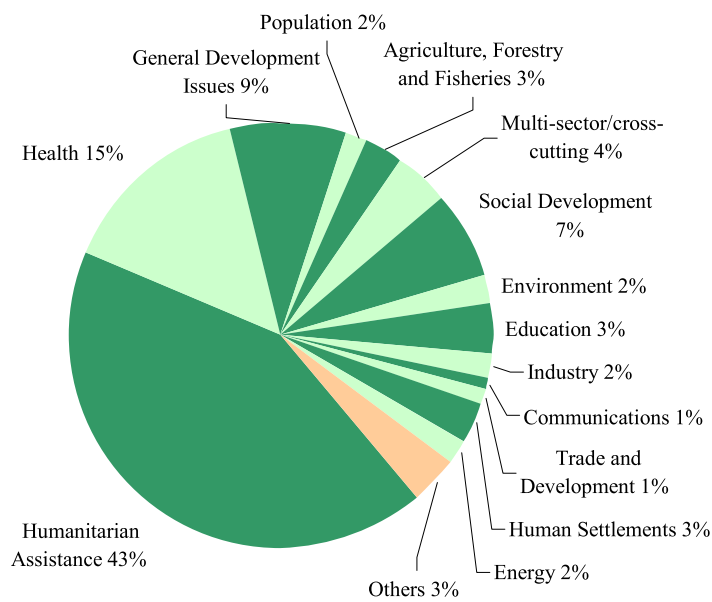
Handout 1

UN Expenditures by Sector in 2008

Expenditures financed from core resources



Expenditures financed from non-core resources



Expenditures by sector in 2008

(millions of \$US)

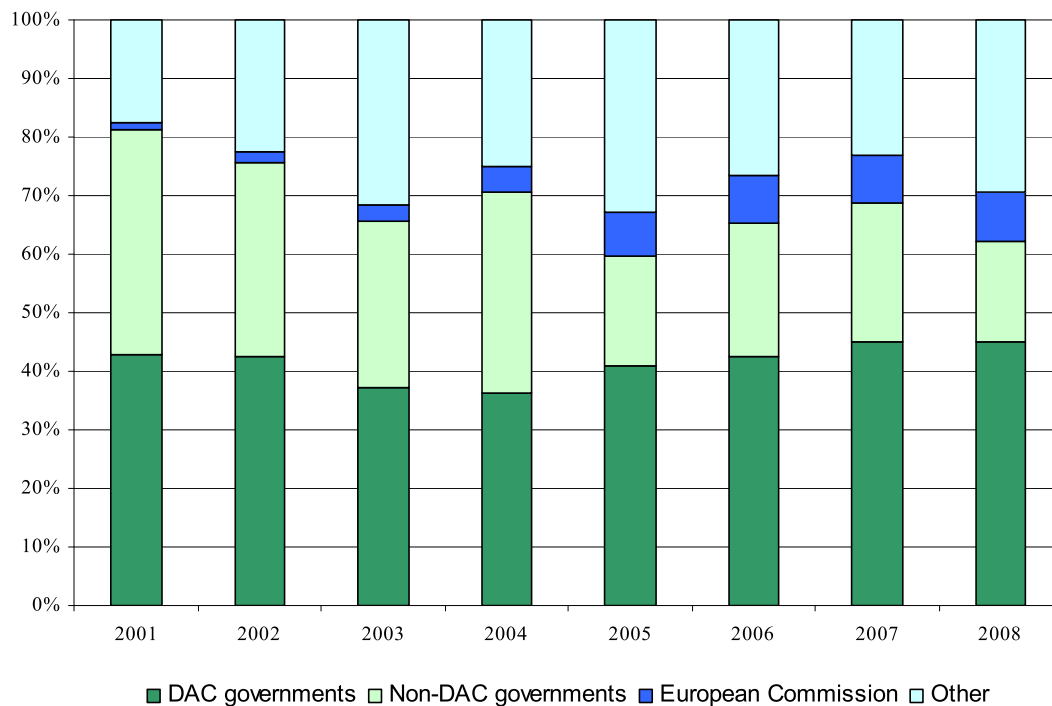
<i>Sector</i>	<i>core</i>	<i>non-core</i>	<i>total</i>
Agriculture, Forestry and Fisheries	254	418	672
Communications	61	136	197
Education	117	473	590
Energy	89	480	569
Environment	133	328	461
General Development Issues ¹	601	1 203	1 804
Health	738	2 029	2 766
Human Settlements	12	273	285
Humanitarian Assistance	1 384	5 840	7 224
Industry	100	270	370
Multi-sector/cross-cutting	213	567	780
Population	309	230	539
Social Development	142	919	1 061
Trade and Development	26	426	452
Others ²	50	143	192

¹ *General Development Issues* include political affairs, support for the implementation of macroeconomic reforms (structural adjustment programmes, poverty reduction strategies, etc) and general programme assistance that cannot be allocated to specific sector.

² *Others* comprises of Science and Technology, Culture, General Statistics, Natural Resources, Transport, Employment and expenditures that could not be classified.

Handout 2

Non-core contributions to development-related activities by funding sources: 2001-2008



The graph suggests the following:

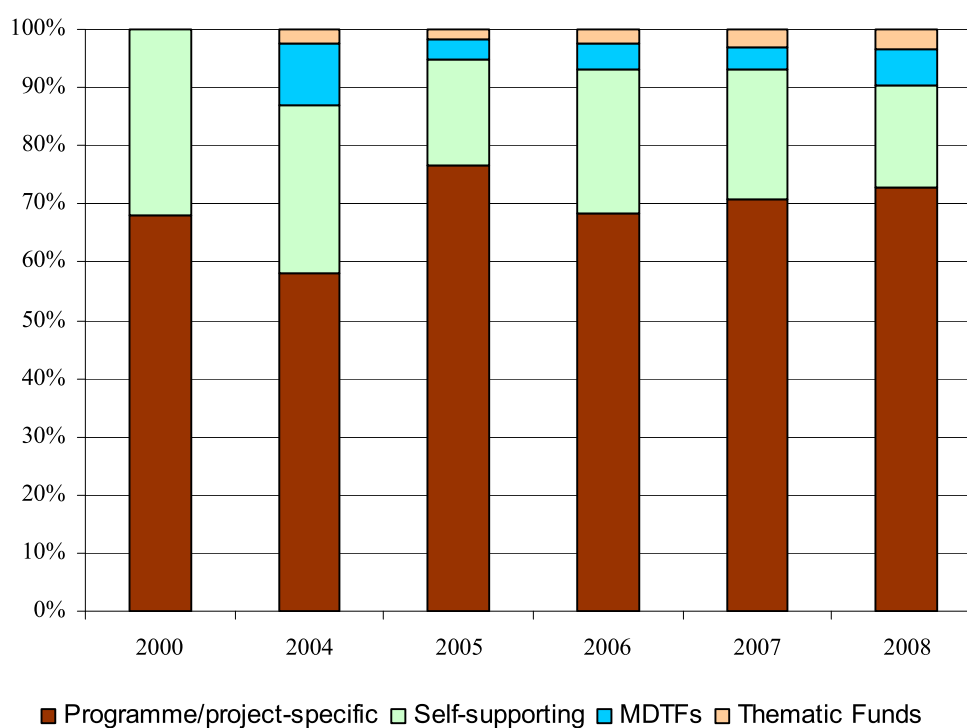
- ❖ Share of OECD/DAC countries has remained fairly constant
- ❖ There has been a notable decline in share of non-DAC countries
- ❖ Share of European Commission has increased quite significantly
- ❖ Share of “others” has also experienced significant growth¹

¹ “Other” includes contributions from global funds, non-governmental organizations, private sector, development banks and national committees (to UNICEF, non-core development-related share). The sudden increase in “other” contributions in 2005 was largely attributable to significant jump in non-core resources to national committees of UNICEF.

Handout 3

Non-core development-related contributions by funding modalities: 2000 and 2004-2008 (Millions of \$US)

<i>Modality</i>	<i>2000</i>	<i>2004</i>	<i>2005</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>
MDTFs	0	629	275	343	319	552
Thematic Funds	0	135	126	182	272	303
Self-supporting Programme/project- specific	1 107	1 670	1 423	1 910	1 989	1 577
Total	3 453	5 799	7 779	7 693	8 811	8 983



The graph suggests the following:

- ❖ Share of programme and project-specific funding has been increasing
- ❖ Share of self-supporting contributions of programme countries has been declining
- ❖ Share of multi-donor trust funds has been growing in the 2005 to 2008 period (with a major increase also recorded in 2009)
- ❖ Contributions to thematic funds have been increasing, but from a small base

Top 50 contributing countries to development-related activities in 2007^{1,2}

(Millions of US\$)

Rank	Country	Core	Non-core	Total	Core share	Total contributions as percentage of GNI	Country share of core ³	Country share of non-core ³	Country share of total ³	Core rank	Non-core rank	Ranking by GNI share
1	United States of America	478	518	996	48.0	0.007	12.4	12.7	12.6	1	2	25
2	United Kingdom of Great Britain and Northern Ireland	337	572	909	37.1	0.035	8.7	14.1	11.5	3	1	8
3	Norway	309	385	694	44.5	0.193	8.0	9.5	8.8	5	3	2
4	Sweden	302	330	632	47.8	0.150	7.8	8.1	8.0	6	4	3
5	Netherlands	324	268	592	54.7	0.078	8.1	6.6	7.3	4	8	4
6	Japan	358	216	574	62.4	0.012	9.3	5.3	7.2	2	9	19
7	Italy	147	319	467	31.6	0.023	3.8	7.8	5.9	11	5	16
8	Spain	171	280	452	38.0	0.034	4.4	6.9	5.7	8	6	11
9	Canada	150	280	429	34.9	0.033	3.9	6.9	5.4	10	7	12
10	Germany	217	91	308	70.5	0.010	5.6	2.2	3.9	7	10	20
11	Denmark	164	65	229	71.7	0.076	4.3	1.6	2.9	9	14	5
12	France	146	61	207	70.6	0.008	3.8	1.5	2.6	12	16	21
13	Switzerland	97	60	157	61.6	0.035	2.5	1.5	2.0	13	17	9
14	Ireland	78	69	146	53.1	0.070	2.0	1.7	1.8	15	12	6
15	Finland	86	43	128	66.8	0.055	2.2	1.0	1.6	14	18	7
16	Australia	37	86	122	29.9	0.016	0.9	2.1	1.5	17	11	17
17	Belgium	50	68	118	42.7	0.027	1.3	1.7	1.5	16	13	14
18	Luxembourg	11	62	73	14.7	0.201	0.3	1.5	0.9	28	15	1
19	Republic of Korea	24	38	62	39.0	0.007	0.6	0.9	0.8	22	19	29
20	Austria	31	21	53	59.6	0.015	0.8	0.5	0.7	19	20	18
21	Brazil	27	20	46	57.2	0.004	0.7	0.5	0.6	20	22	34
22	China	36	10	46	78.7	0.001	0.9	0.2	0.6	18	25	46
23	New Zealand	16	16	32	51.1	0.034	0.7	0.4	0.5	24	23	10
24	Mexico	26	2	28	91.3	0.003	0.7	0.1	0.4	21	42	38
25	India	17	8	25	68.9	0.002	0.4	0.2	0.3	23	27	42
26	United Arab Emirates	4	21	24	14.8	..	0.1	0.5	0.3	41	21	..
27	Turkey	7	15	22	31.4	0.004	0.2	0.4	0.3	32	24	35

Rank	Country	Core	Non-core	Total	Core share	Total contributions as percentage of GNI	Country share of core ³	Country share of non-core ³	Country share of total ³	Core rank	Non-core rank	Ranking by GNI share
28	Russian Federation	15	6	21	69.2	0.002	0.4	0.2	0.3	25	29	43
29	Argentina	12	7	19	62.8	0.008	0.3	0.2	0.2	27	28	22
30	Saudi Arabia	10	6	16	62.1	0.004	0.3	0.1	0.2	29	30	33
31	Kuwait	13	3	16	83.2	..	0.3	0.1	0.2	26	41	..
32	Portugal	9	5	13	65.6	0.007	0.2	0.1	0.2	31	32	28
33	Greece	9	2	12	80.4	0.003	0.2	0.1	0.1	30	46	37
34	Colombia	3	8	11	29.1	0.008	0.1	0.2	0.1	43	26	24
35	Nigeria	6	5	11	58.2	0.008	0.2	0.1	0.1	33	34	23
36	South Africa	4	5	8	45.4	0.003	0.1	0.1	0.1	39	33	39
37	Pakistan	6	1	7	85.3	0.005	0.2	0.0	0.1	34	57	30
38	Czech Republic	3	3	7	50.9	0.004	0.1	0.1	0.1	42	37	32
39	Poland	6	1	7	85.4	0.002	0.1	0.0	0.1	35	60	44
40	Peru	1	5	6	22.4	0.007	0.0	0.1	0.1	58	31	27
41	Israel	6	0	6	98.1	0.004	0.1	0.0	0.1	36	136	36
42	Indonesia	2	3	6	40.0	0.002	0.1	0.1	0.1	51	36	45
43	Egypt	5	1	6	85.0	0.005	0.1	0.0	0.1	37	64	31
44	Panama	1	4	6	22.7	0.030	0.0	0.1	0.1	59	35	13
45	Venezuela	3	2	5	61.4	0.003	0.1	0.0	0.1	46	49	41
46	Qatar	4	1	5	82.5	..	0.1	0.0	0.1	38	63	..
47	Singapore	4	1	4	85.9	0.003	0.1	0.0	0.1	40	76	40
48	Iceland	2	2	4	46.6	0.025	0.1	0.1	0.1	53	45	15
49	Libyan Arab Jamahiriya	2	2	4	41.7	0.007	0.0	0.1	0.1	57	44	26
50	Iraq	1	3	4	24.6	..	0.0	0.1	0.0	66	39	..
	Total	3 776	3 999	7 775	48.6		98.0	98.3	98.1			

Source: Data for all tables is based on information provided by 37 UN entities on their contributions received in 2007.

¹ The figures for development-related activities are computed by subtracting the estimated humanitarian portion of operational activities (5% of contributions to UNDP, 25% of contributions to UNICEF and 100% of contributions to WFP, UNHCR, UNOCHA, and UNRWA) from total contributions. This is a rough estimate as some countries may have contributed a higher or lower proportion of their UNDP or UNICEF funding to development-related activities relative to the average.

² Excludes self-supporting contributions.

³ Country share of core, non-core and total resources of all government contributions, not including those from intergovernmental and non-governmental organizations, the private sector and others.

Top 50 contributing countries to UN operational activities for development (including humanitarian activities) in 2007¹

(Millions of US\$)

Rank	Country	Core	Non-core	Total	Core share	Total contributions as percentage of GNI	Country share of core ²	Country share of non-core ²	Country share of total ²	Core rank	Non-core rank	Ranking by GNI share
1	United States of America	563	2 212	2 776	20.3	0.020	12.1	29.1	22.7	1	1	18
2	United Kingdom of Great Britain and Northern Ireland	406	747	1 153	35.2	0.044	8.7	9.8	9.4	3	2	10
3	Norway	388	513	901	43.0	0.250	8.3	6.8	7.3	5	3	2
4	Sweden	393	490	883	44.5	0.209	8.4	6.4	7.2	4	5	3
5	Japan	382	462	845	45.3	0.018	8.2	6.1	6.9	6	6	20
6	Netherlands	431	398	829	52.0	0.109	9.2	5.2	6.8	2	7	5
7	Canada	199	507	706	28.2	0.054	4.3	6.7	5.8	10	4	8
8	Spain	201	371	572	35.1	0.043	4.3	4.9	4.7	9	9	11
9	Italy	163	379	542	30.1	0.027	3.5	5.0	4.4	12	8	17
10	Germany	257	169	426	60.2	0.013	5.5	2.2	3.5	7	11	21
11	Denmark	233	123	356	65.5	0.119	5.0	1.6	2.9	8	12	4
12	France	171	104	275	62.3	0.011	3.7	1.4	2.2	11	16	22
13	Australia	46	187	233	19.9	0.031	1.0	2.5	1.9	17	10	16
14	Switzerland	115	113	227	50.5	0.050	2.5	1.5	1.9	13	13	9
15	Ireland	112	112	224	50.0	0.107	2.4	1.5	1.8	14	14	6
16	Finland	107	82	189	56.8	0.081	2.3	1.1	1.5	15	18	7
17	Belgium	56	105	161	34.7	0.037	1.2	1.4	1.3	16	15	13
18	Luxembourg	15	90	105	14.2	0.289	0.3	1.2	0.9	26	17	1
19	Republic of Korea	26	61	88	30.1	0.009	0.6	0.8	0.7	21	19	23
20	Austria	33	32	65	51.1	0.018	0.7	0.4	0.5	19	21	19
21	China	39	10	49	78.8	0.002	0.8	0.1	0.4	18	28	46
22	Brazil	27	22	49	54.2	0.004	0.6	0.3	0.4	20	25	36
23	New Zealand	21	25	45	46.0	0.037	0.4	0.3	0.4	23	22	14
24	United Arab Emirates	4	35	40	11.2	..	0.1	0.5	0.3	38	20	..
25	Russian Federation	16	23	38	41.0	0.004	0.3	0.3	0.3	25	24	38
26	India	17	13	31	56.2	0.003	0.4	0.2	0.2	24	27	42

Rank	Country	Core	Non-core	Total	Core share	Total contributions as percentage of GNI	Country share of core ²	Country share of non-core ²	Country share of total ²	Core rank	Non-core rank	Ranking by GNI share
27	Turkey	8	23	30	25.1	0.005	0.2	0.3	0.2	32	23	35
28	Mexico	26	3	28	91.2	0.003	0.6	0.0	0.2	22	43	40
29	Saudi Arabia ³	10	14	24	42.8	0.007	0.2	0.2	0.2	31	26	31
30	Greece	11	9	20	54.3	0.006	0.2	0.1	0.2	29	29	32
31	Argentina	12	7	19	61.8	0.008	0.3	0.1	0.2	28	31	26
32	Kuwait	15	3	18	82.2	..	0.3	0.0	0.1	27	41	..
33	Portugal	11	5	16	68.6	0.008	0.2	0.1	0.1	30	35	28
34	Colombia	3	9	12	27.0	0.008	0.1	0.1	0.1	43	30	25
35	Pakistan	6	6	12	49.0	0.009	0.1	0.1	0.1	35	32	24
36	Nigeria	6	5	11	57.5	0.008	0.1	0.1	0.1	33	37	27
37	South Africa	4	5	9	43.7	0.003	0.1	0.1	0.1	40	34	39
38	Czech Republic	4	5	8	43.7	0.005	0.1	0.1	0.1	42	38	33
39	Poland	6	2	8	75.7	0.002	0.1	0.0	0.1	34	46	44
40	Iceland	2	5	7	33.0	0.043	0.1	0.1	0.1	45	36	12
41	Peru	2	5	7	26.3	0.007	0.0	0.1	0.1	47	33	29
42	Egypt	5	1	6	80.9	0.005	0.1	0.0	0.0	37	47	34
43	Indonesia	2	4	6	39.8	0.002	0.1	0.0	0.0	46	40	45
44	Panama	1	5	6	21.7	0.031	0.0	0.1	0.0	49	39	15
45	Israel	6	0	6	98.0	0.004	0.1	0.0	0.0	36	50	37
46	Venezuela	3	2	5	60.2	0.003	0.1	0.0	0.0	44	45	43
47	Qatar	4	1	5	81.8	..	0.1	0.0	0.0	39	48	..
48	Singapore	4	1	4	84.8	0.003	0.1	0.0	0.0	41	49	41
49	Libyan Arab Jamahiriya	2	2	4	41.3	0.007	0.0	0.0	0.0	48	44	30
50	Iraq	1	3	4	23.3	..	0.0	0.0	0.0	50	42	..
Total		4 572	7 504	12 076	38.0		98.1	98.8	98.6			

¹ Excluding self-supporting contributions.

² Country share of core, non-core and total resources of all government contributions, not including those from intergovernmental and non-governmental organizations, the private sector and others.

³ Saudi Arabia contributed \$500 million in core funding to WFP in 2008.

Top self-supporting contributing countries to the UN system in 2007

(Millions of US\$)

<i>Rank</i>	<i>Donor</i>	<i>Self-supporting contributions</i>
1	Brazil	389
2	Argentina	261
3	Panama	247
4	Peru	225
5	Colombia	177
6	Guatemala	125
7	Saudi Arabia	75
8	Sudan	61
9	Honduras	47
10	Egypt	45
11	Venezuela	31
12	Nigeria	29
13	Afghanistan	24
14	China	23
15	Libyan Arab Jamahiriya	22
16	Paraguay	22
17	Uruguay	19
18	Bolivia	19
19	Mexico	16
20	Liberia	12

Bilateral ODA ranking for OECD/DAC countries in 2007¹
(Millions of US\$)

<i>Rank</i>	<i>Donor</i>	<i>Bilateral ODA</i>
1	United States	18 901
2	European Commission	11 326
3	Germany	7 950
4	France	6 258
5	Japan	5 778
6	United Kingdom	5 602
7	Netherlands	4 644
8	Spain	3 339
9	Canada	3 152
10	Sweden	2 932
11	Norway	2 883
12	Australia	2 268
13	Denmark	1 651
14	Austria	1 324
15	Italy	1 270
16	Switzerland	1 263
17	Belgium	1 238
18	Ireland	824
19	Finland	584
20	Portugal	270
21	Luxembourg	253
22	Greece	249
23	New Zealand	247

¹ Data gathered from OECD/DAC online database.

Informal Note

**Funding of operational activities for
development of the United Nations system**

United Nations Secretariat
New York

8 March 2010

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1. Introduction

General Assembly resolution 63/311

“Requests the Secretary-General to include in his comprehensive statistical analysis of the financing of operational activities for development further analysis and actionable proposals on the current situation and perspectives in respect of core and non-core funding for the United Nations development system, notably the implications of various forms of non-core funding, in terms of predictability, country ownership and the implementation of intergovernmental mandates” (paragraph 15).

This informal note has been prepared in the context of the consultations of the General Assembly on system-wide coherence (SWC). The note presents some of the preliminary findings of the analysis being conducted for the 2010 Statistical Compendium of the Secretary-General to be issued in May for the substantive session of ECOSOC.¹ That report will also outline possible “actionable proposals”, requested in GA resolution 63/311.

Operational activities for development represent some 60 per cent of all UN system-wide activities (see Figure 1). Operational activities for development, notably, include activities with a humanitarian focus.²

The first part of this note provides analysis of incoming resources flows to the UN development system, with the second one reviewing the use of those resources in programme countries. Figure 2 shows the main UN system entities involved in operational activities for development (based on 2008 expenditures).

Annex I provides additional information on the comparability of information contained in the current note with information from other sources such as the OECD/DAC and individual UN entities.

A wide array of terms is used by UN system entities to classify types of funding for operational activities for development. For purposes of the current note, the main types are classified as “core” and “non-core” resources. Core resources are those that are co-mingled without restrictions and their use and application is directly linked to strategic

Figure 1 – UN system-wide activities

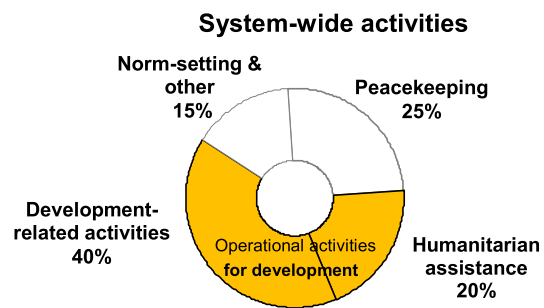
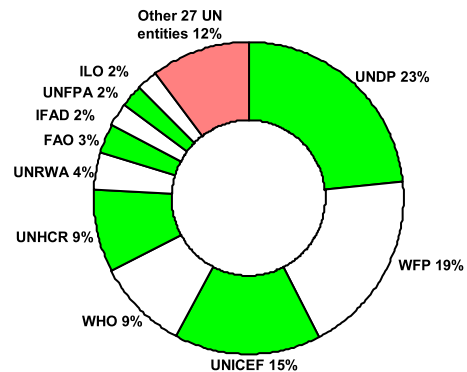


Figure 2 – Main entities of UN development system



¹ The data, analysis and findings contained in this informal note will be further validated in the preparation of the 2010 Statistical Compendium.

² The ratios for development-related activities and humanitarian assistance in Figure 1 are based on 3-year averages, but for peacekeeping operations on the 2008 figure.

mandates, guidelines, priorities and goals established by the respective intergovernmental bodies. Non-core resources, as determined by the contributing source, are resources that are generally restricted with regard to their use and application. The degree to which the use and application of non-core resources are subject to and aligned with mandates, guidelines, priorities and goals established by their respective intergovernmental, is generally more indirect.

2. Summary of findings

A. Available resources

(a) Volume, trends, core and non-core contributions

- In 2008, total contributions to UN operational activities for development amounted to US\$22 billion, the highest level ever. Some 61 per cent of contributions were directed towards development activities and 39 per cent to those with a humanitarian focus (see Table 1 for breakdown of core and non-core resources flows in 2008).³
- In the 1993 to 2008 period, contributions to the UN development system grew at a faster pace than overall OECD/DAC flows, excluding debt relief (see Table 2). This indicates that the UN development system remains relevant and seems to have gained in importance.
- Between 1993 and 2008, the growth in non-core funding has been exponential compared to only very modest increase in core contributions (see Table 2). Non-core funding almost tripled in real-terms in this fifteen-year period while core contributions only grew by 10 per cent. The relevance of the UN system referred to earlier seems thus to extend to non-core resources in particular.
- Of total contributions in 2008 for development-related activities, 27 per cent was in the form of core/un-earmarked funding, with the remaining 73 per cent thus characterized by varying degrees of earmarking (see Table 2). For OECD/DAC donors, 47 per cent of 2008 contributions for development-related activities consisted of un-earmarked core resources compared to 65 per cent in 1993 (see Figure 3).⁴
- Only about 11 per cent of contributions to development-related activities in 2008 were programmed through pooled funding mechanisms such as multi-donor trust funds (MDTFs) and thematic funds (see Table 1). Accordingly, 89 per cent of non-core development-related funding remains programme and project specific, contributing to overall fragmentation of resources with consequent impact on transaction costs. In 2008, OECD/DAC countries contributed US\$4.1 billion or 64 per cent of such programme and project specific resources.

³ It should be noted that the contribution level to humanitarian assistance was unusually high in 2008.

⁴ Other multilateral organizations such as the World Bank have also experienced declining core ratio in the past two decades (see Figure 4).

(b) Sources of funding, funding quality, volatility, burden-sharing and prospects

- The funding base for operational activities for development has broadened over time with the share of OECD/DAC donors declining from 80 per cent in 1993 to 63 per cent in 2008. During the same period, the share of overall funding from non-DAC countries increased from 7 to 12 per cent and from intergovernmental (excluding the European Commission) and non-governmental sources (i.e. global funds, foundations and private sector), from 7 to 18 per cent. The share of the European Commission increased slightly from 6 to 7 per cent (see Figures 5 and 6).⁵
- The UN system accounted for 31 per cent of total ODA flows delivered directly from OECD/DAC countries to the multilateral system in 2006 and was the single largest actor (see Figure 4 and Annex I).
- Almost all increases in contributions by non-OECD/DAC countries have been in the form of non-core and earmarked resources. By far most of such resources have been in the form of self-supporting contributions of programme countries themselves, often as “pass-through” mechanism for funding from other external sources. Such self-supporting contributions amounted to US\$1.7 billion in 2008 or 75 per cent of total funding by non-OECD/DAC countries (see Table 1). Apart from local, self-supporting contributions, non-OECD/DAC countries (both developed and programme countries) contributed about US\$300 million to development-related activities of the UN system in 2008.
- A preliminary review of actual programme expenditures at regional and programme country-level compared to overall contributions seems to confirm that core resources continue to cover a higher share of UN institutional costs.⁶
- The unpredictability of resources flows is seen to affect the overall effectiveness of the UN development system. A preliminary review of key entities of the UN development system such as UNDP and UNICEF suggests that annual fluctuations in core contributions (as an indicator of predictability) did not have a negative impact on the overall steady growth in available core resources in the 2000 to 2008 period. In this connection and during the same period the very significant fluctuations in the US\$ exchange rate compared to major donor currencies, are noteworthy (see Graph 5). Some of the fluctuations in exchange rates had orders of magnitude similar to fluctuations in US\$ denominated contributions. This suggests that exchange rates can be an important source of unpredictability.
- Multi-year financing frameworks (MYFFs) represent a key instrument to promote predictability, stability and policy coherence in the work of UN entities. The extent to which MYFFs can serve to advance the predictability of core funding depends on the

⁵ The cost and benefits of this diversification of the funding base of the UN development system, needs to be further examined.

⁶ This follows the approach whereby non-core cost recovery principles are based on the recovery of direct costs and variable indirect costs and not the so-called fixed indirect costs needed to finance the base structures of UN entities.

willingness of donors to shift from single-year pledges to committing resources over an extended period of time.⁷

- Of total core contributions from governments to UN operational activities for development in the 2007 to 2008 biennium, 10 donor countries accounted for approximately 79 per cent (See Table 4). The core ratio also differs significantly among donor countries (see Figure 3), which negatively affects the “critical mass” of resources required for the UN system to deliver on its universal operational and normative mandates.
- There is concern that the growth seen in contributions to the UN system over the past five years could stagnate, or possibly reverse, in 2010, due to the negative impact of the global economic crisis.

B. Use of resources

(a) Volume, geography and agency

- Total expenditures in 2008 were US\$18.3 billion, with 62 per cent development-related and 38 per cent with a humanitarian focus (see Table 5).
- The targeting of UN operational activities for development has changed in the past few years, with more than 50 per cent of expenditures in 2008 in least-developed countries (LDCs) compared to 39 per cent in 2003.
- The distribution of the use of core resources is concentrated, in that 81 per cent was spent in low-income countries in 2008 while 14 per cent of expenditures were in low-middle income countries and 3 per cent in upper-middle income countries (see Table 7).⁸
- Non-core contributions are not as well targeted in low-income countries, although this aspect seems to be improving (see Table 6). In 2008, 63 per cent of non-core funding was spent in low-income countries with 24 per cent of expenditures in low-middle income countries and 10 per cent in upper-middle income countries (see Table 7). The difference between the destination of core and non-core resources seems to confirm the varying degree to which the use and application of core and non-core funding is subject to and aligned with the mandates, guidelines, priorities and goals established by the respective intergovernmental governing bodies.
- Operational activities for development are highly concentrated in a small number of UN entities, but fragmentation remains an issue. Funds and programmes accounted for 78 per cent of expenditures in 2008 and specialized agencies and others for 22 per cent (see Table 5). Five UN entities accounted for 75 per cent of expenditures in 2008 and ten for 88 per cent, with twenty-seven organizations spending the remaining 12 per cent (see Figure 2).

⁷ For many donors, providing multi-year pledges may require resolving important legal and budgetary constraints.

⁸ Income groups are based on the World Bank's *World Development Indicators 2009* publication which groups countries according to 2008 GNI per capita.

3. Addendum to summary of findings

A. Available resources

(a) Volume and trends

Table 1 Overview of contributions to the UN development system in 2008

This table provides an overview of total, core and non-core resources flows to UN operational activities for development in 2008; breakdown between development-related funding and humanitarian assistance; and the share of OECD/DAC donors of core and non-core resources flows. Furthermore, the table shows the different funding modalities used to deliver non-core contributions to the UN development system. For example, of the US\$15.7 billion in non-core funding in 2008, US\$12.7 was development-related and programme and project specific, with OECD/DAC donors contributing US\$4.1 billion.

Types of funding	Total	Development-related activities				Humanitarian focus			
		All donors		OECD/DAC		All donors		OECD/DAC	
	US\$	US\$	%	US\$	%	US\$	%	US\$	%
Total contributions	22.0	13.3	61	7.7	58	8.7	39	6.1	70
Core	6.3	4.5	72	3.6	79	1.8	28	1.0	60
Non-core (of which):	15.7	9.0	57	4.9	54	6.7	43	5.0	74
(a) MDTFs	0.9	0.7	82	0.6	91	0.2	18	0.2	100
(b) Thematic funds	0.4	0.3	72	0.3	91	0.1	28	0.1	91
(c) Self-supporting contributions	1.7	1.6	91	0.0	0	0.1	9	0.0	0
(d) Programme and project specific	12.7	6.4	51	4.1	64	6.3	49	4.7	75

Table 2 Overview of key trends in operational activities for development between 1993 and 2008

This table presents long-term trends in funding of UN operational activities for development. It shows that core, non-core and total contributions grew, in real-terms, cumulatively by 10, 190 and 104 per cent respectively in the 1993 to 2008 period. To facilitate better understanding of trends in core and non-core resources flows, operational activities for development have been broken down into two main categories (a) development-related activities and (b) humanitarian assistance. Further information on how the share of each category is estimated, is provided here below.

The real growth in non-core funding for development-related activities was particularly high or 257 per cent. Total contributions to UN operational activities for development grew, in real-terms, by 5 per cent annually in the 1993 to 2008 period, compared with 1.5 per cent in overall OECD/DAC ODA flows. The core ratio of development-related contributions to the UN development system, however, declined from 55 to 27 per cent during this period.

		Current US\$ (billion)				Constant 2007 US\$ (billion)				
		1993	1998	2003	2008	1993	1998	2003	2008	% change '93-'08
TOTAL	core	3.6	3.6	3.7	5.7	4.9	4.9	4.5	5.4	10%
	non-core	3.9	5.1	9.2	16.4	5.4	6.9	11.3	15.6	190%
	total	7.5	8.7	12.8	22.0	10.3	11.8	15.8	21.0	104%
	core ratio	48%	42%	29%	26%					
Longer-term development	core	2.6	2.8	2.6	4.0	3.6	3.8	3.2	3.8	6%
	non-core	2.1	3.5	6.5	11.1	2.9	4.7	8.0	10.5	257%
	total	4.8	6.3	9.1	15.1	6.6	8.5	11.3	14.4	119%
	core ratio	55%	44%	29%	27%					
Humanitarian focus	core	0.9	0.8	1.1	1.6	1.3	1.1	1.3	1.5	20%
	non-core	1.8	1.6	2.6	5.3	2.4	2.2	3.3	5.1	110%
	total	2.7	2.4	3.7	7.0	3.7	3.3	4.6	6.6	79%
	core ratio	35%	35%	29%	23%					

- The data in the table is based on nine UN entities accounting for 87 per cent of total contributions to UN operational activities for development in 2008. The nine entities are: UNDP (including administrative funds UNCDF, UNIFEM and UNV), UNICEF, UNFPA, WFP, FAO, ILO, UNESCO, WHO and UNHCR. An estimate for total contributions to the UN development system was made by dividing each figure by 0.87.
- The figure for longer-term development activities is calculated by adding 95 per cent of all contributions to UNDP⁹, 75 per cent of all contributions to UNICEF and 100 per cent of all contributions to UNFPA, WHO, FAO, ILO and UNESCO.
- The figure for humanitarian assistance is calculated by adding 5 per cent of all contributions to UNDP, 25 per cent of all contributions to UNICEF and 100 per cent of all contributions to WFP and UNHCR.

⁹ Including administrative funds UNCDF, UNIFEM and UNV.

Graph 1 Real growth in core, non-core and total contributions between 1993 and 2008

This graph shows the real growth in core, non-core and total contributions to UN operational activities for development between 1993 and 2008. As can be seen from the graph, the real increase in core contributions was very modest compared to the growth in non-core contributions which almost tripled during this period.

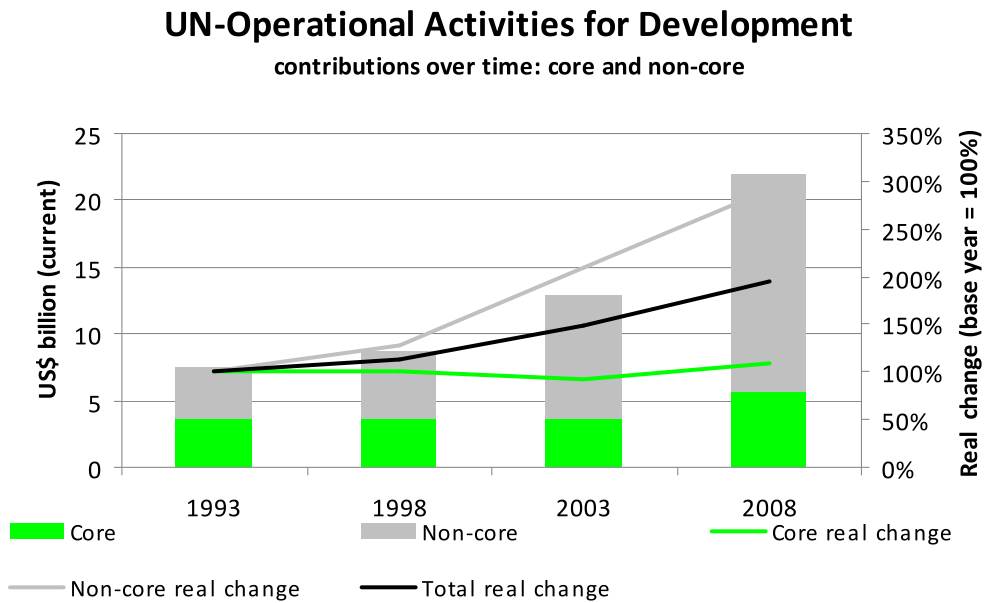
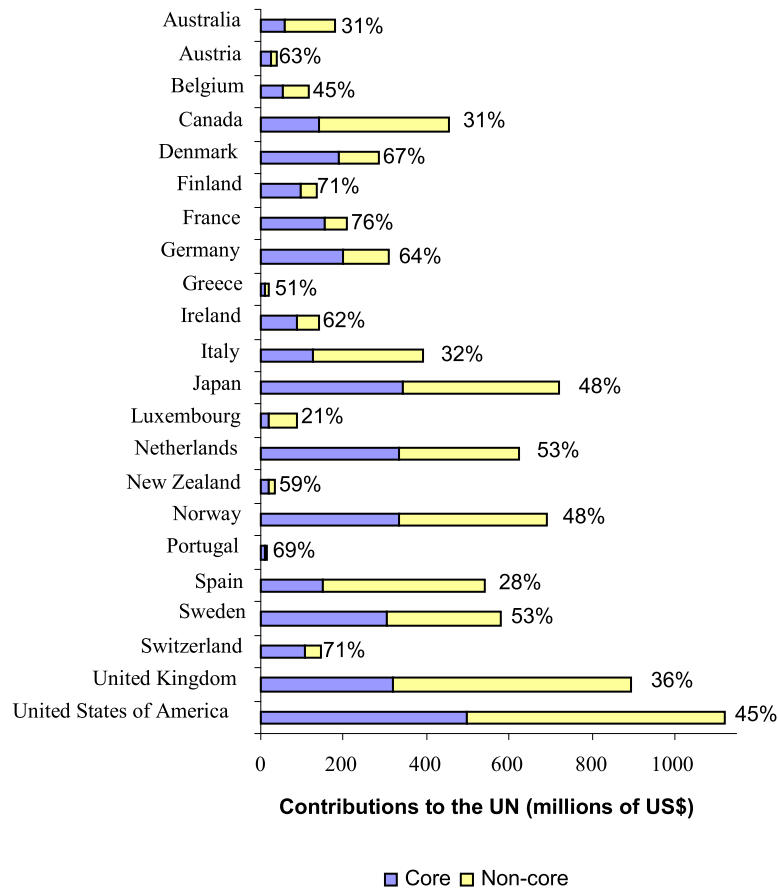


Figure 3 Contributions and core ratio of OECD/DAC countries for development-related activities in 2008

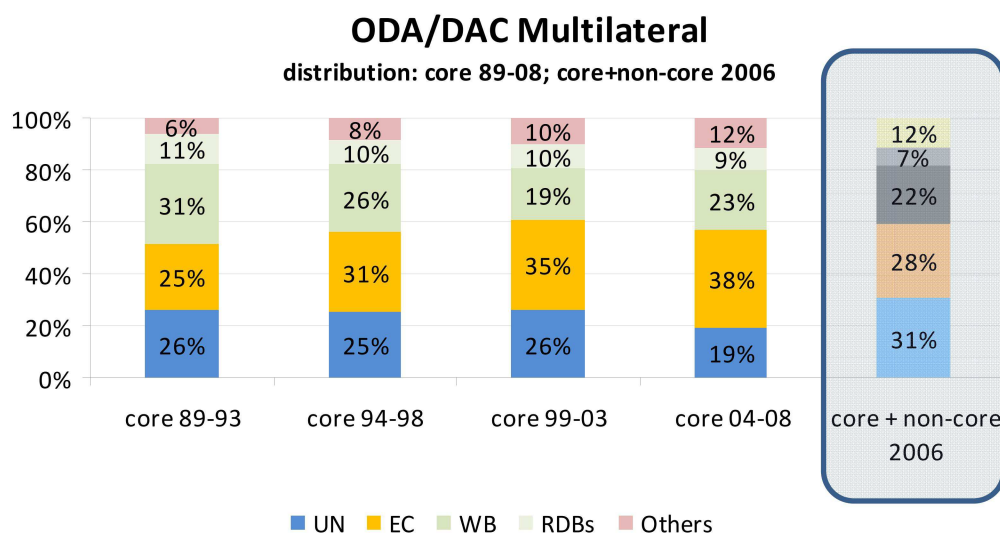
This graph presents the volume of development-related funding provided by OECD/DAC countries in 2008 as well as the ratio of core funding. The core ratio of eleven of the OECD/DAC countries was higher than 50 per cent in 2008, with the average 47 per cent. Six OECD/DAC countries contributed less than 40 percent of development-related contributions as core funding.



(c) Sources of funding

Figure 4 Share of UN development system of OECD/DAC bilateral flows to multilateral system

This graph presents trends in direct funding of OECD/DAC countries to key multilateral institutions. It shows that the share of the UN development system of all core contributions by OECD/DAC countries to the multilateral system declined from 26 to 19 per cent between 1989 and 2008, with the World Bank experiencing a reduction from 31 to 23 per cent¹⁰. The share of the European Commission, however, increased significantly from 25 to 38 per cent. The last column in the figure shows the relative share of the UN system, European Commission, World Bank, regional development banks and others of overall funding to the multilateral system. Annex I provides additional information on the comparability of OECD/DAC and UN system reporting.



The above graph captures direct funding by OECD/DAC countries and not the funding channeled through the UN system indirectly in the form of contributions to the UN system by the EC, WB, RDBs and others. Non-core contributions of the European Commission to the UN development system for instance increased from US\$0.2 billion in 1999 to US\$1.25 billion in 2008. Accordingly, the share of total OECD/DAC resources being channeled through the UN system is estimated to be in the range of 35 per cent.

The 5-year averages of total OECD/DAC ODA contributions to the multilateral system (in billions of 2007 constant US\$) were as follows: 1989-1993: \$23.5; 1994-1998: \$22.6; 1999-2003: \$24.6; 2004-2008: \$30.0.

¹⁰ World Bank figures are based on OECD/DAC statistics.

Figure 5 Sources of contributions to operational activities for development in 1993

Figure 5 shows that of all contributions to UN operational activities for development in 1993, OECD/DAC accounted for 80 per cent. About 57 per cent of all funding by OECD/DAC countries in 1993 were core contributions.

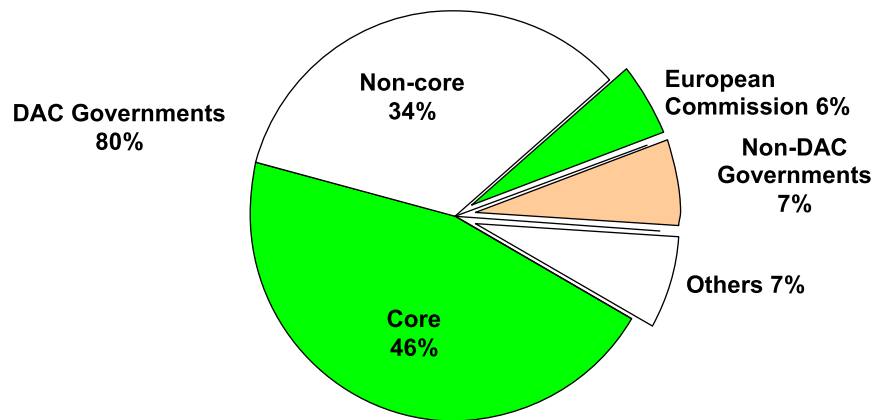


Figure 6 Sources of contributions to operational activities for development in 2008

By the year 2008, the share of OECD/DAC countries of overall contributions to UN operational activities for development had declined to 63 per cent. During this time, a notable diversification had taken place in the funding base of the UN system. For example, non-DAC countries accounted for 12 per cent of total contributions in 2008 compared to 7 per cent in 1993 and others i.e. global funds, foundations and the private sector for 18 per cent.

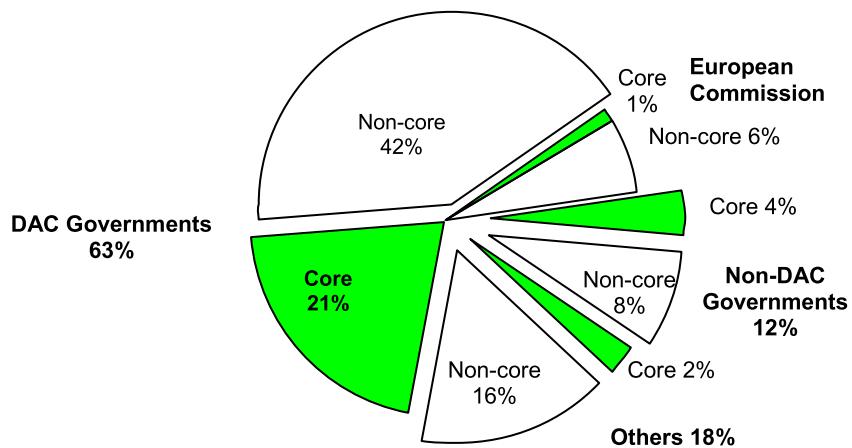
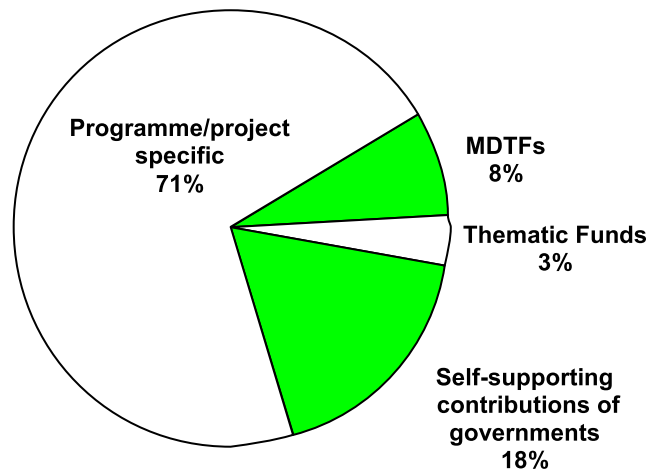


Figure 7 Modalities for delivering non-core development-related funding in 2008

Non-core funding to the UN development system is delivered through three main funding modalities: (a) pooled mechanisms such as multi-donor trust funds and thematic funds, (b) local, self-supporting contributions of programme countries, and (c) programme and project specific funding. Of the US\$15.7 billion in non-core funding to the UN development system in 2008, US\$9.0 billion was development-related (see Table 1). Of this amount, 71 per cent, or US\$6.4 billion, was programme and project specific funding, of which OECD/DAC countries contributed 64 per cent or US\$4.1 billion. It is this non-core development-related programme and project specific funding by OECD/DAC countries that constitutes the main pool of resources that could potentially become more flexible and predictable.



(d) Predictability of resources

Table 3 Comparison of projected and actual contributions to four UN entities (millions of US\$)

This table compares projected core and non-core funding to four entities as reflected in strategic plans to actual contributions received from development partners. The table shows that projected and actual figures, particularly for non-core funding, have varied considerably.

Year	UNDP				UNICEF				UNFPA				WHO			
	Core		Non-core		Core		Non-core		Core		Non-core		Core		Non-core	
	Projected	Actual	Projected	Actual	Projected	Actual	Projected	Actual	Projected	Actual	Projected	Actual	Projected	Actual	Projected	Actual
2000-2003			6314	8090					1377 ¹¹	1051	140	412				
2000	800	634			643	597	435	516								
2001	900	652			701	541	453	639								
2002	1000	663			588	697	610	702								
2003	1100	769			585	721	610	967								
2004-2007			7800	14610					1203	1471	320	538				
2004	800	842			602	779	610	1190								
2005	900	918			815	796	610	1946								
2006	1000	916			839	1043	1249	1710					2006-7 915	2006-7 909	2006-7 2398	2006-7 3072
2007	1100	1116			869	1090	1275	1889								
2008-2011																
2008	1100	1097	3900	4160	900	1067	1301	2273	416	429	200	366				
Total	8700	7607	18014	26860	6542	7331	7153	11832	2996	2951	660	1316				

(See below).

¹¹ The strategic plan projected core contributions to be in the range between 1,294 and 1,460 million US\$.

An effort has been made to examine predictability of resources by comparing information in strategic planning frameworks with actual contributions received. At the time of preparing the current note insufficient data were available for a comprehensive and meaningful review.

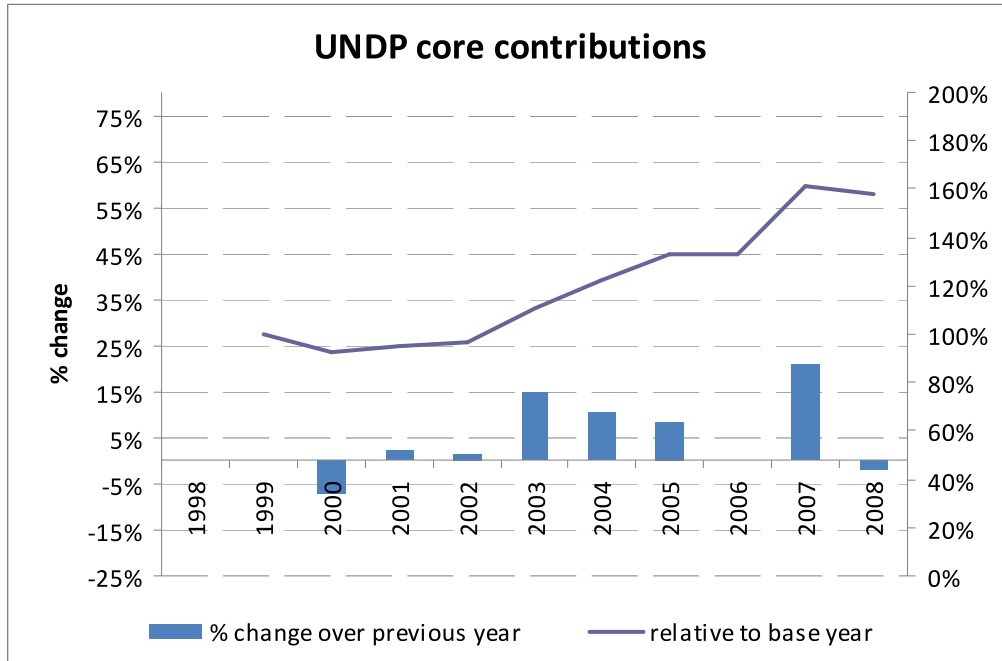
Instead, elements of predictability have been reviewed for some entities by examining actual volatility and fluctuation in contributions compared to the previous year and the actual impact thereof on overall availability of resources over time as compared to a given base year. Further review is needed to examine whether the actual performance in the case of UNDP and UNICEF is representative for other entities and for operational activities as a whole.

In the case of both UNDP and UNICEF it would seem that annual fluctuations in core contributions did not have a negative impact on the overall steady growth in available core resources during the 2000 to 2008 period. It is further believed that annual fluctuations had an even lesser impact on overall programme expenditures as a result of the inherent delay between receipt of contributions and actual programme delivery.

In examining fluctuations and volatility in contributions, the impact of exchange rates should be taken into account. Graph 5 provides information in this regard by examining volatility and fluctuations in US\$ exchange rates of the Euro and Japanese Yen compared to the previous year and the actual impact thereof over time as compared to a given base year. The graph illustrates the very significant fluctuations experienced during the period 1999-2008. Some of the fluctuations had orders of magnitude that were similar to fluctuations in US\$ denominated contributions reviewed for UNDP and UNICEF.

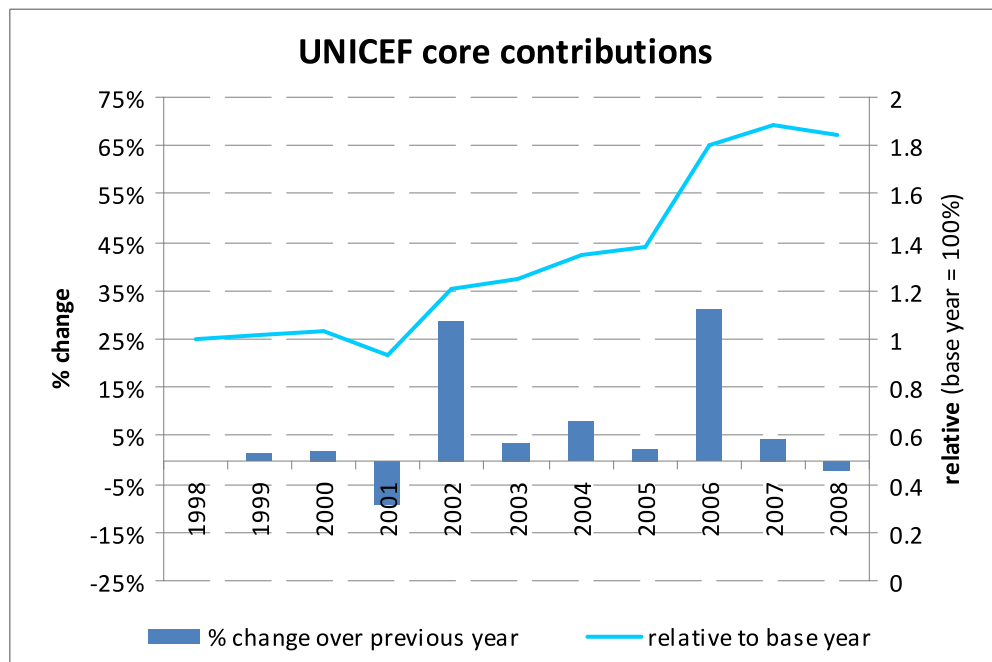
Graph 2 Trend in core contributions to UNDP (base year: 2000; nominal data)

As can be seen from this graph, core contributions of UNDP experienced a steady increase during the 2000 to 2008 period.

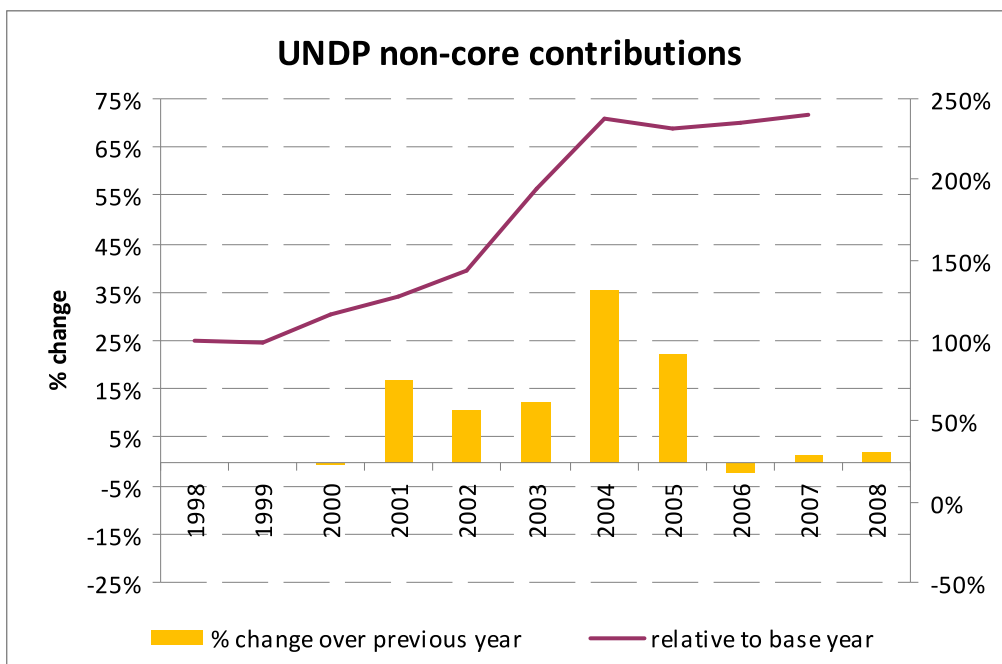


Graph 3 Trend in core contributions to UNICEF (base year: 1998; nominal data)

Core contributions of UNICEF also experienced steady increase between 1998 and 2008.

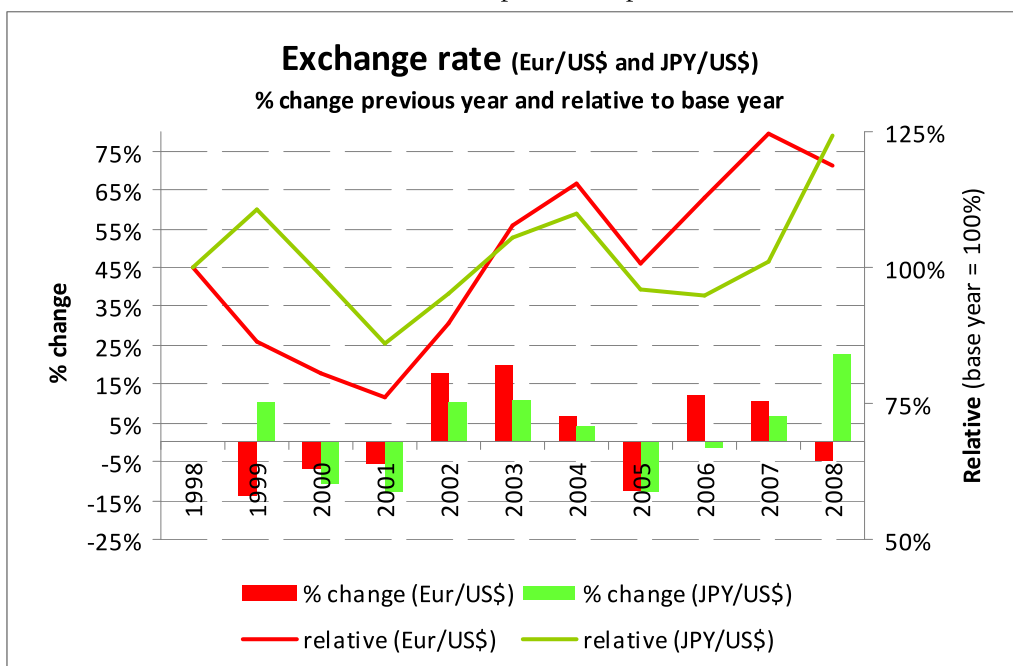


Graph 4 Trend in non-core contributions to UNDP (base year: 1998; nominal data)



Graph 5 Trend in Euro/US\$JPY exchange rates (base year: 1998)

This graph shows the significant influence that exchange rate fluctuations have had on contribution levels to the UN development system. Between 1998 and 2001, the Euro and Japanese Yen depreciated about 25 per cent against the US\$, a trend that has since reversed in the other direction, with positive impact on contribution levels.



(e) Prospects for 2010

There is concern that the growth seen in contributions to the UN system over the past five years could stagnate, or possibly reverse, due to the negative impact of the global economic crisis.¹² UNDP, for example, is projecting core resources in 2009 to decrease to about US\$1.0 billion and amount to US\$2.3 billion in the 2010/11 biennium, the same as 2008/9. UNDP is also projecting non-core contributions to drop to US\$5.0 billion in the 2010/11 biennium, down from US\$5.3 billion in 2008/9. UNICEF forecasts total income to decrease about 14 per cent in 2009 compared to 2008, with income increasing slightly each subsequent year, but not reaching the 2008 level until at least 2012 (US\$3.16 billion forecasted for 2012).¹³ UNICEF attributes the decrease in non-core funding in 2009 primarily to the negative impact of the global economic downturn. WFP received US\$4.0 billion in contributions in 2009, down from US\$5.0 billion in 2008. UNFPA is forecasting income of US\$1.4 billion in the 2010/11 biennium, slightly down from the US\$1.446 billion in 2008/9.

(f) Burden-sharing among DAC donors

The volume of core funding for UN operational activities and respective sources of such funding is closely linked to the sharing of the burden by contributing donors. This has added importance in view of the fact that core resources in general cover a greater proportion of institutional costs of UN entities thereby affecting the volume of core resources available for actual programme expenditures at regional and programme country levels. The difference between donors in this regard is quite significant. The volume of core funding for UN operational activities is closely linked to the sharing of the burden by donors.

The 1970s and 1980s saw a trend emerging towards increasingly uneven burden-sharing of core funding for UN operational activities for development.¹⁴ This trend has largely continued during the 1990s and the first decade of the new century. From 1995 to 2008, the top ten donors to UNICEF contributed on average 80.5 per cent of core contributions; for UNDP the percentage was close to 84.1 per cent; and for UNPFA 92.5 per cent. The issue of concentration of donor-related funding also applies to specialized agencies. In FAO, for example, the top ten donors (excluding global funds such as CERF, but including multilateral contributions) accounted for 53 per cent of total voluntary resources received in 2006-2007, with the top twenty contributing 79 per cent.¹⁵

Of total core contributions from governments to UN operational activities for development in the 2007 to 2008 biennium, 10 donor countries accounted for approximately 79 per cent (See Table 4). Reliance on small number of countries for high share of core contributions also makes UN entities vulnerable to fluctuations in overall resources flows, e.g. if one, or more, major donors suddenly decide to reduce funding. This risk should be addressed by broadening the donor base of UN operational activities for development.

¹² Information provided in this section is largely based on inputs provided by UNDP, UNICEF and UNFPA for the 2009 UN Pledging Conference.

¹³ See E/ICEF/2009/AB/L.5.

¹⁴ Report of the Nordic Project, 1991.

¹⁵ FAO Programme Implementation Report, 2006-2007 (paragraph 34 and table 4).

Table 4 Top 10 donors of core contributions to the UN system in 2007/2008 biennium (thousands of US\$)

Rank	Donor	Core Contributions (2007, 2008)	Share (%)
1	United States of America	1 387 295	14
2	Japan	966 152	10
3	Netherlands	909 481	9
4	United Kingdom of Great Britain and Northern Ireland	894 580	9
5	Norway	838 476	8
6	Sweden	823 541	8
7	Germany	626 940	6
8	Saudi Arabia	533 491	5
9	Denmark	520 964	5
10	Spain	470 113	5
	Total	7 971 033	79

B. Use of resources

(a) Volume

Table 5 Expenditures on operational activities for development by the UN system in 2008¹⁶

<i>Expenditures by:</i>	<i>2008 (thousands of US\$)</i>		
	<i>Core financed</i>	<i>Non-core financed</i>	<i>Total</i>
<i>Funds and Programmes</i>			
UNDP	590 436	3 679 363	4 269 799
UNFPA	272 246	164 209	436 455
UNICEF	746 575	2 061 764	2 808 339
WFP	516 699	3 019 046	3 535 746
UNHCR	319 495	1 277 978	1 597 473
Other Funds and Programmes	773 817	697 753	1 471 570
<i>Specialized Agencies</i>			
FAO	48 972	512 888	561 860
ILO	237 968	159 354	397 322
UNESCO	143 169	228 213	371 382
UNIDO	116 506	102 616	219 122
WHO	452 499	1 253 779	1 706 277
Other Specialized Agencies	357 084	340 173	697 257
<i>Regional Commissions</i>	12 235	41 658	53 892
<i>Other¹</i>	55 583	150 076	205 659
Total Expenditures	4 643 284	13 688 871	18 332 155

¹ UNDESA, UNOCHA, PBSO

¹⁶ Reporting on contributions to WHO's operational work will be further refined in collaboration with that entity. For the time being, the entire WHO core budget is included in the above table.

(b) Geography

Figure 8 Top ten recipient countries of non-core funded expenditures in 2008

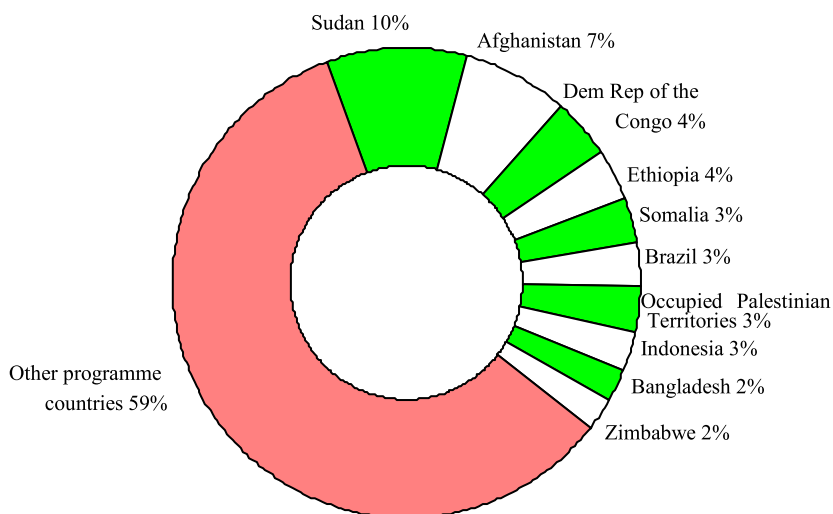


Table 6 Top twenty recipient countries of core and non-core funding in 2008¹⁷

Recipient	Expenditure ranking	
	Core	Non-core
Sudan	3	1
Afghanistan	8	2
Occupied Palestinian Territories	1	6
Dem Rep of the Congo	5	3
Ethiopia	4	4
Somalia	26	5
Kenya	6	10
Bangladesh	19	9
Uganda	12	12
Zimbabwe	43	9
Indonesia	..	7
Iraq	21	11
Chad	17	13
Pakistan	14	16
India	11	17
Myanmar	20	15
Jordan	53	2
Lebanon	10	18
Nigeria	9	20
Liberia	15	22

¹⁷ Brazil, Colombia, Panama and Argentina with major “self-supporting” non-core contributions, have not been included in the above list.

Table 7 Proportion of expenditures financed from core resources of selected entities in LDCs and non-LDCs¹⁸

This table shows the share of expenditures in least-development countries (LDCs) and other developing countries that do not belong to the LDC group that is financed from core contributions to the respective entities. Where the share is greater for LDCs than for non-LDCs, it means that non-core resources are less focused on LDCs compared to core resources.

	LDC	non-LDC
(Development-related)		
UNDP	18	8
UNFPA	58	67
UNICEF	31	22
FAO	15	24
UNIDO	4	3
WHO	..	..
(Humanitarian focus)		
WFP	12	7
UNHCR	..	..
UNRWA	..	..
Overall (excl. UNRWA)	21	14

¹⁸ Least-developed countries are considered the most vulnerable countries in the world as classified by the UN Committee for Development Policy (a subsidiary body of the UN Economic and Social Council).

Table 8 Proportion of expenditures financed from core resources by income groups¹⁹

The *first column* in this table shows the proportion of expenditures in the three income groups financed from core resources in 2008. For example, 62 per cent of expenditures of UNFPA in low-income countries were financed from core contributions in 2008. The *second column* shows the share of core resources spent in the three income groups. For example, 79 per cent of core resources in UNDP were spent in low-income countries; 17 per cent in low-middle income countries; and 4 per cent in upper-middle income countries. The *third column* shows the share of non-core resources spent in the three income groups. For example, 23 per cent of non-core resources in UNDP were spent in upper-middle income countries.

	CORE SHARE			CORE EXPENDITURE SHARE			NON-CORE EXPENDITURE SHARE		
	Low-Income	Low-middle income	Upper-middle	Low-Income	Low-middle income	Upper-middle	Low-Income	Low-middle income	Upper-middle
(Development)									
UNDP	20	7	2	79	17	4	45	31	23
UNFPA	62	65	61	69	24	6	70	22	6
UNICEF	31	16	21	84	13	3	71	24	4
FAO	15	25	36	53	31	13	69	22	5
UNIDO	5	3	1	58	34	7	39	42	16
WHO									
(Humanitarian)									
WFP	13	1	54	96	2	1	81	16	0
UNHCR									
UNRWA	..	63	50	0	88	12	0	80	20
Overall (excl. UNRWA)	22	11	7	81	14	3	63	24	10

¹⁹ Income groups are based on the World Bank's *World Development Indicators 2009* publication which groups countries according to 2008 GNI per capita.

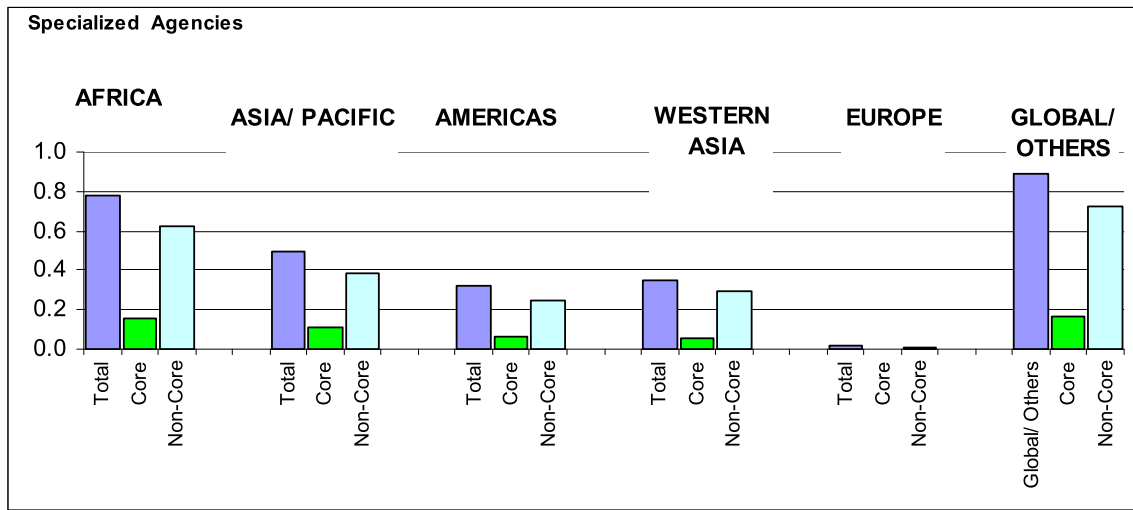
Table 9 Proportion of expenditures financed from core resources of selected entities by region (blank cells means no information available)²⁰

This table presents the share of expenditures in different regions that was financed in 2008 from core contributions. For example, 30 per cent of the expenditures of UNICEF in Africa were financed from core resources. This ratio was much lower in FAO or 19 per cent. It is particularly noteworthy that a considerable part (25%) of global programmes in funds and programmes were financed from core resources.

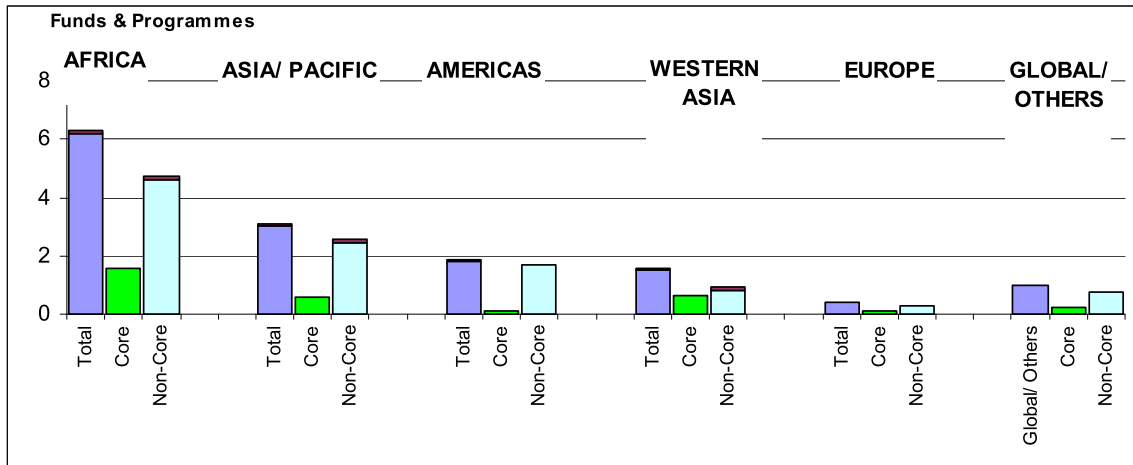
	Africa	Asia/Pacific	Americas	Western Asia	Europe	Global
(Development)						
UNDP	23	14	2	5	8	25
UNFPA	60	78	52	45	59	..
UNICEF	30	24	19	17	23	16
FAO	19	22	40	20	45	0
UNIDO	4	5	8	1	5	15
WHO	26	31	60	16	38	25
(Humanitarian)						
WFP	13	3	9	17	37	..
UNHCR	37	31	36	16	83	..
UNRWA	..	..	..	61	..	..
Overall	23	18	9	34	31	21
Specialized Agencies	21	25	43	17	27	26
Funds & Programmes	23	17	6	43	15	25

²⁰ See Annex II of the *Comprehensive statistical analysis of the financing of operational activities for development of the United Nations system for 2007* (A/64/75-E/2009/59) for a complete country-breakdown of the regions.

Graph 6 Expenditures of specialized agencies by region in 2008 (billions of US\$)



Graph 7 Expenditures of funds and programmes by region in 2008 (billions of US\$)



Annex I

Differences in OECD/DAC and UN system reporting

There are a number of important differences between the way the United Nations and DAC define, classify and report contributions to the UN system. The use of different definitions and classifications by the United Nations and DAC means that the UN contributions data cannot be added to or compared with the DAC ODA data without considerable double counting.

In UN statistics, both core and non-core funding from Governments to the United Nations system are classified as contributions to the United Nations for its operational activities. DAC classifies only core contributions from Governments as multilateral aid to the United Nations system, while non-core contributions, sometimes called “multilateral” assistance, are classified as bilateral aid.

The UN includes non-core contributions in its estimates because it considers that the purpose of both core and non-core Government contributions to the United Nations system is to support its operational activities. DAC classifies non-core contributions to the United Nations system as bilateral aid because it considers that donor Governments effectively control the use of non-core funds and that the UN entities are channels of delivery, as opposed to recipients, of aid.

This difference in the treatment of non-core contributions is the most important single cause of differences between the data published by the two organizations. This includes self-supporting contributions which are not treated as contributions to the United Nations by DAC, as DAC would have already classified them as contributions either directly to the recipient country or to the relevant development bank.

In addition, UN figures include contributions to the UN system from all non-DAC countries whereas the DAC does not collect data from some large non-DAC countries.

The UN data include contributions from NGOs and private organizations. In DAC statistics these are recorded under the category of private flows (i.e., not ODA), and those extended to the UN cannot be separately identified.

There are also other reporting differences currently under review, such as contributions to the United Nations system for thematic programmes, still mainly reported by DAC as bilateral aid but included in the United Nations financial statistics. It is not only a classification problem, but also a timing problem. For example, when a donor contributes money to a trust fund, it would probably be recorded as a disbursement by that donor (and thus by OECD/DAC) at the moment the donor makes the contribution. However, there may be a delay before those funds are transferred to the implementing agencies. Money is allocated to the United Nations entities implementing certain aspects of a project only when the project has been approved, and, once allocated, the amount is recorded as income by the UN.

Annex II

Key non-core funding modalities

Thematic funds

Thematic contributions remain a tiny source of funding for entities of the UN development system, except UNICEF. This form of contributions, however, may be considered the most attractive form of funding after regular resources and/or voluntary core funding, because such support is aligned with the strategic goals and priorities of the respective UN entity, while allowing for longer-term planning and sustainability. One advantage of thematic funds vis-à-vis other non-core funding modalities is lower transaction costs combined with less burdensome reporting, thus allowing more concentration on programming and achieving results. Member States may wish to discuss how to strengthen the role of thematic funds in the overall funding architecture of UN operational activities for development.

Multi-donor trust funds

As of the end of 2009, over \$4.5 billion had been invested in UN-administered MDTFs, with the vast majority of these resources being channeled through the UNDP MDTF Office. Fourteen of the twenty-eight MDTFs administered by UNDP are Delivering-as-One related.²¹ The experience in the UN system in administering such funds in post-conflict contexts has been mixed.²² The MDTFs are being used to address various humanitarian, recovery, reconstruction and development challenges that have emerged at the country-level as the result of 'horizontal' programming, including the UNDAFs. Such funds have well-defined objectives, but operate outside the strategic planning framework of UN agencies as special development situations cannot easily be foreseen and planned for. The MDTFs provide an instrument to enable UN entities to pool their technical resources to address difficult development challenges at the country-level.

Self-supporting contributions

Often countries provide resources, either in cash or in kind, to UN agencies for development activities in their own countries. In 2008, so-called "self-supporting" resources, channeled by Governments, through United Nations agencies for expenditure in their own country, amounted to \$1.73 billion. The top self-supporting contributing countries in 2008 were Panama, Brazil and Argentina.

Self-supporting contributions represent a large share of UNDP resources and reached \$1.04 billion in 2008. This type of financing is most prevalent in middle-income Latin American countries,

²¹ The experience from Tanzania suggests that the One UN Fund has fostered strategic focus, enhanced Government ownership, allowed for better performance on Paris indicators, reduced transaction costs and competition for funds, served as catalyst for harmonization of business practices and allowed better long-term planning, MDTF UNDG-Donor Meeting, 21 January 2010.

²² Lessons from operating MDTFs in Southern Sudan suggest the following: (a) if there is more than one pooled fund in a country, a joint management and governance structure should be created to enable joint assessments and improve synergies, (b) pooled funding mechanisms must be given sufficient management capacity including the deployment of sufficient numbers of appropriately trained professionals and allocations to cover necessary operational costs, (c) flexibility to respond to changing dynamics and insufficient Government capacity without compromising accountability must be included in the management arrangements of MDTFs and (d) a core set of harmonized procedures and guidelines for management and implementation of MDTFs, with specific fast-track provisions should be developed to enable efficient and accountable strategic results aligned to national priorities, MDTF UNDG-Donor Meeting, 21 January 2010.

where the host country channels funds through the local UNDP office, which receives a management fee for that service.

Programme and project specific funding

As presented in Figure 7, 71 per cent of non-core development-related contributions are programme or project specific funding. These contributions are often of an unpredictable nature. The rapid growth in such programme and project specific funding in the past decade has been an important factor in increasing transaction cost for UN entities. Negotiating individual funding agreements, tracking and reporting programming and financial data for hundreds or even thousands of individual projects, and reporting according to widely varying sets of requirements, for example, all add significant costs that fall outside of the organization's basic operating systems. As a result, agencies must juggle both large and small supplementary contributions in time frames inconsistent with their basic managerial processes. In some instances, supplementary funding is also still provided with conditions on monitoring and reporting that fall outside of the normal systems of the respective agencies. Such conditions are an important factor in increasing transaction cost.²³

There are also concerns that rapidly rising programme and project specific funding may distort the work priorities of UN agencies mandated by the respective governing body. While most UN organizations try to ensure that supplementary funding is aligned with strategic priorities, all such financing to some extent distorts the substantive direction set by the respective governing body. This poses a particular challenge for standard-setting specialized agencies, which collectively have seen the share of core funding decline from 36.8 per cent of overall contributions in 2003 to 30.0 per cent in 2008.²⁴ In addition, activities funded by extra-budgetary financing are often not subject to full cost recovery, which, de facto, means that they are being subsidized by core resources.

²³ Discussion paper on funding of UN technical cooperation activities, Lindores (2007).

²⁴ The ratio of regular/extra-budgetary resources among specialized agencies varies greatly. For ILO, for example, this ratio is much higher than the above figure or above 60 per cent.

**Elements of the discussion on
Strengthening governance of operational activities for development of the United
Nations system for enhanced system-wide coherence**

March, 2010

Main topics and elements raised by delegations during informal consultations of Working Group 1 (effective participation and decision-making in governing bodies) and Working Group 2 (functional coherence in governance and Secretariat support services).

1. Strengthening of Bureaus:

a) Enhancing the participation of bureaus in the substantive preparations for meetings of governing bodies

The current legislative framework on the roles and responsibilities of the General Assembly (GA), ECOSOC, Executive Boards (EBs) of funds and programmes and governing bodies of specialized agencies in governance of operational activities for development is generally felt to be sound. However, there is need to enhance coherence between the three tiers of the governance system, e.g. through greater interaction between Bureaus of governing bodies; revitalization of the joint meeting of boards; and improvements in the working methods of Bureaus.

Taking into account the particular characteristics of each organization, the Bureaus of governing bodies could particularly consider improvements in the following areas:

- a. Monitoring of agenda-setting, bearing in mind the need to achieve balance between managerial and technical responsibilities, the need to provide strategic and policy guidance, and the accountability EBs for the implementation of system-wide policies. The development of annual work plans, including organization of intersessional meetings of Bureaus, as appropriate, could be encouraged.
- b. Reviewing the quality of documentation with particular emphasis on the clarity of analysis and rationale of proposed decision(s).
- c. Strengthening the information sharing role of Regional Groups. Members of the Bureau could be invited to ensure that relevant information is distributed to their constituency. Information meetings before and during sessions of the EB's could be encouraged, as appropriate. Regional Groups could also be encouraged to share good practices in this area.
- d. Encouraging Bureaus, with the support of the Secretariat of ECOSOC, to develop "terms of reference" for Bureau members.
- e. Inviting Bureaus to report on progress in improving their functioning in the respective annual report.

2. Improving preparation for meetings of governing bodies:

- a) Strengthening Secretariat support services: Bureaus** could be invited to undertake/commission a functional review of Secretariat support services as means to improve the functioning of governing bodies. Secretariats could also be encouraged to

identify focal points for responding to requests/queries of Member States for information. The strengthening of Secretariat support services, however, should not divert resources from operational activities for development in programme countries.

- b) **Quality of documentation:** Guidance notes on meetings should be developed for Board Members, observers, chairpersons and the Secretariat. Board documents should follow a prescribed format, including brief description of the main issues to be considered. Policy statements could be reproduced in a compendium.
- c) **Draft decisions:** Documentation for meetings of EBs could include, in an annex, the required draft decision(s), including an explanatory note on the rationale for the proposed course of action. Notwithstanding the right of Member States to present draft decision(s) at any point in time, including during sessions of the EBs, the general principle could be to circulate such draft decisions well ahead of board meetings (e.g. two weeks). The Bureaus could also assess on a case-by-case basis, the need for undertaking informal consultations prior to the sessions of the EBs.

3. Strengthening participation of Member States:

- a) **Coordination at the national level:** Member States could be invited to consider ways to enhance policy coordination at the national level on issues relating to UN operational activities for development, which could include establishing cross-sectoral teams with the participation of officials representing Member States in the EBs.
- b) **Capacity building for participating Member States: The Secretariats of ECOSOC and Executive Boards of funds and programmes in cooperation with the Secretariats of governing bodies of relevant specialized agencies, if possible with the support of UNITAR, could be requested to prepare “advanced training courses” or workshops on UN operational activities for development in support of the participation of Member States in governing bodies. In depth analysis of the dynamics, functions and responsibilities of EBs, ECOSOC and other governing bodies should be provided to participants in such training courses.**
- c) **Financing of experts based in capitals:** To enhance the participation of national policy-makers from programme countries in ECOSOC and EBs of funds and programmes, funds should be provided to cover travel and per diem costs, including for pre-EB and pre-ECOSOC sessions, as appropriate (i.e. intersession bureaus’ meetings). In this regard, EBs could be requested to consider the following options:
 - a. Funding:
 - i. Establishment of a specific Trust Fund or use of existing Trust Funds.
 - ii. Financing through the regular budgets of the respective organization.
 - b. Prioritization: Depending on the availability of resources, each entity could explore mechanisms for prioritizing the participation of experts based in capitals, such as:
 - i. General use for all programme countries.
 - ii. Prioritizing a specific category of countries.
 - iii. Other mechanisms, such as ensuring equal regional participation.

A review of existing and past practices (e.g. ECOSOC Functional Commissions, or financing by country-based agencies and other organizations) could be undertaken.

Other ways of involving experts based in capitals in policy deliberations in governing bodies, such as video conferences, could also be explored, as an alternative to financing travel costs.

A time bound decision could be taken in this regard (e.g. 2 years), with continuity subject to assessment of results and impact.

Several delegations expressed concerns regarding the overall financial implications of these proposals, as well as of other elements discussed during the consultations.

4. Information for decision-making:

- a) **Compilation of legislative mandates of the three tiers of governance of the UN development system:** The UN Secretariat could be requested to undertake a compilation of all relevant legislative mandates pertaining to governance of the UN development system with a view to facilitating coherent decision-making in the three tiers of the governance system.
- b) **Comparative analysis of calendars, agendas, program of work of government bodies of the UN System for development:** the Secretary General could be requested to review the functional coherence of calendars, including for agenda setting and programmes of work, of the governing bodies of UN operational activities for development, in order to avoid colliding meetings and enhance coherence and coordination.
- c) **Field visits of members of EBs to programme countries.** EBs could consider ways to increase opportunities for board members to participate in field visits to programme countries, without diverting resources from development programmes at the country-level.
- d) **Creation of a central repository of information on United Nations operational activities for development:** Take note of the progress in the creation of a central repository of information on operational activities for development (A/RES/63/311, OP 16); expected to be launched in 2012. Member States could request that an update on the advances in the establishment of this mechanism be presented at the substantive session of ECOSOC in 2011.
- e) **Modalities for submission and approval of common country programmes on a voluntary basis:** Funds, programmes and agencies should support programme country governments which voluntarily decide to adopt common country programming as means for operationalizing the support of the UN system to national development effort. The four options proposed and the 'additional scenarios' outlined in paragraphs 30 and 31 in the Secretary-General's report as well as others¹ tabled by Member States during the

¹ Option 5- With a view to establishing modalities for the submission and approval of Common Country Programmes on a voluntary basis, the Joint Meeting of the Executive Boards convenes a single session to allow for the consideration of CCP's to be followed by the posting of a revised CCP on the websites of the four agencies for approval of the agency-specific portion of the revised CCP by the relevant governing bodies on a non-objection basis;

Option 6- With a view to establishing modalities for the submission and approval of Common Country Programmes on a voluntary basis, the Operational Segment of ECOSOC convenes a single session to allow for the consideration of CCP's following which a Chair's summary of the discussion will be submitted to the relevant governing bodies as input prior to their approval of the agency-specific portion of the CCP;

meetings of the two working groups, for reviewing and approving common country programmes, submitted on a voluntary basis, will be further examined in the consultations in Cluster 4 on “delivering-as-one”.

- f) **Survey on the problematic at the country level:** Funds and programmes could be requested to conduct periodically “customer satisfaction surveys” for country programmes in order to identify key challenges faced by programme country governments and other national partners in dealing with the UN development system, with a view to informing policy-making by governing bodies. The results of such surveys should be published and made available to Member States and other constituents.
 - g) **Regular briefings to Member States and other constituents:** Funds, programmes and specialized agencies could be requested to conduct regular briefings to Member States and other constituents on progress in implementing strategic priorities of the respective entities, with particular focus on issues of concern to programme countries, including the implementation of system-wide policies.
 - h) **Strengthening substantive dialogue with CEB:** The CEB could be requested to regularly brief Member States on current and planned work priorities so as to allow for enhanced substantive dialogue on important system-wide strategies including through holding interactive sessions following their strategic meetings. Some delegations expressed their interest in having exchanges that go beyond briefing Member States *ex post* on decisions taken by the CEB, while others emphasised that the CEB Members have their own Governance structures, and that additional mechanisms of exchange shouldn't be overly cumbersome. There seems to be a general understanding that no additional intergovernmental decision making mechanisms are needed.
 - i) **Strategic notes of Executive Directors:** Executive Directors of funds, programmes and specialized agencies could be requested to include in their respective annual report information on measures undertaken to implement system-wide policies as well as other strategic priorities of the respective organization.
-

Working Group

Funding of operational activities for development

Background

Operational activities for development, including humanitarian assistance, constitute 60 per cent of all system-wide activities of the UN.¹ Between 1993 and 2008, total contributions to the UN development system grew by 5 per cent annually, in real-terms, compared to 1.5 per cent for OECD/DAC ODA flows. The increase in contributions to the UN development system was almost exclusively in non-core resources, which nearly tripled in real-terms, while growth in core funding was close to zero. About 10 donor countries accounted for 80 per cent of all core resources flows to the UN development system in the 2007/2008 biennium.

Of non-core development-related funding in 2008, about 71 per cent was programme and project specific, with self-supporting contributions of programme countries accounting for 18 per cent; multi-donor trust funds for 8 per cent; and thematic funds for 3 per cent. A preliminary review of actual programme expenditures at regional and programme country-level seems to confirm that core resources continue to cover a higher share of UN institutional costs compared to non-core funding.²

The predictability of contributions to operational activities for development, particularly core funding, is important for effective resources management by both programme countries and the UN development system. In the same vein, attracting additional and stable funding to UN operational activities for development requires demonstrating the effective and efficient use of resources.

A notable change has taken place in the targeting of operational activities for development in the past few years, with more than 50 per cent of expenditures in 2008 in least-developed countries (LDCs) compared to 39 per cent in 2003. For core resources, 81 per cent was spent in low-income countries in 2008 while 14 per cent of expenditures were in low-middle income countries and 3 per cent in upper-middle income countries.³ For non-core contributions, the same percentages were 63, 24 and 10 per cent respectively.

Selected issues

1. What are the *principles* that should guide the intergovernmental dialogue on funding of operational activities for development?
2. Can the concept of “*critical mass*” assist in building consensus on the need for greater predictability of funding for operational activities for development? How can the “critical mass” concept be defined and operationalized in UN entities?
3. What factors, both UN and donor-related, might increase core resources flows to UN entities? Should the concept of core and non-core be redefined? How can improved planning and reporting on results at country-level help increase core resources flows?
4. How could the *predictability* of core and non-core resources flows to the UN development system be improved?
5. How could *governance* of non-core resources flows to UN entities be strengthened?

¹ With peacekeeping operations accounting for 25 per cent and “norm-setting and other” for 15 per cent.

² This follows the approach whereby non-core cost recovery principles are based on the recovery of direct costs and variable indirect costs and not the so-called fixed indirect costs needed to finance the base structures of UN entities.

³ Income groups are based on the World Bank’s *World Development Indicators 2009* publication which groups countries according to 2008 GNI per capita.

6. How can Member States improve their ability to *monitor resources flows and trends*, and better understand the implications of different funding modalities, including the relevant management and administrative costs?

Process

Deliberations in the WG are expected to be informal and issue-driven. The WG can meet as often as necessary, as long as those meetings do not coincide with others relating to the system-wide coherence process. The WG is encouraged to invite UN experts and outside resources persons to contribute to its deliberations. The WG should complete its work by **12 April**.

Outcome/output

Deliberations in the WG should result in the submission of either elements for a negotiating text or of possible elements for legislation if the latter can be identified, accompanied by a summary of discussions if deemed necessary by the co-chairs.

Summary of Discussions by Co-Facilitators, 12 March 2010
Delivering as One, Common Country Programmes

It seems there is wide agreement that:

1. We should support the desire of a country that volunteers to use one document at country level to set out and agree on how the UN will support that country and operationalise the UNDAF (where one exists).
2. When such a document comes to HQ, it should be submitted to each governing body of the UN Agencies, Funds and Programmes, together with a very short transmittal note that summarises for each body the role and resources required from that body. It is the transmittal note that would then be approved by the Ex. Board. This understanding is very close to Option 2 in the report.
3. In addition there has been discussion about approval or review of the whole Common Country Program in some forum. There is no clear consensus on this aspect. No single body has the decision-making mandate or authority to approve the CCP. There seems broad preference not to change mandates or legislation but to find ways to improve how we act within existing legislation/mandates.
4. While there is no agreement on a single approval, there have been some discussions on a coherent review to allow member states to see how policies are being applied in a coherent way, while approval still rests with the different boards. Two new options along these lines have emerged from our discussions:
 - a. Review of the CCP by ECOSOC, "Option 6", proposed by Switzerland
 - b. Review of the CCP at the Joint Board meeting of the Executive Boards, "Option 5", proposed by Canada

The Co-Facilitators encourage delegations to send further views on this issue.



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Agenda item 114

Follow-up to the outcome of the Millennium Summit

Comprehensive proposal for the composite entity for gender equality and the empowerment of women

Report of the Secretary-General

Summary

The present report is submitted in response to General Assembly resolution 63/311. Building on notes by the Deputy Secretary-General, it presents a comprehensive proposal for a composite entity for gender equality and the empowerment of women. The report sets out the mission statement and organizational arrangements, including an organization chart and provisions related to funding and an Executive Board to oversee operational activities.

The report proposes that the composite entity be a subsidiary organ of the General Assembly and report to the General Assembly through the Economic and Social Council. The Commission on the Status of Women will play a crucial role in guiding its work and an Executive Board will oversee its operational activities.

The composite entity will be the centre of the gender equality architecture of the United Nations system, which comprises the capacities of the whole system working for gender equality and women's empowerment. It will combine the mandates and assets of the four existing gender equality entities, and will perform new and additional functions to close the gaps and address the challenges in the gender equality work of the United Nations system. It will provide coherent and timely support to Member States in their efforts to enhance their capacity to achieve gender equality, consistent with the principles of national ownership.

* Reissued for technical reasons on 4 March 2010.



The report proposes a Headquarters structure to cover the new functions and continue to implement existing mandates. It accords priority to strengthening United Nations capacity at the country level and leading a more coherent United Nations system response at the country and regional levels. The composite entity will be led by an Under-Secretary-General to ensure the necessary authority and leadership. The Under-Secretary-General will be a member of all senior United Nations decision-making bodies.

The report examines the implications of the functions of the composite entity for funding from assessed and voluntary contributions. It suggests that approximately \$125 million per annum is needed for a basic staff complement, related operating costs and “start-up” capacity at the country, regional and Headquarters levels, as well as an additional \$375 million per annum in the initial phase to respond to country-level requests for United Nations programmatic support.

The composite entity will apply the lessons of coherence, efficiency and effectiveness emerging from good practices at all levels. The composite entity will add value by providing capacity to meet the need for:

- (a) A strong voice for women and girls at the global, regional and local levels;
- (b) Better support for Member States as they enhance the normative and policy environment for accelerating progress towards full equality for women and girls, both globally and locally;
- (c) Assistance for national partners as they respond to critical gaps and challenges, by leading the United Nations system in developing and implementing innovative and catalytic initiatives;
- (d) An enhanced United Nations response to the country-defined needs and priorities of women and girls, including the development of national capacity, by leading the United Nations system to work in a more effective, collaborative and coherent way.

The establishment of the composite entity will not relieve any other parts of the United Nations system of their responsibility for contributing to the promotion of gender equality and women’s empowerment and for addressing women’s rights and needs. Rather, the new entity will sharpen the focus and impact of the gender equality activities of the entire United Nations system by working through the United Nations System Chief Executives Board for Coordination at the global level, the regional directors teams and the Regional Coordination Mechanism at the regional level and the resident coordinator system at the country level to ensure clarity of roles and responsibilities and support for a more coherent and scaled-up response. Within that context, the composite entity will play a key role in addressing critical gaps and challenges in the current response.

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I. Introduction

1. The General Assembly, in its resolution 63/311, strongly supported the consolidation of four United Nations entities — the Office of the Special Adviser on Gender Issues and Advancement of Women, the Division for the Advancement of Women, the United Nations Development Fund for Women (UNIFEM) and the International Research and Training Institute for the Advancement of Women (INSTRAW) — into a composite entity, taking into account existing mandates, and requested the Secretary-General to produce a comprehensive proposal specifying, *inter alia*, the mission statement of the composite entity, the organizational arrangements, including an organization chart, funding and the executive board to oversee its operational activities in order to commence intergovernmental negotiations. The present report responds to that request and sets out a comprehensive proposal and recommendations for consideration by the General Assembly at its sixty-fourth session.

2. A number of recent papers on the United Nations reform of the gender equality architecture provided comprehensive details of the challenges facing the United Nations system with regard to the capacity to support gender equality and the empowerment of women.¹ As stated in the note by the Deputy Secretary-General of 5 June 2008, despite significant and innovative efforts made by individual entities, gaps and challenges within the United Nations, including in the areas of coordination and coherence, authority and positioning, accountability and human and financial resources, continue to hinder the capacity of the United Nations system in effectively responding to Member States' needs. These challenges must be addressed if the United Nations system is to better support Member States in their efforts to achieve the goal of gender equality and the empowerment of women and girls at the national level.

3. Gender inequalities remain deeply entrenched in every society. Women lack access to decent work and continue to face occupational segregation and gender wage gaps. In too many cases, they are denied access to basic education and health care. Some 500,000 women and girls still die every year in pregnancy and childbirth. Women in all parts of the world are not able to exercise their human rights and they suffer violence and discrimination. Women are underrepresented in political processes and decision-making in all areas. Gender equality and the empowerment of women and girls are inextricably linked to poverty eradication and human development, and the internationally agreed development goals, including the Millennium Development Goals, will not be met by 2015 unless women and girls are empowered.

4. The progress made by many countries in strengthening their normative and policy frameworks for gender equality has led to a much greater demand for support to translate those frameworks into actual changes in the lives of women and men. While the United Nations system is uniquely positioned to respond to that demand,

¹ These include the Deputy Secretary-General's concept note on a strengthened architecture for gender equality and empowerment of women, of 1 August 2007; a note on United Nations system support to Member States on gender equality and women's empowerment, of 5 June 2008; a note on institutional options to strengthen United Nations work on gender equality and empowerment of women, of 23 July 2008; a note on further details on institutional options for strengthening the institutional arrangements for support to gender equality and the empowerment of women, of 5 March 2009; a consolidated response, of 3 June 2009, regarding questions raised following discussions of the note of 5 March 2009; and a PowerPoint presentation on 8 June 2009.

it must improve its performance and address remaining gaps and challenges, including through increased capacity and a strengthened gender equality architecture.

II. Mission statement

5. Grounded in the vision of equality enshrined in the Charter of the United Nations, the composite entity will work for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the centre of all its efforts, the composite entity will lead and coordinate United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It will provide strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors.

III. Functions and structure

6. The composite entity will have eight functions, as outlined in the Deputy Secretary-General's papers of August 2007 and July 2008. These are the following:

(a) Provide substantive support to United Nations bodies (the Commission on the Status of Women, the Economic and Social Council, the General Assembly and the Security Council) in which commitments, norms and policy recommendations on gender equality and gender mainstreaming are discussed and agreed upon;

(b) Support national efforts to promote and enhance gender equality and women's empowerment through innovative and catalytic country-driven programming, working with the entire United Nations country team, including on gender mainstreaming, capacity development and the provision of targeted technical cooperation, in line with national priorities;

(c) Undertake global, regional and national advocacy efforts on issues critical to gender equality and women's empowerment to ensure that under-recognized and under-resourced issues receive national, regional and global attention;

(d) Support Member States in implementing and monitoring the 12 critical areas of the Beijing Platform for Action, the outcome document of the twenty-third special session of the General Assembly, Security Council resolutions 1325 (2000) and 1820 (2008) and other resolutions, as well as the Convention on the Elimination of All Forms of Discrimination against Women;

(e) Undertake new, and consolidate existing, research and analytical work to support overall objectives, and act as a hub/centre of knowledge and experience on gender equality and women's empowerment from all parts of the United Nations system;

(f) Lead and coordinate United Nations system strategies, policies and actions on gender equality and women's empowerment to promote effective system-wide gender mainstreaming, drawing fully on the comparative advantage of United Nations actors;

(g) Strengthen the accountability of the United Nations system, including through oversight, monitoring and reporting on system-wide performance on gender equality;

(h) Monitor and report on system-wide compliance with intergovernmental mandates on gender balance, including at the senior and decision-making levels.

7. The establishment of the composite entity will not relieve any other parts of the United Nations system of their responsibility for contributing to the promotion of gender equality and women's empowerment and for addressing women's rights and needs. Rather, the new entity will sharpen the focus and impact of the gender equality activities of the entire United Nations system by working through the United Nations System Chief Executives Board for Coordination (CEB) at the global level, the regional directors teams and the Regional Coordination Mechanism at the regional level, and the resident coordinator system at the country level, to ensure clarity of roles and responsibilities and support for a more coherent and scaled-up response. Within this context, the composite entity will play key roles in addressing critical gaps and challenges in the current response.

8. The functions of the composite entity are set out below as the basis for the proposed staffing and as reflected in the organization chart.

A. Country-level functions

9. The composite entity will work as a member of the resident coordinator system at the country level. The work of the entity will vary from country to country. The composite entity may be expected to perform the following critical functions in a flexible manner, subject to host country needs and circumstances and the availability of resources:

(a) **Support national efforts to promote and enhance gender equality and women's empowerment by providing policy advice and institutional support to Member States in policy and programme development that is supportive of progress towards gender equality in all areas.** The composite entity will also support national efforts through innovative and catalytic country-driven programming, including gender mainstreaming, capacity development and targeted technical cooperation, in line with national priorities. The entity will work with national partners and the United Nations country team to identify key national priorities and critical issues impeding progress on gender equality and women's empowerment and to support the development of a coherent United Nations system response, making accessible to national partners the full range of United Nations system expertise. Where gaps are identified, it will work with relevant entities of the United Nations system to demonstrate innovative approaches and design targeted technical assistance and/or support for gender mainstreaming that can be scaled up by national, multilateral or bilateral partners, with larger investments;

(b) **Undertake advocacy on issues critical to gender equality.** The composite entity will lead United Nations system advocacy work at the country level by providing a strong voice for, and encouraging greater investment in, the promotion of gender equality and women's empowerment. The composite entity will raise gender equality-related issues in discussions at the level of heads of agency in the United Nations country team and with other members of the international community. The composite entity will work closely with national mechanisms for

gender equality, women's organizations and other national actors, and will support the participation of women in decision-making processes;

(c) **Support Member States in implementing and monitoring intergovernmental agreements.** The composite entity will offer support to Member States in the follow-up to, and reporting on, relevant resolutions, processes and outcomes, such as implementation with respect to the 12 critical areas of concern in the Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women, the gender aspects of internationally agreed development goals, including the Millennium Development Goals, and Security Council resolutions 1325 (2000) and 1820 (2008) and other relevant resolutions. The composite entity, together with other United Nations entities, will support the capacity development of national statistical institutions, national mechanisms for gender equality, women's groups and women's networks in order to strengthen collection and analysis of sex-disaggregated data and its use in follow-up and reporting processes;

(d) **Act as a hub/centre of knowledge and experience on gender equality.** With strong support from Headquarters and at the regional level, and drawing on the experiences of other entities of the United Nations system, the composite entity will be a hub of knowledge on the situation of women and girls in a given country and practices that have proved successful ("what works") in advancing gender equality. It will support local cutting-edge research and evaluation, identify the best technical expertise from within and outside the United Nations system and support South-South exchange. The composite entity will link the national research institutions with the regional and global gender equality research and evaluation agenda, as well as with work being undertaken in other countries;

(e) **Lead and coordinate United Nations system actions on gender equality.** The composite entity will work as a full member of the United Nations country team, under the overall leadership of the resident coordinator and as leader of the United Nations gender theme group. It will enhance the quality and coherence of United Nations support for national efforts to advance gender equality and women's empowerment. Working closely with United Nations country team members, including non-resident agencies, it will offer technical support and "upstream" policy advice to national and United Nations processes, including analysis of the situation of women and girls and the development of policy support and programmatic responses, taking full advantage of common country assessment/United Nations Development Assistance Framework processes. With each United Nations organization working within its areas of comparative advantage and mandates, it will use the emerging good working practices for country-level coherence to develop a coherent United Nations response to national challenges facing women and girls, avoiding duplication and fragmentation;

(f) **Strengthen the accountability of the United Nations system.** With leadership and strong support from the resident coordinator, the composite entity will work with United Nations country team members to strengthen their commitment to achieving results that respond to national gender equality priorities, as part of the United Nations Development Assistance Framework, its budget framework and resulting joint programmes. The composite entity will help the United Nations country team align its gender equality programmes to United Nations system-wide agreements on gender mainstreaming (see para. 11 below) and strengthen accountability for performance by producing regular reports and facilitating tracking to monitor progress in gender equality against agreed roles,

responsibilities, resources and results. In line with the United Nations Development Group management and accountability system, the in-country representative of the composite entity will have direct accountability to the entity, as well as collegial accountability to the resident coordinator and the United Nations country team for providing the leadership and support necessary for a coherent and efficient United Nations response to national needs in the area of gender equality;

(g) **Provide capacity development and training.** The composite entity will contribute to training and provide ongoing technical advice and information on emerging issues related to gender equality for national partners, including staff of national mechanisms for gender equality and women's organizations, and for United Nations staff. Training programmes will be developed and tested, and good practices introduced drawing on experience in country and elsewhere. Training opportunities will be supported in country and elsewhere, including a dedicated capacity for training related to gender equality and gender mainstreaming.

B. Regional-level functions

10. The composite entity will have a staff presence in the United Nations regional operational support and oversight hubs. As part of the regional directors team, a strong team of technical specialists in these hubs will work with gender equality specialists in other United Nations organizations, including the regional commissions, to ensure that demand for technical expertise from national partners and regional organizations is met in a timely and effective manner. At the regional level, the composite entity will:

(a) Draw on the resources of other United Nations entities, as well as its own resources, to provide technical support to countries where the entity has no field presence, or extra capacity to meet short-term additional needs;

(b) Provide oversight and guidance to its country-level staff;

(c) Work as a member of the regional directors team, providing quality assurance, advice and support to United Nations country teams, including for the common country assessment/United Nations Development Assistance Framework process. The composite entity will work in close partnership with the regional commissions to enhance the linkages between the normative and the operational aspects of gender equality and women's empowerment in the region. Within this context, the entity's regional-level staff will co-chair (together with the staff of the respective regional commission) the Regional Coordination Mechanism's new or existing working groups on gender equality so as to provide coherent guidance and support for regional data collection, research and analytical work pertaining to the situation of women and girls in the region;

(d) Develop and provide responses to region-specific challenges, including training opportunities and advocacy campaigns, in collaboration with other regional entities, for national actors and United Nations staff at the regional level, drawing on resources from across the United Nations system.

C. Headquarters-level functions

11. At Headquarters, the composite entity will provide substantive support to intergovernmental processes. In addition to other global functions, it will support regional and country-level activities. For its key Headquarters functions, the composite entity will:

(a) **Provide substantive support to intergovernmental processes on gender equality and the empowerment of women, in particular the Commission on the Status of Women, the Economic and Social Council, the General Assembly and the Security Council, including support for reviews of progress in the achievement of the goal of gender equality and the implementation of the gender mainstreaming strategy.** Activities will include undertaking research and policy analysis; the preparation of mandated parliamentary documentation, recurrent and non-recurrent publications and technical materials; the substantive servicing of meetings, including plenary meetings and informal consultations; the convening of expert group and technical meetings; the preparation of panel and round-table discussions; the facilitation of the participation of non-governmental organizations (in accordance with established mandates and practice); the dissemination of information on intergovernmental outcomes and the facilitation of follow-up by different stakeholders; and outreach to stakeholders and the facilitation of linkages among them, including national mechanisms for gender equality, women's organizations and networks and academia;

(b) **Undertake advocacy on issues critical to gender equality and women's empowerment.** Activities will include leading global advocacy for the elimination of discrimination against women and working to ensure the practical realization of the principle of equality between women and men as partners in, and beneficiaries of, development, human rights and peace and security and the achievement of the internationally agreed development goals, including the Millennium Development Goals;

(c) **Lead and coordinate United Nations system actions on gender equality and women's empowerment.** The composite entity will advise the Secretary-General and CEB on gender equality and women's empowerment, on the gender perspectives of all issues on the United Nations agenda and on strengthening coherence and implementation of United Nations gender equality policies; lead inter-agency working groups on gender equality for the High-level Committee on Programmes, the United Nations Development Group and other coordination bodies and, working through those bodies, refine United Nations policies, strategies and action plans for promoting gender equality and strengthening the implementation of the gender mainstreaming strategy; develop approaches for translating international agreements into more effective action at the country level; secure agreements on roles and responsibilities for gender equality across the United Nations system, including coordination bodies working on development, peace and security, humanitarian action and human rights; and forge global inter-agency partnerships, coalitions and programmes to provide catalytic, coordinated support to United Nations regional and country teams;

(d) **Strengthen the accountability of the United Nations system on gender equality/gender mainstreaming.** Through the CEB cluster and the United Nations Development Group gender task team, the composite entity will build on existing efforts to monitor performance and hold the United Nations system accountable for living up to its own commitments and agreed results at the global and country

levels, including regular monitoring of system-wide progress. On this basis, it will recommend areas where new policies or strategies are needed, including performance incentives, capacities and arrangements;

(e) **Monitor and report on United Nations system compliance and efforts to develop and apply internal United Nations gender equality policies, including achieving gender balance, eliminating harassment and promoting work-life balance;**

(f) **Provide capacity development and training opportunities.** The composite entity will lead the United Nations system in developing and updating action-oriented training programmes for national partners and United Nations staff to provide them with critical skills and knowledge on gender equality and women's empowerment, including gender mainstreaming, gender-responsive budgeting and monitoring and evaluation. A strong partnership with the United Nations Staff College in Turin, Italy, could be established with the training capacity of the new entity, which could be based in the current United Nations gender facility in Santo Domingo. The composite entity will design and implement programmes to encourage training at the regional and country levels;

(g) **Develop strategic partnerships with multilateral and regional organizations whose actions and policies have an impact on gender equality and women's empowerment, including the international financial and trade organizations (such as the World Bank, the International Monetary Fund and the World Trade Organization), regional development banks and other regional entities;**

(h) **Foster strong linkages with civil society and women's organizations.** The composite entity will provide a dynamic linkage with, and support to, women's organizations and networks at all levels in order to enhance their efforts to promote gender equality and women's empowerment. Given the importance of such partnerships, the Executive Director will find ways to ensure that she/he can benefit from the advice of civil society and women's organizations on a regular basis, including through the establishment of an advisory board;

(i) **Undertake new and consolidate existing research and analytical work and act as a hub/centre of knowledge and experience on gender equality and women's empowerment.** The composite entity will conduct and share research, analysis and synthesis activities on gender equality, drawing on experiences, good practices and lessons learned at the country level and a robust evaluation function; share and disseminate knowledge from the United Nations system and other actors, using state-of-the-art technology to reach the widest global audience, including through WomenWatch and other multimedia channels; produce, on a regular basis, reports, publications and information/policy briefs that make the outcomes of normative deliberations and the latest knowledge on gender equality easily accessible; maintain a database of international expertise on gender equality within and outside the United Nations system; and work in partnership with international research and evaluation institutions to ensure that current policy agendas at all levels are systematically informed by knowledge generated through applied gender equality research and policy analysis of the strategic and practical needs of women and girls;

(j) **Mobilize resources from Governments, civil society and the private sector to support efforts to meet the needs of women and girls.** The composite entity will leverage funds by encouraging the United Nations system to increase its

investment in gender equality activities. It will mobilize funds for its own work, for making grants directly to national partners (such as the Fund for Gender Equality), for United Nations system-wide activities (such as the United Nations Trust Fund to End Violence against Women) or for funding United Nations country-level joint programmes (such as the Millennium Development Goal acceleration fund), using United Nations Development Group tools and approaches;

(k) **Manage its resources effectively.** The composite entity will exercise all managerial functions necessary to ensure the effective use of all of its resources. This will include strategic planning and oversight, programme planning and budgeting, finance and administrative support services, human resources management and information technology. The composite entity will share certain central services with other United Nations organizations, whenever possible and cost-effective, to keep overhead costs to a minimum. At the Headquarters level, these services could include treasury, legal affairs, procurement and audit. At the country level, in the spirit of United Nations coherence, the composite entity will procure its support services from other United Nations entities, such as the United Nations Development Programme or other cost-effective United Nations sources.

D. Presence and capacity to undertake functions

12. The commitment to gender equality and the empowerment of women is applicable across all levels of development, in all regions and in all countries. The composite entity will aim to ensure universal coverage of gender equality issues and will seek strategic engagement with all 192 Member States. The capacity to implement and monitor progress towards gender equality and women's empowerment at the national level should exist in all countries. Analysis of good practices and lessons learned will draw on the experiences of all countries.

13. Successfully implementing the functions outlined above and meeting the expectations of Member States and civil society will require adequate human and financial resources. The consolidation of the four existing gender equality entities (with a total of 401 staff members and a combined budget of \$225 million in 2008), together with the gender equality capacities of the entities of the United Nations system, will provide a starting point. Additional capacity will be required in order for the entity to make a notable difference.

1. Country- and regional-level presence

14. In recognition of the major gaps in financial and technical resources, strengthened United Nations capacity at the country level must be prioritized, including with significant increases in national-level Professional and support staff. The physical presence at the country level will be dependent on country needs, requests from Governments, existing national and in-country United Nations capacity and funding available to the composite entity. A range of in-country presences is envisaged, from small operations in some countries to much larger operations in countries with greater needs. The staff presence will range from one National Professional Officer with support staff to larger teams of international and national Professional staff with national support staff, with most countries requiring an arrangement between the two (see annex for estimates).

15. UNIFEM currently has a presence in more than 80 countries, where it responds to the greatest needs. The United Nations capacity to respond, however, has been far below country demand for support and expertise. In the first phase of the

establishment of the composite entity, emphasis could be placed on maintaining a minimum basic presence in those 80 countries, as well as deploying teams in the six United Nations regional operational support centres to provide core services in countries where the composite entity does not have a physical presence. A total of approximately 760 staff would be needed for the start-up capacity in those 80 countries, including 600 national staff, compared with the current total of 196 field staff. Country-level support services will be procured from other United Nations entities, thus keeping staffing levels as low as possible. Those figures are very approximate estimates. Over time, the new entity would ideally have capacity in every country that requests support. Achieving that goal, however, will depend on resource availability.

16. Criteria for country support would be established by the Executive Board of the entity. Such criteria could include the level of need facing women and girls, strategic opportunities to advance gender equality issues, for example in post-conflict contexts, and opportunities to increase the impact of a significant United Nations country presence through enhancing coherence.

17. When planning the provision of technical support at the country level, the full range of gender equality expertise within the United Nations country team would be taken into account in order to maximize the use of existing resources and avoid duplication in technical support. Country-level support could also be provided by staff at the Headquarters or regional levels, in particular in meeting short-term, time-bound requests, such as in the context of major national planning exercises.

18. The expansion of field capacity would be approved by Member States through Executive Board decisions and would depend on the voluntary funding available.

2. Headquarters

19. In order to address the gaps and challenges identified, the entity must have capacity at the Headquarters level to provide strong leadership and authority; strengthen coherence between the normative guidance generated by intergovernmental bodies and operational support provided to national partners at the country level; enhance United Nations system coherence; and strengthen the mobilization and management of resources. In addition, the Headquarters functions necessary for the existing mandates of the four entities will need to be provided, including the mandates for training and research.

20. Member States have agreed that the new entity will be led by an Under-Secretary-General. The leadership of the Under-Secretary-General is central to the success of the composite entity. The position will require new capacity that cannot be met by redeploying existing posts and will require new funding from the regular budget.

21. In the table below, the existing Headquarters capacity of the four entities is compared with that of the proposed new entity. The existing senior-level capacity at the Headquarters level in the four entities is limited and will need to be strengthened. The proposed senior management team would include one Under-Secretary-General position, two Assistant Secretary-General positions and two D-2 positions. While there is considerable capacity in terms of Professional Headquarters posts between the four existing entities, a review of the functions of Professional posts at the Headquarters level in the four entities reveals no significant overlap, owing to their different mandates, which means that programme/policy

guidance and support at the Headquarters level will require more capacity than is currently available.

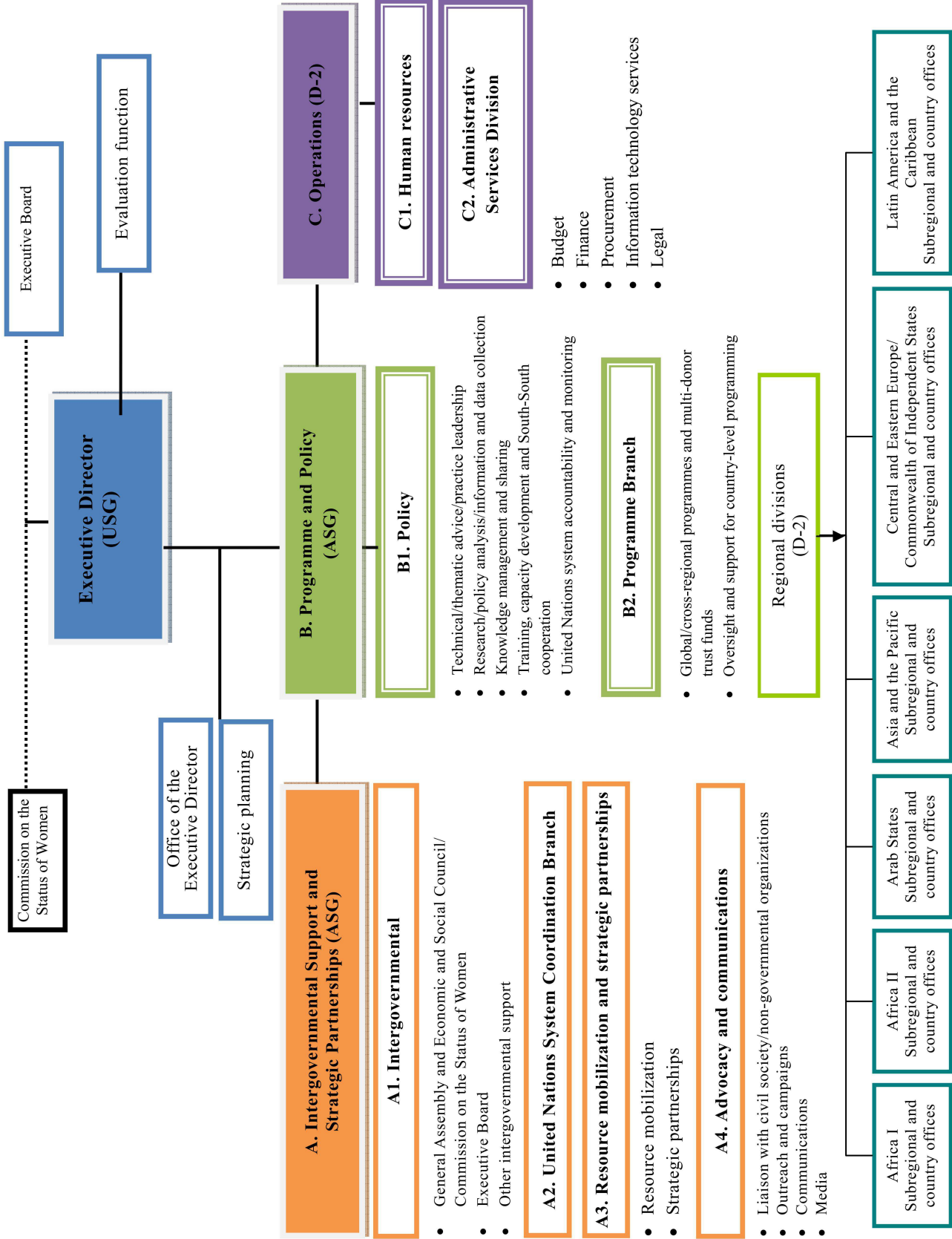
Current and proposed staffing for basic Headquarters capacity

<i>Level</i>	<i>Headquarters support</i>	
	<i>Proposed</i>	<i>Existing</i>
Under-Secretary-General	1	0
Assistant Secretary-General	2	1
D-2	2	3
D-1	6	6
P-2-P-5	138	138
National Officer	—	—
General Service	65	65
Total	206	205

22. Over the following months, as part of the transition process, the exact number and level of posts required will be established by means of a detailed functional analysis, and budget submissions will be made through the Advisory Committee on Administrative and Budgetary Questions and relevant authorizing bodies. The source of funding for posts will be linked to functions. The United Nations regular budget (assessed contribution) will continue to be used to fund support for the work of intergovernmental bodies, especially the Commission on the Status of Women, in order to ensure predictable funding for that critical function.

E. Organization chart and structure

23. It is proposed that the headquarters of the composite entity be organized in three main divisions (see chart below). Under the Executive Director, the Intergovernmental Support and Strategic Partnerships Division would be led by an Assistant Secretary-General and would provide support for intergovernmental processes, United Nations coordination processes, global-level public outreach and advocacy and resource mobilization. The Programme and Policy Division, also led by an Assistant Secretary-General, would provide guidance to regional- and country-level staff on translating intergovernmental guidance into actionable programmes of support from the United Nations system to national actors. The Programme and Policy Division would also have at its disposal the thematic technical expertise needed to provide input to intergovernmental processes, as well as support to the United Nations system. It would undertake research and analysis on progress made, emerging trends, challenges and good practice. It would also monitor the effectiveness of United Nations coordination. Research and training activities would also be led by the Programme and Policy Division, although some of those activities would be carried out on a decentralized basis at the regional and country levels. A senior post (D-2) will be necessary for oversight of the regional and country offices. The Operations Division would provide headquarters service, support and oversight in the operational areas, and would be led by a Director (D-2).



IV. Organizational arrangements

A. Legal identity

24. The new entity will be a composite entity that combines policy and normative support functions with country-level operational and technical support responsibilities. In order for the composite entity to perform those functions — consistent with the status of other United Nations entities that have such composite elements (such as the United Nations Human Settlements Programme and the Office of the United Nations High Commissioner for Refugees) — the composite entity will be a subsidiary organ of the General Assembly. The entity will have its own financial regulations and rules, and the Executive Director will have full authority in respect of all financial matters. In addition, the Executive Director will have delegated authority for the composite entity from the Secretary-General in administrative matters.

B. Governance

25. Discussions with Member States have confirmed the need for a tiered governance approach that will both reflect the operational activities carried out by the new entity and its role in supporting the policy and normative work of the intergovernmental bodies on gender equality, such as the General Assembly, the Economic and Social Council and the Commission on the Status of Women.

26. The Commission on the Status of Women, as a functional commission of the Economic and Social Council, is the principal global United Nations policymaking body dedicated exclusively to the promotion of gender equality and the empowerment of women. The Commission prepares recommendations and reports to the Council on promoting women's rights in the political, economic, civil, social and educational fields. It makes recommendations to the Council on urgent problems requiring immediate attention in the field of women's rights (see E/2008/INF.3 and Corr.1, sect. II, A.4, and Economic and Social Council resolution 2009/15).

27. Given its mandate, the Commission will play a crucial role in the work of the composite entity. Its recommendations to Governments, entities of the United Nations system, civil society actors and other institutions, to be implemented at the international, national, regional and local levels, will guide the activities and operations of the composite entity.

28. In accordance with paragraph 3 of resolution 63/311, it is proposed that an Executive Board be established to oversee the operational activities of the composite entity. The Executive Board will perform functions in line with those of the other governing bodies of the United Nations funds and programmes, as set out in paragraph 22 of resolution 48/162. It will apply the overall policy guidance of the General Assembly and the Economic and Social Council.

29. The creation of the composite entity will present a unique opportunity to strengthen linkages between intergovernmental normative work and operational/programming work. As both the Commission on the Status of Women and the new Executive Board will report to the General Assembly through the Economic and Social Council, several options are proposed to enable the new Executive Board and the Commission to find effective ways for close coordination

and regular exchange of information to enhance coherence. Under the auspices of the Economic and Social Council, for example, joint sessions could be convened — timed to coincide with annual Commission sessions — to consider the annual reports of the Executive Board and the Commission, or any other matters. In addition, the Chairperson of the Commission could be invited to address the Executive Board, and vice versa. Members of the two bodies could be encouraged to attend the deliberations of the other body as observers, and the two Bureaux could periodically convene joint meetings to facilitate the alignment of the agendas of the two bodies.

30. The Executive Director of the composite entity could be mandated to submit an annual report on the work of the entity to both the Commission and the Executive Board, providing an overview of the activities, including on thematic areas in accordance with the Commission's multi-year programme of work, and other mandated activities. Such an overview could inform the work of the Commission in formulating new policies on gender equality and empowerment of women, as well as the work of the Executive Board in determining strategic priorities for the new entity.

31. The Executive Board will draw on existing structures and use the same formula as other executive boards. Harmonization between the Executive Board of the composite entity and the existing executive boards of the relevant operational funds and programmes will be sought in order to ensure country-level efficiency and to increase support for gender mainstreaming in policies and programmes of key United Nations funds and programmes, through their executive boards.

32. Two options for the Executive Board have been given considerable attention. One option is for the General Assembly to establish an autonomous segment of the UNDP/United Nations Population Fund (UNFPA) Executive Board. This would ensure close collaboration between the new entity and two of the funds and programmes that are central to successful implementation of the gender mainstreaming strategy. It would also provide a strong link between gender equality and development within the framework of the Beijing Declaration and Platform for Action. Such an approach would also allow the composite entity to benefit from the discussions of the resident coordinator system within the UNDP Board. Such an autonomous segment could establish specific regulations and guidance for the composite entity on the basis of its functions and needs, independent of those provided to other entities. The new autonomous segment of the UNDP/UNFPA Executive Board could be established immediately.

33. Another option would be for the General Assembly to establish a new Executive Board. Such an approach would require the establishment of a Board secretariat, with additional costs similar to those incurred by the secretariat of the United Nations Children's Fund (UNICEF) or the UNDP Executive Board secretariat. Establishing a new Executive Board could take considerable time, possibly delaying the launch of the composite entity.

34. A review of the Executive Board arrangements could be undertaken after three years of operation, as suggested by some Member States. This would provide an opportunity to ensure that the composite entity has an appropriate Executive Board and to make any necessary adjustments to align the governance structure with the outcome of the ongoing discussions on system-wide coherence.

35. For reasons of coherence, cost and expediency, Member States may wish to consider the establishment of an autonomous segment of the UNDP/UNFPA Executive Board.

36. In addition, the composite entity would participate, together with other parts of the United Nations system, in examining the functioning of executive boards (including the World Bank, with its resident Executive Board members), identifying good practices, considering suggestions to improve the inclusiveness and quality of debates and decision-making and examining options to enhance the capacity of Member States' delegations to shape the debate. The new entity should support measures that would be effective in securing greater participation from all Member States, especially those with small delegations.

C. Financial architecture

37. The composite entity will be funded by both voluntary contributions and the regular budget of the United Nations. The normative support functions, including the servicing of the Commission on the Status of Women, will be financed from the regular budget on terms and conditions approved by the General Assembly. Operational and programming activities will be financed by voluntary contributions.

38. The composite entity should have its own financial regulations and rules. In order to ensure flexibility and timeliness in supporting country-level activities funded by voluntary contributions, they should be compatible with the financial regulations and rules of the United Nations funds and programmes.

39. In 2008, funding available to the four gender equality entities was \$6.2 million from the regular budget of the United Nations and \$218.5 million from voluntary contributions. Existing levels of funding and posts are estimated below on the assumption that the budget submissions of the entities for 2010-2011, currently under consideration by the Advisory Committee on Administrative and Budgetary Questions, will be approved by the relevant bodies.

1. Regular budget resources

40. The policy and normative support functions of the composite entity will continue to be funded through the regular budget, as approved by the General Assembly, and their administration will be subject to the Financial Regulations and Rules of the United Nations. It is assumed that an amount of approximately \$7 million will be available for 2010 onwards to meet the cost of supporting the normative functions, including the office of the new Under-Secretary-General.

41. To ensure the efficient functioning of the composite entity, the administration of the United Nations regular budget resources under the Financial Regulations and Rules should not lead to a simultaneous application of both the Financial Regulations and Rules and the composite entity's own regulations and rules. In the interest of ensuring operational flexibility and maintaining clarity in the regulatory framework, the composite entity, like other subsidiary organs established by the General Assembly, should be governed by one set of regulations and rules in respect of the administration of the financial contributions received. Therefore, the financial resources from the regular budget, as approved by the General Assembly, would be given in the form of a grant from the United Nations Secretariat to the new entity,

following approval by the Advisory Committee and the Fifth Committee of itemized and detailed budget proposals submitted by the entity. The grant would be administered and disbursed by the new entity in accordance with its own financial regulations and rules. Financial statements and reporting to the General Assembly on the use of the grant would be submitted in accordance with the standard formats, rules and procedures applicable to the regular budget of the United Nations. This mechanism is being applied to resources received from the regular budget of the United Nations by the Office of the United Nations High Commissioner for Refugees, the United Nations Institute for Disarmament Research, the United Nations Relief and Works Agency for Palestine Refugees in the Near East and other entities.

42. The proposed review of the new entity after three years of operation, in 2013, will provide an opportunity for any adjustments to be made to reflect the outcome of ongoing discussions on the need for predictable, reliable and non-earmarked funding for development.

2. Voluntary funding

43. There are two dimensions to the funding needs for operational activities of the composite entity. First, it must have the basic capacity to carry out core functions at the country level, with Headquarters and regional support as necessary. Secondly, there may be special needs for additional funding to address critical gaps within each country.

44. For planning purposes, a minimum package of technical and advisory services is envisaged, together with related operating costs, and a small amount of essential programme funding for each level of need. It is anticipated that 8 to 12 countries would require low-level support, with an average annual basic support package of approximately \$700,000 per country; 36 to 40 countries would require medium-level support, with average annual basic support in the range of \$1 million per country; and 22 to 26 countries would require a higher level of support, with average annual costs in the range of \$1.5 million per country. In addition, the funding of six regional offices would require approximately \$1.75 million per office. The total annual cost for a strengthened field presence and programme start-up would be in the range of \$90 million to \$100 million (approximately \$95 million). Establishing basic Headquarters-level capacity to support and oversee activities at the country and regional levels will cost an estimated \$25 million per annum. Together with the \$7 million to be provided from the regular budget for Headquarters support, the total cost of basic start-up capacity at all levels would be \$127 million. Actual budgets and expenditures would be based on detailed submissions to the Executive Board when capacity strengthening is requested, based on voluntary funds available.

45. In relation to the funding needed to address specific gaps identified at the country level, no estimates are available, although it is widely recognized that the needs far outstrip the current ability to respond. Requests to the United Nations Trust Fund to End Violence against Women in 2009 alone totalled almost \$900 million. For planning purposes, a conservative estimate is that between \$350 and \$400 million for additional United Nations programme funding will be required in the initial phase (an estimate of \$375 million), or approximately four times the funding needed for the core capacity at the country and regional levels.

Those funds should not be generated through the reprogramming of existing donor contributions, because a net increase in resources is required. Those funding needs will be country-led and demand driven and will be part of a coherent United Nations gender equality response so as to avoid duplication.

46. It is anticipated that 100 per cent of funding for operational capacity at the country and regional levels would be from voluntary contributions (as is the situation in UNIFEM at present, as well as in UNFPA, UNDP, UNICEF, the Joint United Nations Programme on HIV/AIDS and other operational entities). Member States will be urged to provide the largest possible share of their voluntary contributions as core, multi-year funding, so as to allow the entity to establish the necessary staff capacity and to provide predictable responses to requests for support.

3. Total funding

47. Taking into account the significant need to fill funding gaps, especially at the country level, total funding requirements for the start-up phase are approximately \$500 million: \$127 million for basic support capacity at the country, regional and Headquarters levels, for both normative and operational support, and \$375 million in catalytic funding for country-specific United Nations programmatic support (see annex for further details). The time frame for establishing this level of funding will depend on the response of Member States. Given the strong support for this entity, an enthusiastic response could mean that full capacity would be in place within one or two years. However, every effort should be made to ensure that the basic capacity and programmatic funding is in place by the end of 2013, when the proposed review will be conducted.

48. Although funding from the regular budget (assessed contribution) will be a small percentage of total funding, it will be critically important in order to ensure substantive support for the intergovernmental processes, including the salaries of the senior managers, who will guide the provision of such support to Member States.

49. It is likely that voluntary funding will continue to be the main source of funding for the operational activities of the composite entity. The launch of the composite entity is expected to generate considerable excitement, leading to significant mobilization of voluntary funding from Governments, civil society and the private sector. The clear message from Member States and civil society is that the composite entity has been long awaited and must be generously supported if it is to make the difference anticipated. The response of existing and new donor countries, and their willingness to provide multi-year funding commitments, will be critical to the effectiveness of the new entity.

50. While the figure of approximately \$500 million can be used as a rough initial planning figure, actual budget preparation will be based on firm funding projections. Approval for significant changes in posts or budgets will have to be obtained through the normal budgetary approval process.

D. Leadership

51. In paragraph 2 of its resolution 63/311, the General Assembly supported the idea that the composite entity shall be led by an Under-Secretary-General, who will report directly to the Secretary-General, to be appointed by the Secretary-General,

in consultation with Member States, on the basis of equitable geographical representation and gender balance.

52. The Secretary-General intends to appoint a strong, dynamic and capable leader, following an open, transparent and rigorous recruitment process. Consultations on the terms of reference for the new post of Under-Secretary-General are under way, and the Secretary-General shall seek nominations for the position from Member States and civil society. A senior appointment panel will review candidates for proposal to the Secretary-General.

53. On behalf of the Secretary-General, the Executive Director will provide substantive support to the intergovernmental bodies, as mandated. The Executive Director will serve as a full member of the Policy Committee, the Senior Management Group, CEB and all other relevant internal United Nations decision-making mechanisms.

E. Support services

54. The composite entity will use existing capacities, wherever possible, in order to keep overhead costs to a minimum, including central services, such as treasury, audit and procurement. Given the key role the composite entity will have within the resident coordinator system, the entity should be co-located with the other United Nations funds and programmes, in particular the office of the resident coordinator. The composite entity will arrange security and support services at the country level with an in-country United Nations entity.

F. Transition arrangements/change management

55. In order to put the new arrangements in place, the General Assembly would need to dissolve the Voluntary Fund for the United Nations Decade for Women, including the Consultative Committee, established under its resolution 39/125, and transfer all remaining assets to the composite entity.

56. The General Assembly would further need to request the Economic and Social Council to abolish INSTRAW, established under Council resolution 1998 (LX) of 1976, and transfer all assets.

57. Responsibility for the implementation of the ongoing programmes, projects and activities of the Office of the Special Adviser on Gender Issues and Advancement of Women, the Division for the Advancement of Women, UNIFEM and INSTRAW would need to be transferred to the composite entity to ensure continuity.

58. If the comprehensive proposal in the present report is approved, a transition process will be initiated and carried out in accordance with the applicable United Nations regulations, rules, policies and practices. A detailed functional analysis will be undertaken to break down the agreed functions into posts, and to prepare new job descriptions and possible reclassifications of posts where there are significant changes. Human resources management issues will be addressed by a dedicated team. A change management strategy will be implemented to support all staff during the transition period, including effective communication with all staff.

59. Member States may wish to undertake a review of the functioning of the composite entity after three years, and make necessary adjustments based on experience gained.

V. Conclusions and recommendations

A. Addressing gaps and challenges

60. I believe that implementation of the proposals in the present report will constitute significant progress in addressing the gaps and challenges identified in United Nations support for gender equality and the empowerment of women, by means of:

(a) **Strengthened national ownership and responsiveness to country-driven demands.** The strong emphasis on investment in more robust country-level capacity and the focus on United Nations country team response to national priorities should provide the basis for closer engagement with national authorities and greater emphasis on country-driven demands;

(b) **Greater coordination and coherence.** The weak linkages between intergovernmental decisions and implementation on the ground and fragmentation within the United Nations system on gender equality will be addressed by strong leadership at the Headquarters level, clear guidance from Headquarters and improved collaboration and integration within the United Nations country teams and United Nations gender theme groups. Strengthened technical capacity at the country level will enable the United Nations to systematically feed country experiences into the normative processes at the global level. Enhanced capacity at Headquarters will support United Nations coordination and result in stronger policy/programme guidance and more effective monitoring of the work of the United Nations system on gender equality;

(c) **Elevated authority and positioning.** The establishment of a Under-Secretary-General-level Executive Director post will establish the composite entity as an empowered and recognized driver to direct and support greater accountability, coordination, coherence and results, including through a strong leadership role in CEB mechanisms and all other relevant United Nations decision-making mechanisms, and through the effective linking of the normative and operational aspects of United Nations work on gender equality and women's empowerment;

(d) **Greater accountability.** Through all of the functions and mechanisms outlined, the new entity will promote agreements on the roles and responsibilities of the entire United Nations system and on mechanisms for systematic monitoring and reporting on performance, and will take a leadership role in support and follow-up in this area;

(e) **Predictable human and financial resources.** The enhanced resource mobilization capacity of the composite entity and the framework of a basic package of technical support and "start-up" programme funds should increase the predictability of both the human and the financial resources of the United Nations system for gender equality;

(f) **Enhanced technical support at the country level.** Capacity to provide policy advice and institutional support, increased financial resources, innovative and catalytic programming and enhanced coherence of technical support through the United Nations gender theme groups will result in improved country-level support.

B. Recommendations for action

61. **The General Assembly may wish to endorse the proposals set forth in the present report relating to the consolidation of the Office of the Special Adviser on Gender Issues and Advancement of Women, the Division for the Advancement of Women, UNIFEM and INSTRAW into a composite entity, in accordance with resolution 63/311. Specifically, the Assembly may wish to consider:**

(a) **Transferring the existing mandates and assets of the Office of the Special Adviser on Gender Issues and Advancement of Women, the Division for the Advancement of Women, UNIFEM and INSTRAW into a composite entity, to be considered a subsidiary organ of the General Assembly;**

(b) **Approving the functions of the composite entity as set out in the present report, and recognizing its role in leading and coordinating the work of the United Nations system on gender equality;**

(c) **Deciding on the appropriate option to establish the Executive Board of the new entity, i.e., establishing an autonomous segment of the UNDP/UNFPA Executive Board or establishing a new Executive Board;**

(d) **Deciding to abolish and liquidate UNIFEM;**

(e) **Requesting the Economic and Social Council to abolish INSTRAW;**

(f) **Requesting the Economic and Social Council to find innovative ways to establish close coordination and regular exchange of information between the Executive Board of the new entity and the Commission on the Status of Women to enhance policy coherence;**

(g) **Approving the creation of the post of Under-Secretary-General to head the composite entity, to be funded by the regular budget;**

(h) **Authorizing the head of the composite entity to prepare the necessary financial regulations and rules for consideration by the new Executive Board;**

(i) **Deciding that costs for the composite entity's functions to provide substantive support to United Nations intergovernmental bodies shall continue to be borne by the regular budget of the United Nations;**

(j) **Deciding that the costs for the operational activities of the composite entity shall be financed by voluntary contributions;**

(k) **Strongly encouraging Member States in a position to do so to make voluntary contributions towards the funding of the composite entity, with priority on core funding and multi-year commitments.**

Annex

Annual planning framework and estimate of funding needs for the “start-up” phase

1. The tables below represent an annual planning framework for minimum basic country support for various levels of operations and an annual estimate of funding needs for the “start-up” phase. This basic package would include capacity to perform the following types of services: support host Governments in identifying key challenges in the implementation of national commitments to gender equality and developing national strategies, plans, policies, laws and budget frameworks that address these challenges; support coherent United Nations system programming; and support national partners in the development of catalytic initiatives to address critical gaps and emerging issues, including the development of proposals for extrabudgetary funding.

2. In addition to the cost of the basic technical capacity, a 25 per cent provision for operating costs and a further 25 per cent minimum in “seed” programme funds have been added.

Table 1
Annual planning framework for basic country support

	<i>Country/ regional coverage</i>	<i>Base cost per country United States dollars</i>	<i>Average amount</i>
Small presence	8-12	500 000-900 000	7 million
Medium presence	37-41	800 000-1 200 000	39 million
Larger presence	23-27	1 300 000-1 700 000	37.5 million
Regional offices	6	Approximately 1 750 000 each	10.5 million
Total			95 million (approximately)

3. Table 2 shows the estimated total amount of funding needed in the initial phase, made up of approximately \$125 million for country, regional and Headquarters-level basic technical and programme start-up capacity, and \$375 million to respond to country-specific requests.

Table 2
Total annual estimated funding needs for “start-up” phase

(United States dollars)

	<i>Basic staff/ programme capacity</i>	<i>Country-specific “gap” funding</i>
Country level	84.5 million	375 million
Regional	10.5 million	
Headquarters normative support function	7.0 million	
Headquarters operational support function	25 million	
Subtotal basic staff/programme	127 million	125 million (approximately)
Total (basic capacity plus country-specific programming)		500 million



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[without reference to a Main Committee (A/63/L.103)]

63/311. System-wide coherence

The General Assembly,

Recalling the 2005 World Summit Outcome,¹

Recalling also its resolution 62/208 of 19 December 2007 on the triennial comprehensive policy review of operational activities for development of the United Nations system,

Recalling further its resolution 62/277 of 15 September 2008 on system-wide coherence,

Recalling the Convention on the Elimination of All Forms of Discrimination against Women,² the Beijing Declaration and Platform for Action,³ and the outcome of the twenty-third special session of the General Assembly,⁴

Reaffirming the importance of the comprehensive policy review of operational activities for development of the United Nations system, through which the General Assembly establishes key system-wide policy orientations for the development cooperation and country-level modalities of the United Nations system,

Recalling the role of the Economic and Social Council in providing coordination and guidance to the United Nations system to ensure that those policy orientations are implemented on a system-wide basis in accordance with resolution 62/208 and other relevant resolutions,

Having considered the discussion notes on “Further details on institutional options for strengthening the institutional arrangements for support of gender equality and the empowerment of women” of 5 March 2009, on “Strengthening governance of operational activities for development of the United Nations system for enhanced system-wide coherence” of 15 April 2009 and on “Strengthening the system-wide funding architecture of operational activities of the United Nations for

¹ See resolution 60/1.

² United Nations, *Treaty Series*, vol. 1249, No. 20378.

³ *Report of the Fourth World Conference on Women, Beijing, 4–15 September 1995* (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annexes I and II.

⁴ Resolution S-23/2, annex, and resolution S-23/3, annex.

development” of 3 May 2009, which the Deputy Secretary-General, on behalf of the Secretary-General, provided to the President of the General Assembly in response to a request from Member States,

Strengthening the institutional arrangements for support of gender equality and the empowerment of women.

1. *Strongly supports* the consolidation of the Office of the Special Adviser on Gender Issues and Advancement of Women, the Division for the Advancement of Women, the United Nations Development Fund for Women and the United Nations International Research and Training Institute for the Advancement of Women, into a composite entity, taking into account the existing mandates;

2. *Supports* that the composite entity shall be led by an Under-Secretary-General, who will report directly to the Secretary-General, to be appointed by the Secretary-General, in consultation with Member States, on the basis of equitable geographical representation and gender balance;

3. *Requests* the Secretary-General to produce, for the consideration of the General Assembly at its sixty-fourth session, a comprehensive proposal specifying, inter alia, the mission statement of the composite entity, the organizational arrangements, including an organizational chart, funding and the executive board to oversee its operational activities in order to commence intergovernmental negotiations;

Strengthening governance of operational activities for development of the United Nations system for enhanced system-wide coherence

4. *Reaffirms* that the strengthening of the governance of operational activities for development of the United Nations system should focus on enhancing existing intergovernmental bodies with the purpose of making the United Nations development system more efficient and effective in its support to developing countries for the achievement of the internationally agreed development goals;

5. *Underscores* that the governance of operational activities for development should be transparent and inclusive and should support national ownership and national development strategies;

6. *Requests* the Secretary-General, in consultation with the United Nations System Chief Executives Board for Coordination, to propose to the General Assembly, at its sixty-fourth session, actionable proposals for the further improvement of the governance of the operational activities for development;

7. *Also requests* the Secretary-General, in consultation with the members of United Nations System Chief Executives Board for Coordination and the United Nations Development Group, to propose to the General Assembly, at its sixty-fourth session, modalities for the submission and approval of common country programmes on a voluntary basis, bearing in mind the importance of national ownership and effective intergovernmental oversight of the development process;

8. *Reaffirms* the importance of strengthening evaluation as a United Nations system function and the guidance contained to this effect in its resolution 62/208, and in this regard requests the Secretary-General, in consultation with the members of the United Nations System Chief Executives Board for Coordination, to propose to the General Assembly, at its sixty-fourth session, modalities for the establishment of an independent system-wide evaluation mechanism to assess system-wide efficiency, effectiveness and performance, bearing in mind the evaluation functions

carried out by respective United Nations organizations, the Joint Inspection Unit and the United Nations Evaluation Group;

9. *Urges* the United Nations System Chief Executives Board for Coordination and the United Nations Development Group to enhance the transparency of their activities through regular briefings to the General Assembly and through regular reports and effective interaction with the Economic and Social Council and relevant intergovernmental bodies;

10. *Encourages* continued and increased cooperation, coordination and coherence and exchanges between the United Nations and the Bretton Woods institutions, and requests the Secretary-General, in consultation with the United Nations System Chief Executives Board for Coordination, to regularly apprise the General Assembly of progress made in this regard as part of the triennial and quadrennial comprehensive policy review reporting process;

Improving the funding system of operational activities for development of the United Nations system for enhanced system-wide coherence

11. *Emphasizes* that increasing financial contributions to the United Nations development system is key to achieving the internationally agreed development goals, including the Millennium Development Goals, and in this regard recognizes the mutually reinforcing links between the increased effectiveness, efficiency and coherence of the United Nations development system, achieving concrete results in assisting developing countries in eradicating poverty and achieving sustained economic growth and sustainable development through operational activities for development and the overall resourcing of the United Nations development system;

12. *Stresses* that core resources, because of their untied nature, continue to be the bedrock of the operational activities for development of the United Nations system;

13. *Notes with concern* the continuing imbalance between core and non-core resources received by the operational activities for development of the United Nations system and the potential negative impact of non-core funding on the coordination and effectiveness of operational activities for development at the country level, while recognizing that thematic trust funds, multi-donor trust funds and other voluntary non-earmarked funding mechanisms linked to organization-specific funding frameworks and strategies, as established by the respective governing bodies, constitute some of the funding modalities that are complementary to regular budgets;

14. *Urges* donor countries and other countries in a position to do so to substantially increase their voluntary contributions to the core/regular budgets of the United Nations development system, in particular its funds, programmes and specialized agencies, to contribute on a multi-year basis, in a sustained and predictable manner, and to undertake voluntary commitments to provide a greater share of system-wide contributions to operational activities for development as core/regular resources;

15. *Requests* the Secretary-General to include in his comprehensive statistical analysis of the financing of operational activities for development further analysis and actionable proposals on the current situation and perspectives in respect of core and non-core funding for the United Nations development system, notably the implications of various forms of non-core funding, in terms of predictability, country ownership and the implementation of intergovernmental mandates;

16. *Also requests* the Secretary-General to create a central repository of information on operational activities for development, including disaggregated statistics on all funding sources and expenditures, building on the his comprehensive statistical analysis of the financing of operational activities for development, and to ensure appropriate and user-friendly online access and regular updating of the information contained therein;

“Delivering as one”

17. *Acknowledges* the interim assessments of the progress made and the challenges remaining in efforts to increase coherence in country-level programming, including in the “programme country pilots”;

18. *Encourages* the Secretary-General to support “programme country pilot” countries to undertake expeditiously their own country-led evaluations with the participation of relevant stakeholders and with the technical support of the United Nations Evaluation Group;

19. *Requests* the Secretary-General to urgently undertake arrangements for an independent evaluation of lessons learned from the above efforts, as requested in resolution 62/208, and to inform the General Assembly of the modalities and terms of reference of this independent evaluation at its sixty-fourth session;

20. *Underscores* that the independent evaluation should be guided by the principles contained in resolution 62/208 with regard to national ownership and leadership and be conducted in the context of system-wide norms and standards, that it should be based on an inclusive, transparent, objective and independent approach, and that its outcome should be submitted to the General Assembly at its sixty-sixth session;

Harmonization of business practices

21. *Calls upon* the Secretary-General, in cooperation with the members of the United Nations System Chief Executives Board for Coordination, to continue progress in the simplification and harmonization of business practices within the United Nations development system, and requests the Secretary-General, in consultation with the System Chief Executives Board, to regularly inform the Economic and Social Council about progress being made and challenges encountered in this regard and to refer any matter requiring an intergovernmental decision to the relevant intergovernmental bodies;

The way forward

22. *Decides* to continue the intergovernmental work of the General Assembly on system-wide coherence on the issues addressed in the present resolution during the sixty-fourth session, with a view to achieving further substantive action in all areas, and resolves, at the conclusion of its entire process on system-wide coherence, to review and take stock of all its prior actions and deliberations in a single resolution or decision.

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Operational activities for development: operational activities for development of the United Nations system

Follow-up to the outcome of the Millennium Summit

Follow-up to General Assembly resolution 63/311 on system-wide coherence related to operational activities for development

Report of the Secretary-General

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I. Improving the governance of operational activities for development

General Assembly resolution 63/311

6. *Requests* the Secretary-General, in consultation with the United Nations System Chief Executives Board for Coordination, to propose to the General Assembly, at its sixty-fourth session, actionable proposals for the further improvement of the governance of operational activities for development

A. Introduction

1. General Assembly resolution 63/311 reflected a broad consensus on the need to enhance the functioning of existing governing bodies for greater system-wide coherence, particularly with a view to improving the strategic overview, policy coherence, coordination, funding and accountability of United Nations operational activities for development.¹ Member States also requested the Secretary-General, in consultation with the United Nations Chief Executives Board for Coordination (CEB), to propose to the General Assembly at its sixty-fourth session, actionable proposals for further improvement of governance of operational activities for development of the United Nations.

2. The present report responds to this mandate by putting forward proposals for improving the functioning of the governing bodies. The proposals are intended to help ensure that the tiers of governance, including the General Assembly, the Economic and Social Council, the Executive Boards of the funds and programmes and the governing bodies of the specialized agencies engaged in operational activities for development, function as an integrated “system”, with clear roles and well-defined lines of responsibility and accountability. These proposals are provided as a basis for further consultation and dialogue among Member States and governing bodies on both the challenges and the opportunities that would be created by strengthening the governance of United Nations operational activities for development.

B. Key challenges in intergovernmental governance of United Nations operational activities for development²

3. As part of the process of preparing actionable proposals, many earlier reports and studies on United Nations reform in the economic, social and related areas have been examined, with particular focus on findings and recommendations to

¹ In the present report, the term “governing bodies” refers to the governance system of United Nations operational activities for development, including the General Assembly, the Economic and Social Council and the Executive Boards of the funds and programmes and the governing bodies of specialized agencies. These governance structures vary greatly in terms of composition, role and functions, but all play a key role in fostering system-wide coherence of United Nations operational activities for development. They are primarily of an intergovernmental character.

² The Secretary-General’s discussion paper of April 2009 on strengthening governance of operational activities for development of the United Nations system for enhanced system-wide coherence, which was prepared to facilitate informal consultations of the General Assembly at its sixty-third session, provides a succinct description of the current intergovernmental governance system.

strengthen governance of United Nations operational activities for development. Key findings are presented in the annex to the present report. The reports and studies surveyed vary in nature: some were commissioned by intergovernmental bodies; others were produced by expert, regional and interest groups; and still others were submitted by the Secretary-General, former United Nations officials, independent commissions and think tanks. The quality of many of these studies reflects the political commitment attached to this issue by the international community over the years. There is a notable convergence in the analysis and recommendations of the various reports spanning a time period of more than 40 years. Some of the recommendations have been adopted by Member States over the years, but many have never been acted upon, including those proposing further strengthening of the guidance and coordination role of the General Assembly and the Economic and Social Council.

4. The present report proposes that the upcoming consultations of Member States on governance should be organized within a framework that is driven by issues rather than focused on specific governing bodies. The options identified in the report as a possible way forward are intended to contribute to a consultative process through which decisions on strengthening the governance of United Nations operational activities for development could be agreed to. To facilitate the dialogue process, the report has identified four priority areas (see below) for enhancing the functioning of intergovernmental bodies governing United Nations operational activities for development, including key challenges and a possible way forward.

5. The report highlights some of the current weaknesses in governance and provides an analytical framework to facilitate in-depth dialogue. This could lead to significant recommendations by Member States to remove these weaknesses during the upcoming round of informal consultations of the General Assembly on system-wide coherence. The primary aim of the report is to facilitate constructive and pragmatic dialogue among Member States on priorities for improved functioning of intergovernmental bodies governing United Nations operational activities for development.

United Nations system-wide coherence begins in capitals of Member States

6. As has often been recognized, the process of enhancing the effectiveness of intergovernmental governance of United Nations operational activities for development will need to start in the capitals of Member States, as recommendations on strengthened coordination at the level of the General Assembly and the Economic and Social Council can be undermined by contradictory policies pursued by representatives in governing bodies of individual United Nations organizations and entities. The fact that global development issues are interconnected, whereas in national Governments responsibilities fall within separate line ministries, poses a particularly important challenge for coherent policymaking on United Nations operational activities for development. However, without coherent policy and leadership within national Governments, disparate policies and fragmented implementation will undermine the effectiveness of United Nations development operations. Member States could therefore take the first step in enhancing system-wide coherence of United Nations operational activities for development by agreeing to adopt an “all-of-Government” approach to policymaking.

C. Priority areas for improving functioning of governing bodies

7. As noted above, the present report identifies four priority areas for enhancing the functioning of existing governing bodies, including key challenges and a possible way forward. In order to further advance inclusive system-wide engagement on these important issues, it is recommended that these proposals be reviewed by the governing bodies of relevant United Nations entities, taking into account their special legal status and autonomous nature. The four priority areas are set out and analysed below.

Priority area 1

Strengthen functional coherence between the General Assembly, the Economic and Social Council and the Executive Boards of the funds and programmes, as well as the governing bodies of the specialized agencies

8. The key challenges and possible way forward in this area are presented below.

<i>Key challenges</i>	<i>Possible way forward</i>
<p>(a) Functionally coherent governance system: establish/reaffirm the role of each tier of the governance system: the General Assembly, the Economic and Social Council and the Executive Boards of the funds and programmes, as well as governing bodies of specialized agencies, in guiding, coordinating and implementing system-wide policies on United Nations operational activities for development</p>	<p>(a) (i) Undertake a review of existing legislation on the role of the General Assembly, the Economic and Social Council, the Executive Boards and the governing bodies of the specialized agencies, in intergovernmental governance of United Nations operational activities for development, with a view to establishing a functionally coherent system</p> <p>(a) (ii) Perform a comparative analysis of agendas, calendars, programmes of work and relevant resolutions of the General Assembly, the Economic and Social Council, the Executive Boards as well as the Food and Agriculture Organization of the United Nations Council for the World Food Programme (WFP) and the governing bodies of the specialized agencies, and related subsidiary bodies, with a view to establishing more precise criteria for issues to be presented for discussion and decision-making at different tiers of the governance system³</p>

³ Development of such criteria should take into account the need for flexibility, e.g., in case of crisis situations or other unexpected international developments in socio-economic areas.

*Key challenges**Possible way forward*

(b) **System-wide policy guidance:** strengthen the role of the General Assembly in establishing overall strategies, policies and priorities of United Nations operational activities for development

(c) **Normative — operational linkages:** sharpen the distinction in work of the Economic and Social Council between providing leadership on development issues, policy coordination and operational policy for the United Nations development system

(b) Undertake an in-depth evaluation of the quadrennial comprehensive policy review process, including division of labour between the General Assembly, the Economic and Social Council and the Executive Boards, in guiding, coordinating and implementing system-wide policies with regard to United Nations operational activities for development⁴

(c) (i) Strengthen the integrated programming of key elements of the substantive session of the Economic and Social Council, in particular the high-level and coordination segments, the annual ministerial review and the Development Cooperation Forum⁵

(c) (ii) Enhance the role of the coordination segment in coherent governance of United Nations operational activities for development by focusing its deliberations, inter alia, on draft policy framework(s) developed collectively by United Nations system agencies and CEB through relevant clusters on themes of the annual ministerial review and the high-level segment

⁴ The review of the quadrennial comprehensive policy review process should involve consultations with key entities of the United Nations development system, including the specialized agencies. The evaluation could be performed by five highly reputable experts on United Nations operational activities for development, including legal aspects, appointed by the Secretary-General. The evaluation team should undertake consultations with national focal points dealing with United Nations operational activities for development at the country level as well as United Nations system entities. The report of the evaluation team should be submitted to the Secretary-General within four months from the start of work.

⁵ The high-level segment, for example, could be positioned as the forum for providing normative and intellectual leadership on critical development issue(s). The annual ministerial review could focus its thematic deliberations on a few critical policy issues affecting the global implementation of the development goal under review. Regional annual ministerial review meetings could serve as a venue for discussing regional and national-level progress in realizing the internationally agreed development goals. The biennial high-level Development Cooperation Forum has a mandate to promote normative — operational linkages in the work of the United Nations system, i.e., how the global development agenda is being mainstreamed into strategic plans and country programmes of the United Nations funds, programmes and specialized agencies. The Development Cooperation Forum could contribute to strengthening the governance role of the Economic and Social Council by promoting focused discussions on normative — operational linkages on the priority theme of the annual ministerial review. The role of the coordination segment in promoting integrated and coordinated follow-up to outcomes of major United Nations conferences and summits within the United Nations system could be stepped up. The coordination segment could also serve as a forum for enhanced dialogue with specialized agencies, as well as among governing bodies of the agencies, funds and programmes on the specific theme under discussion. This would ensure that normative discussions taking place in the annual ministerial review, the high-level segment and the Development Cooperation Forum on progress in implementing development goals are translated into strategic policy framework(s), developed through collaborative inter-agency processes, for action by the United Nations system.

*Key challenges**Possible way forward*

(d) **System-wide policy coordination:** improve guidance and coordination by the Economic and Social Council of United Nations operational activities for development

(d) Explore ways to enhance the impact of the guidance and coordination role of the Economic and Social Council in United Nations operational activities for development, for example by considering ways to strengthen substantive preparations for decision-making in the operational activities segment⁶

(e) **Multilateral operational coordination:** build greater synergy in the work of the United Nations system for development, including the specialized agencies, the Bretton Woods institutions and other relevant institutions

(e) The Secretary-General, in cooperation with the Chair of the United Nations Development Group, could institute annual consultations among key United Nations system entities, including relevant specialized agencies, the Bretton Woods institutions, multilateral agencies, regional development banks and coordinating bodies, to promote enhanced coherence in operational policies

(f) **System-wide policy implementation:** promote more effective implementation of system-wide policies at the level of the Executive Boards and governing bodies of specialized agencies

(f) (i) Strengthen the dialogue among bureaux or relevant political leadership of the governing bodies of United Nations entities on implementation of system-wide policies, such as by convening regular meetings of the bureaux of the Executive Boards of the funds and programmes, to promote coherent consideration of issues of common concern, or establishing a United Nations system consultative mechanism, reporting to the General Assembly, through the Economic and Social Council, comprising representative(s) of the Bureau of the Economic and Social Council, the bureaux or relevant political leadership of governing bodies of the funds and programmes, as well as specialized agencies with significant engagement in operational activities, charged with performing annual reviews of progress in implementing system-wide policies

⁶ In the survey of earlier reform proposals, several ideas have been presented to make system-wide guidance and coordination of United Nations operational activities for development by governing bodies at the central level more effective, including the creation of an operations board, a sustainable development board, a single governing body or a group composed of national policymakers dealing with United Nations operational activities for development at the country level, to provide advice and recommendations to Member States prior to decision-making, or, alternatively, empowering a smaller body from within the membership of the Economic and Social Council, composed of national officials responsible for United Nations operational activities for development at the country level, to help perform the guidance and coordination role of the Council.

*Key challenges**Possible way forward*

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- (f) (ii) Promote enhanced harmonization of agenda-setting of the Executive Boards, including through further synchronization of agenda items of common interest to be considered at respective regular and annual sessions, and at a joint meeting of Boards with regard to the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF) and WFP⁷
 - (f) (iii) Require the Executive Boards to develop agency action plans for implementing quadrennial comprehensive policy review guidance, with annual progress reporting to the Economic and Social Council
 - (f) (iv) Explore new ways that governing bodies could consider issues of system-wide concern, including common country programmes⁸
 - (f) (v) Each governing body could review functional coherence with other relevant entities; in this regard, the Bureaux of UNDP/UNFPA, UNICEF and WFP could review the functioning of the joint meeting of the Boards
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⁷ The annual joint meeting of the Executive Boards of UNDP/UNFPA and UNICEF with the participation of WFP was established in accordance with General Assembly resolution 52/12 B. The current selection of up to four or five agenda items for discussion in the joint meeting is made jointly by the Bureaux members of the three Executive Boards. Items selected for discussion generally cover specific operational matters or process issues of cross-cutting interest to the participating organizations.

⁸ See further discussion in section II of the present report on possible modalities for submitting and approving common country programmes.

Priority area 2**Ensure that countries participate in governing bodies on an equal basis**

9. The key challenges and possible way forward in this area are presented below.

<i>Key challenges</i>	<i>Possible way forward</i>
<p>(a) Equal participation and voice in governance: strengthen participation of national policymakers dealing with United Nations operational activities for development at the country level in programme countries in deliberative and negotiation processes of the Economic and Social Council and the Executive Boards</p>	<p>(a) (i) Each governing body to review equitable participation and develop proposals to further strengthen participation as necessary</p> <p>(a) (ii) Together with other parts of the United Nations system, Executive Boards could examine how they function, identifying good practices, considering suggestions to improve the inclusiveness and quality of debates and decision-making, and examining options to enhance the capacity of Member States delegations to shape the debate</p> <p>(a) (iii) Review experience of major multilateral institutions in strengthening participation of national policymakers of programme countries in governing bodies (e.g., World Bank Executive Director system)</p> <p>(a) (iv) Encourage discussion among Member States on how to better utilize existing resources to promote enhanced participation of national policymakers dealing with United Nations operational activities for development at the country level in programme countries in deliberative and negotiation processes of the Executive Boards and the Economic and Social Council</p> <p>(a) (v) Consider establishing trust fund to facilitate participation of relevant officials from programme countries in meetings of the Economic and Social Council and the Executive Boards, where appropriate</p>

*Key challenges**Possible way forward*

- (a) (vi) Consider providing special technical support to representatives of programme countries to facilitate more informed participation in deliberative and negotiation processes of the Executive Boards and the Economic and Social Council
- (a) (vii) Funds, programmes and specialized agencies to conduct more regular briefings to Member States on progress in implementing strategic priorities of respective entities, including system-wide policies

Priority area 3**Improve substantive preparations for meetings of governing bodies**

10. The key challenges and possible way forward in this area are presented below.

*Key challenges**Possible way forward*

- | | |
|---|--|
| <p>(a) Secretariat support services: further enhance capacity of secretariats of governing bodies to prepare meetings, monitor their results and provide quality documentation</p> | <ul style="list-style-type: none"> (a) (i) Each governing body to perform functional review of its secretariat support services based on an agreed common methodology (a) (ii) Each governing body to evaluate annually quality of meeting documentation (a) (iii) Economic and Social Council secretariat to further strengthen substantive cooperation with specialized agencies in order to ensure stronger linkages to expertise, networks and policy analysis of those entities in preparation of meetings of the Council (a) (iv) Convene regular consultations among secretariats of governing bodies (a) (v) Bureaux of governing bodies to assume a more significant role in monitoring the quality of substantive preparations, in particular, agenda-setting, country representation and drafting of legislative decisions⁹ |
|---|--|

⁹ As is currently the practice in UNICEF.

Priority area 4
Enhance impact of intergovernmental decisions

11. The key challenges and possible way forward in this area are presented below.

<i>Key challenges</i>	<i>Possible way forward</i>
(a) Information for decision-making: improve quality of information on United Nations operational activities for development to Member States to facilitate decision-making at the intergovernmental level	(a) Create central repository of information on United Nations operational activities for development ¹⁰
(b) Policy dialogue processes: strengthen policy dialogue between Member States and United Nations decision makers on priority issues facing the United Nations development system	(b) Revitalize the operational activities and coordination segments of the Economic and Social Council as hubs for policy dialogue between national policymakers in programme countries and Executive Heads of United Nations funds, programmes and specialized agencies
(c) Intergovernmental negotiations: current structures of intergovernmental negotiations in governing bodies often put a premium on political, rather than technical issues and approaches, to decision-making, which, over time, has made many resolutions lacking in meaningful and operationally relevant guidance	(c) (i) Make deliberative and negotiation processes in governing bodies more action-oriented through better definition of key operational criterion and analysis of field-level realities (c) (ii) Consider adopting an organizational model for the Economic and Social Council based on stand-alone segments convened throughout the year
(d) Evaluation of system-wide policies: strengthen the impact of evaluation of system-wide policies governing United Nations operational activities for development	(d) Establish system-wide evaluation function ¹¹

Proposed next step or steps

12. It is proposed that the four priority areas identified above provide the organizing framework for the intergovernmental consultative process on strengthening the functioning of existing governing bodies. Deliberations organized around these priority areas, drawing on the rich proposals made over the years, will help in defining the path to improved and more coherent governance structures.

D. Conclusion

13. The main conclusion of the present report is that improving the functioning of existing intergovernmental bodies is critical for more effective United Nations

¹⁰ See further discussion on central repository in section V of the present report.

¹¹ See further discussion on proposed modalities for establishment of an independent system-wide evaluation function in section III of the present report.

operational activities for development at the country level. This will require Member States to take action in several areas, including committing to greater coherence in policymaking in capitals, establishing enhanced clarity on the roles and functions of different tiers of the governance system, significant strengthening of the capacity of programme countries to participate in intergovernmental policymaking on United Nations operational activities for development, making decision-making processes at all levels more action-oriented, and stepping up relevant secretariat support to the respective governing bodies based on a functional needs analysis.

II. Possible modalities for submission and approval of common country programmes on a voluntary basis

General Assembly resolution 63/311

7. *Also requests* the Secretary-General, in consultation with the members of United Nations System Chief Executives Board for Coordination and the United Nations Development Group, to propose to the General Assembly, at its sixty-fourth session, modalities for the submission and approval of common country programmes on a voluntary basis, bearing in mind the importance of national ownership and effective intergovernmental oversight of the development process

A. Principles

14. The following principles have guided the development of proposals aimed at strengthening the effectiveness of United Nations operational activities for development, including the common country programming process:

(a) Focus on existing intergovernmental bodies with the purpose of making the United Nations development system more efficient and effective in its support to developing countries for the achievement of the internationally agreed development goals;

(b) Maintaining the institutional and constitutional integrity and organizational mandate of each agency and its governing body;

(c) Responsiveness to national ownership and strengthened alignment of country programmes with national strategies as reflected in and in accordance with the guidelines for the United Nations Development Assistance Framework¹² where it has been developed;

(d) Be inclusive of all United Nations development system entities and responsive to its normative role as relevant to address the national priorities and consistent with the approved strategic plan of the respective organizations;

¹² The United Nations Development Group approved a United Nations Development Assistance Framework guidance package in November 2009, comprising: “How to prepare a UNDAF: Part I, Guidelines for United Nations country teams; and Part II, Technical guidance for United Nations country teams”.

(e) Primary responsibility of national Governments for the formulation of common country programmes, in consultation with the Resident Coordinator and the United Nations country team and other relevant partners, as appropriate;

(f) Led by the Government and a strengthened Resident Coordinator and United Nations country team with collaborative partnership among United Nations resident and non-resident specialized agencies, funds and programmes at both Headquarters and regional and country levels to ensure greater coherence at the country level;

(g) Grounded in results-based planning and management approaches;

(h) Allow the calendar of submission of the common country programme to the relevant approving entity as appropriate to be flexible based on the Government's planning cycle.

B. Current country programme approval mechanisms

15. National ownership is reflected in the United Nations Development Assistance Framework, which is developed under the Government's leadership and articulates the strategic focus of the United Nations country team in response to national priorities. The current process of approval of the contribution of United Nations agencies to the country programmes through the governing bodies and internal mechanisms, as appropriate, is designed to facilitate oversight, within a framework that recognizes national ownership and ensures coherence of the United Nations development system at the country level in support to national priorities.

1. Funds and programmes

16. The Executive Boards of funds and programmes review and approve multi-year cooperation programmes, mainly by focusing on the consistency and coherence of these programmes with the respective multi-year strategic plan. In order to improve results-based planning and management, and to strengthen the alignment between country programme documents and national strategies, and also the medium-term strategic plan and multi-year funding framework as approved by the respective Executive Board, the country programme document includes agency-specific results that contribute to the achievement of the outcomes established in the results matrix of the United Nations Development Assistance Framework.

17. After discussion and comments by the Executive Boards at the annual session, the country programmes, including indicative core and non-core funding envelopes where appropriate, are normally approved at the second regular session on a no-objection basis without presentation or discussion, unless at least five members inform the secretariat in writing before the meeting of their wish to bring a particular country programme before the Executive Board. This process is intended to ensure effective participation of the Executive Board and also to maximize efficiency in the consultation and approval process. The approval process thus strikes a balance between the legitimate oversight role of the Executive Board and demands for operational efficiency.

2. Specialized agencies and other entities of the United Nations Secretariat

18. The specialized agencies and the entities of the United Nations Secretariat often have different arrangements than the multi-year cooperation programmes described above for the funds and programmes. They prepare different types of results-based country strategies, frameworks and programmes which define medium-term outcomes to be achieved through projects or programmes at the country level, in line with their multi-year corporate strategic plans and national priorities. These programmes mainly represent indicative frameworks, the implementation of which depends on resource mobilization.

19. The governing bodies of specialized agencies — resident and non-resident — and other entities of the United Nations Secretariat are not required to approve these documents. In the case of some of these agencies their country-level activities are guided by their respective programme guidelines and in certain cases are approved at the regional level.

C. Intergovernmental oversight of operational activities for development

20. It is important to distinguish between the approval of country programmes and the nature of intergovernmental oversight exercised by entities such as the governing and legislative bodies of United Nations system agencies, funds and programmes on the one hand and the General Assembly and the Economic and Social Council on the other. In the case of specialized agencies, oversight is provided by their respective governing bodies in accordance with their policies and procedures. In the case of the funds and programmes, the Executive Boards, in addition to approving country programmes, are responsible for providing intergovernmental support and supervision in accordance with the overall policy of the General Assembly and the Economic and Social Council, and for ensuring that they are responsive to the needs and priorities of recipient countries (see General Assembly resolution 48/162), including:

- (a) Implementing policies formulated by the Assembly and coordination and guidance from the Council;
- (b) Approving programmes, including country programmes;
- (c) Deciding on administrative and financial plans and budgets;
- (d) Recommending new initiatives to the Economic and Social Council, and through it to the General Assembly, as necessary.

21. Through the quadrennial comprehensive policy review of operational activities for development of the United Nations system, the General Assembly identifies key system-wide policy orientations for development cooperation and country-level modalities of the United Nations system. The Economic and Social Council is mandated to provide coordination and guidance to the United Nations system in close consultation with the specialized agencies, including related to the implementation of the policy guidance of the Assembly that is established through the comprehensive policy review process. The Council discharges its role in coordinating and monitoring policy guidance established by the Assembly largely through its operational activities segment. The coordination segment of the Council

is devoted to the coordination of policies and activities of the organs, organizations and bodies of the United Nations system in the economic and social areas. It may coordinate the activities of the specialized agencies through consultations with and recommendations to such agencies and through recommendations to the Assembly and to the States Members of the United Nations.

22. A key concern of the Member States has been to ensure coherence in the United Nations system support at the country level. Such concerns are reflected in the quadrennial comprehensive policy review guidance, which constitutes the basis for evaluating the work of the United Nations country teams. Currently, the individual agency strategic plans, guidance notes and other operational instruments are formulated to reflect the resolutions of the quadrennial comprehensive policy review, conferences and summit outcomes and resolutions and decisions of the various organs of the United Nations system. Each agency also submits reports to the Economic and Social Council on its implementation of the quadrennial comprehensive policy review. In addition, the Secretary-General presents several reports to the Council and the Assembly on various aspects of the quadrennial comprehensive policy review, including on simplification and harmonization, the Resident Coordinator system and funding.

23. In its resolution 63/311, the General Assembly reaffirmed that the strengthening of the governance of the operational activities for development of the United Nations system should focus on enhancing existing intergovernmental bodies with the purpose of making the United Nations development system more efficient and effective in its support to developing countries for the achievement of the internationally agreed development goals. A review of the level of effectiveness of the governance processes by the Economic and Social Council could therefore focus on the potential need for reform of its working methods in order to determine whether different modalities are required to enable the Council to play its mandated role. This may require that the respective governing bodies, including those of the specialized agencies, allocate dedicated segments for in-depth annual discussions specifically on issues related to the coherence of United Nations operational activities for development, including among the whole United Nations country team. These discussions would be reflected in each agency's annual report to the Economic and Social Council allowing the Council to consider how responsive the agencies are to the requirements of the quadrennial comprehensive policy review.

D. Key elements of the common country programme document

24. The United Nations development system has little experience with the development of common country programme documents, although considerable experience exists in preparing United Nations Development Assistance Frameworks. The need for the development of common country programmes has been raised in the context of the ongoing experience of the Delivering as one initiative in pilot countries. In order to fulfil the requirements for approval of United Nations agencies' contributions to country programmes, a common country programmes document, consistent with the United Nations Development Assistance Framework, should:

(a) Include a clear statement of the strategic focus of the country programme and the manner in which it responds to national priorities, actions being taken to

ensure coherence at the country level, and results to be achieved, with the available or indicative resources to be approved by the respective governing bodies or internal approval mechanism in view of the need to report in a results-based framework to Member States;

(b) Include a clear description of individual agencies' proposed/indicative contribution to the common country programme that would allow the governing body or internal approval mechanism of the agencies, as appropriate, to establish linkages with their respective strategic plans;

(c) Keep the process simple, ensuring that the timeline between preparation of a common country programme and its approval is short and flexible, allowing for its alignment with the national planning cycle and also ensuring that the preparation of common country programmes by the United Nations system at the country level is short and flexible;

(d) Comply with the United Nations requirement that limits the word count of documents originating in the Secretariat to 16 pages.¹³

E. Options

Option 1

Common country programme presented to governing bodies of participating United Nations agencies

25. This option would require approval at the level of governing bodies. This is not currently required for specialized agencies, and this would not be changed under this option. This option presupposes complete coherence among Member States in their representation to different United Nations organizations and could raise the possibility of disagreement among Executive Boards on agency-specific coverage. In order to address such disagreement, an intergovernmental conflict resolution or referral mechanism would have to be devised, and this could add uncertainty to the process and decrease timeliness. This could partly be addressed by requiring that the governing bodies focus their review and approval on agency-specific contributions to the country programme and their alignment with the respective strategic plan.

Option 2

Common country programme consistent with the United Nations Development Assistance Framework¹⁴ presented to each governing body and internal agency mechanism, as appropriate, including a structured brief description of the agency-specific contribution, and with a results matrix attached as an annex for approval

26. Approval by the relevant governing bodies or internal mechanisms, as appropriate, would be based on an assessment of whether the various elements of the agency-specific programme reflect the relevant priorities of the respective

¹³ In its resolution 52/214, sect. B, paragraph 4, the General Assembly takes note of the decision of the Secretary-General that documents originating in the Secretariat should be no longer than 16 pages.

¹⁴ Under this option, the United Nations country team may choose to prepare on a voluntary basis, under the United Nations Development Group-approved guidelines, the United Nations Development Assistance Framework action plan as the basis for the common country programme.

strategic plan and overall mandate. The current approval process of specialized agencies and of funds and programmes would not be changed. In the case of specialized agencies, the document could be submitted to their respective governing bodies for information only.

27. The current two-session review and approval by the Executive Boards of the funds and programmes could also be reconsidered, allowing, for example, for the approval to be tacit after two weeks of posting of the revised common country programme document on the website, and shortening the time period for posting the revised document on the website from six weeks to four weeks. This option also takes into account that the governing bodies of funds and programmes hold annual discussions on issues of coherence, which are reflected in their annual reports to the Economic and Social Council. The option also responds to the call to further streamline and simplify the current process of approving the contribution of agencies to country programmes.

Option 3

Common country programme presented to the Economic and Social Council

28. A common country programme document, as described in options 1 or 2, would be presented to the Economic and Social Council for approval. This would require a fundamental change both in the mandate and working methods of the Council and in its legal relationship to the specialized agencies. It would also require a change in the current mandate of other governing bodies and in the organization and scheduling of their work.

Option 4

Common country programme presented to the joint meeting of Executive Boards

29. A common country programme document, as described in options 1 or 2, would be presented to the joint meeting of the Executive Boards of UNDP/UNFPA, UNICEF and WFP for approval. As the current mandate of the joint meeting is to discuss selected priority issues of common concern, this option would require a fundamental change in the mandate and composition of the joint meeting of the Executive Boards.

Additional scenarios

30. A common country programme document, as described in options 1 and 2, is presented to the operational activities segment of the Economic and Social Council for discussion and sent to the governing bodies or other relevant entities of the respective agencies for approval. The outcome of the discussion would be non-binding and considered by the Executive Boards or relevant approval bodies when discussing the country programme document. This would significantly change the mandated role of the Economic and Social Council. In addition, it would add at least two additional layers to the approval process, and would have implications for the calendar of discussions of country programmes by governing bodies and approval mechanisms, thus reducing flexibility to align these more closely to the national planning cycles.

31. A common country programme document, as described in options 1 and 2, would be reviewed at the country level by representatives of the specialized agencies, funds and programmes concerned prior to final submission to governing

bodies for formal approval. The review process could be led by the Government and supported by a steering committee co-chaired by the Government and the Resident Coordinator, as is currently the case in some countries. As appropriate, governing bodies could participate in the process and submit written or oral comments to the Chair or Co-Chairs for consideration during the country-level review. The common country programme would subsequently, and, as necessary, be sent to the governing bodies or other relevant agency approval mechanisms for formal review and approval on a no-objection basis. Such a “holistic” review at the country level would strengthen the principle of national ownership as the centrepiece of national development plans and priorities, making it easier for country leadership to be clearly demonstrated.

F. Proposed modality for submission and approval of common country programmes on a voluntary basis

32. The above-mentioned options have been identified as modalities for possible consideration by the General Assembly in response to paragraph 7 of its resolution 63/311. The consideration process by the Assembly could recall the guiding principles outlined in section III below regarding the preferable modality.¹⁵

33. A possible draft resolution could contain the following elements:

The General Assembly,

Considering the different options for defining the common country programme submission and approval mechanism, bearing in mind the mandates of governing bodies of the United Nations agencies, and with a view to proposing to the General Assembly one widely accepted modality for the submission and approval of a common country programme,

Recalling that the governing bodies of funds and programmes hold annual discussions on issues of coherence, which are reflected in their annual reports to the Economic and Social Council, while specialized agencies do not submit similar reports to the Council,

Considering the call to further streamline and simplify the current process of approving the contribution of agencies to country programmes,

1. *Invites* countries, on a voluntary basis, to present a common country programme document, consistent with the United Nations Development Assistance Framework and containing a clear statement of the strategic focus of the country programme in line with national priorities, actions being taken to ensure coherence at the country level and results to be achieved with the available or indicative resources, and with a brief description of an agency-

¹⁵ Four options for submitting and approving common country programmes have been presented for the consideration of Member States, including an outline of the issues underlying each option. However, not all the options have been cleared by the legal offices of all the agencies and discussed by the respective governing bodies; the present report should therefore be considered a work-in-progress. Only option 2, presented above in the form of a draft resolution, is seen to meet the guiding principles outlined in section III of the report. The other options would in most cases require further legal review and agreement by agency governing bodies, which would need to be informed of such discussions in the General Assembly.

specific results matrix attached as an annex, for approval by the governing bodies of the United Nations funds and programmes or internal mechanism in the case of the United Nations specialized agencies, as appropriate;

2. *Notes* that the approval of each agency's contribution will be based on an assessment of whether the elements of the agency-specific programme reflect the priorities of its strategic plan and overall mandate;

3. *Encourages* further efforts by governing bodies of United Nations agencies, in cases where such approval is required, to ensure that the calendar of submission and approval of the common country programme documents is aligned with the planning cycle of the Government.

III. Key principles for establishing an independent system-wide evaluation mechanism

General Assembly resolution 63/311

8. *Reaffirms* the importance of strengthening evaluation as a United Nations system function and the guidance contained to this effect in its resolution 62/208, and in this regard requests the Secretary-General, in consultation with the members of the United Nations System Chief Executives Board for Coordination, to propose to the General Assembly, at its sixty-fourth session, modalities for the establishment of an independent system-wide evaluation mechanism to assess system-wide efficiency, effectiveness and performance, bearing in mind the evaluation functions carried out by respective United Nations organizations, the Joint Inspection Unit and the United Nations Evaluation Group

34. The general framework presented in the present section builds on discussions undertaken among United Nations organizations within the CEB framework in the past two years, as part of broader discussion on the harmonization of business practices and need for enhanced transparency and accountability in the United Nations system. During the discussions, CEB also took note of the report of the High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment (A/61/583), more specifically of the recommendation that, to promote transparency and accountability, a United Nations common evaluation system should be established by 2008, on the basis of a common evaluation methodology.

35. The views consistently expressed by CEB in the course of these discussions were highly supportive of enhancing the capacity and strength of the evaluation function across the United Nations system, as a critical way of increasing the credibility, effectiveness and impact of the programmes of United Nations system organizations. The proposed framework for a system-wide evaluation mechanism includes principles and modalities suggested in subsequently refined contributions to the CEB discussion by the United Nations Evaluation Group, which brings together the heads of evaluation from throughout the United Nations system. The proposal also takes into due consideration the valuable experience gained in carrying out the evaluability assessments of the Delivering as one programme country pilots.

36. The limitations of the ad hoc approach adopted in the evaluability assessments reinforced the rationale for establishing an independent unit to conduct evaluations on specific system-wide issues of general concern, and for strengthening the policies and methodologies for evaluation in the system. Noticeable deficiencies of ad hoc management arrangements for system-wide evaluations were identified in the following areas:

- (a) Unpredictable funding and subsequent inability to plan for the long term;
- (b) Increased burden on individual participating evaluation units vis-à-vis their core responsibilities, particularly for smaller organizations;
- (c) Perceived lack of independence by member countries.

37. The proposed framework for a system-wide evaluation mechanism is inspired by a number of key principles, as follows:

- (a) Given the complexity of United Nations operations, it is considered essential, for coherence and to avoid duplication, that the proposed system-wide evaluation unit work in tandem with the existing evaluation units in the United Nations system organizations;
- (b) To ensure credibility, the United Nations-wide evaluation system would have to be independent in its work. Its evaluations would also have to meet the priority needs of stakeholders, including the general public in Member States;
- (c) Development of evaluation capacity in the Member States should be promoted, including a culture of independent evaluation, so that Member States can progressively take the lead in the evaluation of programmes designed for their benefit.

38. The basic principles that were taken into account in responding to the mandate given by the General Assembly to establish a system-wide evaluation mechanism can therefore be summarized as follows:

- (a) Strengthening of evaluation capacity in programme countries, as also mandated in General Assembly resolution 62/208 on the comprehensive policy review of operational activities for development;
- (b) Development of a solution that is integrated into the framework of evaluation functions already provided by United Nations organizations and by existing oversight and professional bodies, with a view to avoiding duplication and to ensure efficient usage of resources, as requested by the General Assembly in its resolution 63/311;
- (c) Affirmation of paramount requirement of independence for any proposed new mechanism.

39. In accordance with these principles, the proposed United Nations-wide evaluation system would have a three-tier structure, consisting of:

- (a) A new independent unit that would drive the programme of work for system-wide evaluations;
- (b) Evaluation functions in each of the organizations of the United Nations system;
- (c) The professional network of the United Nations Evaluation Group.

40. The proposal developed by the CEB secretariat for a system-wide evaluation mechanism is currently under consultation in the United Nations Evaluation Group, which includes, with an observer status, the Joint Inspection Unit. The proposal further outlines the framework for such a mechanism, especially with respect to its possible institutional, organizational and funding arrangements. The consultative process is expected to be completed in early January 2010, leading to the finalization of the proposal.

IV. Strengthening financial reporting on operational activities for development

General Assembly resolution 63/311

15. *Requests* the Secretary-General to include in his comprehensive statistical analysis of the financing of operational activities for development further analysis and actionable proposals on the current situation and perspectives in respect of core and non-core funding for the United Nations development system, notably the implications of various forms of non-core funding, in terms of predictability, country ownership and the implementation of intergovernmental mandates

A. Improving coverage, quality and comparability of financial reporting

41. The Secretary-General has stepped up efforts to update the concepts, definitions and classifications underlying the comprehensive statistical analysis of the financing of operational activities for development of the United Nations system (statistical compendium). The objective of this effort is to improve the quality and comparability of the data and better represent the changing mandates and operations of the United Nations system. Inter-agency consultations, notably among UNDP, UNICEF, UNFPA, WFP and the specialized agencies, on financial reporting issues have intensified in recent years, leading to improved classification of contributions received by United Nations entities.

42. The United Nations Development Group is also forming a working group charged with simplifying and harmonizing financial reporting by creating common guidelines to be used by United Nations entities in classifying expenditures. Having a more consistent classification of expenditures across different United Nations entities will facilitate disaggregated reporting of development, humanitarian and peacebuilding-related resource flows.

43. Significant progress has also been made in broadening the coverage of the statistical compendium. The Department of Economic and Social Affairs of the Secretariat is in the process of integrating the UNDP report on technical cooperation of the United Nations system into the statistical compendium. A single consolidated report to be submitted to the Economic and Social Council at its substantive session of 2010 will provide analysis of financial data for the 2008 calendar year. Furthermore, the Department plans to collect information directly from 37 United Nations entities in preparing the 2010 statistical compendium, compared with just seven entities in 2007.

B. Strengthening reporting on disaggregated non-core funding flows

44. Recent system-wide efforts to improve reporting on multi-donor trust funds are providing a solid platform for more disaggregated analysis of extrabudgetary resource flows. The United Nations Development Group is establishing a system-wide database on multi-donor trust funds, which will provide up-to-date information on all such trust funds, including those administered by UNDP and other United Nations entities, with links to related websites of the entities concerned. The 2009 statistical compendium contained for the first time information on all contributions to and disbursements from multi-donor trust funds administered by the UNDP Multi-Donor Trust Funds Office. The Department is collecting similar information on multi-donor trust funds administered by other entities within the United Nations system.

45. The 2010 statistical compendium will focus in particular on strengthening financial reporting on extrabudgetary resource flows, with further analysis and actionable proposals on the current situation and perspectives in respect of core and non-core funding for the United Nations development system, notably the implications of various forms of non-core funding in terms of predictability, national ownership and implementation of intergovernmental mandates. Towards that end, the Department of Economic and Social Affairs, in partnership with CEB, will conduct a series of consultations with United Nations system entities to discuss how to further improve the coverage, timeliness, reliability, quality and comparability of financial reporting on the six main funding streams of non-core resource flows.

C. Enhancing timeliness in financial reporting

46. Due to the timing of reporting to the Economic and Social Council, the statistical compendium is released in May each year, a time when the final data from the previous calendar year is not yet available. The statistical compendium thus contains information that is almost two years old by the time it is issued. However, from 2010 onwards, the financial reporting on United Nations development operations will be further improved to enable more timely presentation of funding information to Member States through the following measures:

(a) Publishing aggregate funding figures for United Nations operational activities for development for the previous year in May, with analysis provided of overall trends in resources flows;

(b) Making available a detailed breakdown of contributions and expenditures of United Nations operational activities for development for the previous year in October/November, both online and in an analytical policy brief, together with informative tables and graphs;

(c) Strengthening policy analysis in the statistical compendium, with greater focus on providing detailed data and information on funding flows online, as well as through periodic updates by the Secretariat on financial issues.

47. The Department of Economic and Social Affairs, in line with the above strategy, intends to release information on aggregate funding flows for 2008 by the end of January 2010, with similar reporting on overall resource flows in 2009

expected to be issued in May 2010. These changes in the reporting process will accelerate the information flow to Member States on aggregate funding figures by one year and accelerate the provision of a more detailed breakdown of contributions and expenditures by nine months.

D. Enhancing online access to funding information

48. The Department of Economic and Social Affairs is in the process of designing a home page on the website of the Office for Economic and Social Council Support and Coordination that will provide online access to all financial information contained in the statistical compendium, as an interim measure until the central repository of CEB is operational. The new home page is expected to be launched in the latter half of 2010.

V. Creating a central repository on operational activities for development

General Assembly resolution 63/311

16. *Also requests* the Secretary-General to create a central repository of information on operational activities for development ... building on the comprehensive statistical analysis of the financing of operational activities for development, and to ensure appropriate and user-friendly online access and regular updating of the information contained therein

A. Establishment of a system-wide financial reporting system

49. The central repository of information on United Nations operational activities for development will be part of a system-wide financial statistics database and reporting system, building on the existing biennial CEB mandate to collect and publish financial information on the entire United Nations system (see A/63/185).

50. The creation of the United Nations system-wide financial statistics database and reporting system is expected to enhance the scope and detail of existing financial reporting to Member States, including on United Nations operational activities for development. This will be achieved by developing a comprehensive financial database through the integration of existing ones and by establishing an online platform to compile, analyse and report on such information. Additional objectives include the homogenization and strengthening of methodological consistency of financial data collected by the CEB secretariat from United Nations system organizations.

51. The expected benefits of the new system include one-stop access by Member States and inter-agency and coordination bodies to comprehensive, reliable, manageable and ready-to-use financial information on the entire United Nations system and enhanced information flow on extrabudgetary contributions to United Nations organizations, including those from non-State donors. The new database and reporting system is expected to contribute directly to diffusing and making available, through a harmonized and inclusive system, to all stakeholders of the

United Nations system, the enormous knowledge capital the United Nations system produces or generates.

52. This initiative is part of the High-level Committee on Management (HLCM) Plan of Action for the Harmonization of Business Practices in the United Nations System. A first phase of the project includes the launch, expected in early 2010, of a dedicated section of the CEB website, with analysis and charts based on the report of the Secretary-General on the budgetary and financial situation of the organizations of the United Nations system (see A/63/185), which contains comprehensive financial data on three consecutive bienniums — 2002-2003, 2004-2006 and 2006-2007 — in accordance with audited financial statements and estimates of regular and extrabudgetary income for the biennium 2008-2009.

B. Expected time frame for launching a central repository

53. The second and conclusive phase of the project will be launched concurrently with the first one, and has an estimated time frame for completion of two years. The proposed solution is based on centralized collection and analysis of financial data. Using common data-exchange standards, reporting requirements and derived business rules, organizations would be provided with one platform to manage the submission, validation and reporting of financial data. This service will be made available on the Internet (or Extranet) and a workflow mechanism will control publishing rights and which reports are made available to which stakeholder group. A centralized web content management solution, with financial reporting capabilities, would implement one standard for the categorization and subsequent reporting of financial data.

VI. Independent evaluation of lessons learned from Delivering as one programme country pilots

General Assembly resolution 63/311

17. *Acknowledges* the interim arrangements of the progress made and the challenges remaining in efforts to increase coherence in country-level programming, including in the “programme country pilots

18. *Encourages* the Secretary-General to support “programme country pilot” countries to undertake expeditiously their own country-led evaluations with the participation of relevant stakeholders and with the technical support of the United Nations Evaluation Group

19. *Requests* the Secretary-General to urgently undertake arrangements for an independent evaluation of lessons learned from the above efforts, as requested in resolution 62/208, and to inform the General Assembly of the modalities and terms of reference of this independent evaluation at its sixty-fourth session

54. In its resolution 63/311, the General Assembly requested the Secretary-General to urgently undertake arrangements for an independent evaluation of lessons learned of the Delivering as one initiative and to inform the General Assembly of the modalities and terms of reference of this independent evaluation at its sixty-fourth

session. The Assembly also underscored that the independent evaluation should be guided by the principles contained in its resolution 62/208 with regard to national ownership and leadership, and should be conducted in the context of system-wide norms and standards, should be based on an inclusive, transparent, objective and independent approach and that its outcome should be submitted to the General Assembly at its sixty-sixth session.

55. The present section addresses the purpose, timing and scope of the evaluation. It also outlines some of the principles involved and proposes options for management of the evaluation. It is suggested that the terms of reference be developed fully once the management arrangements are decided upon so that the process can be fully transparent, inclusive, objective and independent.

A. Purpose

56. The purpose is twofold: firstly, the evaluation should feed into the quadrennial comprehensive policy review of the General Assembly; secondly, it should also contribute to Assembly consultations on system-wide coherence. Users of the evaluation will include national decision makers and organizations of the United Nations system. The evaluation will be made publicly available for broader access.

B. Timing

57. If the evaluation is to feed into the 2012 quadrennial comprehensive policy review process, it should be completed by mid-2011 or the end of 2011 at the latest. This deadline will also meet the requirement in the General Assembly resolution that the evaluation should be submitted to the Assembly at its sixty-sixth session. To achieve this deadline, the evaluation should be commenced around July 2010 and certainly no later than the end of 2010. This timing will also ensure that the country-led evaluations are completed before the independent evaluation has commenced. The outcome statement of an intergovernmental meeting on programme country pilots held in Kigali in October 2009 states that the country-led evaluations will be completed by 1 July 2010.

C. Scope

58. If the independent evaluation is to extract lessons learned from the programme country pilots, then the scope of the exercise should cover each of these initiatives as well as all related United Nations reform measures at the Headquarters and regional levels. The evaluation will cover both process and results. The full scope of the independent evaluation would be detailed through the consultative process leading to the preparation of terms of reference.

59. In its resolution 63/311, the General Assembly underscored that the independent evaluation should be guided by the principles of national ownership and leadership. To achieve this, it is particularly important that the relationship between the country-led evaluations and the independent evaluation be addressed explicitly in the terms of reference for the latter.

60. There should be no duplication between these two evaluation processes. The independent evaluation should build on the country-led evaluations provided that they meet adequate quality standards, and should only carry out additional work in the countries concerned if this can be shown to add value to the evaluation process. The independent evaluation will have to carry out more detailed primary data collection in the programme countries that do not conduct country-led evaluations. A useful first step in the independent evaluation process would be to conduct an independent analysis of the country-led evaluations.

D. Management options

61. General Assembly resolution 63/311 specifies that the evaluation should be conducted in an inclusive, transparent, objective and independent manner in the context of United Nations system-wide norms and standards. Management arrangements should be chosen to ensure that the evaluation is professionally conducted in line with these principles, as well as the United Nations Evaluation Group norms and standards for evaluation in the United Nations system. The evaluation should be conducted by a team of professional evaluators. There would appear to be two viable management options in conducting an evaluation of this nature.

First option

62. The first option would be to identify an existing evaluation function that has the mandate to deliver an exercise of this nature. In the absence of an independent United Nations system-wide evaluation mechanism, for which General Assembly resolution 63/311 requests the Secretary-General to formulate options, the only existing function that could undertake this type of evaluation is the Joint Inspection Unit. If the Joint Inspection Unit were to be tasked with undertaking this evaluation, it would need to demonstrate its capacity to do so in line with agreed principles. It would be important to have a reference group in place that would be inclusive and would advise on the evaluation process. Clear terms of reference should be developed and an independent professional evaluation team contracted to conduct the evaluation in line with system-wide norms and standards.

Second option

63. The second option would be to set up an ad hoc arrangement for managing the independent evaluation. The Secretary-General could establish an evaluation management group that would oversee the evaluation process. The evaluation management group would commission an independent evaluation team to conduct the evaluation. This model would have the advantage of inclusiveness within the management arrangement. The evaluation management group could be nominated by regional groupings and pilot countries (perhaps a total of six members), consisting of individuals belonging to established evaluation institutions with strong experience in managing independent evaluations and with in-depth knowledge of system-wide coherence issues.

64. If the ad hoc arrangement is chosen, it would be advisable to have a professional evaluation secretariat to support the evaluation management group. One option would be to request an existing United Nations evaluation function to

carry out this secretariat support. Whichever management arrangement is selected, it will be important to ensure that the evaluation management places on record the quality assurance process it will put in place to ensure that the independent evaluation is conducted in line with system-wide norms and standards.

E. Funding

65. The cost of the independent evaluation will depend on the scope and methodology employed and the management arrangements adopted. Once a management arrangement has been agreed, a budget should be drawn up for the evaluation and agreement reached on how to finance this important undertaking.

VII. Reporting on harmonization of business practices

General Assembly resolution 63/311

21. *Calls upon* the Secretary-General, in cooperation with the members of the United Nations System Chief Executives Board for Coordination, to continue progress in the simplification and harmonization of business practices within the United Nations development system, and requests the Secretary-General, in consultation with Chief Executives Board, to regularly inform the Economic and Social Council about progress being made and challenges encountered in this regard and to refer any matter requiring an intergovernmental decision to the relevant intergovernmental bodies

66. CEB is leading the efforts to simplify and harmonize business practices within the United Nations development system through the Plan of Action for the Harmonization of Business Practices in the United Nations System, which was developed within the framework of HLCM, with the active and full contribution of the entire United Nations system (United Nations Secretariat, funds and programmes, and specialized agencies). In the third quarter of 2007, the full CEB membership at the Executive Heads level, led by the Secretary-General, endorsed the Plan of Action.

67. The Plan of Action is built on the belief that, within a system structured around a variety of mandates, an increased coherence in the working modalities of the member organizations would contribute significantly to their ability to deliver better programmatic results, while in the medium and long terms allowing for a substitution or reduction of costs to be derived by individual organizations. The Plan of Action was prepared on the basis of experience coming out of the Delivering as one pilots and on the ad hoc solutions that are being developed to address bottlenecks in those initiatives, with a view to finding and agreeing on system-wide solutions.

68. This approach ensures the alignment of country-level operations with the strategic directions and priorities pursued at the policy level. It also further ensures that the needs of country operations are one of the cornerstones for harmonization of the business practices at the global level. Following approval by CEB of the Plan of Action in April 2008, it was presented on 13 June 2008 to the General Assembly by the HLCM Chair in the context of the informal consultations of the Assembly on system-wide coherence.

69. Member States generally noted their support for the work of CEB in this area, underlying the importance of respecting existing mandates and the division of labour between the various United Nations organs with respect to ongoing management reforms. In the above meeting, the HLCM Chair emphasized that the Plan of Action was taking into account previous recommendations made by the internal and external oversight bodies of member organizations and already endorsed by their governing bodies. The general support to proceed with this work was then formally recorded in General Assembly resolution 62/277 on system-wide coherence. A funding proposal outlining the scope and objective of the Plan of Action was transmitted to potential donors in October 2008.

70. In July 2009, the operational activities segment of the Economic and Social Council also included a session on the theme “Simplification and harmonization: how far the United Nations system has gone”, at which Member States were briefed on progress made by the Vice-Chair of HLCM. In its resolution 2009/1, concerning the simplification and harmonization of business practices, the Economic and Social Council, while acknowledging that progress was being achieved, noted that many procedures required further harmonization, as identified in the Plan of Action, and requested the United Nations funds and programmes and the specialized agencies to explore sources of financing to support the implementation of the Plan of Action, including discussion with their respective governing bodies on the allocation of funds through their respective support budgets.

71. In the light of the support and guidance received by Member States, CEB recently reviewed the projects included in the Plan of Action to ensure their relevance in the current context of financial constraints, and selected its priorities among the activities included in the original funding proposal, so as to take into consideration the initial work that had already been undertaken and carry the activities forward from a better starting position. The first initiative that has been launched from the Plan of Action is a project intended to produce procedures and guidelines with regard to vendor eligibility and due process dealing with vendors suspected, accused of and/or proven guilty of misconduct in line with the Supplier Code of Conduct (known as the Vendor Eligibility Project). The HLCM Procurement and Legal Networks are working in close cooperation on this project.

72. In addition to briefings to Member States on progress being made in this initiative, the CEB website has established a section dedicated to the HLCM Plan of Action. The new release of the website, expected in early 2010, will provide more detailed information on the implementation of the Plan of Action in a user-friendly format. The business practices section, which is already available, will be kept up-to-date with details on the various initiatives launched within the framework of the HLCM Plan of Action (see <http://www.unsceb.org/ceb/priorities/business-practices>).

73. Simultaneously with the efforts of HLCM, the United Nations Development Group is working to find solutions for critical bottlenecks in business practices at the country level. In 2009, in cooperation with HLCM, solutions have been developed in the areas of common procurement at the country level covering the setting up of common procurement teams, the development and use of common long-term agreements and a common contracts committee. In some of the Delivering as one pilot countries, solutions have been designed for the inter-linking of information and communications technology systems with a view to increasing

efficiency and reducing costs. Developments in the areas of both procurement and information and communications technology have now been issued as global guidance that is available to other countries concerning the efforts of the United Nations development system to bring about greater efficiency and effectiveness in country office business operations.

74. In response to the outcome of the most recent comprehensive policy review of the General Assembly, the United Nations Development Group is developing an approach for the deployment of savings in operational activities into programmes at the country level. The relevant working group of the United Nations Development Group has reached a preliminary agreement that, where relevant, agencies would put in place processes for the identification and measurement of net savings from operational activities. In view of its complexity, this will need to be tried on an experimental basis to assess the scale of net savings, particularly in relation to the costs that may be incurred in putting in place a system for their identification. The United Nations country teams in some of the pilot countries are already aligning their planning and budgeting with the national financial cycles to allow for improved planning and implementation.

Key recommendations of earlier reports and studies on improving the functioning of governing bodies in respect of United Nations operational activities for development^a

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
1. Commission on International Development: <i>Partners in Development</i> (Pearson Report) (1969)		<p>Improve review of issues relating to the whole of the United Nations system, including the Bretton Woods institutions</p> <p>Institutionalize coordination among the United Nations agencies, the Bretton Woods institutions, multilateral agencies, regional development banks and coordinating bodies in order to:</p> <ul style="list-style-type: none"> • Further linkages between aid and development policies and those dealing with trade, monetary policy and private capital movements • Move towards standardized performance assessments across the United Nations system, including the Bretton Woods institutions • Establish authoritative estimates of development objectives and aid requirements • Provide balanced and impartial reviews of donor aid policies and programmes

^a Many of the reports and studies examined in this annex resulted in adoption of General Assembly resolutions with significant implications for the functioning of intergovernmental bodies governing United Nations development operations. The following General Assembly resolutions are particularly relevant in this context: 46/182, 50/227, 62/208 and 63/311. Additional reports that may be of interest include those submitted earlier by the Secretary-General to facilitate intergovernmental deliberations on such issues, including his recent discussion paper on strengthening governance of operational activities for development of the United Nations system for enhanced system-wide coherence (April 2009).

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
<p>2. Report of Group of Experts on the Structure of United Nations system: Gardner Report (1975)</p>	<p>Working methods</p> <p>Convene well-prepared sessions of the General Assembly or proposed Development Committee, rather than ad hoc world conferences</p> <p>Organize Economic and Social Council work programme on biennial basis, with short and frequent subject-oriented sessions spread throughout the year, in New York, Geneva or other cities such as Nairobi, depending on topic and secretariat location</p> <p>Devote initial substantive session of the Economic and Social Council (presumably in January) to identification of themes and issues to be included in biennial work programme</p> <p>Design Economic and Social Council work programme so that all issues currently addressed by subsidiary bodies are discussed over a two-year cycle, with a one-week ministerial session (e.g. last week of June) devoted to overall policy review, followed by separate discussions, two weeks each, first, on programme budgets and medium-term plans of entire United Nations system, and, second, to review operational activities</p> <p>Representation</p> <p>Officials from capitals having the required expertise, flexible instructions and capacity to follow up directly on implementation of agreed decisions would attend Economic and Social Council sessions, with travel support provided to developing country participants</p>	<p>General Assembly</p> <p>Strengthen central role of the General Assembly in global policymaking</p> <p>Rename Second Committee as Development Committee charged with establishing overall global development policies</p> <p>Economic and Social Council</p> <p>Prepare meetings of proposed Development Committee</p> <p>Coordinate policymaking within United Nations system on development issues and operational activities for development, including monitoring of implementation</p> <p>Assume direct responsibility for work performed by subsidiary bodies except regional commissions and others of highly specialized nature (e.g., Statistical Commission)^b</p> <p>Establish small negotiation groups to facilitate consensus-building on priority issues</p> <p>Review programme budgets and medium-term plans in economic and social fields with support of revitalized Committee for Programme and Coordination^c</p>

^b With most subsidiary bodies discontinued, the report makes several proposals to make rules governing participation in the work of the Economic and Social Council more flexible.

^c Based on draft plans prepared by an inter-agency planning unit.

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
	<p>Promote active participation of specialized agencies in the work of the Council</p> <p>Preparations</p> <p>Restructure and strengthen central secretariat so as to be able to provide intellectual direction on issues of system-wide concern</p>	<p>Governing boards of funds and programmes</p> <p>Consolidate governing boards of operational funds administered by the United Nations into a single Operations Board, reporting to the Economic and Social Council, with a small membership (18-27 countries)^d</p> <p>Evaluation</p> <p>Create small full-time body of independent experts to provide intergovernmental organs with information on programme management and execution and progress in achieving policy goals, with Joint Inspection Unit alternatively transformed into this entity</p>
<p>3. Ad hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations system (1977)</p>	<p>Working methods</p> <p>Rationalize General Assembly working methods and procedures</p> <p>Improve coordination of Second and Third Committees with the Fifth Committee</p> <p>Organize work of the Economic and Social Council on a biennial basis through shorter but more frequent subject-oriented sessions spread throughout the year</p> <p>Convene periodic Economic and Social Council meetings at the ministerial level to review major issues</p> <p>Preparations</p> <p>Prepare concise and action-oriented documentation for General Assembly and Economic and Social Council sessions</p>	<p>General Assembly</p> <p>Serve as principal forum for global policymaking</p> <p>Economic and Social Council</p> <p>Act as central forum for discussion of international economic and social issues of an interdisciplinary nature</p> <p>Formulate policy recommendations addressed to Member States and the United Nations system</p> <p>Monitor and evaluate implementation of General Assembly policy guidance</p> <p>Ensure overall coordination of the activities of the United Nations system</p> <p>Undertake comprehensive policy reviews of United Nations operational activities for development</p>

^d With operational funds maintaining fund-raising identity.

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
		<p>Assume, to maximum extent possible, functions of subsidiary bodies</p> <p>Improve consultative relationships with non-governmental organizations</p> <p>Consolidate planning, programming and coordination responsibilities in the Committee for Programme and Coordination</p> <p>Governing boards of funds and programmes</p> <p>Consider establishing a single governing body responsible for management and control of United Nations operational activities for development, replacing existing governing bodies</p>
<p>4. North-South: A Programme for Survival: Brandt Report (1979)</p>	<p>Working methods</p> <p>Make agendas more purposeful and results-oriented, with better time management and more economical documentation</p> <p>Review present system of negotiations to see whether more flexible, expeditious and results-oriented procedures can be introduced without detracting from cooperation within existing groups^e</p>	<p>Create a high-level Independent Advisory Body composed of 12 members, with one third from developing and developed countries and individual experts respectively, serving in their individual capacity and appointed by the Secretary-General to:</p> <ul style="list-style-type: none"> • Advise Member States and the General Assembly and its organs with a view to improving the effectiveness of the United Nations and other international institutions engaged in development and international economic cooperation in achieving their global objectives^f <p>Establish small negotiation groups on priority issues composed of countries for which the respective issue is of most interest to facilitate consensus-building</p>

^e The Commission on Global Governance (discussed below) also proposed establishing a constituency-based system in executive boards of United Nations development organizations so as to facilitate more pragmatic decision-making.

^f The reports of the proposed Advisory Group would be made available to the public.

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
		<p>Convene occasional summits of a limited number of countries to forge commitment and advance consensus on high-priority issues as precursor for discussions in universal forums such as the General Assembly</p>
<p>5. Some reflections on reform of the United Nations, Maurice Bertrand, Joint Inspection Unit (1985)</p>	<p>Working methods</p> <p>Reduce overlap in agendas of intergovernmental bodies</p> <p>Representation</p> <p>Involve technical ministries in intergovernmental deliberations on development issues with a view to influencing national policymaking</p> <p>Appoint “Economic Ambassadors”, coming from Ministries of Finance/Economic Affairs, part of each delegation in New York, to participate in an Economic Security Council</p> <p>Preparations</p> <p>Set up an interdisciplinary secretariat to service the Economic Security Council with a team of economists, sociologists and other specialists with high qualifications</p>	<p>Establish an Economic Security Council composed of 23 members, replacing the Economic and Social Council and the Trade and Development Board of the United Nations Conference on Trade and Development</p> <p>The Economic Security Council would play a similar role as that of the Security Council in areas of peace and security</p> <p>Establish a single governing body (and a single development agency) for United Nations operational activities for development at the regional level</p> <p>Adopt constituency-based intergovernmental negotiations based on definition of interest groups whose composition and dimensions vary according to the subject dealt with and the method of representation of these groups^g</p> <p>National level</p> <p>Enhance policy coherence of Member States in intergovernmental bodies</p>

^g In order for negotiations to improve or alter world consensus, all participants need to agree on negotiation structures at the outset.

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
6. Report of Group of High-level Intergovernmental Experts to Review the Efficiency of the Administrative and Financial Functioning of the United Nations: Group of 18 (1986)	<p>Working methods</p> <p>Undertake comparative analysis of agendas, calendars and programmes of work of the General Assembly, the Economic and Social Council and related subsidiary bodies</p> <p>Rationalize agenda-setting, procedures and methods of work of the General Assembly and the Economic and Social Council in order to reduce the number of meetings and documentation</p> <p>Improve the system of reporting from subsidiary bodies to principal organs with a view to reducing and minimizing duplication in documentation</p> <p>Adopt fewer and more strategic resolutions</p>	<p>Consider establishing a single governing body responsible for management and control, at the intergovernmental level, of United Nations operational activities for development</p> <p>Improve intergovernmental review of reports of Joint Inspection Unit</p> <p>Strengthen independent evaluation of United Nations operational activities for development</p>
7. Report of Special Economic and Social Council Commission on the In-depth Study of United Nations Intergovernmental Structures and Functions in the Economic and Social Fields (1988) ^h	<p>Working methods</p> <p>Rationalize methods of work of the General Assembly in the economic and social fields</p> <p>Improve prioritization of policy issues to be discussed in the General Assembly each year</p> <p>Make representation in the Economic and Social Council universalⁱ</p> <p>Eliminate overlap in General Assembly and Economic and Social Council agendas^j</p>	<p>General Assembly</p> <p>Establish overall strategies, policies and priorities for the United Nations system in respect of international cooperation, including operational activities for development</p> <p>Serve as the principal forum for policymaking and provision of policy guidance on United Nations operational activities for development</p>

^h Chairman's text dated 4 May 1988 on the draft conclusions and recommendations of the Special Commission.

ⁱ In an informal paper presented by the Group of 77 on 1 September 1987, six reasons were identified for the inability of the Economic and Social Council to fulfil its mandate: (a) restricted membership; (b) expansion of its subsidiary machinery; (c) short duration of meetings; (d) inadequate secretariat support structure; and (e) lack of recognition of the Council's authority by other intergovernmental and inter-secretariat bodies of the United Nations system.

^j The Special Commission proposed that the General Assembly and the Economic and Social Council should establish a process of periodic review and evaluation of United Nations intergovernmental structure and functions in the economic and social fields.

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
	<p>Convene Second and Third Committees for four weeks each year</p> <p>Hold four-five week annual session of the Economic and Social Council in July/August each year, with a high-level segment undertaking in-depth review of selected programme areas</p> <p>Convene subject-oriented sessions of the Council, as appropriate^k</p> <p>Representation</p> <p>Strengthen participation of executive heads of United Nations organizations in Economic and Social Council deliberations</p> <p>Preparations</p> <p>Improve and rationalize the system of reporting to the General Assembly and the Economic and Social Council</p> <p>Perform periodic evaluation and appraisal of quality and content of reports prepared for the Economic and Social Council</p> <p>Strengthen secretariat support</p>	<p>Economic and Social Council</p> <p>Serve as the central forum for substantive coordination of international economic and social issues of global and interdisciplinary nature and for formulation of recommendations to Member States and the United Nations system</p> <p>Provide coordination of activities of the United Nations system</p> <p>Monitor and evaluate implementation of General Assembly policies</p> <p>Recommend to the General Assembly overall priorities and policy guidance on operational activities for development — the Third (Programme and Coordination) Committee of the Council would devote its deliberations to operational activities^l</p> <p>Discuss each year a limited number of operational issues requiring coordination and harmonization of action among relevant United Nations system organizations</p> <p>Undertake a comprehensive policy review of operational activities every three years</p> <p>Obtain regular reports from the specialized agencies on steps taken to give effect to relevant recommendations of the General Assembly and the Council</p> <p>Governing boards of funds and programmes</p> <p>Exercise responsibility for the formulation, appraisal, approval, monitoring and evaluation of programmes and projects</p>

^k In an informal discussion paper presented by Canada, universal membership of the Economic and Social Council was proposed, as well as organization of the work programme along five main sectoral lines, which would be served by three Committees of the Council, with one focusing on United Nations operational activities for development.

^l In an informal discussion paper, Japan proposed the creation of a sessional committee of the Council to deal solely with coordination of operational activities for development.

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
8. Challenge to the South: the Report of the South Commission (1990)		<p>Summit of leaders</p> <p>Establish a representative group of leaders of developed and developing countries under the auspices of the United Nations to periodically review the world economic situation, prospects for development and the environment</p> <ul style="list-style-type: none"> • Recommend guidelines for action by the specialized agencies of the United Nations and other major actors on the global scene
9. The United Nations in Development: reform issues in the economic and social fields — A Nordic Perspective (1991)	<p>Working methods</p> <p>Systematize General Assembly and Economic and Social Council agenda-setting</p> <p>Make greater use of groups with limited membership to deal with specific issues or sectors</p> <p>Minimize overlaps in General Assembly and Economic and Social Council mandates</p> <p>Preparations</p> <p>Streamline reporting to the Economic and Social Council</p>	<p>Establish an International Development Council, as a high-level forum to discuss development issues and provide overall guidance on United Nations operational activities for development:</p> <ul style="list-style-type: none"> • Focusing on normative aspects of development, delegating administrative and managerial issues to a system of Executive Boards • Absorbing policy functions of five boards (United Nations Development Programme (UNDP), United Nations Children’s Fund (UNICEF), United Nations Population Fund (UNFPA), World Food Programme (WFP) and International Fund for Agricultural Development), while Executive Boards, composed of no more than 20 representatives, provide policy guidance to senior management on a continuous basis • Replacing either Second or Third Committee of General Assembly, ensuring universal participation, or constituted as one segment of the Economic and Social Council, with 54 members <p>International Development Council role would resemble that of the Development Committee of the World Bank</p>

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
<p>10. United Nations Development Programme Human Development Report (1992)</p>		<p>Create a Development Security Council, composed of 11 permanent members and 11 on the basis of rotational election to:^m</p> <ul style="list-style-type: none"> • Design broad policy for all development issues, ranging from food security to ecological security, from humanitarian assistance to development assistance, from debt relief to social development, from drug control to international migration • Prepare a global revolving five-year budget of development resources flows • Provide the policy coordination framework for smooth functioning of international development and financial institutions
<p>11. Renewing the United Nations system: Erskine Childers and Brian Urquhart (1994)</p>	<p>Working methods</p> <p>Extend working periods of the General Assembly and the Economic and Social Council</p> <p>Explore ways to enhance negotiation and decision-making capacities of poorer countries in the General Assembly and the Council</p> <p>Improve traditions and timings of debate, traditional composition of resolutions and discipline in requesting reports, including proscribing their length</p> <p>Introduce “Question time” in the General Assembly</p> <p>Representation</p> <p>Promote more strategic composition of participants in Economic and Social Council deliberations</p>	<p>Establish a United Nations System Consultative Board, reporting to the General Assembly, through the Economic and Social Council, comprising Economic and Social Council Bureau members, bureaux of executive governing bodies of major agencies, and one representative of each other agency to formulate common policy approaches on all matters requiring system-wide efforts</p> <p>Convene Board biennially to review progress in system-wide implementation of selected policies and programmes, including United Nations-wide reform efforts</p> <p>Establish a General Committee, as a standing capacity of the General Assembly, to monitor and evaluate its discharge of responsibilities for coordination of policies and activities of agencies under Article 58 of the Charter of the United Nations</p>

^m The report argued that the size of the Economic and Social Council makes it difficult for the Council to exercise its coordination role.

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
	<p>Preparations</p> <p>Improve Economic and Social Council documentation, and make it more strategic, in order to attract ministerial attendance</p> <p>Designate one focal point within the Secretariat to plan, marshal and monitor the quality, coherence and volume of socio-economic documentation</p> <p>Undertake a business process review of legislative support services</p>	<p>Establish a single governing body for United Nations operational activities for development at the regional level, under the auspices of the respective Regional Commission</p> <p>Examine reports of regional governing entities in a single global governing body for United Nations operational activities for development, providing overall global policy guidance and accountability, with a report submitted to the Economic and Social Council</p> <p>The General Assembly to review and debate every five years over all global, interregional, regional and country policies in operational development programmes</p>
<p>12. Our Global Neighbourhood: Report of the Commission on Global Governance (1995)</p>	<p>Working methods</p> <p>Make modus operandi of the Economic Security Council practical and efficient</p> <p>Promote informal exchanges in the Economic Security Council among national leaders</p> <p>Streamline and modernize procedures of the General Assembly and its committees</p> <p>Reduce and rationalize the General Assembly agenda</p> <p>Make the General Assembly work more focused and results-oriented</p> <p>Convene the General Assembly theme session in the first half of each year on a major priority issue</p> <p>Merge the Second and Third Committees of the General Assembly</p> <p>Enhance opportunities for intellectual dialogue among leaders in the General Assembly</p>	<p>Create an Economic Security Council composed of no more than 23 members</p> <ul style="list-style-type: none"> • Assess overall the state of the world economy and interaction between major policy areas • Provide long-term strategic policy framework for stable, balanced and sustainable development • Secure consistency between policy goals of major international institutions • Promote consensus-building for evolution of international economic system <p>Retire the Economic and Social Council</p> <p>Submit major recommendations of the Economic and Social Council subsidiary bodies to the Economic Security Council, others to merged Second and Third Committees, with non-governmental organization accreditation shifted to the General Assembly</p>

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
	<p>Reduce overlapping in the agendas of the Economic and Social Council and the Second and Third Committees</p> <p>Representation</p> <p>Heads of State and finance ministers to participate in the Economic Security Council</p> <p>Preparations</p> <p>Imaginative and unconventional approach required to service the Economic Security Council</p> <p>Secretariat staff and research capacity of high-quality with ability for strategic thinking on economic, social and environmental issues</p> <p>Consider inviting competitive bidding from United Nations and private agencies for any significant piece of work done on behalf of the Economic Security Council</p> <p>Foster substantive collaboration between staff of the Economic Security Council and the Bretton Woods institutions, the World Trade Organization, the International Labour Organization and others</p>	<p>Governing boards of funds and programmes</p> <p>Provide operational governance of respective entities</p> <p>Establish a constituency-based system so that all countries have a voice on executive boards</p>
<p>13. A world in need of leadership: tomorrow's United Nations — a fresh appraisal — Erskine Childers and Brian Urquhart (1996)</p>	<p>Representation</p> <p>Enhance the strategy-negotiating and coordinating role of the Economic and Social Council through a more strategic composition of participants in the Council's deliberations</p>	<p>Establish a United Nations System Consultative Board comprising Economic and Social Council Bureau members, bureaux of executive governing bodies of major agencies, and one representative of each other agency to formulate common policy approaches on all matters requiring system-wide efforts</p> <p>Establish a single governing body for United Nations operational activities for development, with regional governing bodies for programmes in each region</p>

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
		<p>National level</p> <p>Enhance policy coherence of Member States in intergovernmental bodies</p>
<p>14. The United Nations in Development — Strengthening the United Nations through change: fulfilling its economic and social mandate — The Nordic United Nations Reform Project (1996)</p>	<p>Working methods</p> <p>Consolidate the agendas of Second and Third Committees of the General Assembly</p> <p>Convene the Economic and Social Council whenever necessary to address urgent developments in the economic, social and related fields requiring guidance and coordination by the Council</p> <p>Review subsidiary structure of the Economic and Social Council in order to assess whether tasks can be absorbed by the Council and other forums</p> <p>Preparations</p> <p>Improve preparations for substantive meetings of the Economic and Social Council, with higher-quality reporting, a focused agenda and a more active Bureau</p> <p>Compile sectoral, operational and agency-oriented reports into a consolidated Economic and Social Council report on development</p>	<p>Establish a functionally integrated governance system:</p> <p>General Assembly, United Nations conferences and treaty-making bodies</p> <p>Perform agenda, norm and standard-setting through dialogue and negotiations; policymaking; and oversight of subordinate bodies of the United Nations system</p> <p>Economic and Social Council</p> <p>Provide policy guidance to all parts of the United Nations system, including specialized agencies and regional commissions; coordination of intergovernmental, inter-agency and operational activities, particularly with respect to implementation of comprehensive policy review of the General Assembly and integrated follow-up to United Nations conferences, including assessment of analyses and data collection; priority-setting as regards resources and activities; and consolidation of medium-term plans and budgets</p> <p>Strengthen Economic and Social Council guidance to functional commissions and expert bodies</p> <p>Governing bodies of funds, programmes and agencies</p> <p>Undertake policy interpretation, preparation and application; strategy development; approval of programmes and budgets; oversight of operations management; and monitoring and evaluation</p>

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
		<p>Long-term vision</p> <p>Unified governance arrangement for consolidated United Nations development system</p>
<p>15. Renewing the United Nations: a programme for reform — report of the Secretary-General (1997)</p>	<p>Working methods</p> <p>Conceptualize and organize the General Assembly agenda around the priorities of the United Nations medium-term plan</p> <p>Consider holding Economic and Social Council segments at different pre-established periods during the year, without affecting totality of Council meetings</p> <p>Extend the duration of the operational activities segment to enable the Council to provide effective policy guidance on the work of different programmes and funds</p> <p>Adopt ex-ante, rather than ex-post, review by the Council of the work programme of functional commissions</p> <p>Convene meetings of the Executive Boards of UNDP/UNFPA and UNICEF back-to-back, with joint meetings, as appropriate, and with joint committees comprising members of both Boards to review issues and matters of common concern</p> <p>Representation</p> <p>Economic and Social Council segments attended by ministers directly concerned with respective themes. Active participation of least developed countries, beneficiaries of operational activities, is especially important in order to render the dialogue more meaningful</p>	<p>Economic and Social Council</p> <p>Rethink the role of the Economic and Social Council, possibly providing it with greater authority under the Charter</p> <p>Consolidate and reconfigure the Economic and Social Council subsidiary machinery</p> <p>Replace the Committee on Development Policy by a panel of experts on relevant policy issues set-up by the Economic and Social Council on an ad hoc basis, with members appointed on the recommendation of the Secretary-General</p> <p>Promote closer integration of governance oversight of UNDP, UNFPA and UNICEF, with consecutive and/or joint meetings of Executive Boards, and convene joint committees to review issues and matters of common concern</p>

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
	<p>Establish trust fund to facilitate participation of ministers and/or high-level officials of least developed countries in operational activities segment</p> <p>Preparations</p> <p>Improve preparations for the operational activities segment so that policy issues arising from the reports of the Executive Boards of funds and programmes are effectively identified, and the level of participation in the Council that can give the necessary political weight to policy prescriptions emanating from it, is promoted</p>	
<p>16. The role of the annual joint meetingⁿ of the Executive Boards of the funds and programmes — Informal note by Anthony Beattie, President of the Executive Board of the World Food Programme (2004)</p>	<p>Working methods</p> <p>Adopt a more strategic approach to agenda-setting, planning two to three years in advance</p> <p>Improve the quality of the debate</p> <p>Aim to achieve operationally useful conclusions</p> <p>Encourage discussions on the outcome of the annual joint meeting in the Executive Boards</p> <p>Invite the Executive Boards to report back on implementation of the conclusions of the annual joint meeting of the Boards</p> <p>Exploit synergies by reflecting objectives and current concerns of the annual joint meeting of the Boards in terms of reference for joint field visits</p>	

ⁿ The annual joint meeting of the Executive Boards of the four funds and programmes (UNDP, UNFPA, UNICEF and WFP) originates in General Assembly resolution 52/12. The resolution “accepts that management of funds and programmes would be enhanced by greater integration of intergovernmental oversight, and requests the Economic and Social Council, in the context of the next triennial policy review of the United Nations, during its operational activities segment of 1998, to consider arrangements for closer integration of the governance oversight of the United Nations Development Programme and the United Nations Population Fund, and of the United Nations Children’s Fund, with consecutive and/or joint meetings of the existing Executive Boards, bearing in mind the respective mandates of the Executive Boards of the funds and programmes”.

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
<p>17. Assessment of value-added of joint meetings of the Executive Boards of the United Nations Development Programme/ United Nations Population Fund, the United Nations Children’s Fund and the World Food Programme — report of the Secretary-General (E/2004/60)</p>		<p>Consider adopting a more formal approach to the annual joint meeting of the Boards, e.g. granting decision-making authority</p> <p>Examine how an empowered annual joint meeting of the Boards would advance system-wide coherence and agreed development goals, including recommendations of the quadrennial comprehensive policy review</p> <p>Conduct periodic reviews of relevance and effectiveness of annual joint meeting of the Boards, including complementarity with the operational activities segment of the Economic and Social Council</p>
<p>18. The Economic and Social Council of the United Nations: an issues paper — Gert Rosenthal (2005)</p>	<p>Working methods</p> <p>Organize Economic and Social Council segments at different intervals throughout the year</p> <p>Strengthen the focus on Economic and Social Council core functions</p> <p>Reduce formality in Economic and Social Council proceedings</p> <p>Representation</p> <p>Assume present disconnect between Economic and Social Council natural constituency and national economic policymaking at country level as “given”</p> <p>Preparations</p> <p>Improve technical quality of inputs to Economic and Social Council meetings</p>	<p>Economic and Social Council</p> <p>Reduce Economic and Social Council membership to 36 countries</p> <p>Achieve consensus on Economic and Social Council subsidiary status to the General Assembly</p> <p>Serve as a Council of Ministers for Economic and Social Affairs with authority to review medium-term plans, or equivalent, of all United Nations system organizations</p> <p>Coordinate follow-up to outcomes of United Nations conferences and summits</p> <p>Undertake in-depth policy debates in the Council with decisions adopted by the General Assembly</p> <p>Establish a closer relationship with the Security Council</p>

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
		<p>Strengthen partnerships with the Bretton Woods institutions and the World Trade Organization in order to give the Council better access to ministries of finance, trade and development</p> <p>Bring non-governmental and private sectors more fully into the work of the Council</p>
<p>19. Report of the High-level Panel on United Nations System-wide Coherence: Delivering as One (2006)</p>	<p>Working methods</p> <p>Establish clear lines of accountability among different governance mechanisms in order to promote robust oversight of United Nations system performance and results</p> <p>Representation</p> <p>Comprise a Sustainable Development Board with senior officials from development, planning, finance and foreign ministries, with appropriate skills and competence</p> <p>Preparations</p> <p>Establish a Development Policy and Operations Group, supported by a Development Finance and Performance Unit, composed of talented officials from all parts of the United Nations system to provide high-quality support to the Sustainable Development Board</p>	<p>Establish a Global Leaders Forum comprised of leaders of 27 countries rotating on the basis of geographical representation, with participation of executive heads of major international economic and financial institutions:</p> <ul style="list-style-type: none"> • Provide leadership on development and global public goods-related issues • Develop long-term strategic policy framework to secure consistency in policy goals of major international institutions • Promote consensus-building among Governments on integrated solutions for global economic, social and environmental issues <p>Create a Sustainable Development Board, superseding the annual joint meeting of the Executive Boards of the funds and programmes and a meeting at the ministerial level, when required. The main tasks of the Board would be to:</p> <ul style="list-style-type: none"> • Endorse “One Country” programmes and approve related allocations • Maintain strategic overview of the system • Review implementation of global normative and analytical work of the United Nations in relation to “One United Nations” at the country level

<i>Study/report</i>	<i>Working methods, representation, preparations</i>	<i>Intergovernmental governance</i>
		<ul style="list-style-type: none"> • Oversee management of funding mechanism for Millennium Development Goals • Review performance of Resident Coordinator system • Consider and comment on strategic plans of funds, programmes and specialized agencies • Commission periodic strategic reviews of “One Country” programmes • Consider and act on independent evaluation, risk management and audit findings <p>Governing bodies of funds and programmes</p> <p>Consider issues requiring particular agency focus including those relating to multi-year funding frameworks</p> <p>National level</p> <p>Establish all-of-government approach in Member States to international development to ensure coordination in positions taken by their representatives in decision-making structures of all relevant organizations, including the Bretton Woods institutions</p>



General Assembly

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Sixty-second session
Agenda item 116

Resolution adopted by the General Assembly on 15 September 2008

[without reference to a Main Committee (A/62/L.51)]

62/277. System-wide coherence

The General Assembly,

Recalling the consensus 2005 World Summit Outcome,¹

Recalling also its consensus resolution 62/208 of 19 December 2007 on the triennial comprehensive policy review,

Commending the pragmatic, transparent, balanced and inclusive approach taken by the Co-Chairs of the consultative follow-up process by the General Assembly on system-wide coherence, the Permanent Representatives of Ireland and the United Republic of Tanzania to the United Nations, to their work on behalf of the Assembly, which built upon the efforts of their distinguished predecessors, the Permanent Representatives of Barbados and Luxembourg to the United Nations, at the sixty-first session of the General Assembly,

Having considered the paper on “Institutional options to strengthen United Nations work on gender equality and the empowerment of women”, which the Deputy Secretary-General provided to the President of the General Assembly on 23 July 2008 in response to a consensus request from Member States,

Looking forward to the independent evaluation foreseen in its resolution 62/208, which will help it to form a comprehensive view of the “Delivering as one” approach to the provision of development assistance through the United Nations system and, in the meantime, acknowledging the interim assessment of progress made and challenges remaining in this regard, as contained in the “Maputo Declaration”,² issued in May 2008 by a number of least developed and middle income countries which have voluntarily embraced this approach,

1. *Takes note* of the report of the High-level Panel on United Nations System-wide Coherence³ and the report of the Secretary-General containing his comments thereon;⁴

¹ See resolution 60/1.

² See A/63/85-E/2008/83.

³ See A/61/583.

⁴ A/61/836.

2. *Welcomes* the report presented by the Co-Chairs of the consultative follow-up process by the General Assembly on system-wide coherence, the Permanent Representatives of Ireland and the United Republic of Tanzania to the United Nations, to the President of the General Assembly on 21 July 2008,⁵ the conclusions and recommendations of which are contained in the annex to the present resolution;

3. *Decides*, accordingly, that the continuing and deepening intergovernmental work of the General Assembly on system-wide coherence will focus exclusively and in an integrated manner on “Delivering as one” at country and regional levels, harmonization of business practices, funding, governance, and gender equality and the empowerment of women;

4. *Requests* the Secretary-General, drawing on the resources and expertise of the United Nations system and building on the outcome of its triennial comprehensive policy review, to provide to Member States substantive papers on the issues of funding and governance, as those issues arise in the context of system-wide coherence, with a view to facilitating substantive action by the General Assembly during the sixty-third session;

5. *Welcomes*, in this overall context, the paper on “Institutional options to strengthen United Nations work on gender equality and the empowerment of women”, which the Deputy Secretary-General provided to the President of the General Assembly on 23 July 2008, and requests the Secretary-General to provide a further, detailed modalities paper in respect of the options set out in the Deputy Secretary-General’s paper, covering funding, governance structure, staffing, specific functions, relationship with the Commission on the Status of Women and other relevant bodies and, having regard to the totality of views expressed by Member States in informal plenary consultations on 8 September 2008, focusing in particular on the “composite entity” option with a view to facilitating substantive action by the General Assembly during the sixty-third session;

6. *Resolves*, at the conclusion of its entire process on system-wide coherence, to review and take stock of all of its prior actions and deliberations in a single resolution or decision.

*122nd plenary meeting
15 September 2008*

Annex

Conclusions and recommendations of the Co-Chairs of the consultative follow-up process by the General Assembly on system-wide coherence, the Permanent Representatives of Ireland and the United Republic of Tanzania to the United Nations

1. As the Co-Chairs for system-wide coherence at the sixty-second session of the General Assembly we have sought to conduct an open, transparent, balanced and inclusive process of consultations among the entire membership. Our aim has been to present a report that, by and large, will sit well with all parts of the Assembly in that all groupings of States should be able to feel that the report addresses seriously

⁵ See A/63/362.

many of their principal priorities and concerns. In this way we have sought to facilitate a balanced and fair compromise outcome to the deliberations of the Assembly during the sixty-second session.

2. The following conclusions and recommendations flow from the present report overall, but are perhaps best seen in tandem with the introductory section. The landmark 2006 report of the High-level Panel on United Nations System-wide Coherence,³ while a very important contribution to the work of the General Assembly to increase coherence across the United Nations system, did not launch that work. The Millennium Summit and the 2005 World Summit as well as consensus positions of the Assembly, not least the triennial comprehensive policy reviews, constitute much of the bedrock for building further progress in this area.

3. Since the outset of the sixty-second session, the broad membership has signalled that the continuing efforts on system-wide coherence should focus on four priority areas, namely (a) the United Nations delivering as one at the country level with the related aspect of harmonization of business practices; (b) funding; (c) governance; and (d) gender equality and the empowerment of women.

4. The present report should be taken together with the paper on gender (in its institutional dimension) which is being provided by the Secretary-General to Member States in response to their request of 16 June 2008.⁶

5. As for “Delivering as one”, we have sought to provide the Member States with an accurate and up-to-date picture of the process as it is actually developing on the ground in upwards of thirty developing countries and not simply as it is perceived from afar. We have been helped in this by our on-the-ground consultations with Heads of State and Government, Cabinet ministers, parliamentarians, United Nations country teams, development partners and others in some eight developing countries. We have also conferred at length with United Nations agency heads in New York, Geneva, Rome, Paris and Vienna. We have taken careful note of the “Maputo Declaration” issued in May 2008 by pilot and other developing countries, in which they formally request the Assembly to encourage them in the “Delivering as one” approach that they have voluntarily embraced in partnership with the United Nations system.

6. Our conclusion is that the experience of “Delivering as one” to date (that is to say, halfway through its second year) at the country level is clearly and preponderantly positive, even if a number of challenges remain to be fully addressed in regard to each of the “four ones”. We note that this view is shared by the large and growing number of developing countries which are applying the “Delivering as one” approach and proactively moving towards implementing the consensus resolution on the triennial comprehensive policy review. They state that important principles are in fact being observed in practice, including national ownership and leadership and “no one size fits all”. Through the “Delivering as one” approach United Nations country team activities are being aligned to an unprecedented degree with the national development strategies and policies of the developing countries concerned. Assistance is being delivered with greater effectiveness, savings are being realized and greater reductions in transaction costs are clearly in prospect.

7. At the same time the picture that emerges at present is interim in nature since the independent evaluation of “Delivering as one”, as foreseen by the 2007 triennial

⁶ The paper, entitled “Institutional options to strengthen United Nations work on gender equality and the empowerment of women”, was provided on 23 July 2008.

comprehensive policy review, will come only towards the end of 2009 and, in any event, concrete development outputs arising from a new way of doing business take longer than eighteen months to emerge definitively.

8. It seems to us clear that the Assembly ought to be in a position during the sixty-second session to give a positive political impetus to “Delivering as one”, thereby giving encouragement to those many developing countries which have voluntarily embraced this approach, and to enjoin the United Nations development system to continue to pursue it. Moving forward, it will be essential to safeguard the principles underlying “Delivering as one”, in particular that of enhancing national ownership and leadership in the design and implementation of United Nations development system support programmes at the country level. The international community should by the same token be encouraged to continue to respond positively through additional commitments where the combination of strong national leadership and an empowered United Nations country team, delivering as one, together generate a better-aligned and more effective United Nations programme of support.

9. For the most part, the funds, programmes and specialized agencies of the system, at the leadership level, have gradually become increasingly engaged with and supportive of the “Delivering as one” approach. The atmosphere in which they collaborate within the United Nations System Chief Executives Board for Coordination under the chairmanship of the Secretary-General has been transformed for the better as they and their collaborators continue consideration of the implications of the “four ones” (one programme, one budgetary framework and fund, one leader and one office) at the country level. At the same time, it is to be recommended that headquarters levels across the system empower the respective country-level agency representatives with much greater latitude, flexibility and encouragement to advance a more coherent and therefore more effective delivery of United Nations system assistance on the ground in line with the “Delivering as one” approach.

10. In all of this, the particular situations affecting middle-income countries should receive adequate attention.

11. Turning to the issue of funding in the context of system-wide coherence, there clearly need to be greater flows of and greater predictability in funding. In general, overall commitments made solemnly and repeatedly need to be implemented more faithfully. Commendation is due to those development partners which have made concrete contributions to advancing the “Delivering as one” approach at the country level in response to the strategies, priorities, policies and plans of the developing countries concerned. At the same time, support for “Delivering as one” at the country level must not be at the expense of core funding to agencies through their headquarters. Overall, there needs to be a significantly improved balance between core and non-core funding. Funds, programmes and specialized agencies should be invited, if necessary through changes in statute, rules and/or regulations, to give effect to the consensus view in the General Assembly that savings realized at the country level ought to be ploughed back into programmatic development work in the countries where the savings are realized. In this and in other ways, “Delivering as one” must deliver more.

12. As for intergovernmental governance at the central level, we have detected no palpable appetite in the General Assembly for establishing new intergovernmental bodies, including the putative Sustainable Development Board which was recommended by the High-level Panel. At the same time the new realities emerging

from a growing number of developing countries applying the “Delivering as one” approach at the country level will need to be accommodated and addressed more effectively by the existing boards and not least by the Economic and Social Council. In the light of the ongoing and emerging nature of the “Delivering as one” approach, it may be necessary to continue and to deepen discussion of these issues during the sixty-third session.

13. If, in that context, the Assembly focuses first on the functions that need to be discharged centrally and intergovernmentally in the “Delivering as one” approach, it will perhaps then be easier to address the question of which institutions, as these continue to adapt, are best placed to discharge the functions in question.

14. We also believe that the United Nations system and the Bretton Woods institutions ought to be consistently encouraged to develop, in a pragmatic manner, a far greater degree of cooperation and collaboration in the context described in the present report. Some progress is already being made. This needs to be developed and enlarged.

15. As for gender equality and the empowerment of women, we recommend that the Assembly be invited to address the matter, including in the light of the Secretary-General’s paper on the institutional dimension,⁶ in open, informal plenary consultations at an early opportunity, perhaps early in September. During the sixty-second session the Member States have advanced together, by agreement, in their consideration of the issue of gender equality and women’s empowerment. With assistance from the Secretary-General, they have identified critical gaps in the way the system assists Member States in implementing globally agreed mandates and their own internationally made commitments in this area. With further open and genuine discussion the Assembly may be in a position, before the conclusion of its sixty-second session, to signal in general terms, but nevertheless clearly, which institutional option or combination of options, perhaps with adjustments, it wishes to pursue. Detailed working through of such an agreed approach could then be taken up and completed at the sixty-third session. We have the very strong impression that no Government, whether for substantive or “tactical” reasons, would wish to stand in the way of a consensus to advance the issue of gender equality and the empowerment of women through a measured but significant step forward.

16. We believe that in the light of the present report and the Secretary-General’s options paper on gender equality and the empowerment of women (in its institutional aspect)⁶ Member States ought to be equipped for decision-making during the sixty-second session. With these substantive elements in hand, Member States are also better placed to weigh the format of the decision-making of the Assembly.

17. In the first instance, and on the basis of the foregoing report and these conclusions, Member States may, during the sixty-second session, wish to address, perhaps in a package decision, the four core priority areas listed in paragraph 3 above, which they have highlighted throughout.

18. The same decision could signal that henceforth, in the context of intergovernmental discussion on system-wide coherence, the Assembly will focus exclusively on these priority areas and will exclude from this context the issues of environment/environmental governance, humanitarian assistance and human rights, in line with the considerations set out in the present report.



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COPY

H.E. Mr. Srgjan Kerim
President of the General Assembly
of the United Nations

21 July, 2008

Excellency,

System-wide Coherence: Report of the Co-chairs

When you appointed us this past January to co-chair the informal consultations on System-wide Coherence in the 62nd Session of the Assembly, you asked that we report to you in mid-year. Our report accompanies the present letter.

As you know, the Secretary-General will very shortly be sending to you a Paper on the Gender issue in its institutional dimension further to the request of the broad membership that emerged from the informal plenary consultations held on 16 June.

We suggest that the Co-chairs' report and the Secretary-General's Paper on Gender be viewed together. In this way they present the member States with a whole picture. We anticipate a need for substantive consideration of the Gender Paper by member States in an informal plenary consultation very soon after the Summer break, that is before the Assembly might move in the time remaining to decision-making mode.

We are naturally at your disposal through to the conclusion of the Session in September, including should you so wish, to help facilitate overall decision-making by the Assembly. We are hopeful that the Assembly will reach an agreed outcome.

Thank you again for the honour that you have conferred on us personally and on our countries in assigning to us co-chairmanship of such an important dimension of the Assembly's work to reform and renew the United Nations.

Please accept the continued assurance of our highest consideration and respect.

Ambassador Augustine Mahiga
Permanent Representative of the
United Republic of Tanzania

Ambassador Paul Kavanagh
Permanent Representative
of Ireland

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1. Introduction and Overview

1. In January 2008, the President of the 62nd Session of the United Nations General Assembly H.E. Dr. Srgjan Kerim appointed us as Co-Chairs for the Assembly's consultations on System-wide Coherence. These consultations had begun in the 61st Session under the distinguished stewardship of the Permanent Representatives of Barbados and Luxembourg, H.E. Ambassador Christopher F. Hackett and H.E. Ambassador Jean-Marc Hoscheit.
2. In appointing us to carry forward this process, the President underlined the importance of making concrete progress on System-wide Coherence during the current Session. He suggested that, through a series of consultations, the Co-Chairs should work towards an agreement on the modalities for implementing greater coherence across the United Nations development activities System. This would include making a thorough assessment of the progress made so far, in particular the implementation of the 'One United Nations' pilot projects, as well as obstacles encountered and opportunities for further implementation. The present report responds to the request of the President that we revert to him in mid-2008.
3. The Assembly's consultations on System-wide Coherence had gotten underway in 2007 as a response to the November 2006 Report of the High Level Panel (HLP)¹. The landmark Panel Report, its many strong points notwithstanding, had received a mixed reception in the Assembly due not least to its timing and its context. It proved difficult for the Assembly to make headway during the 61st Session.
4. The move towards greater coherence and effectiveness across the United Nations System in fact long pre-dates the High Level Panel Report. A drive for greater coherence has been a feature of numerous, seminal resolutions of the General Assembly including the Triennial Comprehensive Policy Reviews (TCPRs) of 2001, 2004 and 2007. It is through the TCPR instrument that the Assembly has, by consensus, given overarching policy guidance to the development System of the United Nations. At the World Summit of 2005², the member States made clear once again by consensus at the highest levels of State and Government their commitment to the achievement of the Millennium Development Goals (MDGs) and other internationally agreed development goals (IADGs). The Summit committed the membership to implementing operational reforms, aiming at a more effective, efficient, coherent, coordinated and better-performing United Nations System.
5. In other words, the effort towards greater coherence and effectiveness in the System did not begin with the High Level Panel. The latter's Report of November 2006 represents an important contribution to long-standing and continuing efforts in the Assembly to implement greater coherence across the System. With this in mind, it would not be an optimal follow-up, in our view, for each succeeding Session of the General Assembly to begin its work by exhaustively reviewing seriatim the current status of each and every recommendation contained in the High Level Panel Report. We would suggest, instead, that the Assembly, in this framework of System-wide

¹ A/61/583 – Report of the High Level Panel on System-wide Coherence

² A/RES/60/1 – 2005 World Summit Outcome

Coherence, now take charge of the High Level Panel Report, select and address those areas of it which the broad membership wishes to pursue as a matter of priority, and set aside from these particular inter-governmental consultations those elements of the Panel Report which are already being vigorously addressed in other contexts. We believe that the consultations which we and our predecessors as Co-Chairs have undertaken may now facilitate the Assembly's reaching this point, by agreement, in the current Session.

6. In numerous developing countries we have undertaken consultations with the Heads of State and Government, Cabinet Ministers, Regional Presidents, Parliamentarians, Civil Society representatives and Development Partners etc. What we gleaned more than anything else from these exchanges is a great sense of urgency, immediacy even. Those whom we have met in developing countries and who are politically and managerially responsible for addressing serious and pressing challenges of economic and social development are eager, indeed impatient to have a United Nations Development System that is more efficient, more coherent, and therefore, more effective in meeting the needs of their peoples, in line with their own national strategies.

7. By at least one significant index, the United Nations development System has, however, been in steady decline over a period of decades. Proportionately less and less development funding is being channelled through the UN System. In none of the many developing countries which we visited were the UN Country Team of Funds, Programmes and Specialised Agencies responsible for more than 5% or 6% of total Overseas Development Assistance (ODA) going into that country. Developing countries and their development partners alike know when a System is delivering well and when it needs to do much better. A more efficient, coherent and effective United Nations development System may arrest and reverse this historic trend. A UN System that fails to adapt further will have great difficulty doing so.

8. Nonetheless, following half a year of intensive consultations, the news we bring is, to a significant degree, good. The need for a more coherent and better performing UN System is increasingly recognised in the face of pressing global challenges, including climate change, communicable diseases, food insecurity, the effects and opportunities of globalisation, etc. Member States want to see a UN System that is strong, relevant, capable and integrated – one that preserves the highly valuable strengths assembled over decades and that builds on these. This positive vision for the future is widely shared across all regional groups of States.

9. Since the beginning of 2007, a concerted effort has been made on a voluntary basis by eight self-selecting 'pilot' developing countries in partnership with the UN System's Team of Representatives in those countries, to pioneer a new approach, 'Delivering as One' that will make the performance of the UN development System on the ground more efficient, more coherent and therefore more effective. These countries are Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam.

10. The 'Delivering as One' approach, despite remaining challenges, is making significant headway at country level. The developing countries concerned, which currently occupy quite different stages of development, are saying so loud and clear. A large and growing number of other developing countries are coming forward, for their own very good reasons, to embrace the new approach, even if there are no plans for formal designation of new 'pilot' countries as such. Some programme countries which begin a new UNDAF cycle this year have chosen voluntarily to implement aspects of 'Delivering as One'.

11. We have been told by many UN Agency Heads that the atmosphere in the Chief Executive's Board (CEB) of senior management across the System under the committed chairmanship of the Secretary-General has been transformed for the better over recent years. Far beyond the confines of System-wide Coherence, a more coherent and effective approach is increasingly in evidence. For example, in April, the CEB, within its own prerogatives, adopted a far-reaching package of steps to harmonise business practices across the UN System, in response to the 2007 consensus TCPR resolution of the General Assembly (A/RES/62/208). It is their commendable intention to carry forward expeditiously implementation of this long overdue package.

12. The present report will not stray into the overall discussion on global levels of Overseas Development Aid (ODA) since this matter is being addressed in a different facilitation process within the General Assembly with a view to the Doha meeting on Financing for Development that will take place in December 2008. Nevertheless, and having regard to the matter of funding for operational activities in the United Nations System, - in particular those being pursued in the framework of 'Delivering as One' - we believe that a meeting of minds can be reached in the Assembly during the current Session on significant aspects of Funding.

13. By the same token and while discussion will have to be enlarged and deepened in the coming, 63rd Session in light of emerging developments on the ground, we have been encouraged to believe that member States ought to be able to reach a meeting of minds on some aspects of Governance in the System-wide Coherence context.

14. Finally, as regards Gender Equality and the Empowerment of Women, - and emerging from open, transparent and inclusive discussions in informal plenary - we believe that with the dedicated assistance of the Deputy Secretary-General and her colleagues, it ought to be possible for the Assembly in the current, 62nd Session to make a conceptual breakthrough by pointing the direction it wishes to take in changing the institutional architecture of the UN System. The ultimate objective would be to improve delivery by the System of the many important and pressing mandates which member States together have conferred on it.

15. We will take up each of these areas in detail in the present report. While citing progress already achieved and in prospect, we will not downplay the many challenges which remain fully to be addressed. A closing section is entitled 'Conclusions and Recommendations'.

II. Work of the Co-Chairs in the 62nd Session of the General Assembly

16. When taking up our task as Co-Chairs in January 2008, the General Assembly already had the benefits of the significant work which had been undertaken prior to our appointment, including the previous, comprehensive consultations chaired by the Ambassadors of Barbados and Luxembourg.

17. Over a period of many months during 2007, the Co-Chairs in the 61st Session arranged nine informal plenary consultations and briefings, open to the entire membership, to discuss the many and complex recommendations of the 2006 High Level Panel Report. These extensive consultations with the full membership gathered the recommendations of the Report under eight headings or general topics, viz. : a) 'Delivering as One' at country level; b) humanitarian issues and recovery; c) environment; d) gender; e) human rights; f) governance and institutional reform; h) funding; and i) business practices.

18. Our predecessors mapped the various issues raised in the Panel's Report and its recommendations as well as the views of the member States thereon. Due, however, to the great number and far-reaching nature of the Panel's recommendations, the General Assembly in its 61st Session was unable to reach an agreement, within the context of these consultations.

19. The President of the General Assembly asked us to continue consultations, during the 62nd Session of the Assembly in a more focussed manner, so that areas which the broad membership deemed to be important priorities might be identified and advanced. It was felt that the debate could be re-focussed and that the General Assembly might be able to move towards further agreement on the modalities for implementing coherence in the development activities system.

20. From the outset, we detected a broadly held view that it was in the interests of no concerned party, and, indeed, that it would be detrimental to the interests of the United Nations itself and of the peoples whom it serves, if the Assembly were to emerge at the end of a second successive Session of discussions without having given its own views. Important developments have been taking place on the ground. We have believed from the outset that the Assembly should be in a position to express itself and to exert its influence on these developments.

21. On 7 February 2008, in the first, informal plenary consultations of the 62nd Session, the broad membership accepted the overall approach which we, as Co-Chairs, proposed we should take to our work during the Session. This approach had been informed by our prior discussions with the Assembly President and we were gratified that it was straight away acceptable to the broad membership. In the intervening months we have consistently abided by this agreed approach whilst engaging fully with the membership throughout.

22. As Co-Chairs, therefore, we have taken an empirical, bottom-up and pragmatic approach to the subjects under discussion. The broad membership accepted that this path afforded the most feasible and practical way to move forward.

23. It was acknowledged from the outset that as a practical proposition it would be extremely difficult to seek to move ahead simultaneously on each and every aspect of the 2006 High Level Panel Report. The breadth, depth and not least the great number of recommendations contained in that Report led to this view, which was also sustained by any fair reading of the work of the previous Session of the Assembly.

24. At the same time, we were fully aware that there had been, amongst the member States, a widely shared reluctance to address the issues raised in the Panel's Report on a selective basis. There was a residual apprehension that such selectivity might respond exclusively or preponderantly to priorities which had been voiced from just one part of the membership.

25. Nonetheless, the broad membership shared our view that if the Assembly as a whole were to be able to agree on how to move the process forward, then our consultations would need to be focussed and targeted more tightly than on every single issue. It was acknowledged that we should point towards a middle-ground where the major concerns of member States were addressed in a balanced and fair manner. We underlined that there would be no fixed agendas, no a priori considerations and no faits accomplis in the course of our consultations. In this connection, we requested and were gratified to receive the trust of the broad membership.

26. As Co-Chairs, we undertook from the outset to focus on those areas which would be flagged to us in open informal plenary consultations as being of priority interest for broad areas of the membership. In this way, the report that we would ultimately present to the Assembly President would aim to sit well with all parts of the General Assembly Hall, since all areas of the membership would recognise many of their priority concerns in it.

27. We were, of course, aware that a significant number of member States were of the view that no decision could be reached by the Assembly concerning System-wide Coherence until all aspects of the High Level Panel Report had been comprehensively discussed and that only then could a single decision be made relating to the Panel Report in its entirety. Members holding this view at the same time signalled from the outset a degree of flexibility in their approach, in that they were prepared to revisit it in light of the ongoing consultations, which would proceed under our Co-Chairmanship.

28. Against this background and already at the first informal plenary consultations on 7 February, the broad membership enabled us to identify and announce the following main priority areas, drawn from the host of issues raised in the High Level Panel's Report:

- UN 'Delivering as One' at country level and the related area of Harmonisation of Business Practices;
- Funding;
- Governance; and
- Gender Equality and the Empowerment of Women.

29. In any event, as Co-Chairs we were keen to bring squarely before the Assembly numerous and significant developments in regard to ‘Delivering as One’ which were already underway on the ground in a large number of developing countries. By the same token, we were anxious for the Assembly to be fully apprised of important progress in regard to Harmonisation of Business Practices, which the Secretary-General and his colleagues were achieving, within their own prerogatives, in the Chief Executives Board (CEB) of the System.

30. During the current, 62nd Session, the Assembly has, to date, had open informal plenary consultations, or briefings on System-wide Coherence as follows:

Initial Consultation	7 February
UN ‘Delivering as One’	28 March
Funding	7 April
Briefing on Role of an Empowered Resident Coordinator	17 April
Governance	17 April
Gender Equality and Women’s Empowerment	16 May
Briefing on Business Practices Harmonisation	13 June
Gender Equality and Women’s Empowerment (contd)	16 June

Thus, through the excellent work undertaken by our predecessors and the series of informal plenary consultations this year, the member States will have thoroughly reviewed all aspects of the 2006 High Level Panel Report.

31. In each of these informal plenary consultations we made opening and closing statements. The latter sought to draw the principal points from the discussion of the day. All of our statements were circulated at the time, by the President of the General Assembly, to the entire membership. They may be found on the Official website of the President of the 62nd Session of the General Assembly, H.E. Dr. Srgjan Kerim, (<http://www.un.org/ga/president/62/issues/swc.shtml>).

32. Throughout our tenure as Co-Chairs we have been entirely at the disposal of member States. In line with our open and transparent approach, we have consulted both in open informal plenary, bilateral and plurilateral consultations with the broad membership of the UN. We also consulted with the President of the General Assembly, H.E. Dr. Srgjan Kerim, H.E. the Deputy Secretary-General Migiro and the previous Co-Chairs. We visited seven of the eight pilot countries (Albania, Cape Verde, Mozambique, Rwanda, Tanzania, Uruguay, Viet Nam) and Malawi which is implementing the ‘Delivering as One’ reform without having been a designated a pilot. We visited, and were generously received by, Heads of United Nations Funds, Programmes and Specialised Agencies in New York, Paris, Rome, Vienna and Geneva to ascertain their views on the various aspects of System-wide Coherence and we have shared these views with the membership. We conferred with senior management at the World Bank and the International Monetary Fund in Washington D.C. We sought, as we hope this report will make clear, to provide the membership with as much information as possible about all the various developments in relation to System-wide Coherence so that any decision which they may wish to take on the matter would be on an informed basis.

33. Broad sections of the membership have consistently signalled to us that many of the recommendations contained in the 2006 Panel Report, specifically in the areas of Environment, Humanitarian Assistance and Human Rights were being addressed energetically in other related fora. Accordingly, these were not identified as necessitating in-depth discussion or action within the inter-governmental discussions on System-wide Coherence. The Co-Chairs share the view that it would be a mistaken approach to become entrenched in the structure and contents of the 2006 High Level Panel Report. Instead, the Panel Report should be dealt with pragmatically, not least because many of the issues are indeed being addressed in other fora.

34. The main body of the present report will address each of the four priority areas which have been consistently underlined by the broad membership, viz.

- UN 'Delivering as One' at country level and the related area of Harmonisation of Business Practices;
- Funding;
- Governance; and
- Gender Equality and Women's Empowerment.

35. The present report needs to be read in conjunction with the accompanying paper on Gender in its institutional dimension which is being provided to the Assembly President by the Deputy Secretary-General in response to the request of the member States that was agreed in open, informal plenary consultations on 16 June 2008. This report and the Deputy Secretary-General's paper, in combination, present a whole picture to the membership.

36. As indicated already, the present report will recommend that the Assembly during the current, 62nd Session select and act upon those priority areas which need specifically to be addressed in these continuing discussions on System-wide Coherence, whilst setting aside from these discussions other issues raised by the Panel and which are being pursued elsewhere.

III. 'Delivering as One' – Greater UN System Coherence at Country Level

37. The centre piece of the High Level Panel's recommendations related to the work of the United Nations at country level, which had already been legislated by the General Assembly through various TCPR Resolutions. Those past decisions as well as the most recent TCPR (62/208) have led to a number of reforms including, *inter alia*, the widespread use of a single UN building and common services, the establishment and the improvement of the single United Nations Development Assistance Framework (UNDAF) and elements to improve the Resident Coordinator system etc. Before the High Level Panel Report, several countries had already taken the initiative to move ahead with reforms. Cape Verde for example had adopted a One Joint Office approach in January 2006, in response to the TCPR Resolution of 2004 (59/250) which called for the establishment of joint office models. Similarly, Vietnam's UN Country Team had already moved towards a single country programme, also on the basis of the TCPR Resolution of 2004 (59/250).

38. The High Level Panel sought to build on this and to address further the fragmented work of the UN at country level, by proposing that the Funds, Programmes and Specialised Agencies of the United Nations further their collaboration and 'Deliver as One' in support of the national priorities of the national governments concerned. In order to achieve this, the Panel proposed a framework of four Ones: One Programme, which is focused on, and aligned with national priorities; One Leader, the Resident Coordinator who would lead an empowered country team; One Budgetary Framework which can provide funding for the One Programme; and, where appropriate, One Office where all the UN agencies can be located, to save money on operational costs and decrease other transaction costs. The One Office would also develop common services. As an increasing number of developing countries implement these four principles, they are tailoring them to their own needs. Some countries have added a 'fifth One' – Communicating as One, exhibiting once again that even in implementing 'Delivering as One' the principle of 'No One Size Fits All' is evident.

39. The Panel suggested that 'pilot' countries be designated to test this new method of work, to establish whether it would indeed result in stronger, better-performing United Nations on the ground. The countries which opted to act as pilots in coherence³ began their work in January 2007. At the time of our appointment as Co-Chairs in January 2008 they had just completed a first year. Their primary focus in the initial year or so has been on putting in place the necessary structures and processes for implementation of this new approach, aligning the UN's development work with national frameworks and government priorities in each of the eight pilot countries. 2008 is the year of implementation and the UN Country Teams are working closely with their government counterparts to ensure that the 'Delivering as One' reform will live up to expectations. This approach is increasingly being applied by other developing countries which were not specifically designated pilots. Indeed, to varying degrees upwards of thirty developing countries are now implementing elements of this approach.

40. The new approach has brought significant and ground-breaking changes to traditional methods of work. It involved the agreement of One Programmes which were jointly prepared by the individual Governments concerned and the UN Country Teams. Drawing up these One Programmes involved taking the national priorities and identifying where the individual skill assets, knowledge and other resources of organisations, including non-resident agencies, in the UN system could best be brought to bear in supporting these priorities. It necessitated establishing One Funding mechanisms which pool additional extrabudgetary resources for the UN System at country-level to fund the unfunded gaps in the One Programmes. These mechanisms afford, for the first time ever to some of the Governments concerned, a comprehensive picture of the scope of assistance provided to their countries by the UN System. This allows Governments to exercise national leadership in the identification of priorities for UN support. They also are decreasing fragmentation, duplication and internal competition for resources among UN Funds, Programmes and Specialised Agencies.

³ Albania, Cape Verde, Mozambique, Pakistan Rwanda, Tanzania, Uruguay, Viet Nam.

41. The reform also established, in the countries concerned, 'One Leader' for the UN family at country level in the form of the Resident Coordinator. This empowered leader leads an empowered country team. S/he has been authorised to negotiate the One Programme with the host government and to shape the related allocation of funding, while being subject to a clear accountability framework and effective oversight mechanism and with authority in turn to hold members of the UN Country Team accountable.

42. Finally, One Office arrangements, where appropriate, should bring the UN family together both physically in One Office space and virtually through the harmonisation of business practices such as communications, information technology as well as the harmonisation of common services. This should increase efficiencies, decrease transaction costs and produce savings which in turn should be spent on programmatic development work.

i) *The Co-Chairs' Visits to Countries which apply Coherence at Country Level*

43. As Co-Chairs and over a period of months, we have visited seven of the eight 'pilot' countries including Albania, Cape Verde, Mozambique, Rwanda, Tanzania, Viet Nam and Uruguay. We also visited Malawi, one of the first of many other countries which have embraced the 'Delivering as One' approach.

44. In each of the countries we visited, we normally conferred in detail with the Heads of State or Government, Minister for Foreign Affairs, coordinating Ministers and Ministers having line or sectoral responsibilities, as well as autonomous regional leaderships, parliamentary leaders, the Resident Coordinator and United Nations Country Teams, Development Partners and representatives of Civil Society, etc. The high level of engagement on the part of the host governments reflected a universal interest in the work of the Assembly concerning 'Delivering as One'.

45. We were repeatedly struck by the great sense of urgency on the part of political leaders and senior officials in these developing countries as they address their pressing development challenges. Frequently, we sensed a desire on their part that the General Assembly develop a similar sense in finding a way for the UN to deliver development assistance more efficiently, more coherently and more effectively.

ii) *Comparative Advantage of the Funds, Programmes and Specialised Agencies*

46. In the course of our Co-Chairmanship, we also visited Heads of Funds, Programmes and Specialised Agencies in Geneva, New York, Paris, Rome and Vienna. During our meetings the Agency Heads acknowledged a need for a consistent, positive message to be imparted by the various Headquarters in the System, at all levels, to country and regional representatives concerning the advancement of 'Delivering as One' and a One Programme effort that is aligned to the priorities of programme developing countries themselves in observance of the principle of national ownership. They also acknowledged that a new sense of momentum and collaboration is evident among the various parts of the UN System as

the advantages of a more coherent, effective and efficient UN at country level become apparent. Indeed, they themselves have contributed to this sense of momentum.

47. We were keen to convey to Agency Heads the view of member States from the outset; that ‘Delivering as One’ cannot be about attempting to create ‘One Single UN’, but rather it must be about maintaining the diverse and vitally important capacities of the individual Funds, Programmes and Specialised Agencies while at the same time harnessing these capacities so that they can ‘Deliver as One’ in a more efficient, coordinated, coherent and effective manner. Indeed, the Funds, Programmes and Specialised Agencies represent an enormous asset for the international community and are at the core of the UN’s contribution to development work. Any reform of the UN to make it more coherent must not sacrifice this wealth of diverse knowledge and expertise.

48. At the same time, the ‘Delivering as One’ approach will, ultimately, have implications and result in changes for the work of individual Funds, Programmes and Specialised Agencies on a country by country basis – where duplication is found, agreement will need to be reached to eliminate it. Similarly, where gaps are found, agreement will have to be reached on which Fund, Programme or Specialised Agency can most suitably fill these gaps. These are all aspects which will need to be addressed by concerned entities at headquarters level. The High Level Panel Report envisaged that there should be greater clarity as to what tasks should be carried out by which part of the UN System with consequent withdrawal from, or foregoing of activity in areas where no comparative advantage could be identified. This task would appear to be an essential part of ‘Delivering as One’ at country level and its implementation should continue to be rolled out at country level.

49. We were encouraged during our visits to Heads of the Fund, Programme and Specialised Agency to be told of the establishment of an Advisory Group of some thirteen agency Principals, supported by Assistant Secretaries-General. This inter-agency group which meets at Headquarters level has been established to assist in furthering coherence among the Funds, Programmes and Specialised Agencies and in addressing and resolving any problems or challenges which present themselves in advancing the ‘Delivering as One’ process at country level.

50. During our exchanges with Heads of Funds, Programmes and Specialised Agencies in New York, Geneva, Rome, Paris and Vienna we were informed that the new, inter-agency Advisory Group had served as a useful mechanism to discuss and resolve issues in a collegial, informal and efficient manner. Many Heads of agency were greatly encouraged by the progress made among all stakeholders on establishing clarity of mandate and comparative advantage, as well as collaborating on mutual areas of interest and business practice harmonisation. While it is accepted that more work needs to be done in numerous other areas, including in strengthening the firewall (see below), many have reported a ‘change of mindset’ among the Funds, Programmes and Specialised Agencies as the advantages and benefits of ‘Delivering as One’ are becoming clearer.

iii) *Perceptions in the General Assembly of Progress to Date*

51. On 28 March, 2008 in open informal plenary consultations, the Assembly took up consideration of the issue of 'Delivering as One'. At that meeting a number of member States outlined some of the concerns which they had at the time in relation to 'Delivering as One'. They insisted that the process must be voluntary and led by national governments. They would be opposed to any particular development model being forced upon member States. Any changes which were envisaged must be entirely voluntary. They also underlined that under no circumstances could they accept any new 'conditionalities' being attached to the delivery of development assistance. They underlined that changes underway must not simply deliver a better working method for the UN development System but it must deliver better development results for the countries concerned. Furthermore, many member States insisted that 'Delivering as One' must not simply be a cost-cutting exercise. Nevertheless, and despite these concerns, there was consensus among States that the 2007 TCPR resolution provides significant guidance for the way forward for the General Assembly as a whole in relation to the UN Development System's work. At the close of these open consultations, as Co-Chairs, we drew a number of conclusions including a factual observation that the Assembly was simply not prepared to accept, much less endorse, new 'conditionalities' for the delivery of aid through the UN Development System.

52. Also, during the 28 March open consultation, each of the eight pilots as well as several other developing countries which are applying the 'Delivering as One' approach took the floor and briefed the Assembly on their experience to date. Two months later, at the end of May, the pilots and other countries held an inter-governmental seminar hosted by the Government of Mozambique, in Maputo. The seminar took place in accordance with paragraph 139 of the Assembly's consensus TCPR Resolution⁴. The participating developing countries adopted a Declaration giving their experience of the progress achieved to date in 'Delivering as One' as well as citing the challenges remaining. In this Maputo Declaration which has been circulated to UN member States in each of the six official languages of the United Nations the developing countries concerned formally request the General Assembly to encourage them in the path that they have voluntarily undertaken in embracing 'Delivering as One'. A copy of the Maputo Declaration is attached in Annex to the present report.

53. In brief, the declared experience of the developing countries directly concerned on the ground in implementing the 'Delivering as One' approach corresponds fully to the observations made by the Co-Chairs in their visits to these countries and in their engagement with the highest authorities there, as well as with the UN Country Teams, development partners and civil society. The same picture had emerged already in general terms in the Stocktaking Exercise regarding 'Delivering as One' which the Deputy Secretary-General undertook at the end of 2007. Progress so far on 'Delivering as One' is positive; it is in line with national priorities and development plans of the countries concerned ; it has enhanced government-leadership and national-ownership; it is respecting the 'No One Size Fits All' principle and is being tailored to the specific needs of the countries concerned. The Maputo Declaration

⁴ A/61/208

also indicates that the 'Delivering as One' process has led to increased availability of the UN System's mandates and expertise to meet national plans and priorities, including through increased involvement of the UN's non-resident agencies. The approach has led to decreased transaction costs for the governments concerned. Also in this context, progress has been achieved in promoting a more unified UN System approach to programming and funding its support to countries, through the One Programme and One Budget. One of the problems with the previously fragmented UN System was the internal competition for resources among the Funds, Programmes and Specialised Agencies. Experience of the new paradigm points to a reduction in this competition as resources for the One Programme are managed in a transparent and effective manner through the One Budgetary Framework, with any gaps being funded through the One Fund, a pooled fund.

54. Nevertheless, it is clear that challenges remain in the way of full application of the 'Delivering as One'. Constraints remain in the way of full application of the 'Delivering as One' initiative. The Governments of developing countries concerned have outlined that the UN System at Headquarters levels needs to redouble its efforts to support the UN System representatives in the countries concerned in implementing the reforms. Headquarters levels need to support the empowered Resident Coordinator, accelerate harmonised business practices and adapt regulations which will accommodate this paradigm shift to a new, more coherent and effective method of working.

55. Among the main challenges arising from the One UN Programmes at country level is that of striking the right balance between, on the one hand an 'inclusive' approach that draws on all available and relevant UN System capacities and, on the other hand the need for strategic focus and prioritising of UN System activities. We believe that the principle of national ownership and leadership can be of decisive help in striking the coherent balance in a three way partnership involving the Governments concerned, the UN country team and the development partners.

56. Another issue highlighted to us was the need to include line or sectoral ministries more fully in the planning and decision-making processes in 'Delivering as One'.

57. Allocation of resources under the One Fund requires the Resident Coordinator to have ultimate authority where consensus in the UN Country Team cannot be reached. As it was put to us 'good people can disagree'. The vesting of such authority, by agreement of all concerned, in the Resident Coordinator represents a significant change in the manner of allocation of funds. Furthermore, the One Fund requires that development partners provide unearmarked funding to the UN's activities at country level, which may be a change in their traditional methods of work too. Once again, here, the progress can be facilitated by aligning with national priorities and leadership in a three-way partnership.

58. A number of member States were concerned that the programmatic functions of UNDP country representatives be segregated more effectively from those which are performed in Resident Coordinator mode on behalf of the entire System. Progress is being made in the so-called 'firewall', but further progress is needed. In answer to

concerns expressed by some member States, UNDP Representatives were able to offer a degree of reassurance as to the recruitment process for Resident Coordinators (not least regarding the number of non-UNDP appointees). At the same time, there remains a concern over the small proportion of appointees from entities beyond the four core Boards comprising the so called "Ex Copm", viz. UNDP, UNICEF, UNFPA and WFP. Here too, progress is being made but more is needed.

59. Joint Programming is at the core of 'Delivering as One' at country level. During our visits to the pilot countries it became evident to us that the main focus of the UN Country Teams' work in the first year of the pilot process was on designing and finalising these Programmes in close collaboration with the Government and other stakeholders. In most pilots the One Programme makes up a portion of the traditional UN Development Assistance Framework (UNDAF) which latter reflects the total work of the UN System in-country; however Rwanda is an important exception among the pilots where the One Programme already makes up 100% of the UN's work there. The One Programme in Malawi (not a pilot *per se*) also makes up 100% of the UN's work in that country. Once again, we can observe differentiated and flexible application of the 'Delivering as One' approach in response to individual national circumstances and priorities.

60. The numerous advantages of the One Programme were outlined to us during our visits. It has increased UN Country Team partnership with the government and has aligned UN activities much more fully behind national priorities. The One Programme has reduced significantly the traditional burden and time on national administrations in developing countries caused by having to engage in a fragmented manner with a proliferation of UN entities. With national ownership as the starting point, we heard that developing countries themselves felt more empowered when dealing with a coherent UN Country Team than was the case with a fragmented System of powerful individual agencies which sometimes, in the past, had had the cumulative effect of overwhelming the State administrations concerned. The One Programme has also increased the involvement of non-resident agencies' expertise. Apart from the positive feedback from the pilot country Governments, UN Country Team members from right across the development System also told us that they had found the Joint Programming exercise beneficial as they now have a clearer picture of the areas of expertise that the other Funds, Programmes and Specialised Agencies bring to the UN Team.

61. As was acknowledged by the Governments concerned in the Maputo Declaration, any assessments made as of mid-2008 are interim in nature and a full picture of the benefits of, or challenges posed by 'Delivering as One' and One Programmes will only come once these One Programmes have been implemented to a much greater extent. We are half way through the second year, which is the first year of implementation. Nevertheless, the messages we are hearing are preponderantly positive.

62. Furthermore, it has been consistently been pointed out to us that for 'Delivering as One' to be successful there must be an empowered and able Resident Coordinator at the head of an empowered UN Country Team.

63. While all the pilots we visited had excellent Resident Coordinators and led Country Teams which were consistently hard-working, professional and committed to improving the UN's work in the country concerned, members of many Teams emphasised that the status quo relies too much on the personality of the Resident Coordinator and his/her colleagues. They noted that the role of the Resident Coordinator needs to be further institutionalised within the System, with the appropriate authority, resources and accountability framework. Codes of Conduct are being finalised at country level, but progress needs to be made in finalising a Code of Conduct at global level to consolidate and strengthen the Resident Coordinator role. Dispute resolution mechanisms also need to be strengthened at headquarters level.

64. Guidelines have been developed at headquarters level with the UN Development Group (UNDG). These indicate that the Resident Coordinator has ultimate decision-making power on budgetary matters when consensus agreement on issues cannot be reached. As Co-Chairs, however, we have heard in the course of our consultations that this is not always adhered to at country level. It is important that Guidelines which empower the Resident Coordinator as the head of the UN country team are supported and implemented across the System in order to maintain coherence.

65. It is important indeed as a general proposition that the role of Resident Coordinator should be fully supported by the Headquarters of the Funds, Programmes and Specialised Agencies of the UN System. In our meetings with Heads of the Funds, Programmes and Specialised Agencies we were encouraged that some of our interlocutors are introducing support for 'Delivering as One' and enhancing coherence in the UN among the performance evaluation indicators for relevant officials, including their regional and country level representatives. This is a significant positive step towards encouraging and rewarding those representatives at country level who are working to make the UN more coherent.

66. Another recommendation of the 2006 High Level Panel Report was the establishment of One Budgetary Framework for the One Country Programme, reflecting all contributions, which would not constitute a legal constraint on the spending authority of the Funds, Programmes and Specialised Agencies. It recommended that the development partners should increasingly pool their funding contributions at the country or headquarters levels. In countries where there is a One Country Programme in place, the Panel enjoined the development partners increasingly to refrain from funding country-level interventions which are outside that country's One Programme.

67. Generally speaking, the One Budgetary Frameworks at country level are in the early stages of operation in the pilot and other countries which are applying the 'Delivering as One' approach. It has been reported by several of these countries that the new approach has already attracted new and additional resources from development partners in support of the One UN programme in-country. UN Country Teams in such countries have underlined that the One Fund, as a funding mechanism for the One Programme, has decreased the need for individual agency resource mobilisation and has decreased inter-agency competition. They point out that the One Fund will allow the UN Country Team and the Resident Coordinator to focus on

programmatic work and make strategic choices for the use of funds. It is also expected that the One Budgetary Frameworks for a One Country Programme which is government-driven and in line with national priorities, by its very nature, can represent over time an attractive option that will continue to attract additional funding.

68. This has been echoed by the messages which we, as Co-Chairs, have heard from numerous development partners. These partners have indicated that they have committed funds to the One Programme, through the One Budgetary Framework, which are over and above their usual contributions to the UN System in a number of pilot and other countries. Some development partners are exploring with the national governments of concerned developing countries the possibility of including a section in their bilateral aid agreements providing support to the One UN Programme. This would ensure consistent, multi-year funding to these programmes. At the same time, and positive messages from some pilot and other countries notwithstanding, we have heard that other such countries have yet to attract adequate funding to sustain their One UN Programme. We have heard appeals, therefore, for those partners which support 'Delivering as One' to ensure that adequate and appropriate funding continues to be made available, so that this process is able to succeed.

69. There is a broad consensus among member States that the System-wide Coherence process should not be simply a 'cost-cutting' exercise. This has been underlined in the TCPR Resolution where member States called upon the United Nations Funds, Programmes and Specialised Agencies to ensure, to the extent possible, that savings resulting from reduction in transaction and overhead costs accrue to development programmes in programme countries. In this way as in others, 'Delivering as One' should deliver more.

70. The High Level Panel Report suggested that the reform savings should be channelled back into the System through mechanisms, such as an Empowerment Fund. As indicated elsewhere, there is in fact little or no appetite among member States for the creating of new inter-governmental mechanisms.

71. Member States have also generally expressed the view that savings would more usefully be redeployed into programmatic work in the country where the savings were made. This would provide direct gains for the country which had helped to realise the savings and could also provide a further incentive to reduce unnecessary and wasteful operational costs, for direct benefit to the development programme.

72. In our visits to the pilot Countries, as Co-Chairs, we were encouraged to see that savings generated through the implementation of 'Delivering as One' particularly the establishment of a One Office and related sharing of common services, have, in some cases, already been reinvested into programmatic work. This has occurred in Mozambique and Cape Verde. However, it has been pointed out to us that currently this practice is ad hoc and needs to be regularised and given structure. While there is recognition among the Funds, Programmes and Specialised Agencies that the member States would wish such savings, where possible, to be reinvested in the country concerned the necessary changes in statutes, regulations and auditing practices have yet to be made to make this possible.

73. Work ought to be advanced among the UN Funds, Programmes and Specialised Agencies at the Headquarters level to allow the UN Country Team, in close coordination with the concerned government, to identify the best ways and means in which operational, and to the extent possible, administrative savings can be ploughed back into programme budgets in-country, so as to implement the requests outlined in TCPR paragraphs 104b and 114. The necessary flexibility should be shown to respond to the progress achievable under ‘Delivering as One’ as well as to provide an incentive towards greater effectiveness.

74. Finally, in countries where the One Office arrangements have been implemented significant savings have already been realised. The One Office in Cape Verde released resources which were spent on training UN staff and Cape Verdeans. In its first year of existence, the One Office in Praia cost 25% less than the total separate cost of the participating offices in the preceding year. Similarly, the One Office plans in Mozambique have resulted in significant cost savings. The plan to create the first carbon neutral Green ‘One UN’ Office in Hanoi, Viet Nam will result in significant savings in energy and other costs and is expected to set a benchmark as the most environmentally friendly office building in the ASEAN Region.

iv) *The Situation of Middle Income Developing Countries*

75. The ‘Delivering as One’ reform concerns the response of the United Nations System to rapidly evolving dynamics in the international development environment. The ways in which multilateral aid is delivered are undergoing important changes. If ‘Delivering as One’ is to realise its full potential it must continue first and foremost to recognise the particular needs of developing countries themselves and continue to be guided by the principle of national ownership and leadership. By way of joint programming, etc. it must continue to align the System’s multilateral activities to the priorities, strategies, policies and plans of those countries - through a three-way partnership embracing the authorities of the programme developing countries concerned, the UN family of agencies and the development partners, viz. “donors”.

76. About half of all United Nations member States are now middle-income developing countries. Although the High Level Panel Report of 2006 did not address the challenges which are specific to middle income countries (MICs), the General Assembly expressly recognised their needs in its consensus resolution 17 of December 2007 embodying the Triennial Comprehensive Policy Review (TCPR) which gives operational guidance to the broad United Nations Development System for the period 2008 through 2010. The current TCPR recognises in particular that middle-income countries still face significant challenges in the area of poverty eradication and that efforts to address these challenges should be supported in order to ensure that achievements made to date are sustained, including through support to the effective development of comprehensive co-operation policies.

77. Of the eight pilots, Albania is a middle income country that is strongly focussed on realising its national objective of progressive integration with the European Union. Cape Verde has graduated to middle income status in the past year or so, whilst Vietnam is hoping to do so in the coming year or two. Uruguay is a longstanding

middle income country that in the mid-twentieth century had one of the best placed economies in the world. As indicated elsewhere, we were informed authoritatively by each of the four governments that the ‘Delivering as One’ process underway in their respective countries is respecting national ownership and leadership and is ensuring, to an unprecedented degree, alignment on the part of United Nations System development activities there with their own national priorities and plans.

78. We understand that the term “middle income country” was originally defined by the World Bank some three decades ago and was used to classify countries, based largely on Gross National Income (GNI), as part of the Bank’s lending strategy. In our consultations with concerned States and other actors, we heard frequently about limitations on the usefulness and value of the term Middle Income Country in identifying and addressing the true development needs of such countries. These countries are often subject to critical vulnerabilities which affect their economies, institutions and societies at large. Many of them are particularly susceptible to dramatic external shocks from global and regional economic factors. While sometimes enjoying strong economic and social progress, they can be vulnerable also to sharp regression involving serious economic and social instability. Some of the middle income countries find themselves in such a state of vulnerability to external shocks that they regard themselves more as “borderline” countries.

79. In examining the challenges facing middle income countries further, the Co-Chairs noticed that middle income countries can be affected by high levels of poverty. For example, of the some 373 million inhabitants of South America – all of whose countries are in the middle income category – around 130 million are poor and of these in turn, approximately 89 million live in the five “upper middle income” countries of the continent, viz. Argentina, Brazil, Chile, Uruguay and Venezuela. The term “middle income” can have inadequate regard to such realities whilst at the same time underestimating structural and institutional weaknesses and gaps in capacity.

80. Those middle income countries which have embraced the ‘Delivering as One’ approach are very often focused on sustaining their engagement with the UN System and the development partners so as to strengthen, through policy advice and other instruments, their national capacities to address the very real challenges mentioned above and many more besides. We detect a widely shared view among the membership that there is a need for the UN development System to address, in a more coherent and dedicated manner, the problems that affect middle income countries and to put in place the necessary conceptual clarity and organisational arrangements. These countries call for the UN system to promote South/South cooperation more.

81. A sizable proportion of the many countries which are voluntarily stepping forward to embrace the ‘Delivering as One’ approach to coherence are in the middle income category. Through continued adherence to the principle of national ownership and leadership, the ‘Delivering as One’ process overall will therefore bring to light in the years ahead important experiences and lessons for addressing more effectively the needs of such countries. Consequently, it may be valuable for the independent evaluation of ‘Delivering as One’ which the TCPR has anticipated for late 2009 to focus at some length on the lessons learned in respect of middle income countries.

v) *Monitoring and Evaluation*

82. The 2007 Triennial Comprehensive Policy Review (TCPR) Resolution of the General Assembly foresees two levels of evaluation:

- a) an evaluation by the 'programme country pilots' of their own experiences. These countries would also exchange their experiences. The Secretary-General has been encouraged by the Assembly to support the pilots in all of this with the support of the United Nations Evaluation Group (UNEG); and
- b) in addition, the Assembly emphasises the need for an independent evaluation of lessons learned from the voluntary efforts to improve coherence, coordination and harmonisation in the United Nations development System, including at the request of some 'programme country pilots'. This independent evaluation will be for consideration by member States.

83. With regard to the first level of evaluation, (a) above, we met with representatives of the United Nations Evaluation Group (UNEG), in late May and were informed of the following. UNEG's work in this connection has concentrated on making sure that the necessary information systems, benchmarks and baselines are in place. To this end, it has undertaken a mission to the pilot countries and drawn up an 'evaluability report' on each one of them. These reports will be synthesised into a compilation report which will be posted on the UNEG website (<http://www.uneval.org/>) shortly. In the course of this exercise, UNEG was able to provide guidance to the governments of the countries concerned and to the UN Country Teams on the ground concerning monitoring and evaluation mechanisms. UNEG's guiding principles were that all monitoring and evaluation should take place in line with national priorities and be based on national monitoring and evaluation mechanisms, while adhering to the highest international standards.

84. The Maputo Declaration of 23 May 2008 issued by pilot and other countries which are applying the 'Delivering as One' approach underlines that the conduct of the first evaluation exercise at (a) above, is an effort to be jointly overseen by the countries concerned and the United Nations System.

85. The second level of evaluation, the independent evaluation that would come to member States for consideration (b) above), will focus on lessons learned in the 'Delivering as One' efforts overall. This is an exercise that can hardly reach completion before the end of 2009. One could imagine that an assessment of the processes involved might be achieved by then, but that it would take more time to evaluate definitively the development outcome of the 'Delivering as One' approach.

86. During the informal plenary consultations on 'Delivering as One' many member States stressed the need for the independent evaluation of 'Delivering as One' to be assuredly independent. Member States have also made clear that the 'Delivering as One' process should result in improved delivery of development assistance to the country concerned. It was stated that any final evaluation must address development results in order to provide a clear picture of the 'Delivering as One' reform and its

effects on the development process in-country. It was also stated that any evaluation or change at central level should not interfere or restrain the ability and sovereignty of national governments to undertake development work, in line with their national priorities.

87. For our part as Co-Chairs, we have expressed the view that if member States in the General Assembly are to sign off on the future independent evaluation of 'Delivering as One' that is foreseen in the TCPR, then the Assembly will as a practical matter need to be content, going forward, with the methodology and conduct of this evaluation. For this reason, we would suggest that early in the 63rd Session, the membership receive a first briefing in open informal plenary consultations on what is contemplated in that regard.

88. The Joint Inspection Unit (JIU) too has taken an interest in these matters.

vi) *'Delivering as One' and the Harmonisation of Business Practices*

89. At central level the work of harmonising the business practices of the UN System has been ongoing for many years in various fora. In the context of the Chief Executives Board (CEB), under the Chairmanship of the Secretary-General, these matters are assigned to the High Level Committee on Management (HLCM). This Committee leads the work in implementing the requirements of the General Assembly, through the Fifth Committee and other bodies, to harmonise business practices across the system. It is currently chaired by Ms Thoraya Obaid, Executive Director of UNFPA.

90. In April 2008 the CEB approved, within its own prerogatives, an extensive package of measures designed to harmonise business practices across the System. The package had been elaborated and agreed, System-wide in the High Level Committee on Management (HLCM). The package of measures is of an inter-disciplinary nature and covers all major management functions of United Nations System organizations including human resources, procurement, information & communication technology, finance and budget. The package would evolve to include projects that have not yet been developed, such as the creation of an independent System-wide capacity for evaluation and initiatives in the area of legal affairs. The aim of CEB members is to have some of the measures accomplished within nine months, with the most complex ones taking two to three years for completion.

91. In order to apprise the entire membership of the exact nature of the projects proposed we arranged for an open briefing session to take place on 13 June. Ms Obaid, as Chairwoman of the HLCM gave the briefing and was supported by Mr Adnan Amin, Director of the CEB. They provided a detailed written and oral explanation of the various aspects of the package. The General Assembly would benefit from further briefings from time to time on such aspects of the work of the CEB.

IV. Funding for Coherence at Global and Country Level

92. The 2006 High Level Panel Report recognised the need for increased and improved funding for the United Nations both at country and global level. Specifically, the Panel was of the view that “inadequate and unpredictable funding of the System also contributes to fragmentation, undermining the multilateral character of the United Nations. The exponential growth of extra-budgetary (non-core) versus core resources has encouraged supply-driven rather than demand-driven approaches to assistance, undermining the principle of country ownership. Lack of donor coordination and competition for non-core resources among United Nations agencies squander significant time and effort on fund-raising, undermining the ability of the United Nations to make long-term strategic decisions that would deliver more effective results.’

93. The General Assembly for its part, has recognised this in the TCPR Resolution of 2004 and again in the TCPR Resolution of December 2007. In a key consensus paragraph that brings together a number of crucial concepts, the latter ‘emphasises that increasing financial contributions to the United Nations Development System is key to achieving the internationally agreed development goals, including the Millennium Development Goals, and in this regard recognizes the mutually reinforcing links between increased effectiveness, efficiency and coherence of the United Nations Development System, achieving concrete results in assisting developing countries to eradicate poverty and achieve sustained economic growth and sustainable development through operational activities for development and the overall resourcing of the United Nations Development System’.

94. This consensus position of the Assembly formed an important part of the context to our work as Co-Chairs. With the agreement of the broad membership we have not strayed into the macro-level debate concerning global spending on Overseas Development Assistance (ODA). This is being addressed in a separate, if parallel facilitation exercise in the Assembly under the leadership of the distinguished Permanent Representatives of Egypt and Norway. Essentially, for our part, we have focused on the Funding-related elements of the 2006 Panel Report.

95. The view in general among States is that sufficient, timely and predictable funding at the country level must be mirrored by sufficient, timely and predictable funding at global level. As the TCPR stressed, core resources, because of their untied nature, continue to be the bedrock of the operational activities for development of the United Nations System. It is of great concern to the broad membership that the share of core contributions to the UN Funds, Programmes and Specialised Agencies has declined in recent years. In all our consultations it has been clearly pointed out to us that core funding is essential to sustain the continued basic capacity of the UN System. Furthermore, increases in core funding must complement adequate funding of the UN’s work at country level. There is a natural and understandable concern among Funds, Programmes and Specialised Agencies that funding of ‘Delivering as One’ must not be at the expense of core at global level. If we are to build a UN which is strong, flexible and efficient we need to ensure that it is adequately resourced, both at central level and at country level.

96. The 2007 consensus TCPR resolution urged the development partners and other countries in a position to do so to increase substantially their voluntary contributions to the core/regular budgets of the UN development system, in particular its Funds, Programmes and Specialised Agencies, and to contribute on a multi-year basis, in a sustained and predictable manner. At our open informal plenary consultations on 7 April, member States stressed the need for the fulfilment of all commitments in relation to funding of the UN System, including the need to address the current imbalance between core and non-core funding. While increased core funding can incentivise commitment to greater coherence, the UN System and development partners must ensure that there is neither the appearance nor reality of a pattern of funding which suggests that those developing countries which do not choose to participate in 'Delivering as One' are deliberately disadvantaged as a consequence. In this, as in other respects we are unable to visualise the Assembly countenancing arrangements which may be seen as amounting to 'new conditionalities' over the delivery of assistance through the United Nations Development System.

97. The High Level Panel also noted that the assessed contributions for the Specialised Agencies have not increased in years, which has left them having to rely on voluntary funding for core activities. This matter was also raised at our consultations on Funding where numerous member States supported a review of the assessed funding of the Specialised Agencies to enable them to continue their work on global norms and standards. They called for an assessment of whether the current policy of zero real growth is adequate. It would seem therefore important, if there is to be real incentive for the participation of all parts of the UN System in greater coherence, that this policy be re-examined in light of encouraging greater commitment to coherence and less reliance upon voluntary funding.

98. The 2006 Panel also recommended establishing a Millennium Development Goal Funding Mechanism, which would coordinate overall resource flows, enabling global oversight of funding available for contributions to the One Country Programme. However, in our consultations member States have generally felt that there was a lack of clarity concerning the need for such a fund and its specific implications. They were keen to stress that any new funding mechanisms should focus on funding all aspects of work that the UN is mandated to do, not simply the work relating to achievement of the Millennium Development Goals (MDGs). Let us recall once again that in line with the general views expressed, the membership are also keen to avoid the establishment of any new, overarching and additional mechanisms as these could risk simply adding new layers of process.

99. The membership may wish to declare anew much of the foregoing and continue consideration of the important issue of Funding, particularly in light of the outcome of the meetings of the Assembly related to the Millennium Development Goals scheduled for September, 2008.

V. Governance Aspects

i) *Overview*

100. The 2006 High Level Panel maintained that ‘effective governance is at the core of coherence.’ Improved Governance structures are central to the improved efficiency, coherence and effectiveness of the UN System. This is important at both the country level, where an empowered Resident Coordinator, at the head of an empowered UN Country Team, is critical to the Team’s success, as well as at Headquarters level where existing governance and decision-making processes can be improved and may need to be adapted to deal with the new One Programmes which emerge from ‘Delivering as One’.

101. Many member States have expressed concern at the short-term feasibility of the recommendations of the High Level Panel Report on Governance. In particular, many member States made the point that the specific changes envisaged by the Panel would have substantial implications for existing governing bodies and ECOSOC and would need careful consideration.

102. Many States felt it of crucial importance that the work at country level, which is government-led and aligned with national priorities should in no way be hindered by changes at central or headquarters level. Any changes at headquarters level should, on the contrary, enhance the UN development System’s ability to support the developing countries in implementing their national priorities and assuring greater effectiveness in the delivery of UN programmes. Any changes at headquarters level must also be flexible, and accord with the reality that ‘No One Size Fits all’.

103. Any approach that sought to design a new System of inter-governmental governance from the top-down would be unlikely to prosper. At the same time, an emerging new approach, embodying ‘Delivering as One’ at country level is being applied by a large and growing numbers of developing countries. Bottom-up, this process creates a need for suitably adapted headquarters and regional arrangements to which an emerging new paradigm at country level can relate and align.

104. It appears to us essential that an appropriate balance is to be struck between providing adequate intergovernmental oversight of the System’s development priorities and objectives, while respecting the voluntary, nationally-led nature of the coherence process and the respective mandates of the Funds, Programmes and Specialised Agencies.

105. At central level, member States felt that the implementation of some of the recommendations of the 2006 Panel Report could result in duplication, given that the strengthened ECOSOC has established both the Annual Ministerial Review and the Development Cooperation Forum as high level fora for strategic guidance on sustainable development.

106. Specifically, while it is clear that the new and emerging ‘One Programmes’ will need to be dealt with effectively and efficiently at global level, the Panel’s proposal for creating a Sustainable Development Board was felt by many to be duplicative. It

received little or no support. While the current arrangement, which sees One Country Programmes being tediously dismantled into their constituent parts and approved separately by the various Boards of the Funds, Programmes and Specialised Agencies is far from optimal, there was little support for the creation of a Sustainable Development Board to fill this role. Many member States felt that it could be more useful to adapt existing structures such as ECOSOC, perhaps in coordination segment or in the operational segment. The Annual Ministerial Review could provide an opportunity to discuss the progress in 'Delivering as One'. These options need to be discussed and explored in more detail by member States as the reality of the 'Delivering as One' programmes becomes evident.

107. Since the 2005 World Summit Outcome, work has been undertaken to strengthen ECOSOC, to enhance its capacity as the main policy-making body of the UN for economic and social development issues. The 2007 TCPR resolution also requested that the Secretary-General report on an annual basis to the ECOSOC on numerous aspects which relate to improving the efficiency and effectiveness of the UN. It requested that the Secretary-General report on the functioning, selection and training process of the Resident Coordinator system. It requested the executive boards and governing bodies of the United Nations Funds, Programmes and Specialised Agencies to assess the progress achieved including costs and benefits, in the area of simplification and harmonisation of United Nations development system at the global, regional and country levels. The governing bodies were also requested to analyse the potential impacts on development programming and report to ECOSOC on an annual basis.

108. At this year's substantive meeting of ECOSOC, the Maputo Declaration was presented to the member States at a side event hosted by the Government of Mozambique and was acknowledged in the resolution adopted by ECOSOC on the operational segment.

109. The work of the United Nations at regional level was not the subject of extensive discussion during our consultations on Governance. However, during our visits to developing countries, it was made clear to us that there is a need to clarify the role of regional level management and to encourage the latter to provide more support to the UN Country Teams on the ground as these advance a more coherent and more effective approach. It was felt that regional presences of the UN need to be streamlined and harmonised so that they can be utilised to their full advantage.

110. At the CEB meeting in late October the United Nations Development Group (UNDG) was officially incorporated into the Chief Executives Board. This group, which is chaired by the Development Coordinator, serves as the central coordinating mechanism for the United Nations operational work in development. It fulfils many of the roles envisaged by the Development Policy and Operations Group.

111. At its meeting in April 2008, the CEB incorporated into its structures a thirteen member Advisory Group at the level of Principals and Assistant Secretaries-General. This group has emerged from the much closer collaboration among Funds, Programmes and Specialised Agencies at Headquarters levels that had been necessitated by the evolving 'Delivering as One' arrangements at country level.

ii) *Relationship between the UN and the Bretton Woods Institutions*

112. There is broad consensus among member States that increased collaboration and coordination is needed between the United Nations System and the Bretton Woods Institutions. The High Level Panel Report of 2006 included this in its recommendations. The General Assembly called for this in its Triennial Comprehensive Policy Review (TCPR), 2007. The Assembly invited the United Nations System and the Bretton Woods Institutions to explore further ways to enhance cooperation, collaboration and coordination including through greater harmonisation of strategic frameworks, instruments, modalities and partnership arrangements, in full accordance with the priorities of the recipient Governments.

113. As Co-Chairs we visited the senior management of the World Bank and the International Monetary Fund in Washington D.C. in June 2008. At the World Bank we conferred with Ms Ngozi Okonjo-Iweala, Managing Director, while at the IMF we met with Mr Murilo Portugal, Deputy Managing Director. Both representatives were expressly supportive of further collaboration with the United Nations System both at country level and at global level, provided this is well-conceived, pragmatic and results-oriented.


114. Increased coherence, enhanced effectiveness and coordination, the elimination of duplication and overlap and alignment with national priorities are already important for all actors in development at country level, including the United Nations. Greater coherence and effectiveness on the part of the United Nations Development System will, in our assessment and on the basis of what we have heard, inevitably presage much closer collaboration and complementarity between the work of the System and that of the Bretton Woods Institutions. Furthermore, a more coherent and effective United Nations System can provide leadership among other development actors and be a more valuable partner for governments in advocating and leveraging additional resources to meet their national priorities. Mozambique cited to us its own positive experience in this regard.

115. The World Bank and the International Monetary Fund (where they are represented on the ground) are normally members of the UN Country Teams in all programme countries, even if they are less centrally engaged than the UN Funds, Programmes and Specialised Agencies. In the course of our visits to pilot countries we were struck in particular at the increased collaboration between the UN System's Country Team and the World Bank representative in Albania. There the Bank Representative, while promoting the Bank's own priorities, was described as a 'key member' of the UN Country Team. The Bank and the UN are working together with the Government of Albania on numerous projects in that country. While we did not see widespread, increased collaboration in the other countries we visited, in many places members of the UN Country Team pointed to the potential which exists in this direction as the 'Delivering as One' process develops further. In Tanzania there has been discussion about the World Bank representative having access to the One Office of the UN Country Team on a cost-sharing basis. Some of the UN agencies already have highly developed country and regional level collaboration with the Bank, in particular. The Bretton Woods Institutions naturally tend to embrace the UN System

expertise and experience, the more that peace, security and stability considerations come into play. As Co-Chairs, we understand that the United Nations and World Bank are developing partnership documents, designed to institutionalize principles of collaboration, consolidate gains and further strengthen the relationship in a number of critical areas. These documents include a UN-World Bank partnership framework on crisis and post crisis collaboration, a UNDG-World Bank operational partnership note, and a UNDG-World Bank fiduciary framework.

116. We look forward to more progress in this regard and hope that the World Bank and the International Monetary Fund will encourage their representatives at country level to engage even more with an evolving UN Development System, where this is likely to avert overlaps, increase synergies and – most importantly - benefit the developing countries concerned.

117. There is also broad acknowledgement that there should be increased collaboration between the Bretton Woods Institutions and the United Nations System at global level. Such increased collaboration is already being furthered in various different settings, including at the Chief Executives Board level (CEB). As one example, the CEB has recently established the Secretary-General's Task Force on Food Security to address the global food crisis. It brings together the relevant entities in the UN System with the full and active participation of the Bank and the Fund and the personal engagement of their leadership.

118. The relationship between the UN System and the World Bank and the International Monetary Fund will also be discussed at the Follow-up  International Conference on Financing for Development to Review the Implementation of the Monterrey Consensus which will be held in Doha, Qatar, from 29 November to 2 December 2008. Consequently, this overarching relationship is being addressed in the General Assembly facilitation which is chaired by the distinguished representatives of Egypt and Norway. These are all important and ongoing areas of increased collaboration with the Bretton Woods Institutions, although they are not necessarily directly related to the increased collaboration in the context of 'Delivering as One'.

119. Our approach as Co-Chairs on System-wide Coherence has all along been a pragmatic and 'bottom-up' one. We have eschewed any 'top-down' approach that might, for example, in this instance seek ab initio to re-draw institutional structures or significant inter-institutional relationships. However, desirable this may be, it hardly seems a practicable proposition at this time.

120. It will be clear, however, that there is considerable potential for closer engagement between the United Nations System and the Bretton Woods Institutions. Without doubt, there is a willingness on the part of the Bank and the Fund to engage on this basis more closely with the United Nations System in the field of development. During the 63rd Session of the General Assembly, it could be valuable to explore with the Bretton Woods Institutions the potential in this direction in a pragmatic and results-oriented manner. The more pragmatic and results-oriented such efforts are, the more likely they will be to register progress. It is essential that greater operational coherence and collaboration between an evolving United Nations

Development System and the Bretton Woods Institutions should be appropriately and indeed, optimally linked up with the policy coherence being pursued at global level.

VI. Gender Equality and Women's Empowerment

121. From the outset, Gender Equality and Women's Empowerment has been highlighted to us as Co-Chairs by member States from all regions as an issue of priority importance. It is an issue of high significance for all States. While it has central relevance to the UN's work in the field of development, it has much broader scope and impact – not least in the normative area – for all States, regardless of their stage of development. No member State of the United Nations can boast that it has fulfilled all of the agreed international targets and, therefore its own internationally-given commitments in regard to Gender Equality and Women's Empowerment.

122. At open informal plenary consultations held on 16 May 2008, a consensus among member States recognised the strong normative acquis of the United Nations System in relation to Gender Equality and Women's Empowerment. This is based, inter alia, on the United Nations Charter, Resolutions of the General Assembly, of ECOSOC and of the Security Council as well as the Beijing Declaration and Platform for Action, the Outcome Document for the Cairo Conference on Population and Development and the Convention on the Elimination of the Discrimination against Women. However, it was made equally clear by States and by the relevant parts of the United Nations System itself, that within the System there are gaps in coherence, authority, accountability and resources in addressing this important area and not least in assisting States to bridge the space between their international commitments and national performance in this area.

123. In order to get a clearer picture of the nature and extent of the gaps and overlaps in this key area of the System's work, the membership as a whole on 16 May requested that we ask the Secretary-General for a paper which would take account of the many views expressed by the member States and help them to pursue discussion on the substantive, programmatic aspects of Gender Equality and Women's Empowerment. This request was conveyed to the Secretary-General by the President of the General Assembly. In response, the Secretariat supplied a paper for the membership on 6 June. This brought into focus a shared analysis of the current situation as to the System's delivery on its many mandates in the area of Gender Equality and Women's Empowerment. It emerged from a collaborative exercise by various entities in the System under the leadership of the Deputy Secretary-General. It addressed the normative and operational aspects of Gender Equality and Women's Empowerment and the linkages between them. It reflected the strong sense among member States that the System suffered from important gaps in the areas of coordination and coherence, authority and positioning, accountability and human and financial resources. The paper formed a useful basis for a further discussion among the membership which took place on 16 June in the General Assembly.

124. In the informal plenary consultations of the Assembly held on 16 June, there was an unmistakable and broad-based momentum to address further the manifest weaknesses of the United Nations System in relation to Gender Equality and Women's Empowerment. In light of this second, lengthy exchange of views and in order to facilitate further progress on how to improve and strengthen the institutional dimension of Gender, the broad membership agreed that we should request from the Secretary-General a further paper. This would present in a non-prescriptive manner a range of institutional options on how best to re-organise the Gender-related bodies in the System so that these might perform and deliver much more effectively than they do at present. As Co-Chairs, we specifically asked that this, further paper provide a comprehensive and comparative assessment of each of the institutional options it might posit and of their implications. It would need to take into account the questions and concerns raised by member States. It would help to give further focus to the Assembly's continuing discussions. Once again, this desire on the membership's part was conveyed to the Secretary-General by the President of the Assembly. It is anticipated that the institutional options paper will be in the hands of the member States at the same time as the present report, in the penultimate week of July.

125. The Gender Equality and Women's Empowerment aspect of System-wide Coherence has broad and indeed universal relevance to all member States. It is important to the matter of development, but it goes far beyond development in its scope. Generally speaking, the broad membership has been keen for the Assembly – before it enters decision-making mode in this, 62nd Session – to consider the issue of Gender alongside others which were highlighted by the 2006 High Level Panel Report.

126. The institutional options paper being provided by the Secretary-General, taken together with the present report, should complete the substantive picture for member States. With both these elements in hand, member States will be in a position to consider, in an intensive and expeditious manner and as from late August/ early September, how the Assembly may wish to move forward, in the current 62nd Session, on this issue of universal importance.

VII. Environment, Humanitarian Assistance and Human Rights

i) Overview

127. The 2006 High Level Panel Report included a large number of recommendations in the areas of humanitarian assistance, the environment and human rights - each of which is of central importance to the work of the United Nations as a whole.

128. At the same time, in our consultations with member States and other stakeholders we found little appetite or interest in prioritising specifically within these inter-governmental consultations on System-wide Coherence the issues of environment, humanitarian assistance and human rights. This is because some of the Panel's recommendations are being followed up in other contexts and fora, whilst others (not least some in the humanitarian area) are effectively implemented.

Moreover, it is clear to us as Co-Chairs that in refraining from prioritising particular issues in the System-wide Coherence context, some interested member States have sensed that the present framework may not be the most propitious or fruitful one in which to ventilate and seek for progress on the issues concerned.

129. In light of the considerations set out here, in order to facilitate a sharper focus on a number of priority issues and to avoid duplication and misdirection of effort, the Assembly appears ready definitively to set aside from this particular strand of inter-governmental consultations, viz. System-wide Coherence, the issues of environment/environmental governance, humanitarian assistance and human rights. Naturally, all agreed mandates and programmes concerning the environment, humanitarian assistance and human rights remain fully in place and strong efforts will continue to have these faithfully implemented by all concerned.

ii) *Environment*

130. The High Level Panel recommended that issues concerning the environment, which is one of the pillars of sustainable development, should be streamlined and made more coherent. Its recommendations on the environment are largely being addressed in the context of the ongoing consultations on International Environmental Governance (IEG), under the Co-Chairmanship of the distinguished Permanent Representatives of Mexico and Switzerland, as well as in other active fora. A preponderant view among member States is that environment related aspects of the Panel's Report should for the most part continue to be discussed in the context of the IEG consultations and elsewhere. While, as Co-Chairs on System-wide Coherence consultations, we have not entered into detail on the environmental aspects of the Panel's report, this should not be taken to imply a view that environment-related work being carried out at country level should be excluded from the 'Delivering as One' process or from efforts at enhanced coherence. It is simply the case that no appetite is detectable among member States to pursue the Environment in the inter-governmental consultations on System-wide Coherence which we currently chair.

iii) *Humanitarian Assistance*

131. Similarly, there have also been recent reforms in the area of humanitarian and recovery work of the United Nations. The Office for the Coordination of Humanitarian Affairs (OCHA) reports that real progress has already been made in the implementation of the recommendations in the High Level Panel Report on humanitarian issues and recovery. This represents progress towards ensuring that there is one overall strategic framework for humanitarian response in a given country, in support of national efforts, as well as one agreed country-level monitoring and evaluation system.

132. The aim of these reforms is to improve the efficiency and cost-effectiveness of humanitarian programmes. Since 2006 the United Nations has launched a series of initiatives aiming to enhance the coordination of emergency humanitarian response. These have focussed on four areas: capacity and coordination at country level;

leadership; partnerships; and predictable and equitable humanitarian financing. Strengthening the leadership at country level has also been addressed with various initiatives to buttress the humanitarian coordinator role.

133. To strengthen partnerships and address the fragmentation highlighted in the Panel Report, the Global Humanitarian Platform (GHP) brings together United Nations and non-United Nations humanitarian organizations. The aim is to enhance the effectiveness and coordination of humanitarian assistance and to strengthen the capacity of local non-governmental organisations.

134. In relation to funding, the speed, equity, effectiveness and predictability of financial resources for humanitarian assistance have all been improved through the establishment of several funding mechanisms. These include 'pooled funds' such as the Central Emergency Response Fund (CERF) at the global level, which has 2008 pledges amounting to some \$ 431.3 million, of which \$414 million has been contributed as of mid-July. Other 'pooled funds' include the Common Humanitarian Funds (CHF) and the Emergency Response Funds (ERF) at country level. Complemented with a stronger consolidated and flash appeal process (CAP) that allows for the identification and prioritisation of humanitarian needs by all stakeholders, these funding mechanisms have been reported as being highly effective in facilitating rapid and needs-based humanitarian response.

135. As Co-Chairs, we are encouraged by the progress which has been and continues to be made in the Humanitarian area. Informed by our extensive consultations with the membership and given the progress which has been achieved on foot of the 2006 Panel's recommendations, our impression of the general view among member States is that the area of humanitarian assistance does not need to be pursued specifically in the context of System-wide Coherence. No doubt, in other contexts, the General Assembly would benefit from ongoing briefings and updates on progress that continues to be made in this regard.

iv) *Human Rights*

136. At the 2005 World Summit, Heads of State and Government affirmed strongly that peace and security, development and human rights are the three principal pillars of the United Nations System. In line with this recognition, in recent years significant work has been undertaken to strengthen the United Nations Human Rights System, including through the establishment of the Human Rights Council (HRC), even as the Third Committee of the General Assembly and other inter-governmental bodies continue to discharge their important functions.

137. The United Nations human rights architecture is comprehensive, encompassing the UN Charter-based organs and bodies, including the General Assembly, ECOSOC and, to a limited but growing degree, the Security Council as well as the Secretary-General and the Court. Here we must also include the Human Rights Council and the International Human Rights Treaty bodies made up of independent experts mandated to monitor States parties' compliance with their Treaty obligations, as well as the

international tribunals and, of course, the Office of the High Commissioner for Human Rights which provides leadership to the United Nations human rights efforts and provides technical assistance and other capacity building to member States and regional bodies in implementing human rights provisions and commitments

138. The Human Rights Council, which was established in 2006, is mandated by the Assembly to ‘undertake a Universal Periodic Review, based on objective and reliable information, of the fulfilment by each member State of its human rights obligations and commitments in a manner which ensures universality of coverage and equal treatment with respect to all States’. This review, which reviews all countries, initially every four years, is intended to assist States in the fulfilment of their human rights obligations and commitments, assessing both the positive developments and the challenges faced. This augments the existing mechanisms of the International Human Rights Treaty Bodies, which examine the States' reports on implementation of the various human rights Treaties which they have ratified. In addition to the Universal Periodic Review of the Human Rights Council and the Treaty Bodies, the Office of the High Commissioner for Human Rights (OHCHR) provides technical assistance and other capacity-building to member States on mainstreaming and strengthening the promotion and protection of human rights.

139. In the course of our consultations with the Funds, Programmes and Specialised Agencies, we met with the Office of the High Commissioner for Human Rights in Geneva. They informed us of the many and detailed developments which have taken place in recent years in partnership with member States and the UN System to enhance and mainstream the promotion and protection of human rights.

140. As well as assisting the Human Rights Council and the Treaty bodies over the years, the Office has increased its presence at country and regional level in various ways. The number of its country offices has grown to eleven. In these countries and with the agreement of the governments concerned, the Office provides technical assistance, monitoring and reporting, as well as capacity development in addressing human rights issues. The OHCHR has also strengthened its regional offices, which play a crucial role in supporting human rights work in their respective regions and work closely with regional human rights bodies. Finally, the OHCHR has deployed numerous Human Rights Advisers to support UN Country Teams. These advisers assist the UN Resident Coordinator and the UN Country Team to work on strategies to build or strengthen the nation's capacities and institutions in promoting and protecting human rights. Mainstreaming of human rights is already underway in the broad area of development. The preambular part of the 2007 TCPR resolution of the General Assembly is relevant here.

141. These mechanisms continue to strengthen the promotion and protection of all human rights in all categories of member States. It seems clear to us as Co-Chairs that, in order to avoid duplication and overlap and to avoid pursuing issues in channels that are likely to prove fruitless, the broad membership has formed the general view that consideration of this work should continue to be taken up in these various settings and not within the framework of the continued discussions on System-wide Coherence.

VIII. Conclusions /Recommendations

142. As the Co-Chairs for System-wide Coherence in the 62nd Session of the General Assembly we have sought to conduct an open, transparent, balanced and inclusive process of consultations among the entire membership. Our aim has been to present a report that by and large, will sit well with all parts of the Assembly in that all groupings of States should be able to feel that the report addresses seriously many of their principal priorities and concerns. In this way we have sought to facilitate a balanced and fair, compromise outcome to the Assembly's deliberations during the current Session.

143. The following Conclusions/ Recommendations flow from the present report overall, but are perhaps best seen in tandem with the Introductory section. The landmark 2006 High Level Panel Report, while a very important contribution to the work of the General Assembly to increase coherence across the UN System, did not launch that work. The Millennium Summit and the World Summit of 2005 as well as consensus positions of the Assembly, not least the Triennial Comprehensive Policy Reviews (TCPRs), constitute much of the bedrock for building further progress in this area.

144. Since the outset of the current, 62nd Session, the broad membership has signalled that the continuing efforts on System-wide Coherence should focus on four priority areas, viz.

- i) UN 'Delivering as One' at country level with the related aspect of Harmonisation of Business Practices.
- ii) Funding
- iii) Governance
- iv) Gender Equality and the Empowerment of Women

145. The present report should be taken together with the paper on Gender (in its institutional dimension) which is being provided by the Secretary-General in these days to member States in response to their agreed request of 16 June.

146. As for 'Delivering as One', we have sought to provide the member States with an accurate and up to date picture of the process as it is actually developing on the ground in upwards of thirty developing countries and not simply as it is perceived from afar. We have been helped in this by our on-the-ground consultations with Heads of State and Government, Cabinet Ministers, Parliamentarians, UN Country Teams, Development Partners, etc. in some eight developing countries. We have conferred at length also with UN agency Heads in New York Geneva, Rome, Paris and Vienna. We have taken careful note of the Maputo Declaration issued in May by pilot and other developing countries in which they formally request the Assembly to encourage them in the 'Delivering as One' approach that they have voluntarily embraced in partnership with the UN System.

147. Our conclusion is that the experience of 'Delivering as One' to date (i.e. half way through its second year) at country level is clearly and preponderantly positive, even if a number of challenges remain to be fully addressed in regard to each of the 'Four Ones'. We note that this view is shared by the large and growing number of developing countries which are applying the Delivering as One approach and proactively moving towards implementing the consensus TCPR resolution (62/208). They state that important principles are in fact being observed in practice, including National Ownership and Leadership and 'No One Size Fits All'. Through the 'Delivering as One' approach UN Country Team activities are being aligned to an unprecedented degree with the national development strategies and policies of the developing countries concerned. Assistance is being delivered with greater effectiveness, savings are being realised and greater reductions in transaction costs are clearly in prospect.

148. At the same time the picture that emerges at present is interim in nature since the independent evaluation of 'Delivering as One', as foreseen by the 2007 TCPR, will come only towards the end of 2009 and, in any event, concrete development outputs arising from a new way of doing business take longer than eighteen months to emerge definitively.

149. It seems to us clear that the Assembly ought during the 62nd Session to be in a position to give a positive political impetus to 'Delivering as One', thereby giving encouragement to those many developing countries which have voluntarily embraced this approach and to enjoin the United Nations Development System to continue to pursue it. Moving forward, it will be essential to safeguard the principles underlying 'Delivering as One', *inter alia*, and in particular, that of enhancing national ownership and leadership in the design and implementation of UN Development System support programmes at country level. The international community should by the same token be encouraged to continue to respond positively through additional commitments where the combination of strong national leadership and an empowered UN System Country Team, delivering as one, together generate a better-aligned and more effective UN programme of support.

150. For the most part, the Funds, Programmes and Specialised Agencies of the System, at leadership level, have gradually become increasingly engaged with, and supportive of the 'Delivering as One' approach. The atmosphere in which they collaborate within the Chief Executives Board (CEB) under the chairmanship of the Secretary-General has been transformed for the better as they and their collaborators continue consideration of the implications of the 'four ones' at country level, viz. One Programme, One Budgetary Framework and Fund, One Leader and One Office. At the same time, it is to be recommended that Headquarters levels across the System empower the respective country level agency representatives with much greater latitude, flexibility and encouragement to advance a more coherent and therefore more effective delivery of UN System assistance on the ground in line with the 'Delivering as One' approach.

151. In all of this, the particular situations affecting middle income countries should receive adequate attention.

152. Turning to the issue of Funding in the context of System-wide Coherence, there clearly need to be greater flows of and greater predictability in funding. In general, overall commitments made solemnly and repeatedly need to be implemented more faithfully. Commendation is due to those development partners which have made concrete contributions to advancing the 'Delivering as One' approach at the country level in response to the strategies, priorities, policies and plans of the developing countries concerned. At the same time, support for 'Delivering as One' at country level must not be at the expense of core funding to agencies through their Headquarters. Overall, there needs to be a significantly improved balance between core and non-core funding. Funds, Programmes and Specialised Agencies should be invited, if necessary through changes in statute, rules and/or regulations, to give effect to the consensus view in the General Assembly that savings realised at country level ought to be ploughed back into programmatic development work in the countries where the savings are realised. In this and in other ways, 'Delivering as One' must deliver more.

153. As for inter-governmental Governance at the central level we have detected no palpable appetite in the General Assembly for establishing new inter-governmental bodies including the putative Sustainable Development Board, which was recommended by the High Level Panel. At the same time the emerging new realities from a growing number of developing countries applying the 'Delivering as One' approach at country level will need to be accommodated and addressed more effectively by the existing Boards and not least by ECOSOC. In light of the on-going and emerging nature of the 'Delivering as One' approach, it may be necessary to continue and deepen discussion of these issues during the 63rd Session.

154. If, in that context, the Assembly focuses firstly on the functions that need to be discharged centrally and inter-governmentally towards 'Delivering as One' it will perhaps then be easier to address the question of which institutions, as these continue to adapt, are best placed to discharge the functions in question.

155. We also believe that the UN System and the Bretton Woods Institutions ought to be consistently encouraged to develop, in a pragmatic manner, a far greater degree of cooperation and collaboration in the context described in the present report. Some progress is already being made. This needs to be developed and enlarged.

156. As for Gender Equality and the Empowerment of Women we recommend that the Assembly be invited to address the matter, including in light of the Secretary-General's paper on the institutional dimension in open, in informal plenary consultations at an early opportunity, perhaps in the opening days of September. During the current Session the member States have advanced together, by agreement, in their consideration of the issue of Gender Equality and Women's Empowerment. With assistance from the Secretary-General, they have together identified critical gaps in the way the System assists member States to implement globally agreed mandates and their own internationally-made commitments in the area of Gender Equality and Women's Empowerment. With further open and genuine discussion the Assembly

may be in a position before the conclusion of its 62nd Session to signal in general terms, but nevertheless clearly, which institutional option or combination of options, perhaps as adjusted, it wishes to pursue. Detailed working through of such an agreed approach could then be taken up and completed in the 63rd Session. We have the very strong impression that no Government, whether for substantive or 'tactical' reasons would wish to stand in the way of a consensus to advance the issue of Gender Equality and Women's Empowerment through a measured but significant step forward.

157. We believe that in light of the present report and the Secretary-General's options paper on Gender Equality and Women's Empowerment (in its institutional aspect) member States ought to be equipped for decision-making during the present Session. With these substantive elements in hand, member States are also better placed to weigh the format of the Assembly's decision-making.

158. In the first instance, and on the basis of the foregoing Report and these conclusions, member States may, during UNGA62, wish to address, perhaps in a package decision, the four core priority areas which they have highlighted throughout viz.

- i) UN 'Delivering as One' at country level with the related aspect of Harmonisation of Business Practices;
- ii) Funding;
- iii) Governance; and
- iv) Gender Equality and the Empowerment of Women

159. The same decision could signal that henceforth, in the context of inter-governmental discussion on System-wide Coherence, the Assembly will focus exclusively on these priority areas and will exclude from this context the issues of Environment/Environmental Governance; Humanitarian Assistance; and Human Rights in line with the considerations set out in the present report.

160. As Co-Chairs we will remain at the disposal of the President of the General Assembly through to the conclusion of the 62nd Session in mid-September, should he desire our input in facilitating, during the closing weeks of the Session, adoption of a decision by the Assembly along these lines.

161. In conclusion we would like to express our appreciation for the kindness and support that has been extended to us in our work as Co-Chairs by the President of the General Assembly H.E. Dr. Srgjan Kerim; by H. E. Deputy Secretary-General, Dr. Ashe Rose Migiro and by all those officials of the United Nations system in New York who greatly assisted our work. We thank the member States which have so actively participated in the broad consultation process. In particular we would like to thank the Governments of the pilots and other countries which are implementing a Coherence approach and where we were received at the highest levels, as representatives of the General Assembly. These developing countries participated in the consultations in New York to share their experiences of 'Delivering as One' at country level. We would also like to thank sincerely the Resident Coordinators and the dedicated and talented members of the United Nations Country Teams in all the

countries we visited. As we have stated previously, the UN Country Teams have exhibited great professionalism in designing and now implementing the UN reforms at country level, a task that has placed great demands on these officials – since their respective Headquarters too often expect them at the same time, with little or no acknowledgement of the increased burden on them, to continue to implement in every detail the paradigm that has obtained hitherto. Thus they are called upon to operate two paradigms simultaneously. We believe that the membership will be extremely grateful to them for the commitment they have shown to the United Nations. We would like to thank the Heads of the UN Funds, Programmes and Specialised Agencies who have been so active in this consultation process. Their openness and frankness about the challenges which remain and their commitment to resolving these challenges in a collegial manner, to strengthen the System as a whole for the benefit of the people whom they all serve, is at the core of this process. We also thank the senior management of the Bretton Woods Institutions who received us in Washington D.C. Finally, we thank our own hard-working Irish and Tanzanian collaborators and colleagues as well as all others who have helped and encouraged us over the past six months.

162. It is a great honour for us both and for our countries, Ireland and the United Republic of Tanzania, to have been requested to act as Co-Chairs on this crucially important area of UN reform. For this we are deeply grateful.

Ambassador Augustine Mahiga
Permanent Representative of the
United Republic of Tanzania

Ambassador Paul Kavanagh
Permanent Representative
Ireland

21 July, 2008

**STATEMENT OF SUMMARY OF OUTCOMES AND WAY FORWARD
SEMINAR OF THE “PROGRAMME PILOT COUNTRIES”
ON DELIVERING AS ONE:
EXCHANGE OF EXPERIENCE AND LESSONS LEARNED
MAPUTO, MOZAMBIQUE
21-23 MAY 2008**

1. Representatives of the eight governments of the ‘Delivering as One’ pilot countries (Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay, and Vietnam) together with representatives from the government of Malawi met in Maputo, Mozambique from 21 to 23 May 2008 to review the lessons coming from the one year experience of their countries in ‘Delivering as One’ and discuss how to move forward while advancing the implementation of the recommendations contained in General Assembly Resolution 62/208.
2. The participants of the seminar thank the Government of Mozambique (GoM) for hosting the Seminar, the Prime Minister H.E. Mrs. Luisa Dias Diogo for her inspiring address at the opening, the Co-Chairs of the General Assembly Informal Consultations on System-Wide Coherence for their active participation, and the United Nations Under-Secretary-General Anna Tibaijuka for her statement on behalf of the UN Deputy-Secretary-General Executive Director, UN-HABITAT. The participants also thank the Australian Agency for International Development (AusAID) for its support to this meeting and UN Department of Economic and Social Affairs (UNDESA), UN Development Group Office (UNDGO), UN Evaluation Group (UNEG) and the UN Country Team (UNCT) of Mozambique for their valuable support in organizing and facilitating the event.

Introductory comments

3. The participants stress their commitment to the full and speedy implementation of Consensus General Assembly Resolution 62/208 on the Triennial Comprehensive Policy Review (TCPR) of operational activities for development of the United Nations system. In this resolution, the Secretary-General is encouraged to support “Programme Country Pilots to evaluate and exchange experiences and lessons learned with the support of United Nations Evaluation Group (paragraph 139).” The Participants consider the present seminar to be a response to paragraph 139 of the said resolution and a contribution to the proceedings of the Operational Activities Segment of the 2008 Substantive Session of ECOSOC.
4. The purpose of the seminar was to provide an opportunity for Government representatives from the eight pilot programme countries, and other programme countries with similar processes, to learn from each other on successes, constraints and remaining challenges in implementing the “Delivering as One” experience and how to move forward. It was also intended to assist these countries to share their common perspectives with the UN system so that lessons learned can be used to further the implementation of Resolution 62/208 towards greater coherence, efficiency and effectiveness of the UN system.
5. The Participants recognize that, with the exception of Cape Verde and Vietnam, the reform of the UN at country level started only in 2007. Findings are thus preliminary and pertain to process aspects as it is too early to evaluate development effectiveness of the Delivering as One (DaO)

initiative. A more complete picture will emerge once an independent evaluation has been conducted in 2009-2010.

6. The participants invite the General Assembly to fully support the countries engaged in DaO in their continuing efforts.

General Findings

7. The Participants stress that the Pilot countries became Pilots at the specific request of their national governments. In making such requests, the expectations of the Governments were high, including the hope that a more coherent UN system would better support the Governments in achieving Internationally Agreed Development Goals (IADGs), including the MDGs.
8. The experience of the participants is that national ownership in their development partnership with the UN system has been enhanced through the delivering as one process. They note the great diversity of their national circumstances and agreed that in their experience of Delivering as One, the principle of "No-One-Size-Fits-All" is also being upheld.
9. The Meeting reaffirmed the gains made by the DaO pilot countries and the other participant countries with respect to enhancing Government leadership of UN system operational activities for development. This increased engagement and direction from national governments is very much in the spirit of General Assembly resolution 62/208.
10. Initial indications are that the Pilot process is yielding positive results in ensuring that the UN development system is a more effective and coherent counterpart to its national partners. Reports from both the Governments and the UN Country Teams indicate that there has been increased availability of the UN system's mandates and expertise to meet national plans and priorities.
11. Progress has been made in promoting a more unified UN system approach to programming and funding its support to countries, through the one programme and one budget. The Governments involved in DaO initiative clearly recognize and appreciate the progress made but more needs to be done to avoid fragmentation and deliver as one at the country level. Representatives of the pilot and the non-pilot governments all recognize the need to work even harder towards the success of the initiative.
12. However, major constraints remain on the way of implementing fully and accelerating the DaO initiative. These include the lack of predictability and timeliness of funding, lack of harmonisation and simplification of business practices, high transaction costs of the UN generally, poor alignment of UN capacities with the priorities of programme countries, as well as low level of use national operational capacities.

Recommendations

To accelerate the implementation of Resolution 62/208, the participants of the meeting from the nine governments

National Ownership and leadership

13. Underscore that the principle of national ownership and leadership should continue to guide all operational activities for development of the UN at the country level.
14. Recognize that the effectiveness of the operational activities of the UN is contingent to both a well coordinated and extended UNCT with empowered members, and a well coordinated government, and that where necessary this may require the establishment of new or further improvement of existing national coordination structures to provide strategic orientation and programme implementation monitoring functions,
15. Recognize that the UN can play an important role in supporting and strengthening the national role and capacity to coordinate the donor community.
16. Recall the General Assembly's encouragement to Member States to invite the UN to participate, ex-officio, in current and new aid modalities and coordination mechanisms, and its invitation to the UN development system to enhance its participation in this regard. Invites the GA to give encouragement to the countries concerned in their continuing efforts.
17. Stress that the UN operational activities should focus on national capacity building, provision of normative and policy advice, and strategic support to the reduction of poverty, and make use of national implementation capacities in consultation and coordination with the national authorities concerned.

Specifically to ensure the success of the Delivering as One Initiative the participants of the meeting,
18. Call upon UN agencies to support governments of pilot countries and the UN country Teams in sustaining efforts to mobilize timely and predictable financial support to the DaO initiative, including through common Government/UN mechanisms and processes, and new funding mobilization instruments where necessary and appropriate.
19. Underline that, in those countries in which the One United Nations Programme does not cover the whole UNDAF, resources should not be shifted to the One United Nations Programme at the cost of the remaining components of the UNDAF.
20. Recognize that the establishment of new national coordination structures has been conducive to strengthening government ownership and leadership and the alignment of the operational activities of the UN with national priorities. It should be ensured that these structures provide strategic orientation and programme implementation monitoring functions to the DaO process at the country level.

Alignment of UN capacity to the needs of programme countries

21. Acknowledge the pressing need to strengthen national capacities and recalls the need to ensure a coherent and coordinated approach by the UN development system in its support to capacity development efforts of programme countries.
22. Reiterates the need for the range and level of skills and expertise assembled by the United Nations system at the country level to be commensurate with that needed to deliver on the priorities specified in each country's United Nations Development Assistance Framework or One Plan/Programme, in line with the national development strategies and plans, including poverty reduction strategy papers, where they exist, and to correspond to the technical backstopping and capacity-building needs and requirements of developing countries.
23. Stress that cost saving measures and restructuring processes are not an end in themselves but need to be evaluated against the objective of enhanced effectiveness and impact.
24. Call upon the funds, programs and agencies to accelerate the reform of their headquarters to enable them to respond more effectively and rapidly to the needs of programme countries, and particularly to the pilot countries of the Delivering as One initiative, which are currently undergoing capacity assessments.

Harmonisation and integration of planning and programming instruments

25. Call upon the governing bodies of the UN Funds, program and agencies to urgently take necessary decisions to further simplify and fully harmonize the planning, programming and programme approval process.
26. Call upon the Secretary-General, through the CEB/UNDG, to explore a simplified programme approval process for common country programmes and make suggestions to the ECOSOC in this regard.
27. Call upon the UNDG to make use of the Pilots to explore and implement further simplification and harmonization of the country programming process, building on the positive experiences made with the common operational document.

Coherence of budgetary and funding processes

28. Call upon donors to make multi-year and unearmarked contributions to the One UN Program at the country level to allow for resource predictability and therefore improve the timeliness and effectiveness of implementation of programme activities, as well as to endeavor to fully finance the requirements of the One Program, without affecting bilateral development programmes.
29. Underline that Sector Wide Approaches (SWAs) should be increasingly adopted as the mechanism for donor funding at the country level as it moves towards the principles of the Paris Declaration and complements the process of UN Reform at the country level.

30. As per paragraph 37 of the TCPR, the UN should develop a strategy and capacity to help strengthen the national fiduciary and budget management capacity of the government. This can be done as part of the development assistance in the UN's Programme.
31. Urge all donors to recognise a common UN progress and financial Report Format as part of the Memorandum of Understanding that governs the One UN Fund.

Leadership and coordination of UNCT

32. Recognizing the importance of strengthened leadership of the Resident Coordinator (RC) at the head of an empowered UNCT, stress the importance of strengthening the role, and authority and coordination capacity of the RC through greater delegation of authority by the funds, programmes and agencies.
33. Call upon the UN funds programmes and agencies to consistently support the RC recruitment and selection process by encouraging the best candidates to apply. The importance of coordination and leadership capacities of RCs and leaders of local UN entities need to be given due consideration during the recruitment and selection processes.
34. Stress that standard Basic Agreements between Governments and the UN should be amended where relevant to reinforce and clarify the responsibilities and accountability between the UNCT and the Governments, maintaining privileges and immunities.
35. Underscore that all UNCTs should adopt Codes of conduct on the basis of harmonised models developed by UNDGO, these should specify inter alia the reporting relationships and communication responsibilities;
36. Underline that there should be mutual accountability amongst country team members. The RC should not be the only one to be accountable. The Performance evaluation mechanisms of the agencies should rapidly include assessment of Agency heads' contribution to cohesiveness of the UNCT and its capacity to respond to the priorities of the host country.
37. Call upon Headquarters of Agencies, Funds and Programmes to consistently support and promote efforts by UN country teams to respond to requests of Governments to enhance coherence, deliver, and communicate as one, including and particularly through their regional structures. Concrete performance appraisal should be introduced, where they do not yet exist, for managers at headquarters to facilitate reform process at the country-level.
38. Stress the importance of the continuity of the UNCT and the RC, as well as the need for involvement of the RC in the selection process of senior UNCT members. Headquarters need to improve succession process of UNCT members. Extended vacancies and important disruptions (i.e. avoid many changes at the time) should be avoided. It should also be avoided- if possible to change heads and RCs too frequently.

Specifically to ensure the success of the Delivering as One Initiative the participants of the meeting,

39. Stress that the One UN Programme/Plan between Government and UNCT should recall that the RC is responsible, with support by the UNCT, to report to the Government on the implementation of the UNDAF (paragraph 96 of Res 62/208); notwithstanding the Administrative Agent's responsibility to report financially, and in some cases on progress, to the donors on the implementation of the One UN Fund.

Joint Offices, harmonized and simplified business practices

40. Call upon the CEB to accelerate the process of harmonising UN business practices to allow for countries to progress in coherence and effectiveness while bearing in mind Government preferred aid modalities.
41. Stress that the UN needs to act (quickly) on the issue of Human Resources, specifically to respond to the changes required at the country level due to UN Reform (Capacity Assessments). Staff needs to be encouraged so that they are motivated to respond to the needs at the country level.

Specifically, in regard to the pilot countries:

42. Stress that the development of a UN premises should not only be viewed as one of the solutions to the harmonization of business practices but should also be based on cost effectiveness.
43. Also stress that Pilots should be allowed the space to 'test' initiatives relating to business practices, otherwise the planned common services and business practices will remain a wish list of intentions rather than translating into actual efficiencies.

Transaction costs, use of savings and increased use of national systems

44. Call upon funds programmes and agencies to accelerate the implementation of the recommendations in the TCPR paras-37, 39 and 119, that request UN agencies to refocus on the increased use of national systems and strengthening capacities where needed at country level (finance, procurement, programme delivery, planning and budgeting, M&E). Request the UN to undertake assessments of relevant national capacities, identify areas that need strengthening, and set targets for strengthening the required capacities with a view to adopting them.
45. Call upon UN agencies, funds and programmes at the HQ level to allow UNCTs, in close coordination with Government, to identify the best ways and means in which administrative savings can be ploughed back into programme budgets, as mentioned in TCPR paragraph 104b and 114, while avoiding audit objections.
46. Look forward to the work of the ECOSOC, through the Development Cooperation Forum (DCF) to facilitate the development of clearly defined standards for the provision of development assistance, to help promote the adoption and strengthening of national systems by the UN.

Specifically, in regard to the pilot countries,

47. Underscore those transactions Costs need to be clearly defined and a methodology developed by UNDG and Governments on how to measure them. Transaction costs need then to be documented, Pre, During and Post UN Reform exercise at the country level. The impact on transaction costs of implementing the recommendations of the Capacity Assessments needs to be focused on.
48. Call upon Headquarters of funds, programmes and agencies to ensure that Missions to the country level are jointly and better coordinated (see paragraphs 118 and 119 of TCPR resolution 62/208) and that harmonised outcomes are reported back to the Government.

Communication: coordination with government, results and accountability and public awareness

49. Underline also that too many reports have to be prepared by the UNCT for various donors and urge donors to recognize a common Format for UN progress and financial reports.
50. Underscore that in countries in transition, Middle Income Countries and other countries in which the UNCT needs to rapidly adapt to a changing environment, it is advisable that the government establish mechanisms that work specifically with the UNCT to guide the evolution of the partnership between Government and UNCT, and continue to enhance the relevance of the UN for those countries.
51. Stress that the RC is responsible, with support by the agencies, to report to the Government on the implementation of the UNDAF (paragraph 96 of TCPR resolution 62/208). All new UNDAFs should therefore stipulate this responsibility. Call upon the UNDG to assist country teams in developing common reporting instruments in this regard.

Monitoring and Evaluation (including Evaluability)

52. While underlining the responsibility of Governments for evaluation as per resolution 62/208, recognize that the UN System and the Governments will jointly oversee the conduct of the evaluation of the DaO Pilots and determine the value added of the One Program.
53. Stress that Experiences (positive and negative) should be shared across pilots to accelerate learning and adopting best practices. Learning/experiences from the pilots should also be communicated throughout the membership of the UN to assist possible self-starter countries.
54. Encourage Pilot countries to develop a system for self-evaluation based on agreed indicators/targets.
55. Recognize the gaps in 'Pilot countries' level of preparedness for the independent evaluation scheduled for 2010 and resolve to address these gaps as soon as possible, inter alia by establishing results based frameworks using simple methodologies.
56. Stress that M&E systems should rely on government institutions and data to monitor progress to the maximum extent possible.



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September 17, 2007

Excellency,

We refer to your letter of May 25, 2007 regarding the High-Level Panel Report on United Nations System Wide Coherence.

Further to our appointment as co-chairs to lead the consultations on your behalf, and in accordance with our mandate, we conducted nine informal consultations and briefings involving the entire UN membership. The consultations proved to be very fruitful and informative and allowed Member States to discuss the various recommendations of the High Level Panel Report.

One of the key points that we have drawn from the debate is that it will be essential to find the right balance between the need to ensure political oversight and monitoring and further progress in substance in the different specific areas in order to allow further progress on the different issues. In doing this, it will be necessary to ensure political attention at different levels over a prolonged period of time, since the implementation of the different reform proposals will need to be decided, implemented and evaluated in a middle to long term perspective in order to give the process the necessary continuity, coherence and stability which are necessary to realize the changes that the emergence of a more efficient and effective UN system will require.

It is our honour, to transmit to you our report of the main messages that emerged from the informal consultations. We hope that our effort will be a useful contribution to the UN reform process as we all seek to ensure that the organization is best structured to respond to the needs of member states.

Please accept, Excellency, the assurances of our highest consideration.

Christopher F. Hackett
Co-Chair

Jean-Marc Hoscheit
Co-Chair



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Report of the Co-Chairs to the President of the General Assembly on the consultations regarding “System-wide Coherence” (SWC)¹

United Nations, New York, September 2007

¹ Available electronically at: www.un.org/ga/president/61/follow-up/system-wide-coherence.shtml

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I. Introduction

The 2005 World Summit in New York called, inter alia, for a stronger UN System-wide Coherence through measures related to policy, operational activities, humanitarian assistance and environmental activities (Outcome Document para. 168 & 169, doc. A/RES/60/1). It specifically invited the Secretary-General to "launch work to further strengthen the management and coordination of United Nations operational activities."

As part of the follow-up of the 2005 World Summit, the Secretary-General commissioned a High-level Panel on United Nations System-wide Coherence² in the areas of development, humanitarian assistance and the environment to develop a concrete and comprehensive analysis and recommendations in order to overcome the increasing fragmentation of the UN system and improve its overall performance (see Terms of reference of the Panel issued on 15 February 2006).

The Panel worked over a period of nine months and on November 9, 2007, the three Co-Chairs³ of the High-level Panel submitted their report to the Secretary-General. This report was published on November 20, 2007 along with a note by the Secretary-General (A/61/583).

On April 3, 2007, the new Secretary-General published his own assessment of the High-Level Panel's report (see doc. A/61/836).

The General Assembly held, on April 16, 2007, its 1st plenary meeting on the High-level Panel report. During this meeting the Secretary-General introduced his report which was followed by a general discussion by Member States.

² For further details, please consult: <http://www.un.org/events/panel/index.html>

³ The Prime Minister of the Islamic Republic of Pakistan, the Prime Minister of Mozambique and the Prime Minister of Norway.

Against this background, on May 25, 2007, the President of the General Assembly established an open, transparent and inclusive inter-governmental process to consider the High-level Panel's report on United Nations System-wide Coherence as well as the report of the Secretary-General in a result-oriented manner, and appointed us as Co-Chairs to guide it on her behalf⁴.

Starting with the first inter-governmental consultations on June 6, 2007 nine informal debates and briefings involving the full UN membership were organized by the Co-Chairs.

In order to facilitate and structure the debate, the HLP's recommendations were regrouped into eight thematic components: delivering as one at country level, humanitarian issues and recovery, environment, gender, human rights, governance and institutional reform, funding and business practices (see annex A for a list of the recommendations as they relate to the eight components).

This report is based on some of the key messages that emerged from these informal consultations during which all Member States had the opportunity to express their views on each of the eight components. Our conclusions also reflect the extensive series of informal consultation meetings we had with groups of Member States, senior officials of the UN secretariat and UN agencies, as well as with representatives of non-governmental organizations. Our comments and proposals on the general approach and the ways to deal with specific recommendations reflect our best judgment on the way forward, taking due account of all the sensitivities and points of which we were made aware. It is the expression of a sincere and hopefully fair attempt to design an approach which can be widely shared, the objective of which is to contribute to a more effective and efficient UN system better equipped to answer the old and new challenges of our times.

⁴ See <http://www.un.org/ga/president/61/follow-up/system-wide-coherence.shtml>

II. The eight components

1) Delivering as one at country level

In our consultations and multiple contacts, the basic rationale for promoting better and more efficient delivery of services at the country level by the UN has not been fundamentally challenged. The wish to see a better performing UN is largely shared both by recipient and donor countries, as well as by representatives of the relevant UN organizations. However, if this is a largely shared objective, there is yet less communality of views on the best ways and means to reach this objective. This indicates that more information and debate will be necessary to allow for a broader common perspective to emerge.

The consultation process so far has demonstrated the multiplicity and complexity of the issues to be addressed. It has also allowed Member States to gain a better and deeper understanding of the numerous processes currently underway, particularly the TCPR process and the launching of the eight pilot projects. These multiple processes attempt to promote and increase operational and procedural convergence amongst UN entities who are active at the country level, notably in the context of the implementation of the 2004 TCPR resolution (A/RES/59/250) and the launching of the eight pilot projects. This process of information sharing through an open and transparent debate will need to be pursued and intensified in the context of the inter-governmental discussions and decisions on the 2007 TCPR and in the context of the further information sharing and evaluation of the pilot projects.

It needs to be underlined that the issue of the UN delivering as one at the country level and its key features, One programme, One leader, One budgetary framework and One Office needs to be analyzed and addressed in conjunction with the important issues of funding, governance and institutional reform, on which further work is necessary (see parts 6 and 7 of the present report). Specifically, imaginative thinking will need to be developed in the

context of the important question of improving “one UN” at headquarters level in parallel with similar developments at country level.

The implementation of pilot projects should progressively deliver important empirical and analytical data to be extracted from a thorough process of evaluation that will contribute to and enrich decisively the inter-governmental debate on these issues. Tentative first experiences as reported by a number of pilot countries were encouraging in showing the benefits that a more cohesive and qualitatively better delivery of services by the UN at country level can bring for recipient countries and their populations, while ensuring full government ownership and the implementation of overall agreed development priorities. The experimental nature of the pilots and their diversity needs to be preserved and respected and the different pilots must be allowed to run their full course in order to allow significant “lessons learned” to be gained and processed.

We believe that the consultation process on these issues should continue during the 62nd session of the GA, taking into account fully and respecting the 2007 TCPR process. These consultations should focus on a further elaboration of some of the issues and questions raised during the first briefing by UNDG, as well as provide Member States with additional information on the evolution of the eight pilots, based on the views of the pilot countries and a report by UNDG and the UN Evaluation Group on the first “lessons learned” emerging from the pilots.

2) Humanitarian issues and recovery

In recent years efforts in the area of humanitarian reform have been undertaken and, to a large extent, implemented improving the overall performance and the coordination capabilities of the UN humanitarian response system. At the same time, increased attention has been paid to the issue of disaster preparedness and risk reduction and the complex question of transition from relief to development.

Based on the briefing received by the Under Secretary-General and Emergency Relief Coordinator, Sir John Holmes⁵ as well as the views expressed by Member States it is our understanding that real progress is already being realized with a view of implementing many of the recommendations contained in the HLP on humanitarian issues and recovery, and that they have been considered or are being considered – in some way or the other - by the GA and ECOSOC, as well as the ERC, OCHA, IASC, IFAF, FAO, UNDP, UNHCR, WFP and all other relevant stakeholders. Member States agreed that these activities should be actively pursued in a result-oriented manner and with the necessary sense of urgency warranted by the importance of the issues at stake.

In order to ensure the overall guidance and oversight of the GA during its next session, a further stock taking briefing could be organized. The aim of such a briefing would be to assess progress made in the implementation of the recommendations related to humanitarian issues and recovery and address questions raised by Member States during the informal consultations.

3) Environment

During the consultations on the environment component Member States sought clarification on the relationship between the ongoing consultative process on the institutional framework for the United Nation's environmental activities and the consultative process on SWC. Some Member States called for consideration of the recommendations related to the environment in the former process in order to avoid overlap, while others reiterated their earlier call for an integrated and holistic consideration of the HLP report.

⁵ A copy of his briefing can be found under: <http://www.un.org/ga/president/61/follow-up/system-wide-coherence.shtml>.

4) Gender

All Member States of the UN recognize the importance of gender equality as a crosscutting issue in all the main areas of work of the UN including peace and security, development, environment and humanitarian assistance. Member States also recognize the urgent need to bridge the gap between policy and implementation, to mainstream gender throughout the UN system, to have greater coherence across the board in all agencies dealing with gender issues, to avoid duplication of work and to strengthen operational activities. This issue has also received great attention by interested representatives of civil society, both concerning the normative and operational dimensions

It is clear that while some delegations support the HLP's recommendation to establish a new gender architecture and the proposal to establish a post of Under-Secretary General in this context, others to varying degrees and on the basis of both substantive and procedural reasoning, either do not support the creation of a new body or favor further discussions before any decision is made.

While there is clearly enthusiasm among some Member States for creating a new gender architecture, views expressed by others during the informal consultations illustrate the concerns that will need to be faced in moving forward.

Based on the briefing delivered by the Deputy Secretary General, Dr. Asha-Rose Migiro and as further expanded in her concept paper⁶, we recommend that the PGA organize further informal consultations during the 62nd session to allow for more thorough discussion among Member States of the HLP's recommendations with a view to taking concrete action.

⁶ For further details see for example the briefing given by DSG Migiro and the concept paper (<http://www.un.org/ga/president/61/follow-up/system-wide-coherence.shtml>).

5) Human rights

Based on the briefing delivered by the High Commissioner for Human Rights, Mrs Louise Arbour⁷ and the subsequent discussion amongst Member States, it is our understanding that the recommendations of the HLP on the role of the resident coordinator system and human rights mainstreaming in general throughout the work of the UN are in some ways already being implemented with the contribution and support of the UN High Commissioner for Human Rights and her Office.

All Member States accept the critical linkage between human rights and development and agree on the need to strengthen the protection and promotion of human rights. Also many Member States reiterated that all States regardless of their political, economic and cultural systems have the duties to promote and protect all human rights and fundamental freedoms.

While some delegations support the recommendations on human rights, other delegations retain serious concerns. Many developing countries expressed the view that the recommendations could be used as a way to impose conditionalities on the delivering of development assistance to developing countries and particularly on UN development programmes which are primarily based in those States. Some Member States also stressed the importance of the role of inter-governmental processes such as the General Assembly and the Human Rights Council. Others support a strengthened human rights based approach to development. The importance of national priorities and requests with regard to technical assistance and the role of the resident coordinator / OHCHR were also emphasized.

In light of the above we believe that no specific track should be established to deal with the recommendations on human rights and that the issue of further

⁷ See: <http://www.un.org/ga/president/61/follow-up/system-wide-coherence.shtml>

human rights mainstreaming should continue to be on the agenda of the relevant fora.

6) Governance and institutional reform

As a corollary of a greater emphasis on the UN “delivering as one” at the country level, the issues of governance and decision-making at Headquarters levels necessarily assume relevance in the debate on system-wide coherence.

The major concerns raised by Member States over the recommendations contained in the governance component were the possible erosion of national ownership of the UN inter-governmental processes, duplication of existing mandates and functions and the absence of adequate information in support of many of the recommendations.

While it was recognized that institutional reform would be necessary to support reform at the country level some Member States expressed the view that institutional reform should be undertaken within existing frameworks such as the TCPR. It was also recognized that some of the recommendations made by the HLP could be implemented by the Secretariat themselves and did not require inter-governmental approval.

Given the high importance of the proposed recommendations and their potential implications, we believe that the Secretariat should be mandated to provide Member States with additional information in the form of a concept paper, on:

- the Sustainable Development Board, particularly in the context of a strengthened ECOSOC and the Executive Boards mainstreaming sustainable development into ECOSOC;
- the establishment of a Global Leaders Forum of ECOSOC, particularly in light of the recently established Development Cooperation Forum

- the Setting up of a Development Policy and Operations Group, chaired by the UNDP Administrator;
- the reconfiguration and co-location of UN regional offices;
- stronger links with Bretton Woods institutions, including greater clarity on respective roles at global and country level;
- an annual meeting (with Bretton Wood participation) to be chaired by the Secretary-General to review the international development structure .

This paper should also provide an update on progress being made with respect to those recommendations and reforms being implemented by the Secretariat and possibly analyze to what extent change should take place at headquarters levels in order to respond in an effective and efficient way to the reforms being implemented at country level.

7) Funding

On the issues of funding the following questions have been identified during the consultations, as of central importance:

- the issue of the quality, quantity and predictability of funding;
- the issue of a better balance to be achieved between non-core and core funding;
- the reinvestment of reform savings back into the system, notably at country level;
- the review of funding mechanisms and practices, including the alignment of budget cycles and the establishment of one budgetary framework in the pilots;
- the issue of resource mobilization, and
- the funding of a strengthened RC system.

These multiple issues, complex in themselves, are clearly linked to the questions of delivering as one at the country level and the improvement of business practices, specifically in the budgetary and financial fields.

Funding clearly plays a central role in overcoming the current fragmentation of the UN system and supporting efforts to promote a more coherent and coordinated performance of the system as a whole and a more cost-effective and improved delivery of services.

Some aspects of the “Funding” component should be discussed essentially within the framework of existing UN mechanisms, particularly the upcoming TCPR discussions to be held during the 62nd GA. Additional briefings may be organized on the funding component and more specifically on new funding modalities and principles of good multilateral donorship in order to achieve the internationally agreed upon development goals, including the Millennium Development Goals.

Many Member States have clearly indicated that System-wide Coherence should not have as an objective to be a cost-cutting exercise and this should be taken fully into account in future consultations. The issue of eventual reform savings to be reinvested in the system, and, more specifically, in the country where they were generated, was also raised.

8) Business practices

Through the consultations and the multiple contacts the co-Chairs had with representatives of the different UN entities which compose the UN system, we gained a better understanding of the process of increasing fragmentation that has characterized the UN system over the more than sixty years of its history. Under the strategic leadership of the CEB and on the basis of strong commitment by the principals of the UN entities involved, a great number of areas of work have been identified and concrete work in specific areas launched.

It is our understanding that significant progress has already been achieved on system wide harmonization of business practices with a view to implementing some of the recommendations in the HLP report. In addition some of these recommendations have been considered or are being considered by the General Assembly, 5th Committee and in the context of the TCPR. The CEB as well as the UN Secretariat and all other relevant stakeholders are currently implementing those decisions already adopted at the inter-governmental level, as well as those that do not require inter-governmental decisions. We look forward to their early completion and implementation. Relevant bodies should remain seized.

We would suggest organizing during the next session of the GA, a further stock taking briefing by the CEB, most preferably after its 2007 fall session. The aim of such a briefing would be to assess progress made in the implementation of these recommendations..

III. Conclusions and further recommendations

Substantial differences remain on procedural and substantive grounds over the further consideration of the HLP report. On process some Member States called for further consideration of the HLP report by the GA in an integrated and holistic manner, while others called for an early harvest on some of the recommendations contained in the HLP report. These differences still persist and further consultations may be required if the Assembly is to agree on a process/processes for decision-making on the recommendations contained in the HLP report which are under its purview. In moving forward Member States should be cognizant of the fact that there exist substantial differences in the degree of implementation of some of the recommendations contained in the eight components. Added complexities arise from the fact that different decision-making bodies and consultative process are already seized with a large number of recommendations and components. These decision making bodies and consultative processes are structuring their work within different timelines which might overlap but do not necessarily coincide.

When considering the recommendations full use should be made of the existing mechanisms, where appropriate, in order to avoid any duplication of efforts and proliferation of processes. In order to sustain full commitment and real ownership, the Members of the General Assembly should be kept informed regularly on the ongoing reform process within the different components wherever possible. Needless to specify that the relevant decision making bodies acting in accordance with their respective mandates, shall remain fully seized.

On substance there were many calls for more clarity and additional information on a number of recommendations. As part of the consultative process during the 62nd session, the Secretariat should be mandated to provide greater clarity to the questions and concerns raised by Member States during the informal consultations either through briefings or reports.

The first imperative that emerges out of the inter-governmental consultation on system-wide coherence and the multiple contacts that have been established by the Co-Chairs since end of May 2007 is the need to provide the General Assembly of the UN with an overall view of the ongoing multiple and diverse activities in the different policy areas covered by the HLP report on UN SWC and the subsequent report by the Secretary-General on its recommendations.

On a second level, we believe that the GA needs to exercise overall leadership on this important issue of SWC, which is itself part of the larger UN reform agenda, and as such is an inherently political exercise which expresses the political will of UN Member States to strengthen a “multilateral framework with the United Nations at its center to meet the challenges of development, humanitarian assistance and the environment in a globalizing world” (HLP report, p.11).

For a coherent strategic perspective on SWC to emerge and deepen, it is proposed that political leadership be exercised at three levels:

- in the plenary of the General Assembly;
- in the Economic and Social Council;
- in further thematic informal consultations.

First of all, the matters addressed in the context of the SWC project need to be addressed at the level of the General Assembly. It is therefore proposed that the GA should consider holding at intervals a thematic debate in the plenary in order to assess progress on the process as a whole, and give, where necessary, the political direction and impulse required.

A first debate of this nature could be usefully organized early during the 62nd session of the GA, when a number of on-going efforts in different policy areas will have come to (provisional) fruition and can be usefully evaluated.

Recognizing that ECOSOC is the principal UN body for coordination, policy review, policy dialogue and recommendations on issues of economic and social development, and that it has seen its role strengthened recently in these areas through resolution 61/16 (A/RES/61/16), it is further proposed that the Economic and Social Council places the development-related aspects of SWC on its agenda and work on those, similar to the way in which it already addresses matters related to the TCPR.

Finally, it is proposed that the round of informal consultations, as launched during the past few months, be continued, as required, in specific areas where the need for a further increase in information and/or a deepening of the analysis is established and as new developments arise. By way of example, the following thematic meetings could be envisaged:

- Delivering as one and funding (follow-up to the informal consultations of 2.8.07);
- Business practices (after the next meeting of the CEB);
- Further feed back from the pilots.

In order to prepare adequately further GA discussions and to consolidate all information available in order to establish a comprehensive and factual state of affairs, the flow of information and policy dialogue between all major UN stakeholders, intergovernmental and institutional, involved in the implementation in the area of SWC will need to be maintained.

The issue of SWC and its implementation should be placed on the agenda of the governing bodies of the organizations of the UN system involved in the process.

ANNEX A - The HLP recommendations divided into eight components

recommendation
number:

1. Delivering as one at country level

1	The United Nations should deliver as one by establishing, by 2007, five One Country Programmes as pilots. Subject to continuous positive assessment, demonstrated effectiveness and proven results, these should be expanded to 20 One Country Programmes by 2009, 40 by 2010 and all other appropriate country programmes by 2012.
2	United Nations resident coordinators should have the authority to lead the One Country Programme. To perform this function, resident coordinators should have appropriate competencies, capabilities and support capacities. Their enhanced authority should be matched by a clear accountability framework and an effective oversight mechanism to ensure system-wide ownership of the resident coordinator system.
3	UNDP will consolidate and focus its operational work on strengthening the coherence and positioning of the United Nations country team delivering the One Country Programme.
4	To ensure that there is no potential for, or perception of, a conflict of interest, UNDP should establish an institutional firewall between the management of its programmatic role and management of the resident coordinator system (including system-wide strategic and policy support).
<u>Milestone</u>	By the end of 2007 UNDP will have finalized a code of conduct and by the end of 2008 it will have implemented the firewall and restructuring.

2. Humanitarian issues and recovery

5	To avoid a fragmented approach to humanitarian assistance, there should be stronger partnership arrangements between the United Nations, national Governments, the International Federation of Red Cross and Red Crescent Societies and NGOs, based on the coordination and leadership roles of the Emergency Relief Coordinator at the global level and the humanitarian coordinator at the country level.
6	The Central Emergency Response Fund should be fully funded to its three-year target of US\$ 500 million from additional resources. A substantial increase should be considered over the coming five years, following a review of its performance
7	The humanitarian agencies should clarify their mandates and enhance their cooperation on internally displaced persons.
8	The repositioned UNDP should become the United Nations leader and coordinator for early recovery.
9	Adequate funding for the United Nations role in early recovery should be ensured.
10	To build long-term food security and break the cycle of recurring famines, especially in sub-Saharan Africa, WFP, the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development should review their respective approaches and enhance inter-agency coordination.
11	The United Nations efforts on risk reduction should be urgently enhanced, through full implementation and funding of international agreements and other recent initiatives and the involvement of communities.
12	The United Nations should continue to build innovative disaster assistance mechanisms, such as private risk insurance markets, as means to provide contingency funding for natural disasters and other emergencies.

3. Environment

13	International environmental governance should be strengthened and more coherent in order to improve effectiveness and targeted action of environmental activities in the United Nations system.
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14	An upgraded UNEP should have real authority as the environment policy pillar of the United Nations system, backed by normative and analytical capacity and with broad responsibility to review progress towards improving the global environment.
15	United Nations agencies, programmes and funds with responsibilities in the area of the environment should cooperate more effectively on a thematic basis and through partnerships with a dedicated agency at the centre.
16	Efficiencies and substantive coordination should be pursued by diverse treaty bodies to support effective implementation of major multilateral environmental agreements.
17	GEF should be strengthened as the major financial mechanism for the global environment.
18	The Secretary-General should commission an independent and authoritative assessment of the current United Nations system of international environmental governance.
19	A stronger partnership between UNEP (normative) and UNDP (operational) should build on their complementarities.

4. Gender

21	The Panel recommends strengthening the coherence and impact of the United Nations institutional gender architecture by streamlining and consolidating three of the United Nations existing gender institutions as a consolidated United Nations gender equality and women's empowerment programme.
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5. Human rights

22	Resident coordinators and United Nations country teams should be held accountable and be better equipped to support countries in their efforts to protect and promote human rights.
23	OHCHR, the centre of excellence on human rights, should provide dedicated support to the resident coordinator system.
24	All United Nations agencies and programmes must further support the development of policies, directives and guidelines to integrate human rights in all aspects of United Nations work.

6. Governance and institutional reform

20	Sustainable development should be mainstreamed into the work of the Economic and Social Council.
25	The Panel recommends that the Secretary-General establish an independent task force to build on the foundation of its work.
26	A Global Leaders Forum of the Economic and Social Council should be established.
27	A Sustainable Development Board should be established.
28	Meetings of the Sustainable Development Board should supersede the joint meeting of the boards of UNDP/UNFPA/gender entity, WFP and UNICEF.
<u>Milestone</u>	Member States should agree on the composition and mandate of the Sustainable Development Board by September 2007, and the Board should convene its first session by June 2008.
30	The Secretary-General should appoint the UNDP Administrator as the Development Coordinator to chair the Development Policy and Operations Group that would support One United Nations at the country level.
31	United Nations entities at the regional level should be reconfigured and the United Nations regional setting should be reorganized around two interrelated sets of functions.
32	Regional offices of United Nations entities should be co-located and the definition of regions among all United Nations entities should be standardized to ensure consistency and coherence in the work of the United Nations at the regional level.
33	At the national level, Governments should establish an "all-of-government" approach to international development to ensure coordination in the positions taken by their representatives in the decision-making structures of all relevant organizations, including the Bretton Woods institutions and the World Trade Organization.

35	As a matter of urgency the Secretary-General, the President of the World Bank and the Executive Director of IMF should set up a process to review, update and conclude formal agreements on their respective roles and relations at the global and country level. These reviews must be periodically updated as well as assessed. This process should be undertaken on the basis of the enhanced performance, strengthened delivery and more influential role that the United Nations will have if our reforms are implemented.
36	To review cooperation within the international development structure, and to ensure policy consistency and coordination, an annual meeting should be chaired by the Secretary-General, with the participation of the President of the World Bank, the Managing Director of IMF, the Development Coordinator and relevant heads of agencies, funds and programmes, including the Directors-General of the World Health Organization (WHO), the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organization (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and others, depending on the issue under discussion.
37	The capacity of the resident coordinator's office to advocate, promote and broker partnerships between Government and relevant civil society organizations and the private sector should be enhanced to build stakeholder consensus and realize country-specific goals as embodied in the national development plans.

7. Funding

34	The United Nations should establish benchmarks by 2008 to ensure the implementation of principles of good multilateral donorship.
38	Funding for the One Country Programmes should be predictable and multi-year.
39	There should be full core funding for individual United Nations organizations committed to reform.
40	The United Nations should drive reform by channelling reform savings back into the system through mechanisms, such as an empowerment fund.

8. Business practices

29	CEB should review its functions.
41	CEB, chaired by the Secretary-General, should lead efforts to improve management efficiency, transparency and accountability of the United Nations system.
42	The business practices of the United Nations system should be harmonized.
43	Evaluation mechanisms should be established for transparency and accountability.
44	Human resource policies and practices should be updated and harmonized.
45	Executives should be selected according to clear criteria, and for limited terms.
46	Change should be managed at the highest levels.
47	The Panel recommends that the Secretary-General appoint a senior member of his staff and provide the necessary resources to form a senior change management team.

ANNEX B – Program of work

1) Delivering as one at country level – Briefing by the Administrator of UNDP, Mr. Kemal Dervis and informal consultations (Thursday, June 21, 2007 at 3pm)

Delivering as one at country level – Briefing by the Director of the Development Group Office, Mrs. Sally Fegan-Wyles and informal consultations (Friday, August 3, 2007 at 3pm)

2) Humanitarian issues and recovery – Briefing by the Under Secretary General, Sir John Holmes and informal consultations (Wednesday, June 20, 2007 at 3pm)

3) Environment – Briefing by the Director of the UNEP Liaison Office in New York, Mrs. Juanita Castano and the Director of the Bureau for Development Policy, UNDP, Mr. Olav Kjørven and informal consultations (Friday, August 14, 2007 at 10am)

4) Human rights – Briefing by the High Commissioner for Human Rights, Mrs. Louise Arbour and informal consultations (Tuesday, July 24, 2007 at 11am)

5) Gender – Briefing by the Deputy Secretary General, Mrs. Asha-Rose Miro and informal consultations (Thursday, June 21, 2007 at 10am)

6) Governance and institutional reform - Informal consultations (Friday, June 22, 2007 at 3pm)

7) Funding - Briefing by the Director of the Development Group Office, Mrs. Sally Fegan-Wyles and informal consultations (Friday, August 3, 2007 at 3pm)

8) Business practices – Briefing by the Director of the Accounts Division, Mr. Jayantilal M. Karia and informal consultations (Thursday, June 28, 2007 at 3pm)



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Agenda item 113

Follow-up to the outcome of the Millennium Summit

Recommendations contained in the report of the High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment

Report of the Secretary-General

I. Introduction

1. In an ever more interdependent world, a coherent and strong United Nations is needed to meet an immense set of global challenges and a wide diversity of needs. The United Nations has a key role in ensuring progress towards the Millennium Development Goals and the other internationally agreed development goals, enabling countries to lead their development processes and helping to address such global challenges as disease, conflict and the environment, as well as to promote the realization of all rights. The United Nations must be flexible and coherent enough to respond to the operational and policy needs of developing countries, States experiencing conflict, stable low-income countries, emerging economies and developed countries. It should advocate global standards and norms and, in each country, should be focused on delivering results in line with country needs.

2. However, in the face of the preceding challenges, the United Nations is not optimally configured. The Organization urgently needs more coherence and synergy so it can perform as one and be more than the sum of its parts. It should utilize its unique universality, neutrality and capacity to operate in the security, development and humanitarian spheres. It should more successfully perform its roles of convener, standard-setter, advocate, expert, monitor, coordinator and manager of programmes. It should respond to the diverse needs of countries and perform as one at the country level, and have the governance, management and funding practices in place to support those efforts.

3. The recommendations contained in the report of the Secretary-General's High-level Panel on System-wide Coherence in the areas of development, humanitarian assistance and the environment (A/61/583), "Delivering as one", present an



important opportunity to address those issues in a comprehensive and consistent manner, to ensure that the Organization can respond to the global challenges of the twenty-first century and play a full and effective role at the heart of the multilateral system.

4. Having reviewed and assessed the recommendations put forward by the High-Level Panel, and in the light of the counsel provided by my predecessor, who commissioned the Panel's work, and with the benefit of having engaged in a range of informal consultations on different aspects of the Panel's report, I am pleased to signal my broad support for the principle of a stronger, more coherent United Nations and for the recommendations contained in the report.

5. The Panel's report puts forward a vision of significantly enhanced United Nations system-wide coherence, which I perceive to be very much in line with the demands and objectives of Member States and the concerns they have and continue to voice. That vision is predicated on overcoming fragmentation and bringing together the system's many assets in order to "deliver as one" at all levels, but particularly at the country level, in line with the principle of country ownership. I believe that this is vital, and as I was quoted as saying in the report of the Panel, "the true measure of the success for the United Nations is not how much we promise but how much we deliver for those who need us most".

6. The Panel's vision also gives due prominence to the need for the United Nations system to be results based and focused on performance and accountability. This imperative of efficiency, transparency and accountability is also very much at the heart of the demands from Member States for United Nations reform, and forms a cornerstone of my own priorities for the Organization.

7. The present report provides an overview of how I view the Panel's recommendations in the context of the wider United Nations reform agenda and suggests elements of a process for consideration of ways to take forward intergovernmental consideration of the Panel's report.

II. Consideration of the Panel's recommendations

8. As noted by my predecessor, the Panel's report is very rich in terms of analysis and recommendations and covers a great deal of ground. As he suggested in his transmittal note, the report merits a process of review and dialogue to build broad-based common understanding of its objectives, contents and proposals. Although the main consideration of and decision-making regarding the report's recommendations should be done by the General Assembly, other policymakers and actors need to be brought into the discussion to build deeper understanding and ownership of the proposals. Those steps include consultations within the Economic and Social Council and with the governing bodies of organizations of the United Nations system.

9. I believe that the proposals in the report should be pursued as an integrated and coherent whole, as the report was crafted as such with many of the recommendations connected to one another. Arrangements for its review should ensure that the different proposals in the report are addressed on their own merits, with outcomes that reinforce each other and advance, together, the overall objectives set by the Panel.

10. The report should be considered within the context of a number of ongoing reform processes. Clearly, the Panel, in formulating its recommendations, was mindful of the other processes and the progress and obstacles they have encountered. In that regard, many of its recommendations are consistent with existing mandates for reform. In those cases, the United Nations system should move ahead to improve coherence without unnecessary delays so as to avoid duplication of effort. Other areas will require fuller discussions and deliberations.

11. One such process, which is highly relevant in terms of the Panel's recommendations related to enhancing the coherence, effectiveness and efficiency of the United Nations at the country level, is the forthcoming triennial comprehensive policy review of operational activities for development of the United Nations system. A number of the Panel's recommendations reaffirm and give renewed impetus to ongoing reform initiatives mandated by the 2001 and 2004 triennial comprehensive policy reviews, which constitute the policy framework agreed at the intergovernmental level for the operational activities of the United Nations system. The 2007 triennial comprehensive policy review provides an important opportunity to consider and take forward relevant recommendations of the Panel, including assessing progress with regard to the pilot "One Country Programmes" recommended by the Panel.

12. Following consultations and at the request of interested Member States, the United Nations Development Group has initiated eight pilots in which the "One United Nations" approach will be tested. The pilots are being undertaken on a voluntary basis under government leadership and will consist of a subset of about 20 joint offices that the Organization has committed to initiate under the triennial comprehensive policy review implementation plan approved by the Economic and Social Council. This exercise will provide an essential test of the application of the principles advocated by the Panel in different countries, and an analysis of the results and experiences will be presented to the relevant governing bodies at the end of the year. I have endorsed the present exercise and encouraged the Chair of the United Nations Development Group to proceed. A number of issues related to the development of the One United Nations approach will need to be considered, including the following: the central concept of national ownership; the authority and accountability of the United Nations Resident Coordinator; and the role of the United Nations Development Programme (UNDP), as manager of the resident coordinator system on the one hand and in its programmatic role on the other. There should be clear delineations of responsibilities in the form of an internal "firewall" in UNDP. At the same time, the United Nations Development Programme's programmatic role should be supportive of the overall cohesion effort and be strategic and cross-cutting rather than sector or project focused. There also needs to be more clarity with regard to what would constitute an effective unified budgetary framework at the country level.

13. Similarly, there is an existing process dealing with United Nations reform issues in the area of the environment, namely the General Assembly informal consultative process on the institutional framework for the United Nations environmental activities. The Panel was cognizant of this process and interacted with it, emphasizing that its recommendations were complementary and intended to provide an impetus to deliberations in that forum. Consultations on the environment-related recommendations put forward by the Panel could thus be taken up by the Assembly's informal consultative process, as appropriate, taking into

consideration relevant discussions and decisions in other intergovernmental forums, including the Global Ministerial Environmental Forum of the United Nations Environment Programme Governing Council, the Council of the Global Environment Facility and the conferences of the parties to relevant multilateral environmental agreements. I will be giving due attention, in the light of the intergovernmental process, to the Panel's recommendation that I commission an independent and authoritative assessment of the current United Nations system of international environmental governance.

14. Progress is already being made with regard to the Panel's recommendation that the United Nations System Chief Executives Board for Coordination (CEB) undertake a review of its functioning, in the light of experience gained since its establishment five years ago, with a view to improving its performance and accountability for system-wide coherence. At the session of the CEB held during the fourth quarter of 2006, executive heads unanimously welcomed the broad thrust of the Panel's recommendations and were united in their desire to improve coherence and coordination and enact the necessary system-wide reforms. The Director-General of the International Labour Organization, Juan Somavia, and the Director-General of the World Trade Organization, Pascal Lamy, have been entrusted with the task of leading the CEB review, seeking the full engagement of all executive heads. The intention is for the first session of the CEB, which I will chair, in April 2007, to consider a preliminary set of proposals for action to strengthen the effectiveness and relevance of that body as a responsive and transparent high-level mechanism under the chairmanship of the Secretary-General, geared to advancing the overall coherence and impact of the United Nations system.

15. The Panel's recommendations are providing further impetus to reform measures on United Nations business practices, which are aimed at significantly enhancing performance and delivery of results. The recommendations are clearly very much in line with my priorities in such areas as transparency, accountability, efficiency and human resources development, including the promotion of staff mobility, and should be actively pursued in all relevant forums. Modernizing and achieving full compatibility on processes for resource planning, human resources, common services and evaluation are essential to turning the concepts of a more unified and coherent United Nations into reality. As much of the work falls within the purview of the CEB High Level Committee on Management, which encompasses representatives of all the agencies, funds and programmes of the United Nations system, a comprehensive progress report from CEB on its work in harmonizing business practices may be helpful to the General Assembly in facilitating its consideration of these matters.

16. Another area in which progress is already being made is with regard to certain recommendations in the humanitarian assistance section of the Panel's report. With respect to food security, advanced discussions among the Rome-based agencies of the United Nations system have already taken place, with a view to developing proposals for the consideration of relevant intergovernmental bodies. However, more needs to be done to further strengthen the Organization's role as a coordinator in terms of enhancing partnerships and its capacities to deal with the transition phase from relief to development. Moreover, more investment is urgently required in risk reduction and early warning, building on existing international initiatives to help mitigate or prevent natural disasters. The Panel makes good recommendations in those and other areas that should be further considered.

17. With regard to the Panel's recommendations to strengthen the Organization's gender architecture, I am in full agreement with the Panel's assessment of the need to consolidate and strengthen several current structures in a dynamic United Nations entity focused on gender equality and women's empowerment, which should mobilize forces of change at the global level and inspire enhanced results at the country level. It is also essential to stress that gender equality will remain the mandate of all United Nations entities. I will also continue to recruit competent women to become part of my senior team.

18. With regard to the proposal on gender equality and women's empowerment, including the establishment of an Under-Secretary-General for Gender Equality and Empowerment of Women, who would lead a consolidated and strengthened United Nations gender architecture subject to approval by the relevant intergovernmental process, the United Nations system and many Member States are united in their conviction that the recommendations would contribute to overall efforts to achieve the goals of gender equality and empowerment of women. However, I will await the outcome of the substantive discussions and consultations by Member States on the proposal in order to be guided further by the intergovernmental process. I hope that Member States will be able to reach a positive early agreement on this proposal so that we can take it forward.

19. With regard to the Panel's recommendations in the area of human rights, I am in full agreement with the Panel that human rights and other cross-cutting issues should be an integral part of United Nations activities. The United Nations High Commissioner for Human Rights, as the highest official of the United Nations responsible for human rights, should ensure the linkages between the normative work of the United Nations human rights mechanisms and operational activities. It is of utmost importance to support the Human Rights Council to make it into a truly effective body that has the credibility and authority to take forward the Human Rights agenda of the United Nations.

20. One area of the Panel's report which merits in-depth intergovernmental consideration is that of governance. I urge Member States to give due consideration to the recommendations of the Panel in that regard. In the view of the Panel, their recommendations taken together would encompass a framework for a unified and coherent United Nations structure at the country level, matched by more coherent governance, funding and management arrangements at the centre as well as by consistency and coherence at the regional level. The report's recommendations in this area constitute an important starting point for a process that requires further deliberation and discussion to develop a commonly owned vision that should enhance the coherence and efficiency of the intergovernmental structure and reflect the principle of country ownership. The preceding set of issues includes consideration of the proposals made by the Panel relating to the strengthening of the Economic and Social Council as the authoritative forum to ensure more efficient implementation of our common development agenda; the establishment of a Sustainable Development Board as an inclusive strategic overview and governance framework for the implementation of the "One United Nations" approach at the country level; and ensuring support to the Sustainable Development Board, once it is created, through an inter-agency Development Policy and Operations Group, within the CEB framework. This Group could either replace the United Nations Development Group or be a subgroup of the United Nations Development Group

explicitly given the task of supporting the new Board. I believe that the aim should be greater coherence at the Headquarters level to support coherence in the field.

21. With that in mind, I concur with the Panel's conclusion that more detailed and specific proposals for further streamlining and consolidation would require a more in-depth technical analysis than was feasible in the time frame available to the Panel. I will thus be giving due consideration to the Panel's proposal that I establish an independent task force to further eliminate duplication within the United Nations system, and consolidate United Nations entities, where necessary, building on the foundations of the Panel's work.

22. I intend to work and consult closely with Member States, the President of the General Assembly and the relevant intergovernmental bodies, which will play a critical role in moving the report forward. In that regard, I have asked the Deputy Secretary-General to oversee and support implementation of the system-wide coherence reform agenda. The Deputy Secretary-General will work closely with relevant senior United Nations officials who will be at the disposal of Member States to facilitate discussion in their respective areas of responsibility. The United Nations system is conscious of the need to urgently take steps to enhance overall coherence and effectiveness, but is equally aware of the need to ensure that efforts to act on the Panel's recommendations are guided by and respectful of the intergovernmental consideration of the Panel's report.



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Follow-up to the outcome of the Millennium Summit

Note by the Secretary-General

1. In the Outcome document of the 2005 World Summit (resolution 60/1), the Heads of State and Government recognized the importance of the unique expertise and resources that the United Nations system brings to global issues. The global leaders commended the extensive experience and expertise of the various development-related United Nations organizations and their important contributions to the achievement of the Millennium Development Goals and other broader development objectives.

2. However, the leaders recognized the need to build on ongoing reforms aiming at a more effective, coherent and better performing United Nations country presence. They specifically invited me to “launch work to further strengthen the management and coordination of United Nations operational activities so that they can make an even more effective contribution to the achievement of the internationally agreed development goals, including the Millennium Development Goals”. The principal challenge for this work was identified as being in the fields of development, humanitarian assistance and the environment, while taking into account the cross-cutting areas of gender equality, sustainable development and human rights.

3. In putting in place arrangements for the study to be carried out in an expeditious and focused manner, it was my view that the United Nations system needed to further accelerate its efforts to support countries in meeting the Millennium Development Goals. Without a substantial renewed effort, the international community would not be able to live up to the ambition of the Millennium Development Goals. I considered that we required advice that brought together high-calibre political insight and managerial and operational know-how.

4. I asked three serving Prime Ministers, Prime Minister Shaukat Aziz of Pakistan, Prime Minister Luísa Dias Diogo of Mozambique and Prime Minister Jens Stoltenberg of Norway, to co-chair a High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment. The Panel was composed of former Presidents Ricardo Lagos of Chile and Benjamin W. Mkapa of the United Republic of Tanzania and the following eminent international figures, Chancellor of the Exchequer Gordon Brown (United



Kingdom of Great Britain and Northern Ireland), former Chief Executive Officer and Chairman of the Global Environment Facility Mohamed T. El-Ashry (Egypt), President of the Canadian International Development Agency Robert Greenhill (Canada), Former Director-General for Development Cooperation Ruth Jacoby (Sweden), European Union Commissioner for Development and Humanitarian Aid Louis Michel (Belgium), Director General of the French Development Agency Jean-Michel Severino (France), Under Secretary for Economic, Business and Agricultural Affairs of the United States Department of State Josette S. Sheeran (United States of America) and Former State Secretary for Foreign Affairs Keizo Takemi (Japan). Representing the United Nations system, Kemal Derviş (Turkey) and Lennart Båge (Sweden) served as ex officio members of the Panel.

5. The Panel presented me with its report on 9 November 2006 and two co-chairs, Prime Minister Shaukat Aziz and Prime Minister Stoltenberg, joined me to launch the report at the informal briefing to the General Assembly, under the auspices of the President of the General Assembly.

6. The Panel report, entitled “Delivering as one”, provides a clear and balanced analysis and series of ambitious but practical recommendations that can have a significant and long-lasting impact on the effectiveness and relevance of the United Nations system. In the area of development, the report recommends a “One United Nations” at the country level that has full country ownership, and is supported by a strengthened and more consolidated funding structure to substantially increase the effectiveness of United Nations interventions. Practical measures related to humanitarian assistance, environmental protection and gender equality and women’s advancement will also strengthen the coherence, sustainability and impact of the United Nations delivery. The Panel has also proposed measures to strengthen coherence at the centre in the areas of governance, funding and management that are critical for a revamped United Nations development system. Moreover, many of the proposals are meant to ensure a much more effective integration and strengthening of the policy and normative role of the United Nations and better alignment with operational roles and structures.

7. I am very pleased to transmit the report of the Panel herewith to Member States for their consideration with my strong support for its recommendations. I urge the General Assembly to support their implementation as well.

Consultation process

8. I am also transmitting the Panel’s report to my successor, Ban Ki-moon, to enable him to formulate specific proposals on how the Panel’s recommendations should be taken forward. The new Secretary-General may wish to present a more detailed report on the Panel’s recommendations once he has taken office. In this regard, I will be proposing to the new Secretary-General that he ensure that his office remain engaged in the oversight, coordination and tracking of the implementation of the report.

9. The Panel’s report is very rich in terms of analysis and recommendations, and covers a great deal of ground. Therefore, it will be essential for there to be a process of informal dialogue on the Panel’s report to build broad-based common understanding of its objectives, contents and proposals. These consultations should involve all delegations, senior officials from across the United Nations system and,

if possible, Government officials, country-level practitioners and other experts. This would allow for different perspectives to be heard and stakeholders to become equally informed and aware of the recommendations and their implications.

10. Although the General Assembly will play a critical role in the consultation and decision-making process related to the critical recommendations of the report, other policymakers and actors need to be brought into the discussion to build deeper understanding and ownership of the proposals. This would include consultations within the Economic and Social Council and its commissions, and the governing bodies of United Nations system organizations. In this regard, I have already requested the executive heads of the United Nations specialized agencies, funds and programmes to transmit the report to their individual governing bodies for consideration.

11. Existing conferences and meetings of regional and other groupings could also afford opportunities for informal discussions on the Panel's report. These dialogues could be organized on the report as a whole, or on the various thematic areas contained in the report. Participants should be drawn from all relevant stakeholders.

12. This process of informal consultations/dialogue could culminate in a formal meeting of the plenary of the General Assembly some time in 2007. Once this process is complete, the President of the General Assembly could initiate consultations in "a working group" mode, in order for the General Assembly to consider a resolution on the Panel's report.

13. There will also be extensive United Nations inter-agency discussions on the Panel's recommendations, guided by and respectful of the intergovernmental consideration of the Panel's report. This dialogue will be essential as implementation of the Panel's recommendations will demand not only strong and sustained support from Member States, but also collective leadership and ownership within the United Nations system. Many of the changes proposed will require that individual United Nations agencies, funds and programmes take a broader view in the overall interest of a more coherent United Nations.

14. In this regard, I was very encouraged by the positive preliminary reaction to the Panel's work that was expressed during the Fall session of the United Nations System Chief Executives Board for Coordination (CEB). I have taken this reaction to be a positive signal in terms of our prospects for enacting the necessary system-wide reforms. The United Nations system is clearly united in its desire to improve its coherence and coordination.

Moving forward

15. I have decided to move forward on some of these recommendations, especially since many build on reforms and initiatives that are already being carried out by the executive heads of the United Nations agencies, funds and programmes.

16. The first such recommendation is the establishment of the five pilot One Country Programmes by 2007. A number of countries have already expressed an interest in being among the pilot countries, and we are in the process of determining appropriate criteria to carefully select them. In order to maximize results, we will need to ensure that the One Country Programme is piloted in countries at different stages of development, where United Nations agencies, funds and programmes and

their counterparts are eager to work together to carry forward this pilot exercise. Some of the countries that are expressing an interest in being a pilot country would be building on the considerable progress already made in enhancing the coherence, effectiveness and efficiency of the United Nations at the country level. Well-designed and executed pilot programmes based on the principal of country ownership will provide the basis for further developing and expanding the One United Nations approach, as well as providing input to forthcoming deliberations on the triennial comprehensive policy review of operational activities for development of the United Nations system.

17. The second area that I will be moving forward is in the area of business practices. Great strides in improving performance and delivering results can be realized by implementing this set of recommendations, which clearly build on, and provide impetus to, many of the advances that the United Nations system has already made in this field. It will be essential that we swiftly modernize and achieve full compatibility on processes for resource planning, human resources, common services and evaluation, as these are important drivers of coherence in the United Nations system. In this regard, it is significant to note that the CEB High-Level Committee on Management is making real progress, including on human resource practices, results-based budgeting and the approval of the adoption of International Public Sector Accounting Standards by 1 January 2010. The Panel's recommendations will provide further impetus to this United Nations system-wide effort.

18. The third recommendation that I am taking forward concerns CEB, which I chair. CEB has been asked to undertake a review of its functioning, in the light of experience gained since its establishment in 2001, with a view to improving its performance and accountability for system-wide coherence. Such a review was discussed at the fall session of CEB, and was unanimously welcomed. The Director-General of the International Labour Organization (ILO), Juan Somavia, and the Director-General of the World Trade Organization (WTO), Pascal Lamy, have agreed to lead such a review.

19. I urge the executive heads of the United Nations agencies, funds and programmes to do everything possible to move these recommendations forward.

20. Finally, I have started the process to take forward the recommendation on strengthening the United Nations gender architecture in order to provide one strong and coherent voice on women's issues in the United Nations system, which can better contribute to the overall efforts to achieve the goals of gender equality and empowerment of women. In this regard, I have initiated the necessary steps to request the establishment of the Under-Secretary-General for Gender Equality and Empowerment of Women who would lead a consolidated and strengthened United Nations gender architecture once it is approved by the relevant intergovernmental process. The detailed proposal will be presented to the General Assembly in November 2006. I urge Member States to support it.

Letter dated 9 November 2006 from the Co-Chairs of the High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment addressed to the Secretary-General

We have the privilege to transmit to you the report of the High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment, entitled “Delivering as one”.

The report puts forward a series of recommendations to overcome the fragmentation of the United Nations so that the system can deliver as one, in true partnership with and serving the needs of all countries in their efforts to achieve the Millennium Development Goals and other internationally agreed development goals.

Our research and consultations revealed that the United Nations system has both strengths and weaknesses. It is an indispensable instrument in an age of growing interconnection between peace and security, sustainable development and human rights. However, bold reforms are needed to improve the effectiveness of the United Nations in delivering its mandate and responding to new and growing challenges. A more united system would be a stronger, more responsive and effective United Nations. A system reconfigured to optimally use its assets and expertise in support of country needs and demands would strengthen the voice and action of the United Nations in development, humanitarian assistance and the environment. A repositioned United Nations — delivering as one — would be much more than the sum of its parts.

Our proposals encompass a framework for a unified and coherent United Nations structure at the country level. These are matched by more coherent governance, funding and management arrangements at the centre. We have sought to consolidate existing entities wherever necessary, and to eliminate unnecessary duplication and competition. In all areas, our proposals identify the comparative advantage of organizations and delineate functions, roles and responsibilities. We have formulated mechanisms that would enable policy consistency and strategies to modernize business practices for better performance and accountability. We have renewed our commitment to put into practice the principles of good multilateral donorship, and to ensure adequate, sustained and secure funding for organizations that upgrade their efficiency and deliver results.

The members of the Panel, while having different perspectives on some issues, all endorse the report and generally agree with its findings. From our extensive consultation process, we can assure you that there are important constituencies of support for each of the Panel’s proposals. We believe that, if taken together and implemented, our recommendations will result in a stronger United Nations system, one that is fit to play the central role envisaged for it in the 2005 World Summit Outcome document.

Our report is addressed to you, but many of our recommendations will require commitment from and action by heads of Government and organizations of the wider United Nations system. Only through their leadership — and the commitment of the incoming Secretary-General — can we realistically forge the consensus and action required for a more cohesive United Nations system.

It has been an honour to take part in this work, and we thank you for the trust you have placed in us to lead this study. We also want to express our deep respect and thanks to all Panel members, who injected total commitment, enthusiasm and creativity into this important task.

We were supported in our work by a secretariat under the leadership of Executive Director Adnan Amin. Mr. Amin and his devoted staff allowed us to benefit from their great experience, invaluable knowledge and astute judgement during and between our deliberations. We are thankful for their dedication and hard work which allowed us to complete our work on time.

(Signed) Shaukat **Aziz**
Co-Chair
Prime Minister of the Islamic Republic of Pakistan

(Signed) Luísa Dias **Diogo**
Co-Chair
Prime Minister of Mozambique

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Beneath the surface of States and nations, ideas and language, lies the fate of individual human beings in need. Answering their needs will be the mission of the United Nations in the century to come

Secretary-General, Kofi **Annan**
Nobel Prize acceptance speech

The true measure of the success for the United Nations is not how much we promise but how much we deliver for those who need us most

Secretary-General-elect, **Ban** Ki-moon
Acceptance speech to the General Assembly upon election

Delivering as one

Report of the High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment

Summary

In facing up to the challenges of their times, the world leaders of 60 years ago created new multilateral institutions — the United Nations, the International Monetary Fund and the World Bank — in the conviction that international cooperation was the best way to solve the challenges of the post-war world.

Today we too face significant challenges: ours is an era of global change that is unprecedented in its speed, scope and scale. As the world becomes more interdependent, we are increasingly exposed to acute and growing social and economic inequalities. Poverty, environmental degradation, and lagging development exacerbate vulnerability and instability to the detriment of us all. Achieving the Millennium Development Goals and wider internationally agreed development goals is central to our global economic stability and prosperity.

The United Nations played a crucial role in articulating the Millennium Development Goals. Now it needs to take action to achieve these and the other development goals and to support Governments in implementing their national plans. However, without ambitious and far-reaching reforms the United Nations will be unable to deliver on its promises and maintain its legitimate position at the heart of the multilateral system. Despite its unique legitimacy, including the universality of its membership, the status of the United Nations as a central actor in the multilateral system is undermined by a lack of focus on results, thereby failing, more than anyone else, the poorest and most vulnerable.

The 2005 World Summit in New York gave new impetus to the need for United Nations reform. At the initiative of the Secretary-General, the High-level Panel on System-wide Coherence in the areas of development, humanitarian assistance and the environment has worked for over six months to consider how the United Nations system can most effectively respond to the global development, environmental and humanitarian challenges of the twenty-first century.

We have undertaken a thorough assessment of the strengths and weaknesses of the United Nations system, holding consultations with stakeholders around the world. We commend the United Nations as the indispensable force that drives forward the discourse on human development by defining and creating a global consensus in support of the Millennium Development Goals and the other internationally agreed development goals; playing a leading role in developing the concept of sustainable development; responding rapidly to humanitarian disasters; and mobilizing international action for the protection of the environment. The United Nations system also continues to play an essential role as a convener, setting norms and standards and advising countries on their implementation at the global, regional, national and local levels.

However, we have also seen how the work of the United Nations in the areas of development and the environment is often fragmented and weak. Inefficient and ineffective governance and unpredictable funding have contributed to policy incoherence, duplication and operational ineffectiveness across the system. Cooperation between organizations has been hindered by competition for funding, mission creep and outdated business practices.

Delivering as one and overcoming systemic fragmentation is a central theme of our report. Taken as a whole, our recommendations could result in a step change in the way the United Nations operates at Headquarters, in each region and in each country. If implemented, the recommendations could deliver a better focus on performance, efficiency, accountability and results within the United Nations system, and could also enhance the role and voice of developing countries. These changes would secure and strengthen the role of the United Nations at the heart of the multilateral system.

We have developed a set of clear recommendations that are based on the following five strategic directions:

- Ensure coherence and consolidation of United Nations activities, in line with the principle of country ownership, at all levels (country, regional, Headquarters).
- Establish appropriate governance, managerial and funding mechanisms to empower and support consolidation, and link the performance and results of United Nations organizations to their funding.
- Overhaul business practices of the United Nations system to ensure a focus on outcomes, responsiveness to needs and the delivery of results by the United Nations system, as measured in advancing the Millennium Development Goals.
- Ensure significant further opportunities for consolidation and effective delivery of “One United Nations” through an in-depth review.
- Undertake implementation urgently but not in an ill-planned and hasty manner that could compromise permanent and effective change.

“One” is a central concept in the present report: the United Nations needs to overcome its fragmentation and deliver as one through a stronger commitment to working together on the implementation of one strategy, in the pursuit of one set of goals. We have come up with ambitious but realistic recommendations with the potential to radically change the way the organizations operate at Headquarters, in each region and in each country so as to enable the United Nations to achieve more than the sum of its parts.

The essence of our vision is for the United Nations to deliver as one in the areas of development, humanitarian assistance and the environment. The normative and analytic expertise of the United Nations, its operational and coordination capabilities and its advocacy role would be more effectively brought together at the country, regional and global levels. Member States should shape the governance structures, the funding framework and the business practices to make it so.

One United Nations for development — at the country level

We recommend the establishment of One United Nations at the country level, with one leader, one programme, one budget and, where appropriate, one office.

One third of United Nations country programmes include more than 10 United Nations agencies and in almost one third of them, less than US\$ 2 million is spent by each United Nations agency. One United Nations should be based on a consolidation of all United Nations programme activities at the country level, where the country wishes it. The programme must be developed and owned by the country, in line with its own national priorities. Effective delivery requires a single budgetary framework.

To manage the One United Nations country programme there needs to be one leader — an empowered resident coordinator. The resident coordinator shall be selected on the basis of merit and competition demonstrably open to candidates outside the United Nations Development Programme (UNDP) and the United Nations system. To ensure system-wide ownership of the resident coordinator system, the role of UNDP must change. It should focus and strengthen its operational work on policy coherence and positioning of the United Nations country team, and should withdraw from sector-focused policy and capacity work being carried out by other United Nations entities.

We recommend that 5 One United Nations country pilots be established by 2007 and, subject to satisfactory review, 20 One United Nations country programmes by 2009, 40 by 2010 and all other appropriate programmes by 2012.

One United Nations for development — at the headquarters level

We recommend the establishment of a Sustainable Development Board to oversee the One United Nations country programmes.

A coordinating board is necessary to provide oversight for the One United Nations country programme, in particular to provide system-wide coherence, ensure coordination and monitor the performance of global activities. We propose that the existing joint meetings of the boards of UNDP/the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP) be merged into this strategic oversight body — the Sustainable Development Board — which would report to the Economic and Social Council.

The Board should comprise a representative subset of Member States on the basis of equitable geographic representation, and should enhance the participation and voice of developing countries. The Board would be responsible for endorsing the One United Nations country programme, allocating funding and evaluating its performance in advancing the objectives agreed with the programme country. The Board should also maintain a strategic overview of the system to drive coordination and joint planning among all funds, programmes and agencies, and to monitor overlaps and gaps.

We recommend that the Secretary-General appoint a Development Coordinator, with responsibility for the performance and accountability of United Nations development activities.

The UNDP Administrator should serve as the Development Coordinator. The Development Coordinator should report to the Board and be supported by a high-level coordination group, comprising the heads of principal development agencies and an expert secretariat drawn from across the United Nations system. The evolution of the role of UNDP as manager of the resident coordinator system requires the establishment of a code of conduct and a firewall between its streamlined operational activities and other functions.

We recommend that the Secretary-General establish an independent task force to further eliminate duplication within the United Nations system and consolidate United Nations entities, where necessary.

We do not advocate a single United Nations entity because many individual agencies can best achieve their vital role in providing global public goods, advocacy, research, promoting best practices and establishing global norms and standards by operating individually in their specific sectors.

However, it is clear that the United Nations system suffers from a large number of overlapping functions, coordination failures and policy inconsistencies. An independent task force should clearly delineate the roles performed by United Nations funds, programmes, specialized agencies and regional entities, including the United Nations Secretariat. It should make concrete recommendations for merging or consolidating duplicative functions and ensure the complementarity of mandates. The task force should report by the end of 2007 to the Secretary-General, with clear recommendations for early implementation. This exercise has the potential to release significant annual savings, possibly in the range of 20 per cent per annum; the exact amount should be assessed by analysis of the task force review. Efficiency savings should be recycled to the One United Nations country programmes.

Results-based funding, performance and accountability

We recommend the establishment of a Millennium Development Goals funding mechanism to provide multi-year funding for the One United Nations country programmes as well as for agencies that are performing well.

If the United Nations is to work more coherently and effectively, both at the country level and globally, significant changes are needed to the way donor funding is managed. Current United Nations funding patterns are highly fragmented, unpredictable and constrained by too much earmarking, which has encouraged duplication and inefficiency. This limits the United Nations and programme countries from making strategic decisions, and undermines the principles of multilateralism and country ownership.

A new Millennium Development Goals funding mechanism for voluntary donor funding (public, private and United Nations organizations) would provide multi-year funding for the One United Nations country programmes as well as for agencies that are performing well. The Sustainable Development Board would govern this mechanism. Donor contributions would be voluntary and could be specified. There

should also be additional funding available at the discretion of the Board to reward headquarters of funds, programmes and specialized agencies that are performing well and to fund programmatic gaps and priorities in the system. To deliver maximum impact in advancing country priorities, we urge donors to contribute multi-year funding and substantially to reduce earmarking.

We recommend that United Nations organizations committed to and demonstrating reform receive full, multi-year core funding.

Donors should support consolidated multi-year funding for the One United Nations country programme and core budgets of United Nations entities committed to reform. Donors would demonstrate by their actions that funding and performance are linked to results and reform.

Multi-year funding frameworks can be managed to increase focus on strategic priorities. Funding cycles of United Nations funds and programmes should be aligned to facilitate overall strategic coordination of United Nations programmatic work. The assessed budgets of the specialized agencies should be reviewed to ensure that they have sufficient core resources to deliver against strategic mandates.

The performance, funding and accountability of United Nations organizations are integrally linked. Funding must follow performance and reward results both for the One United Nations country programmes and Headquarters funding. The purpose of linking funding to performance is not to reduce funding but to improve outcomes. In fact, a more effective United Nations could be an important partner in effectively using additional official development assistance. The price of poor performance should not be paid by reduced United Nations funding into countries but by the management and institutions. A reformed United Nations system demonstrating improved outcomes would be better placed to capture increased aid.

The Sustainable Development Board, assisted by a special Development Finance and Performance Unit in its secretariat, should publish internal evaluations of United Nations system spending and performance, as well as evaluations of the plans of individual funds, programmes and agencies, to which the Board would have access. The performance of United Nations organizations in advancing internationally agreed development goals should be measured. These assessments would inform funding decisions, both by donors making direct contributions and through the discretionary funding mechanism for the Millennium Development Goals to be made available to the Board as discussed above.

The modernization and reform of business practices, to be led by the Secretary-General, should be implemented urgently. Processes for resource planning, human resources, common services and evaluation must achieve full compatibility as major drivers of coherence in the United Nations system. There should be greater opportunities for staff mobility and a system-wide agreement on results-based management, as well as independent United Nations system-wide evaluation and common evaluation methodologies and benchmarking. The United Nations must systematically grasp opportunities for expanding joint services.

Programme countries and donors should be able to see and compare the true overhead costs of delivery through the introduction and publication of consistent administration and back office costs.

To promote transparency and accountability, we recommend that a United Nations common evaluation system be established by 2008, on the basis of a common evaluation methodology.

Humanitarian assistance

The United Nations has a unique and leading role to play in humanitarian disasters and emergencies. We recommend that this role be further enhanced by:

- Stronger coordination between the United Nations, national Governments and non-governmental organizations, including the International Federation of Red Cross and Red Crescent Societies, through a “cluster” approach to establish lead roles in the delivery of specific assistance, such as shelter, water, food, etc.
- Fully funding the Central Emergency Response Fund to facilitate quicker, more effective flows of funds in response to disasters.
- Clarifying United Nations mandates with regard to responsibility for internally displaced persons.
- More investment in risk reduction, early-warning and innovative disaster assistance strategies and mechanisms.
- Stronger leadership, quicker funding and better cooperation in post-conflict and post-disaster transition, with a clear lead role for UNDP once humanitarian coordination winds down.
- Periodic assessment and review of the performance of United Nations agencies and non-governmental organizations involved in humanitarian assistance.

Environment

There is an increasingly compelling case for taking urgent action on the environment. Environmental priorities have too often been compartmentalized in isolation from economic development priorities. However, global environmental degradation — including climate change — will have far-reaching economic and social implications that affect the world’s ability to meet the Millennium Development Goals. Because the impacts are global and felt disproportionately by the poor, coordinated multilateral action to promote environmental sustainability is urgently required.

We recommend that international environmental governance be strengthened and made more coherent in order to improve the effectiveness and targeted action of environmental activities in the United Nations system.

We recommend that, as a basis for reforms to improve system-wide coherence, the Secretary-General commission an independent assessment of international environmental governance within the United Nations system and related reform.

We recommend that the United Nations Environment Programme be upgraded and given real authority as the environmental policy pillar of the United Nations system.

We further recommend that United Nations entities cooperate more effectively on a thematic basis and through partnerships, with a dedicated agency at the centre.

As the major financial mechanism for the global environment, the Global Environment Facility should be strengthened to help developing countries build their capacity. It should have a significant increase in resources to address the challenge posed by climate change and other environmental issues.

We have also made a number of recommendations to make sure that the United Nations helps countries mainstream environment in their strategies and actions, to elevate the status of sustainable development in the United Nations institutional architecture and in country activities, and to achieve the needed balance among the three pillars (economic, social and environmental) of sustainable development.

Gender: a key to effective development

We recommend the establishment of one dynamic United Nations entity focused on gender equality and women's empowerment.

We consider gender equality to be central to the delivery of effective development outcomes, and the Secretary-General tasked us with a specific mandate to suggest radical changes for improving performance. We therefore propose a step change in the United Nations delivery of gender equality and women's empowerment, as follows:

- The three existing United Nations entities should be consolidated into an enhanced and independent gender entity, headed by an Executive Director with the rank of Under-Secretary-General, appointed through a meritocratic competition demonstrably open to those outside the United Nations.
- The gender entity would have a strengthened normative and advocacy role combined with a targeted programming role.
- The gender entity must be fully and ambitiously funded.
- Gender equality would be a component of all One United Nations country programmes.
- The commitment to gender equality is and should remain the mandate of the entire United Nations system.

Coordination with other multilateral agencies

The United Nations and the Bretton Woods institutions were established with the intention that they would work together in a complementary way. Over time both the World Bank and United Nations institutions have gradually expanded their roles, so that there is increasing overlap and duplication in their work. A balance needs to be struck between healthy competition and inefficient overlap and unfilled gaps. The

Bretton Woods institutions and the United Nations need to work more closely together to remove unnecessary duplication and build on their respective strengths.

We therefore recommend, as a matter of urgency, that the Secretary-General, the President of the World Bank and the Executive Director of the International Monetary Fund set up a process to review, update and conclude formal agreements on their respective roles and relations at the global and country levels. These reviews must be periodically updated as well as assessed. This process should be undertaken on the basis of the enhanced performance, strengthened delivery and more influential role that the United Nations will have if our reforms are implemented.

Implementation

We have proposed a comprehensive set of recommendations that taken together could make the United Nations much more responsive to the needs of its Member States, in particular developing countries. The United Nations would become more effective, more focused and better able to deliver results. If United Nations system organizations, Member States and all stakeholders act on our recommendations, the United Nations could become a driver in development to eradicate poverty, in partnership with civil society and the private sector. A reformed United Nations would be able to capture the increases in development resources that were committed in 2005, strengthening its enabling role in development and delivering more effective global public goods for the benefit of all.

The present recommendations are not a menu of options but an integrated whole. Each is individually vital to make the system greater than the sum of its parts, not smaller as has sometimes been the case. The recommendations should each be implemented with vigour and urgency and without diluting their purpose.

We recognize that implementing these reforms will involve significant challenges and sometimes the sacrifice of individual interests for United Nations agencies, funds and programmes. They will need to work more closely and effectively with the rest of the United Nations system in the interests of a greater common good. Donors will also be challenged by these recommendations, which propose changing the way they fund the United Nations in line with the principles of multilateralism and national ownership at different levels.

Our most important constituency are the billions who do not enjoy the prosperity and well-being that many of us take for granted and whose deprivation inspired a global call to action — the Millennium Development Goals. It is for the sake of the poor and the destitute that we need an efficient United Nations, one that is well governed and well funded and will remain a global repository of hope.

We have it within our grasp to make a real and lasting difference through the essential reforms set out in these proposals. All stakeholders in the United Nations system have a responsibility to seize this opportunity. Our actions and decision on reforms will for millions around the world make the difference between hope and despair, and for some the difference between life and death.

I. The case for reform

The world needs a coherent and strong multilateral framework with the United Nations at its centre to meet the challenges of development, humanitarian assistance and the environment in a globalizing world. The United Nations needs to overcome its current fragmentation and to deliver as one. It should help the world accomplish the ambitious agenda endorsed by the 2005 World Summit, the Millennium Development Goals and other internationally agreed development goals. It should enable and support countries to lead their development processes and help address global challenges such as poverty, environmental degradation, disease and conflict.

1. In facing up to the challenges of their times, the world leaders of 60 years ago created new international institutions — the United Nations, the World Bank and the International Monetary Fund (IMF) — and demonstrated by their actions that international cooperation was the only way to solve the economic and political challenges of the post-war world. The architects of these institutions built for their time and their generation not only a whole set of new rules for the international system — they gave expression to a new public purpose based on high ideals.

2. Just as they did 60 years ago, we face a changing world today. Ours is the era of globalization, of global change unprecedented in its speed, scope and scale. As the world becomes ever more interdependent, sharp social and economic inequalities persist. Some of the poorest countries and communities remain isolated from economic integration and the benefits of globalization, and are disproportionately vulnerable to crisis and social upheaval. There is greater awareness of the acceleration of environmental degradation and climate change, and its effects on agricultural productivity and food security. More conflicts are within States than between them, and the risk of terrorism and infectious disease illustrate that security threats travel across borders.

3. Poverty, environmental degradation and lagging development heighten vulnerability and instability to the detriment of all. Now, more than ever, dealing with inequality — by achieving the Millennium Development Goals and wider development objectives — is central to economic stability and global security. In the face of unacceptable poverty we have a clear moral imperative to act when we have the knowledge, ability and resources to do so.

4. We know that when the flows of goods, services, capital and people are global, the challenges that arise can be solved only through globally concerted action. Globalization makes multilateralism indispensable, and the United Nations is the heart of multilateralism. Promoting development, eradicating poverty, protecting the environment for future generations and preventing and assisting in humanitarian crises cannot be undertaken without the United Nations. Its universal values and representativeness create the political legitimacy and authority essential to the actions needed globally, regionally, nationally and locally.

5. Despite deep divides in the international community in the past, in particular during the cold war, the United Nations has been able to build a set of norms and internationally agreed development goals that frame the efforts of most nations and institutions. The United Nations has demonstrated intellectual leadership across a

range of issues. For example, the annual *Human Development Report*, launched in the early 1990s, played a leading role in developing the concept of sustainable development and placed the well-being and dignity of people at the heart of the development agenda. At the 2000 Millennium Summit, 191 Member States, with 147 represented at the level of Head of State and Government, endorsed the United Nations Millennium Declaration. The United Nations can bring parties together, based on the unique legitimacy of its universal membership and on its diverse roles as a standard-setter, capacity-builder and advocate. Many of today's globally accepted norms and standards have originated from United Nations forums.

6. The United Nations has an opportunity in the unprecedented consensus reached on a common framework for the future, most recently reaffirmed by the 2005 World Summit. The framework is contained in the internationally agreed development goals of recent global conferences, ranging from social development to the empowerment of women, but is most compellingly outlined in the Millennium Development Goals. Never before have rich and poor countries alike formally embraced such concrete commitments. Never before have the United Nations, the World Bank, IMF and all parts of the international system come together behind the same set of development commitments and stood ready to be held accountable for them.

7. The United Nations has a key role in ensuring progress towards the Millennium Development Goals and other internationally agreed development goals. But it must reform to do so. Through the Secretary-General's High-level Panel on System-wide Coherence in the areas of development, humanitarian assistance and the environment, the international community has a unique opportunity to ensure that the United Nations can respond to the global challenges of the twenty-first century and play a full and effective role in the multilateral system.

8. The Monterrey Consensus of 2002 established a partnership for development, with donors making more official development assistance (ODA) and debt relief available within a context of continuing reform in developing countries, which was further elaborated in the Paris Declaration on Aid Effectiveness. In 2005 donors made further commitments to increase ODA by US\$ 50 billion by 2010 and to provide US\$ 55 billion in debt relief. A more effective and efficient United Nations should be an important partner in ensuring that those resources deliver results and accelerate progress towards the Millennium Development Goals.

9. These commitments go hand in hand with the Panel's recognition that the primary responsibility for action lies with each Member State. Country ownership of development plans and donor commitment to principles of aid effectiveness and good donorship have to underpin the work of the United Nations. Decades of piecemeal and failed development efforts demonstrate that assistance policies cannot be imposed — they must be owned not only by Governments but by their people and communities. While this concept is broadly accepted, it must now be put into practice.

10. We know that the United Nations has been seen by some to fail in delivering some of the vision and mission we expect from it. There are many reasons why the United Nations has become fragmented and weak: from a lack of buy-in and mixed messages from Member States between capitals and representatives in various bodies, to a proliferation of agencies, mandates and offices, creating duplication and dulling the focus on outcomes, with moribund entities never discontinued. Even

when mandates intersect, United Nations entities tend to operate alone with little synergy and coordination between them. The United Nations system now encompasses 17 specialized agencies and related organizations, 14 funds and programmes, 17 departments and offices of the United Nations Secretariat, 5 regional commissions, 5 research and training institutes and a plethora of regional and country-level structures. The loss of cohesion prevents the United Nations from being more than the sum of its parts.

- At the country level, operational incoherence between United Nations funds, programmes and agencies is most evident. More than one third of United Nations country teams include 10 or more United Nations agencies on the ground at any one time. Several teams include 20 or more. This has led to incoherent programme interventions and excessive administrative costs. It also burdens the capacity of developing countries to deal with multiple agencies. Of 60 countries analysed by the Panel, 17 country teams had an annual budget of less than US\$ 2 million per agency. Nor does the normative and analytical expertise of non-resident agencies sufficiently support United Nations country team efforts. Without authoritative leadership by the United Nations resident coordinator, and system-wide ownership of the resident coordinator system, incentives for better coordination remain limited.
- Signs of fragmentation are also apparent at the regional level. Regional offices of different United Nations agencies are scattered in different locations, and definitions of regions can differ from one agency to another. In some regions strong regional and subregional institutions either exist or are rapidly evolving while others have strayed from their original mandates. This calls for a review of the United Nations regional roles and settings, including the regional commissions, to address regional needs, avoid duplication and overlapping functions and seek a coherent regional institutional landscape.
- More synergy is also needed at the global level. In some sectors, such as water and energy, more than 20 United Nations agencies are active and compete for limited resources without a clear collaborative framework. More than 30 United Nations agencies and programmes have a stake in environmental management. On specific issues, such as internally displaced people, several agencies have a legitimate interest, but none has a clear lead. Merging United Nations agencies does not always lead to better outcomes. But we believe there must be a significant streamlining of United Nations agencies so that the United Nations can “deliver as one”, reduce duplication and significantly reduce the burdens it currently places on recipient and donor Governments, without diluting the performance and expertise of individual organizations.
- Inadequate and unpredictable funding of the system also contributes to fragmentation, undermining the multilateral character of the United Nations. The exponential growth of extrabudgetary (non-core) versus core resources has encouraged supply-driven rather than demand-driven approaches to assistance, undermining the principle of country ownership. Lack of donor coordination and competition for non-core resources among United Nations agencies squander significant time and effort on fund-raising, undermining the ability of the United Nations to make long-term strategic decisions that would deliver more effective results. Nor does the United Nations have a common

system for its overall development funding or for measuring results transparently and systematically.

11. The international community has a duty to ensure that the United Nations is fit for purpose, reinvigorated and strengthened to meet the global challenges and diverse needs of an ever more interdependent world. To do this, the United Nations must be coherent and flexible enough to respond to demands for a variety of policy and operational services. A one-size-fits-all approach would be inappropriate.

12. As stakeholders in the United Nations system, we have a responsibility to agree on and present ambitious recommendations to improve the coherence of the United Nations so that it delivers as one in the areas of development, humanitarian assistance and the environment. The most radical decision we could take is to maintain the status quo. It would represent a victory for inertia and parochial, short-term institutional and national interests to maintain a system that has grown over time, and which no one facing the challenges we do today would design as it is. The Panel believes that reform to improve the coherence of the United Nations system must be underpinned by clear principles:

- *National ownership and people-centred approaches.* National sovereignty and national ownership of development plans must remain the bedrock of effective development. The system must be realigned to a demand-driven approach and to programmes delivered as close to beneficiaries as possible.
- *Core comparative advantage.* The United Nations needs to be flexible enough to respond to the operational and policy needs of all countries and to advocate global standards and norms. In each country it should focus on where it is best able to provide leadership — and withdraw from areas where it does not — to deliver results in response to country programme needs. The added value of the system lies in harnessing the full array of capabilities under its umbrella in an integrated way, not in seeking out narrow niches.
- *Maximum effectiveness and accountability.* Change must prepare the United Nations to address new challenges and to improve its performance measured by outcomes. Responsibility and authority must be clarified, and staff given the means to deliver on their mandates and be held accountable for them. Efficiency gains must be pursued through better business practices.

13. We must ensure that the United Nations is reformed and strengthened to deliver more effectively on its mandate to empower the vulnerable and the excluded. A United Nations able to respond flexibly can help to provide prosperity and justice for all. Our report is the starting point of a process to develop a commonly owned vision among all stakeholders for a coherent and effective United Nations system. It will require leadership by the Secretary-General, as well as sustained commitment and effort on the part of Member States and United Nations agencies. We are convinced that the implementation of this bold but realistic programme of recommendations will help to ensure that the United Nations development system remains fit to rise to the challenges of the twenty-first century.

II. Development, humanitarian assistance and the environment

A. Development: delivering as one at the country level

To bring about real progress towards the Millennium Development Goals and other internationally agreed development goals, we believe that the United Nations system needs to deliver as one at the country level. To focus on outcomes and improve its effectiveness, the United Nations should accelerate and deepen reforms to establish unified United Nations country teams — with one leader, one programme, one budgetary framework and, where appropriate, one office (see box 1). To deliver as one, United Nations country teams should also have an integrated capacity to provide a coherent approach to cross-cutting issues, including sustainable development, gender equality and human rights.

Recommendation: The United Nations should deliver as one by establishing, by 2007, five One Country Programmes as pilots. Subject to continuous positive assessment, demonstrated effectiveness and proven results, these should be expanded to 20 One Country Programmes by 2009, 40 by 2010 and all other appropriate country programmes by 2012.

14. The Panel has been guided in its work by assessing whether the current structure and functioning of the United Nations system are fit for the development challenges of today and tomorrow. We have focused on the United Nations development activities at the country level, but we recognize that the role of the United Nations in development goes beyond its direct support to countries. The United Nations has a central role in promoting global policies that improve the development prospects of countries, and countries are increasingly turning to the United Nations for advice to address the challenges of globalization and other cross-border issues. Most important, the United Nations has provided Member States with a forum to reach consensus on internationally agreed development goals. These goals respond to the needs and aspirations of people, communities and countries everywhere and provide a framework for a comprehensive approach to development.

15. The success of these global commitments — from fighting hunger and poverty, to upholding core labour standards, to containing the global HIV/AIDS pandemic — can be measured only by their translation into concrete results for countries and communities. Development objectives can be achieved only if countries define, own and drive their development processes at all levels. Country-led development frameworks, such as poverty reduction strategies, are seen as the main vehicle to achieve the internationally agreed development goals. They serve as a platform for aligning all partners' contributions to national development priorities and provide an inclusive forum for policy dialogue. We believe that the United Nations needs to be a more active player in this context — as an adviser to Governments, as a convener of stakeholders, as an advocate for international norms and standards and as a source of technical assistance and advice on how to build and strengthen institutions.

16. At the country level, the United Nations often struggles to fulfil such strategic roles, working with systems and approaches (from programming to funding to

reporting) that are fragmented, piecemeal and not designed for this purpose. More than a third of the United Nations country teams include more than 10 United Nations entities, some more than 20. The cost of doing business with the United Nations is thus too high for both recipient countries and donors. Today there are many other actors active in development, such as NGOs, foundations and the private sector, and the country presence of bilateral donors is growing. In this new development landscape — with many players providing multifaceted contributions to development — the United Nations needs to reposition itself to deploy its normative and policy capacity more effectively.

17. The current design of the United Nations system risks perpetuating a myriad of niche players, which individually will not have the influence and authority to secure a strong voice in national and global debates. We have heard in our consultations that unifying the United Nations at country level would compromise the characteristics and dynamism of individual agencies. But failing to strategically position the United Nations in its entirety risks marginalizing the whole system in the long term.

Box 1

One United Nations at the country level — key features

One programme

- Country owned and signed off by Government, responsive to the national development framework, strategy and vision, including the internationally agreed development goals.
- Building on the United Nations country team's common country assessment or national analysis and reflecting the United Nations added value in the specific country context.
- Strategic, focused and results-based, with clear outcomes and priorities, while leaving flexibility to reallocate resources to changes in priorities.
- Drawing on all United Nations services and expertise, including those of non-resident agencies, in order to effectively deliver a multisectoral approach to development (with due attention to cross-cutting issues).

One leader

- Resident coordinator authority to negotiate the One Country Programme with the Government on behalf of the entire United Nations system and to shape the One Country Programme (including the authority to allocate resources from pooled and central funding mechanisms).
- Clear accountability framework for resident coordinators and an effective oversight mechanism for the resident coordinator system.

- Resident coordinator authority to hold members of the team accountable to agreed outcomes and for compliance with the strategic plan. The resident coordinator should also be accountable to the members of the United Nations country team.
- Strengthened resident coordinator capacity with adequate staff support to manage United Nations country team processes and ensure effective dialogue and communication with partners.
- Competitive selection of resident coordinator candidates, drawn from the best talent within and outside the United Nations system.

One budgetary framework

- Transparency, management, and the effective implementation of the One Country Programme through one budgetary framework.
- Funding should be linked to the performance of the United Nations country team preparing and implementing a strategic One Country Programme.
- The budget should be completely transparent, showing clearly the overheads and transaction costs of the United Nations and all of its funds, programmes and specialized agencies in the country.

One office

- One integrated results-based management system, with integrated support services.
- Joint premises (where appropriate).
- A common security infrastructure and clear lines of accountability.

18. Recent changes to the resident coordinator system have somewhat improved the way the United Nations operates in countries, but resident coordinators are not equipped with the authority to provide effective leadership to all the United Nations entities operating in the country. Too often, “reform” has meant adding extra layers of bureaucracy, outweighing potential benefits. And successful reform has depended too heavily on the commitment of individuals rather than on institutional capacity, needed to ensure that a good practice becomes the best global practice. Greater ownership and accountability of the resident coordinator system to all organizations of the United Nations needs to be secured.

Recommendation: United Nations resident coordinators should have the authority to lead the One Country Programme. To perform this function, resident coordinators should have appropriate competencies, capabilities and support capacities. Their enhanced authority should be matched by a clear accountability framework and an effective oversight mechanism to ensure system-wide ownership of the resident coordinator system.

19. To effectively implement the “One United Nations” at the country level, significant changes would be needed in the governance and funding of the United

Nations development activities (recommendations in this regard are made in chap. III below). The role of the United Nations Development Programme (UNDP) in managing the resident coordinator system would also have to evolve significantly to engender ownership among other United Nations agencies, and eliminate duplication of programmatic activities.

Recommendation: UNDP will consolidate and focus its operational work on strengthening the coherence and positioning of the United Nations country team delivering the One Country Programme. As manager of the resident coordinator system, UNDP should set a clear target by 2008 to withdraw from sector-focused policy and capacity work for which other United Nations entities have competencies. UNDP programmatic work should be limited to interventions that strengthen the coherence and overall positioning of the United Nations country team:

- Promoting and supporting the United Nations work to help countries achieve the Millennium Development Goals and other internationally agreed development goals and poverty reduction through supporting governments in integrating the Millennium Development Goals into their national development strategies, assessing needs and monitoring results.
- Leading the United Nations support to governance.
- Leading and coordinating the United Nations work in crisis prevention, post-conflict, post-disaster and early recovery (see chap. II.B).

In addition, UNDP would continue its support to mainstreaming environmental issues into national development strategies at the country level, in cooperation with the United Nations Environment Programme (UNEP) and other relevant United Nations organizations (see chap. II.D).

Recommendation: To ensure that there is no potential for, or perception of, a conflict of interest, UNDP should establish an institutional firewall between the management of its programmatic role and management of the resident coordinator system (including system-wide strategic and policy support). This separation of functions will also ensure that all parts of the United Nations system have a greater stake in the ownership of the resident coordinator system. UNDP will develop a code of conduct, including a transparent mechanism to evaluate the performance of its country operations. This should be done in consultation with all relevant United Nations organizations and the agreed code of conduct should be formally approved by the Sustainable Development Board (see chap. III). The redesign of the UNDP organizational structure should include a clear separation of responsibilities, senior managers and budgets between UNDP management of the resident coordinator system and its programmatic activities.

Milestone: By the end of 2007 UNDP will have finalized a code of conduct and by the end of 2008 it will have implemented the firewall and restructuring.

B. Humanitarian assistance and the transition from relief to development: strengthening the capacity to respond

Humanitarian response should be improved through a closer partnership between the United Nations, Governments and NGOs,

making full use of the coordination role of the United Nations. The Central Emergency Response Fund must be fully funded from additional resources. There should be clear responsibilities within the United Nations system for addressing the needs of internally displaced persons. Development should be an integral part of any peace process. There should be clear leadership by UNDP on early recovery from conflict and natural disasters, as well as flexible United Nations funding. National development strategies and donors should invest more in risk reduction and early warning, building on existing international initiatives. The private sector and communities should be included in formulating strategies.

Humanitarian assistance

20. Since the appointment of the Emergency Relief Coordinator in 1991 and the establishment of the Office for the Coordination of Humanitarian Affairs in 1997, the United Nations emergency response capacity has become stronger. Operational agencies — such as the World Food Programme (WFP), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF) — continue to respond well in humanitarian relief, based on established principles of humanity, impartiality and neutrality. Mechanisms for inter-agency coordination, such as the Inter-Agency Standing Committee and the Executive Committee for Humanitarian Affairs, have enhanced coordination between the humanitarian organizations of the United Nations and with non-United Nations partners. For 2006 United Nations humanitarian appeals amount to US\$ 4.7 billion, for some 31 million beneficiaries in 26 countries. Significant challenges remain, however, in both coordination and funding.

21. To build strong United Nations leadership at the field level and support country ownership and cooperation, efforts to strengthen the humanitarian coordinator need to be intensified. The cluster lead agency system, adopted by the United Nations system in 2005, helped identify organizational leaders in different areas of humanitarian response, but the experience of its first year of implementation indicates that it should need to broaden to include national partners, NGOs and the Red Cross movement.

22. As a result of the increase in intrastate conflict, there are more than 25 million internally displaced persons, compared with 10 million refugees. The humanitarian system must evolve further to address this growing problem. A clear allocation of responsibility within the United Nations system is needed. UNHCR must reposition itself to provide protection and assistance for displaced people in need, regardless of whether they have crossed an international border.

23. Humanitarian funding remains crucial in influencing the United Nations response capacity, and there has been progress in developing a more coherent approach. But the consolidated appeals process, with all United Nations agencies and some non-United Nations agencies participating, still suffers from unpredictability and under-funding. And three years after the adoption of the good humanitarian donorship principles, the predictability of assistance has not yet improved substantially. The recently established Central Emergency Response Fund has facilitated faster, more effective responses, but current funding (US\$ 262 million) is only halfway to the funding target.

24. Steps towards greater coherence must include efforts to increase United Nations accountability through more effective communication with affected populations and donors. Better information flows are crucial for the United Nations to be even more effective in emergency situations. Transparent, periodic and independent assessments of the global response to humanitarian emergencies can help identify gaps in coherence and failures of coordination. The Panel therefore recommends that the United Nations take the lead in preparing a regular and independent assessment of the performance of the United Nations and the wider humanitarian system in responding to humanitarian emergencies.

Recommendation: To avoid a fragmented approach to humanitarian assistance, there should be stronger partnership arrangements between the United Nations, national Governments, the International Federation of Red Cross and Red Crescent Societies and NGOs, based on the coordination and leadership roles of the Emergency Relief Coordinator at the global level and the humanitarian coordinator at the country level. These arrangements should support and ensure effective and inclusive participation in the cluster lead agency approach. Procedures, including the definition of “provider of last resort” and how this relates to the position of cluster leader, need to be clarified.

Recommendation: The Central Emergency Response Fund should be fully funded to its three-year target of US\$ 500 million from additional resources. A substantial increase should be considered over the coming five years, following a review of its performance. Donors must implement the agreed principles of good humanitarian donorship and provide adequate resources based on needs assessments, particularly to crisis situations now under-funded. They should ensure that their pledges are honoured promptly. The Consolidated Appeals Process should set clearer priorities, based on joint assessments, coordination and action.

Recommendation: The humanitarian agencies should clarify their mandates and enhance their cooperation on internally displaced persons. In particular, the role of UNHCR should be reviewed, to establish a clear mandate and to further strengthen the effectiveness of the United Nations approach to addressing the needs of internally displaced persons.

Transition from relief to development

25. For countries emerging from conflict, the immediate international response is dominated by political mediation and reconciliation. The current United Nations approach tacitly emphasizes immediate stability over sustainable peace. Symptoms of conflict are often addressed, while root causes are often not addressed. For countries recovering from natural disaster, and in supporting nationally owned strategies, it is imperative to integrate vulnerability and risk reduction into all phases of recovery and development planning. In July 2006, the Tsunami Evaluation Coalition stated that successful post-disaster reconstruction required an understanding of ongoing political, economic and social processes that enable and constrain affected populations as they rebuild their lives. A clear lead capacity on the development aspects of the post-disaster recovery process, charged with early coordination and planning, should be established at United Nations Headquarters within UNDP.

26. Since the 2000 Brahimi report on peacekeeping operations, integrated United Nations peacekeeping and peacebuilding missions have improved coordination by

bringing the development arm of the United Nations under the direct leadership of the Special Representative of the Secretary-General. Better development strategies for post-conflict peacebuilding are needed to guide such missions. The Peacebuilding Commission should be the forum that encourages the development of peacebuilding strategies on the ground.

27. Unlike peacekeeping operations, which are funded by assessed contributions, humanitarian and development activities depend on unpredictable voluntary pledging conferences. The management of funds in support of development in conflict countries has increasingly been placed in the hands of the World Bank, often disbursed only when Government structures are firmly in place. In many countries the donors have sought flexibility and directly transferred funds to UNDP trust funds, especially when Government capacity is not strong. Cooperation between the United Nations and the World Bank requires a clearer division of labour based on realities on the ground. Efforts should be made to strengthen response with more flexible United Nations interim funding mechanisms that could address transition issues faster and more effectively.

Recommendation: The repositioned UNDP should become the United Nations leader and coordinator for early recovery. While building standing and surge capacity to take the lead role when humanitarian coordination winds down, UNDP should work closely with the World Bank and other development and humanitarian agencies, using the sectoral programming capacity of other relevant United Nations agencies. All early recovery activities should conform to national priorities, with national authorities managing the recovery process as soon as they have the capacity to do so.

Recommendation: Adequate funding for the United Nations role in early recovery should be ensured, even before a donor conference is held or a United Nations/World Bank Multi-Donor Trust Fund is operational. If the Peacebuilding Fund or the UNDP Thematic Trust Fund for Crisis Prevention and Recovery is not able to provide resources immediately, a country-specific fund for early recovery can be set up, linked to these overall funding mechanisms. The initial funding target of the Peacebuilding Fund of US\$ 250 million should be met by 2007.

Recommendation: To build long-term food security and break the cycle of recurring famines, especially in sub-Saharan Africa, WFP, the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development should review their respective approaches and enhance inter-agency coordination. Complementary strategies should be further developed to strengthen local capacity and resilience to mitigate and cope with consequences of famines.

Reducing risk

28. In the first eight months of 2006, 91 million people had their lives devastated by natural disasters. Reducing the risk of disaster must be linked to humanitarian, development and environmental approaches. With more than 75 per cent of the world's people living in disaster-prone areas, risk reduction has been recognized as a cost-effective strategy to protecting livelihoods and achieving the internationally agreed development goals. The Hyogo Framework for Action (2005-2015), agreed to by Governments in 2005 as the international framework for disaster reduction, has created an agenda, taking into account the need for a strong sense of ownership,

including collaboration with civil society and the private sector, and ensuring the awareness and capacity of local governments and communities. The International Strategy for Disaster Reduction and the new World Bank-hosted Global Facility for Disaster Reduction and Recovery are making progress on this, but more coherent action is required.

29. There is insufficient “disaster-proofing of the Millennium Development Goals”, through mainstreaming risk reduction in development strategies. The Tsunami Evaluation Coalition revealed that, despite advances in early warning systems, the Tsunami response had failed to enhance local preparedness or reduce long-term vulnerability. Further investment at country and community levels is required, and the responsibilities and capacities of the United Nations system have to be further specified and enhanced.

Recommendation: The United Nations efforts on risk reduction should be urgently enhanced, through full implementation and funding of international agreements and other recent initiatives and the involvement of communities. National development strategies should address risk reduction explicitly and should be the basis on which donors plan their contributions to risk reduction and how they report these contributions as part of international and national risk reduction targets. UNDP should take the lead on this issue in the United Nations, particularly at the country level. In addition, the Office for the Coordination of Humanitarian Affairs, UNDP, UNEP, the World Meteorological Organization (WMO), and WFP with the International Strategy for Disaster Reduction secretariat should build a joint programme for early warning, drawing on existing capacities of funds, programmes and specialized agencies.

Recommendation: The United Nations should continue to build innovative disaster assistance mechanisms, such as private risk insurance markets, as means to provide contingency funding for natural disasters and other emergencies. Consideration should be given to efforts such as the WFP pilot humanitarian insurance policy in Ethiopia to provide coverage in the case of an extreme drought during the country’s 2006 agricultural season. The Emergency Relief Coordinator should work with United Nations country teams and agencies on designing such event-specific contingency funding to reduce the reliance on the Central Emergency Response Fund.

C. Environment: building a global consensus and capacity for action

Deteriorating environmental trends have far-reaching economic, social and health implications and affect the world’s ability to meet the Millennium Development Goals. Substantial gains in efficiency and effective responses can be made through enhanced coordination and improved normative and operational capacity, in particular through the integration of environment into national development strategies and United Nations system country operations. To improve effectiveness and targeted action of environmental activities, the system of international environmental governance should be strengthened and more coherent, featuring an upgraded UNEP with real authority as the United Nations environment policy pillar. Synergy needs to be pursued between the United Nations organizations that address environment, and multilateral

environmental agreements should continue to pursue efficiencies and coordination among themselves. An independent assessment of the current United Nations system of international environmental governance is required to support ongoing efforts at reform.

30. There can be no long-term development without environmental care. In a global and interdependent world economic objectives and environmental objectives increasingly reinforce each other. Environmental priorities — including climate change — have too often been compartmentalized and separated from economic development priorities. However, because the impacts are global and felt disproportionately by the poor, environmental sustainability is not an option — it is an imperative. The Panel is united in its conviction that addressing worsening trends of environmental degradation is one of the greatest collective challenges for economic development and human welfare.

31. We possess fairly comprehensive knowledge and understanding of what we individually and collectively need to do to reverse these trends — all spelled out in reports, declarations, treaties and summits since the early 1970s. While we have made significant advances within the United Nations framework, what is needed now is a substantially strengthened and streamlined international environmental governance structure, to support the incentives for change required at all levels.

32. The Panel recognizes that relatively little headway has been made in integrating the environment in development strategies at the country level, or in implementing internationally agreed goals. Environmental issues and goals must now be better integrated within United Nations system country operations, as critical components of national poverty reduction strategies and sustainable development plans. Bearing in mind that environmental sustainability is the foundation for achieving all the other Millennium Development Goals, there must be a strengthening of human, technical and financial capacities in developing countries to mainstream environmental issues in national decision-making, particularly through the resident coordinator.

33. The increase in the incidence and severity of natural disasters with environmental causes demonstrates the need to strengthen the links between environmental and humanitarian activities and between environmental and development activities. The United Nations system needs to incorporate more knowledge in its work on preparedness and risk reduction for natural disasters and for post-disaster recovery and reconstruction.

34. The United Nations institutions for the environment must be optimally organized and tooled, drawing on expertise in different parts of the United Nations system. Unless the United Nations adopts more comprehensive approaches, it will continue to fall short of its goals. The Panel is cognizant of the ongoing General Assembly informal consultative process on international environmental governance and has interacted with the process. Our recommendations should give it greater impetus.

35. Fragmented institutional structures do not offer an operational framework to address global issues, including water and energy. Water is an essential element in the lives of people and societies, and the lack of access to water for basic needs inflicts hardship on more than 1 billion people. Similarly, energy is a main driver of development, but current systems of energy supply and use are not sustainable

(more than 2 billion people in developing countries do not have access to modern energy services). More than 20 United Nations organizations are engaged at some level in water and energy work, but there is little evidence of overall impact.

36. The inadequacy of the current system is the result of having outgrown its original design. Developing countries are unable to cope with the extensive reporting and participation requirements of the current multilateral environmental structure, which has depleted expertise and resources for implementation. A survey by the Panel revealed that the three Rio Conventions (biodiversity, climate and desertification) have up to 230 meeting days annually. Add the figures for seven other major global environmental agreements (not including regional agreements) and that number rises to almost 400 days.

37. As environmental issues have become more clearly defined and interlinked, they have come to influence the work of practically every United Nations organization, all competing for the same limited resources. The institutional complexity is further complicated by the substantial environment portfolios of the World Bank and regional development banks, which are not well coordinated with the rest of the United Nations system. In addition, UNEP, the principal environment organization of the United Nations — with its normative, scientific, analytical and coordinating mandate — is considered weak, under-funded and ineffective in its core functions.

38. Climate change, desertification, ecosystem decline, and dispersion of hazardous chemical substances have the potential to affect every part of the globe and require clear and forceful responses by the United Nations system. Cooperation should be close among UNEP, UNDP, WMO, the Global Environment Facility (GEF) and the World Bank for building scientific and technical capacity, managing investment and infrastructure components, supporting adaptation measures and facilitating an effective integration of global environmental concerns into the development policy frameworks at the country level. GEF, the specialized funding instrument to help developing countries undertake projects and programmes that protect the global environment, has been replenished in 2006 — but will require a significant increase in resources to address future challenges. Its policy requirements and operational procedures need to be made much more simple and compatible with the development framework at the country level.

39. It is the judgement of the Panel that the international community must transcend differences and move forward. Economic growth, social justice and environmental care, advance best when they advance together. It is in our shared interest to have institutions that enable us to respond collectively to the threats of environmental degradation that challenge us all. To deliver on the internationally agreed goals and commitments, the United Nations will require stronger leadership and greater capacity for environmental activities. In this regard, cooperation and partnerships with civil society organizations, including the private sector, are essential.

Recommendation: International environmental governance should be strengthened and more coherent in order to improve effectiveness and targeted action of environmental activities in the United Nations system. It should be strengthened by upgrading UNEP with a renewed mandate and improved funding.

Recommendation: An upgraded UNEP should have real authority as the environment policy pillar of the United Nations system, backed by normative and analytical capacity and with broad responsibility to review progress towards improving the global environment. UNEP should provide substantive leadership and guidance on environmental issues.

- The technical and scientific capacity of UNEP should be strengthened as the environmental early-warning mechanism of the international community and for monitoring, assessing and reporting on the state of the global environment. This can be achieved through a system of networking and drawing on the work of existing bodies, including academic institutions and centres of excellence and the scientific competence of relevant specialized agencies and scientific subsidiary bodies of multilateral environmental agreements.
- Capacity should be built to promote the implementation of international commitments. The Bali Strategic Plan for Technology Support and Capacity-building should be strategically implemented to provide cutting-edge expertise and knowledge resources for the sustained expansion of capacity at the country level. Where necessary, UNEP should participate in United Nations country teams through the resident coordinator system, as part of One United Nations at the country level.
- UNEP should take the lead in assisting countries in the two-step process of quantifying environmental costs and benefits and incorporating them into mainstream policymaking, in cooperation with UNDP and the Department of Economic and Social Affairs of the Secretariat.

Recommendation: United Nations agencies, programmes and funds with responsibilities in the area of the environment should cooperate more effectively on a thematic basis and through partnerships with a dedicated agency at the centre (such as air and water pollution, forests, water scarcity, access to energy and renewable energy). This would be based on a combined effort towards agreed common activities and policy objectives to eliminate duplication and focus on results.

- Greater coordination at Headquarters should promote coherence at the country level, and greater coordination efforts at the country level should promote coherence at the international level. There is a need to strengthen UNEP coordination of system-wide environmental policies in order to improve cohesion and consistency. In this regard, the Environmental Management Group should be given a clearer mandate and be better utilized. It should be linked with the broader framework of sustainable development coordination.

Recommendation: Efficiencies and substantive coordination should be pursued by diverse treaty bodies to support effective implementation of major multilateral environmental agreements. Such coordination is being pursued by the Basel, Rotterdam and Stockholm convention secretariats (pending decisions of their respective conferences of the parties).

- Stronger efforts should be made to reduce costs and reporting burdens and to streamline implementation. National reporting requirements for related multilateral environmental agreements should be consolidated into one comprehensive annual report, to ease the burden on countries and improve coherence.

- Countries should consider integrating implementation needs of multilateral environmental agreements into their national sustainable development strategies, as part of the One Country Programme.
- Governing bodies of multilateral environmental agreements should promote administrative efficiencies, reducing the frequency and duration of meetings, moving to joint administrative functions, convening back-to-back or joint meetings of bureaux of related conventions, rationalizing knowledge management and developing a consistent methodological approach to enable measurement of enforcement and compliance.

Recommendation: GEF should be strengthened as the major financial mechanism for the global environment. Its contribution in assisting developing countries in implementing the conventions and in building their capacities should be clarified, in conjunction with its implementing and executing agencies. A significant increase in resources will be required to address future challenges effectively.

Recommendation: The Secretary-General should commission an independent and authoritative assessment of the current United Nations system of international environmental governance. To be completed as soon as possible and taking previous work into account, the assessment would review global needs as well as the specific roles and mandates of UNEP and other United Nations agencies and multilateral environmental agreements. It would provide the basis for further reforms towards improving system-wide coherence, effectiveness and targeted action. It should be complementary to the General Assembly informal consultative process on the institutional framework for the United Nations environmental activities, which should continue its work and provide guidance on the subject. The assessment should include an analysis of proposals to upgrade UNEP from among a range of organizational models.

D. Cross-cutting issues: sustainable development, gender equality and human rights

40. In promoting sustainable development, gender equality and human rights, the United Nations has strong mandates and Member States have committed themselves to achieving ambitious goals. The Panel recommends that cross-cutting issues must be an integral part of United Nations activities, particularly when delivering as One United Nations at the country level.

Sustainable development

The status of sustainable development should be elevated within the United Nations institutional architecture and in country activities. The United Nations system must strive for greater integration, efficiency and coordination of the economic, social and environmental dimensions of sustainable development. At the operational level, the Panel supports a strong partnership between UNEP (normative) and UNDP (operational) and a sharper focus on environment by the resident coordinator system as part of the One United Nations at the country level. The Panel calls for the Economic and Social Council to establish a sustainable development segment — and for continuing reform of the Commission on Sustainable

Development that truly leads to integrated decision-making on economic, social and environmental issues.

41. The visionary blueprint for sustainable development, outlined in Agenda 21 and adopted at the 1992 United Nations Conference on Environment and Development, is under way but has yet to be realized. Even though the General Assembly adopted sustainable development as part of the overarching framework of United Nations activities, the international community is still falling short in implementation and needs to improve the institutional framework for sustainable development.

42. This was clearly acknowledged by world leaders in 2002 at the World Summit on Sustainable Development. They stressed the need for greater integration, efficiency and coordination of the economic, social and environmental dimensions of sustainable development. Governments also agreed that strengthening the international institutional framework for sustainable development is evolutionary. The international community needs to keep relevant arrangements under constant review, identifying gaps and eliminating duplication.

43. Member States and international institutions continue to treat poverty, human health and environmental degradation as standalone threats. The United Nations system should assist countries in their integration, tackling the challenges of sustainable development across different sectors and issues.

44. The Commission on Sustainable Development was envisaged as a high-level forum that would bring economic and environmental decision makers together and provide an opportunity for frank dialogue, deliberation and problem-solving. The Panel believes that the Commission has proved successful as a model for incorporating stakeholders and as a forum to interact and exchange ideas. It has been far less effective in ensuring that the promise of integrating environment and development is fulfilled. The Commission's mandate has been broadened considerably to include sectoral assessments of natural resources. Focusing on environmental issues alone, the Commission has contributed to overlaps and often unclear divisions of labour.

45. The Panel's recommendations for development, humanitarian assistance, environment and gender equality and human rights should be viewed in the context of sustainable development. The recommendations here deal more with elevating the status of sustainable development in the United Nations institutional architecture and in country activities — and with achieving the needed balance among the three pillars (economic, social and environmental) of sustainable development.

Recommendation: A stronger partnership between UNEP (normative) and UNDP (operational) should build on their complementarities. They should:

- Integrate environment in country-owned development strategies through the resident coordinator system.
- Strengthen the analytical and technical capacities of national institutions.
- Work with countries in implementing multilateral environmental agreements.
- Contribute the environmental perspective in disaster preparedness and post-disaster recovery and reconstruction.

- Implement the strategic approach agreed to in the Bali Strategic Plan for Technology Support and Capacity-building. This requires environmental expertise from UNEP in United Nations country teams.

Recommendation: Sustainable development should be mainstreamed into the work of the Economic and Social Council. This would be done through substantive consideration of reports emanating from subsidiary bodies, the Governing Council/Global Ministerial Environment Forum of UNEP and other relevant intergovernmental bodies, including the Sustainable Development Board (see chap. III.A).

- A “sustainable development” segment should be instituted in the Economic and Social Council. It would: (a) help promote a balance between the three pillars of sustainable development; (b) focus on sustainability issues arising from the Council’s functional commissions and feed conclusions back to those commissions; and (c) coordinate recommendations to United Nations system organizations and their governing bodies.
- The reform of the Commission on Sustainable Development following the 2002 World Summit on Sustainable Development should be pursued further by focusing on implementation, including approaches for integrating environmental and social concerns into economic planning, and for identifying and sharing best practices.

Gender equality and women’s empowerment

Gender equality is central to sustainable development that responds to the needs, rights, aspirations and talents of half the world’s people. The Panel believes that the United Nations needs to replace several current weak structures with a dynamic United Nations entity focused on gender equality and women’s empowerment. This entity should mobilize forces of change at the global level and inspire enhanced results at the country level. The promotion of gender equality must remain the mandate of all United Nations entities.

46. Within the United Nations framework the international community has made strong commitments over the past six decades to gender equality and women’s empowerment. It has entrusted the United Nations with an enormously important mandate in this area. The Secretary-General called upon us to include in our work an assessment of how gender equality could be better and more fully addressed by the United Nations, in particular — where it matters most — in the Organization’s operational activities on the ground.

47. We have listened carefully to Governments in programme and donor countries, to civil society representatives and to United Nations staff at Headquarters and at regional and country offices. The message is clear: while the United Nations remains a key actor in supporting countries to achieve gender equality and women’s empowerment, there is a strong sense that the United Nations system’s contribution has been incoherent, under-resourced and fragmented.

48. We believe that the importance of achieving gender equality cannot be overstated. For both reasons of human rights and development effectiveness, the United Nations needs to pursue these objectives far more vigorously. While there

are inspiring examples of United Nations initiatives that have helped to change women's lives, these have unfortunately remained isolated "best practices".

49. We propose a new way forward based on fundamentals that we believe need to constitute the guiding principles of any efforts to strengthen United Nations performance on gender equality and women's empowerment:

- The United Nations needs a much stronger voice on women's issues to ensure that gender equality and women's empowerment are taken seriously throughout the United Nations system and to ensure that the United Nations works more effectively with Governments and civil society in this mission. We believe that a gender entity — based on the principles of coherence and consolidation — is required to advance this key United Nations agenda.
- But it is also our strong belief that the commitment to gender equality is and should remain the mandate of the entire United Nations system. Responsibility and accountability for the integration of gender equality concerns cannot be held by one United Nations agency or entity alone, regardless of its size and influence.
- And finally, in our recommendations, we seek to combine greater visibility for gender issues at the centre with enhanced results on the ground, where the United Nations performance will be assessed.

Recommendation: The Panel recommends strengthening the coherence and impact of the United Nations institutional gender architecture by streamlining and consolidating three of the United Nations existing gender institutions as a consolidated United Nations gender equality and women's empowerment programme.

Box 2

Mandate and structure of the consolidated gender entity

Governance

The gender entity would consolidate three of the United Nations existing entities under two organizational divisions. The "normative, analytical and monitoring" division would subsume the Office of the Special Adviser on Gender Issues and the Advancement of Women and the Division for the Advancement of Women. The "policy advisory and programming" division would subsume the current activities of the United Nations Development Fund for Women (UNIFEM). The Office of Human Resources Management of the Secretariat would take over the human resource functions, currently performed by the Office of the Special Adviser, aimed at improving the status of women in the Secretariat and the United Nations system.

The Executive Director of the consolidated entity should have the rank of Under-Secretary-General, consistent with that of other heads of agency, to guarantee organizational stature and influence in United Nations system-wide decision-making. The position should be recruited

through a meritocratic competition demonstrably open to those outside the United Nations and an open and transparent global search process.

The Executive Director would act as the chief adviser to the Secretary-General on gender equality and women's empowerment issues. The Executive Director would report to the Economic and Social Council and the General Assembly (through the Secretary-General), and to the UNDP/UNFPA Executive Board (which would be renamed to reflect the entity's name). To reduce costs and increase effectiveness, the entity would share common services at United Nations Headquarters and at the field level, in particular with UNDP, where available.

The gender entity would be a full member of the United Nations System Chief Executives Board for Coordination (CEB) and the proposed Development Policy and Operations Group (see chap. III.A).

Mandate

The gender entity would be entrusted with a dual mandate combining normative, analytical and monitoring functions with policy advisory and targeted programming functions. Where necessary, United Nations country teams would include senior gender expertise provided by the gender entity.

The entity's mandate under the normative, analytical and monitoring division would include:

- Facilitating and advising on system-wide policies for gender equality and women's empowerment.
- Undertaking global advocacy efforts on issues critical to women's empowerment and gender equality, including the publication of flagship reports.
- Monitoring and evaluating, on behalf of the Secretary-General, the integration of gender equality objectives across the United Nations system, including the funds, programmes, Secretariat departments and specialized agencies.
- Supporting the integration of gender equality and women's empowerment concerns in intergovernmental bodies for development, humanitarian assistance, environment, human rights, peacekeeping and peacebuilding.
- Providing substantive and technical servicing to the Commission on the Status of Women.

The Panel believes that the gender entity should have sharply focused operations on gender equality and women's empowerment issues, equipped with high-quality technical and substantive expertise, to provide leadership in regions and countries. Under the policy advisory and programming division, the entity's mandate would include:

- Providing policy advice and guidance to United Nations country and regional teams to ensure that gender equality concerns are

mainstreamed in the support provided to nationally led poverty reduction and development plans.

- Undertaking regional and national advocacy to put issues critical to women's empowerment on the policy agenda.
- Facilitating innovation, sharing lessons and enabling institutional learning throughout the system.
- Supporting targeted and innovative activities, benefiting women in line with national and regional priorities and the objectives set out in the Beijing Platform for Action and Security Council resolution 1325 (2000) on women and peace and security.
- Strengthening and monitoring accountability across the resident coordinator system and assisting resident coordinators and United Nations country teams to meet their responsibilities for gender mainstreaming.

The gender entity would continue to work closely with Governments and civil society organizations, strengthening networks already established at the global, national and local levels. The operations of the United Nations gender entity would be undertaken as part of One United Nations in each country.

Funding

To be effective in this role, the gender entity needs adequate, stable and predictable funding. The work of the normative and analytical division should continue to be funded as it is now from the United Nations regular budget, supplemented by voluntary contributions. The policy advisory and programming division should be fully and ambitiously funded.

The Panel strongly believes that substantially increased funding for the gender entity should constitute only part of the overall commitment of the United Nations to gender equality. Other United Nations entities need to dedicate significantly more resources to gender mainstreaming in all their work and decisions, in particular at the country level, and to monitor and report regularly on progress.

Human rights

The necessary international human rights agreements and institutions are now in place, but responsibilities need to be clarified within the United Nations system. The Office of the United Nations High Commissioner for Human Rights (OHCHR) should lead the effort on protection and work with and through the resident coordinator and the United Nations country team to promote human rights, and strengthen the capacities of Governments, relevant institutions, civil society and individuals.

50. We support the Secretary-General's contention that "we will not enjoy development without security, we will not enjoy security without development, and we will not enjoy either without respect for human rights" (A/59/2005, para. 17). The responsibility to make this happen lies with countries, and the necessary human rights instruments and agreements are now in place. At the 2005 World Summit Member States reaffirmed their commitment to address human rights through a new Human Rights Council, and gave unprecedented political backing for the further mainstreaming of human rights in the work of the United Nations. We remain deeply concerned, however, that the global implementation of human rights lags far behind its articulation.

51. The legitimacy of the United Nations to address human rights has been reaffirmed in our consultations, including support to national counterparts in their pursuit of international human rights commitments. Yet an assessment of the decade's worth of effort to mainstream human rights in all areas of United Nations work shows limited progress, in part because of widespread misunderstanding about where responsibility lies for human rights promotion and protection.

Recommendation: Resident coordinators and United Nations country teams should be held accountable and be better equipped to support countries in their efforts to protect and promote human rights. They should assist countries in implementing their human rights obligations and commitments as part of their national development strategies.

Recommendation: OHCHR, the centre of excellence on human rights, should provide dedicated support to the resident coordinator system. It should ensure appropriate linkages with and coordination between the resident coordinator system and the United Nations human rights special procedures and mechanisms. It should take the lead on human rights protection, including the provision of technical assistance at the request of countries to assist Member States in fulfilling their existing human rights obligations and commitments.

Recommendation: All United Nations agencies and programmes must further support the development of policies, directives and guidelines to integrate human rights in all aspects of United Nations work. The United Nations common understanding on a human rights-based approach to programming and the United Nations-wide Action 2 Programme — developed and adopted by 21 heads of United Nations agencies, programmes and departments — should provide useful guidance in this.

III. Governance, funding and management

52. We have already recommended changes to the way the United Nations is managed at the country level. A more coherent and better functioning United Nations would benefit developing countries. For these changes to be effective, they need to be supported by similar coherence of functions at the centre.

53. Substantial change is required in governance, management and funding arrangements to realize the vision of a more effective and coherent United Nations. Having examined the intergovernmental and organizational structures from this perspective, the Panel believes that achieving a more effective and coherent United Nations calls for consolidating some functions and strengthening others, as well as

devising new modalities. This process should be designed to enhance the flexibility, responsiveness and coherence of the United Nations system. The principles underlying these proposals for reform of governance, funding and management are ownership, effectiveness, transparency and coherence.

54. The Panel believes that stronger and more effective mechanisms must be developed for governance and funding. These mechanisms must incorporate clear lines of accountability and robust oversight of performance and results. To deliver lasting change, they must be transparent, inclusive and decisive. We have therefore proposed the creation of bodies that have the power to take decisions. This process will involve significant changes for United Nations agencies, developing countries and donors alike. United Nations agencies need to work more closely and effectively with the rest of the United Nations system in the interests of a greater common good. Donors, too, will need to change the way they fund the United Nations so that it is in line with the principles of multilateralism. These changes are essential if we are to be successful in the management and delivery of One United Nations.

A. Governance: consolidating some functions, strengthening others

Effective governance is at the core of coherence. To enable the United Nations to “deliver as one” on global development challenges, and in particular to make the “One United Nations” at the country level a reality for developing countries, the Panel proposes the following series of measures.

Intergovernmental level

- *To provide a high-level forum for strategic guidance on sustainable development policy and global public goods, a Global Leaders Forum should be established.*
- *A Sustainable Development Board should be established to provide operational oversight and supervision of the “One United Nations” at the country level. The Board would also take decisions on pooled voluntary funding for country programmes.*

Regional level

- *The important regional work of the United Nations must be streamlined by establishing regional hubs to support United Nations country teams and clarifying the roles of regional commissions.*

Organizational level

- *The United Nations System Chief Executives Board for Coordination should improve its decision-making role on overall reform and effectively drive managerial reform.*
- *The Development Policy and Operations Group should be the central coordinating mechanism for United Nations work on development at the country level. It will bring policy and operational roles together and will*

be chaired by a Development Coordinator. The Group would comprise the major development organizations in the United Nations.

- *A clear firewall and accountability framework should be established between a repositioned UNDP support to the resident coordinator system and its reduced operations role. This will allow the full ownership of the United Nations system in the resident coordinator system (see chap. II.A).*
- *A Development Finance and Performance Unit should support the Development Policy and Operations Group in providing information and analysis on United Nations system funding, expenditures and results.*

Streamlining and consolidation

55. The Panel has benefited from extensive consultations on the functioning of the United Nations system at the country, regional and global levels. It has also concentrated on the key drivers and incentives required for coherence from a bottom-up approach. More detailed and specific proposals for further streamlining and consolidation to improve system-wide coherence require a more in-depth analysis than was feasible within the context of our work. The Panel believes that it is important to build on its work by further considering the removal of unnecessary duplication in the United Nations system and by ensuring the clear delineation of roles and mandates.

56. We do not however advocate a single United Nations entity because some individual agencies can best achieve their vital role in the provision of global public goods, advocacy, research, promoting best practice and global norms and standards by operating individually in their specific sectors.

Recommendation: The Panel recommends that the Secretary-General establish an independent task force to build on the foundation of its work. It would:

- Clearly delineate the roles of the United Nations and its funds, programmes and specialized agencies to ensure complementarity of mandates and to eliminate duplicated functions, making concrete recommendations for consolidating or merging United Nations entities where necessary. Such a process has the potential to lead to significant annual savings, possibly up to 20 per cent, which should be redirected to supporting the One United Nations at the country level.
- Review the assessed funding required by United Nations specialized agencies — to address the current imbalance between assessed and voluntary resources dedicated to the implementation of normative mandates. The review should determine whether the current policy of zero real growth can allow United Nations agencies to deliver on global mandates.
- Review the functioning and continuing relevance of existing regional structures in addressing regional needs, taking into account the different needs of regions and the emergence of strong regional and subregional institutions. The review should also consider options for streamlining and consolidation.

Intergovernmental structures

Economic and Social Council

57. The General Assembly is the highest intergovernmental body for formulating policy on economic, social and related matters. The Economic and Social Council is the main body for coordination, policy review, policy dialogue and recommendations on economic and social development and for the review and follow-up of the internationally agreed development goals.

58. The Council's mandate has been far greater than its exercise of it. Despite many attempts to strengthen its role, the Council continues to lack effectiveness and influence. Its oversight of the funds and programmes remains perfunctory and is almost non-existent for the specialized agencies. The Council needs to improve its operational and coordination functions with regard to the entire system.

59. Much can be done to improve the Council within its current mandate, but it will require new forms of functioning. Leaders at the 2005 World Summit took steps to enable the Council to play an effective policy coordination role as envisaged in the Charter of the United Nations. The Panel believes that the vision for the Council in the 2005 Summit should be faithfully implemented, and that the Council should be further empowered through the involvement in its work of Member States at the highest possible political level.

Recommendation: A Global Leaders Forum of the Economic and Social Council should be established. The Forum would comprise the leaders of half its members, rotating on the basis of equitable geographic representation, with the participation of the executive heads of the major international economic and financial institutions. Its meetings could be preceded by a preparatory meeting of ministers for foreign affairs and economic, social and related ministries.

Box 3

Role of the Global Leaders Forum

- Provide leadership and guidance to the international community on development and global public goods related issues.
- Develop a long-term strategic policy framework to secure consistency in the policy goals of the major international organizations.
- Promote consensus-building among Governments on integrated solutions for global economic, social and environmental issues.

Sustainable Development Board

60. The Panel believes that a new governance mechanism is required to provide oversight for the One United Nations at the country level. Current board structures of the United Nations system provide only for individual funds, programmes and agencies to report separately to their respective boards for their country, regional and global work. There is a need to provide operational guidance and direction to the separate organizations for the coherence and effectiveness of the United Nations system at the country level. The Panel recommends the establishment of a

Sustainable Development Board, reporting to the Economic and Social Council. It will be responsible for operational coherence and coordination, and system-wide implementation of policies, for allocations of voluntary funding and for performance of the One United Nations at the country level.

61. Individual boards should continue to consider issues that require particular agency focus, including those relating to multi-year funding frameworks that reflect the approved strategic focus of each agency. The Sustainable Development Board will review the consolidated One Country Programme, which will include components developed by individual organizations, reflecting the policies and directives of their respective boards.

Recommendation: A Sustainable Development Board should be established. Reporting to the Economic and Social Council, the Board would provide the decision-making and monitoring framework for implementation of One United Nations at the country level. The Board would be responsible for oversight of the implementation of the pilot programme to create unified United Nations country programmes.

Recommendation: Meetings of the Sustainable Development Board should supersede the joint meeting of the boards of UNDP/UNFPA/gender entity, WFP and UNICEF. After three years the effectiveness of the Board should be assessed. This assessment should include consideration of the scope for integrating the boards of UNDP/UNFPA and UNICEF as segments of the Sustainable Development Board, rather than maintaining them as stand-alone boards.

Milestone: Member States should agree on the composition and mandate of the Sustainable Development Board by September 2007, and the Board should convene its first session by June 2008. The new bodies necessary to support the Board (Development Policy and Operations Group, including the Development Finance and Performance Unit and the Independent Evaluation Unit) should have been established by June 2007. By 2010 an independent assessment of the Board's effectiveness should be commissioned.

Box 4

Role and mandate of the Sustainable Development Board

- **Endorse One Country Programmes and approve related allocations** of voluntary donor finance from the Millennium Development Goal funding mechanism (see box 6). Following an inclusive planning process by the United Nations country team, in line with the principle of country ownership, and approval of the programme by the country, the Sustainable Development Board will endorse unified country programmes and approve the allocation of voluntary funds. It would ensure agency alignment with jointly agreed United Nations priorities.
- **Maintain a strategic overview of the system** to drive coordination and joint planning between all funds, programmes and agencies to monitor overlaps and gaps.
- **Review the implementation of global analytical and normative work of the United Nations in relation to the One United Nations**

at the country level, to progress towards the internationally agreed development goals and to provide strategic guidance on the policy and analytical work of United Nations sustainable development activities.

- **Oversee the management of the funding mechanism for the Millennium Development Goals**, which will coordinate donor resources and consolidate allocations. The Board's decisions, particularly on allocations, will be informed by strategic policy and operational advice provided by the Development Policy and Operations Group, under the leadership of the Development Coordinator. To fulfil this role the Group requires an internal Development Finance and Performance Unit to manage voluntary donor finance and monitor system-wide performance (see chap. III.B).
- **Review the performance of the resident coordinator system**, taking all necessary steps to strengthen coherence and delivery. This will include monitoring the implementation and delivery of efficiencies, results-based management and the harmonization of business practices. It will also cover the provision of common services to all funds, programmes and specialized agencies in the field.
- **Consider and comment on the implementation of the strategic plans of funds, programmes and specialized agencies** with a role in delivering the Millennium Development Goals, the other internationally agreed goals and normative activities relating to sustainable development, particularly in the context of the One Country Programme. The Board would assess and strengthen system-wide operational and normative coherence, performance and effectiveness of United Nations system-wide sustainable development activities. There should be additional discretionary funding available to the Board to provide incentives for good performance of Headquarters of funds, programmes and specialized agencies and to fund programmatic gaps and priorities.
- **Commission periodic strategic reviews of One Country Programmes**. The Board will ensure that the One Country Programmes are aligned with national development plans, have full country ownership established through inclusive consultative processes and are focused on internationally agreed development goals. Strategic reviews will be prepared for the Board's consideration under the direction of the Development Coordinator. The Board should provide clear guidance and directions to relevant stakeholders to implement the recommendations of such reviews.
- **Consider and act on independent evaluation, risk management and audit findings**, submitted by the new Independent Evaluation Unit, established by the Secretary-General and reporting to the Board. This Unit will strengthen evaluation across the development system and provide timely, independent performance information to improve the system and its processes (see chap. III.B).

Membership and reporting

The Economic and Social Council should establish the Board and determine its membership in line with experience gained from the composition of the executive boards of the funds, programmes and specialized agencies. The Board will comprise a subset of Member States on the basis of equitable geographic representation. Senior staff from development, planning, finance and foreign ministries, with the appropriate skills and competencies, should represent Member States. The Board should convene at the ministerial level when required. It should enable major non-United Nations intergovernmental organizations with a key role in the international development architecture to fully participate in its meetings. The Board's decisions should be communicated to all relevant United Nations intergovernmental bodies. Executive heads of United Nations agencies, or their deputies, with significant operational and normative programmes, should take part as ex officio members. When allocating funding for a One Country Programme, a high-level representative from that country should be invited. The Board should invite independent experts, senior officials of the Bretton Woods institutions and NGOs to participate in discussions and to inform the Board's decision-making, when necessary.

Organizational structures

62. A more coherent development system would unify and integrate the global analytical and normative work of the United Nations, with regional perspectives and country level interventions, and maximize synergies between them. It would create a mechanism to deploy the multidimensional perspectives of the United Nations in support of policy advice and technical services to all countries. This would help the United Nations to secure its place as a unique, credible and complementary partner in the international development architecture. Through consolidation, priority-setting and the elimination of duplication, a reconfigured development system will improve performance and increase cost-effectiveness. It will significantly increase managerial accountability and effectiveness without creating a large centralized bureaucracy. And at the country level, it would provide the framework for One United Nations.

United Nations System Chief Executives Board for Coordination

63. CEB, established in 2000, has led to some improvement in inter-agency coordination. The High-level Committees on Programmes and Management have developed more coherent approaches to system-wide themes and coordinated approaches to reform business processes. But the Board's potential has been underexploited and its decision-making role has been underused. An effective results-oriented CEB as a counterpart to a better functioning Economic and Social Council would enhance coherence throughout the system.

Recommendation: CEB should review its functions, in the light of experience gained since its establishment five years ago, with a view to improving its performance and accountability for system-wide coherence.

Development Policy and Operations Group

64. The Panel believes that a Development Policy and Operations Group should be established for organizational coherence, within the CEB framework, to unify and integrate the United Nations global analytical and normative work with regional perspectives and country operations. The Group would provide vision to bring together economic, social and environmental policies and activities into an integrated whole. It would subsume the current United Nations Development Group and the Executive Committee on Economic and Social Affairs. It would be served by a secretariat comprising talented officials from all parts of the United Nations system.

65. The Panel proposes that the Secretary-General appoint the UNDP Administrator as the Development Coordinator to chair the Development Policy and Operations Group. The Panel also proposes that the Group comprise the executive heads of United Nations funds, programmes, regional commissions, specialized agencies and the United Nations Secretariat. The Panel proposes that the Chair of the Group be supported by the head of the Department of Economic and Social Affairs, acting in the capacity of United Nations chief economist, and an executive head of a United Nations specialized agency with a significant operational portfolio, serving on a rotating basis. An Executive Committee consisting of the heads of United Nations funds, programmes and specialized agencies with significant portfolios and those with major cross-cutting mandates would be formed, including the Head of the Department of Economic and Social Affairs. The Development Coordinator would report and be accountable to the Sustainable Development Board.

Recommendation: The Secretary-General should appoint the UNDP Administrator as the Development Coordinator to chair the Development Policy and Operations Group that would support One United Nations at the country level. The Development Coordinator would report and be accountable to the Sustainable Development Board on the implementation of the One United Nations. A Development Finance and Performance Review Unit should be established to support the Development Policy and Operations Group.

Box 5

The role of the Development Policy and Operations Group

- Provide an inclusive forum for strategic decision-making, improve the effectiveness of the United Nations operational activities at the country level, build system-wide ownership of the resident coordinator system and enable member agencies to work collectively and deliver as One United Nations at the country level.
- Provide a framework to link normative, analytical and technical expertise to support nationally owned and led development programmes.
- Provide knowledge networking, sharing best practices and technical expertise to support regional and subregional programming.
- Create an incentive system for coherence, efficiency, cost-effectiveness and networking in deploying United Nations resources.

- Support the Development Coordinator in reporting to the Sustainable Development Board.

The Development Finance and Performance Unit, under the Development Policy and Operations Group, would

- Act as a coordinating clearing house and database of all United Nations funding sources and spending to assist the Sustainable Development Board with strategic financial planning and allocations.
- Provide advice to the Board on country and regional financial allocations and allocations for global policy work.
- Provide advice to the Board on setting and delivering efficiency measures to maximize investment in programming, based on internal country and regional performance reports and audits.
- Provide a common internal audit system for all United Nations sustainable development activities.
- Provide an annual performance and financial report on all United Nations sustainable development activities.

Regional structures and coordination

66. The regional economic commissions were established to promote economic and social development in their regions. And United Nations funds, programmes and agencies have developed regional mechanisms to provide technical and management support to their country offices. The result is a broad regional presence for the United Nations, providing a vast potential of assets and expertise, but increasing duplication, fragmentation and incoherence.

67. Over time, certain regional commissions have continued to meet regional needs while others have lost focus in applying their comparative strength in conducting regional analysis, developing policy frameworks and norms and supporting regional integration efforts and activities — instead devoting attention to operational activities at the country level. Strong institutional arrangements are now needed to ensure complementarities and build a genuine culture of cooperation among all United Nations organizations active in each region, as well as between the United Nations and non-United Nations regional entities.

Recommendation: United Nations entities at the regional level should be reconfigured and the United Nations regional setting should be reorganized around two interrelated sets of functions:

- Focusing on analytical and normative work, as well as activities of a transboundary nature. The regional commissions would act as a catalyst for these functions, using, inter alia, their convening power at both the intergovernmental and Secretariat levels.
- Focusing on coordinating the servicing of the United Nations country teams. Being responsible for managing the resident coordinator system, UNDP would act as the catalyst for these functions.

Recommendation: Regional offices of United Nations entities should be co-located and the definition of regions among all United Nations entities should be standardized to ensure consistency and coherence in the work of the United Nations at the regional level.

Coherence at the national level

68. Global development issues are interconnected, but in national Governments, responsibilities usually fall within separate line ministries (for trade, aid, debt, agriculture, environment, labour employment, health and education). As the global economy becomes more integrated, so will the linkages among these issues. Without coherent policy and leadership within national governments, disparate policies and fragmented implementation will undermine the effectiveness of multilateral organizations. Greater coherence within governmental structures, particularly for donors, can ensure coherence of policy development and implementation, both bilaterally and through multilateral institutions.

69. National Governments must also do more to ensure coherence and exercise good donorship in accordance with the mutual obligations of donors and recipients as set out in the Monterrey Consensus and the Paris Declaration on Aid Effectiveness. A candid international examination should be made of the developed countries' policy choices and the fulfilment of their commitments, including that by the Development Assistance Committee of the Organization for Economic Cooperation and Development.

Recommendation: At the national level, Governments should establish an “all-of-government” approach to international development to ensure coordination in the positions taken by their representatives in the decision-making structures of all relevant organizations, including the Bretton Woods institutions and the World Trade Organization. Pursuing consistent policies in the different settings can ensure that all relevant governing bodies effectively promote system-wide coherence to achieve internationally agreed goals.

Recommendation: The United Nations should establish benchmarks by 2008 to ensure the implementation of principles of good multilateral donorship, so that the funding provided at headquarters and at the country level do not undermine the coherence of development efforts and funding of the United Nations development system.

Relations with the World Bank and the International Monetary Fund

70. System-wide coherence at the United Nations cannot be discussed in a vacuum. It needs to be placed in a broader contextual framework of a dynamic international setting in which there are a large number of other relevant international actors and efforts. Today's consensus on the international development agenda is a result of the internationally agreed development goals and of platforms for their implementation through nationally owned development strategies and support by the donor community. This adds to the need for credible engagement of the United Nations with other development actors, since the success of this common agenda can be realized only through coherence in implementation.

71. Given the universality of the United Nations and the complementary role of the Organization and the Bretton Woods institutions in economic, social and related

fields, there is an urgent need for a more credible and meaningful engagement between the United Nations system and the international financial institutions. This is needed to secure policy consistency and enable countries to achieve their development objectives. The United Nations and the Bretton Woods institutions were established with the intention that they would work together in a complementary way. Over time both the World Bank and the United Nations institutions have gradually expanded their roles so that there is increasing overlap and duplication in their work. There is a balance to be struck between healthy competition and inefficient overlap and unfilled gaps. The Bretton Woods institutions and the United Nations need to work more closely together to remove unnecessary duplication, and to build on their respective strengths.

Recommendation: As a matter of urgency the Secretary-General, the President of the World Bank and the Executive Director of IMF should set up a process to review, update and conclude formal agreements on their respective roles and relations at the global and country level. These reviews must be periodically updated as well as assessed. This process should be undertaken on the basis of the enhanced performance, strengthened delivery and more influential role that the United Nations will have if our reforms are implemented.

- *Global level.* The participation of the Bretton Woods institutions in the annual spring meetings of the Economic and Social Council and the biennial high-level dialogue of the General Assembly should be more substantive. The focus should be on areas of common interest and on concrete measures to promote policy consistency to achieve the internationally agreed development goals. The United Nations status and participation in the Development Committee should be enhanced. Joint research and staff exchanges and peer reviews should become regular. The sharing of information and opinions on draft reports and strategic documents should be improved.
- *Country level.* The United Nations, the World Bank and IMF should cooperate closely in supporting countries on their national development strategies, including poverty reduction strategies and Millennium Development Goal strategies. Common frameworks to collect data and measure results should be developed. The World Bank and the United Nations should work jointly on needs assessments, with full national ownership. The skills and legitimacy of the United Nations in capacity-building should be fully used.
- *Post-conflict transition.* The United Nations and the World Bank should clarify the terms of collaboration in post-conflict situations and institutionalize a dialogue with clear counterparts on both sides. The United Nations should take the lead in the political and governance aspects of post-conflict issues, including deteriorating governance, and on electoral issues, as well as in supporting and funding early recovery when the capacity and processes are not in place yet to have a regular development process. The World Bank should be involved early in these processes and can assist in setting up multi-donor trust funds and more regular funding based on nationally owned recovery and development strategies.

Recommendation: To review cooperation within the international development structure, and to ensure policy consistency and coordination, an annual meeting should be chaired by the Secretary-General, with the participation of the President of the World Bank, the Managing Director of IMF, the

Development Coordinator and relevant heads of agencies, funds and programmes, including the Directors-General of the World Health Organization (WHO), the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organization (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and others, depending on the issue under discussion.

Engaging civil society organizations and the private sector

72. Progress towards the internationally agreed development goals has improved through the active engagement of the United Nations with different actors at various levels, including partnerships with Governments, civil society and the private sector.

73. Civil society organizations can drive the United Nations development agenda forward. They are indispensable partners in delivering services to the poor, and they can catalyse action within countries, mobilize broad-based movements and hold leaders accountable for their commitments. In crisis, post-conflict and post-disaster countries, national and international NGOs are vital implementing partners — without them, United Nations humanitarian assistance could not be delivered.

74. The private sector has a vital role in generating new investments, creating full and productive employment, contributing to financing for development and managing natural resources and the environment. Coalitions of private foundations and public-private alliances have emerged as some of the more dynamic means of transferring financial and technical resources to realize sustainable development goals. They are also important platforms to promote corporate social responsibility and accountability.

75. While Governments remain the primary interlocutors for country-level engagement with the United Nations, civil society and private sector inputs into the preparation of the One Country Programme are important to ensure full national ownership and relevance. United Nations country teams should work with Governments to support an enabling environment for productive employment and enterprise development, and to encourage knowledge development, partnerships, corporate social responsibility, skills transfer and public-private networking across regions.

76. While the relationship between the United Nations and civil society is as old as the Charter, United Nations cooperation with civil society organizations and the private sector needs to be systematized and upgraded to enable these partnerships to contribute more effectively to the implementation of internationally agreed development goals.

Recommendation: The capacity of the resident coordinator's office to advocate, promote and broker partnerships between Government and relevant civil society organizations and the private sector should be enhanced to build stakeholder consensus and realize country-specific goals as embodied in the national development plans.

B. Funding the United Nations system for results

For coherent action to help achieve the Millennium Development Goals and other internationally agreed development goals, the United Nations needs sustained funding for the One Country Programme, as well as secure core funding for United Nations entities that have a demonstrable commitment to reform. Donors should increasingly pool their contributions at country or headquarters level, based on the performance of the United Nations in pilot cases.

77. For development at the country level, the role of the United Nations is not that of a major financial resource provider, but that of convener, policy adviser, commodity provider and capacity-builder. Exceptions are post-conflict situations, where the United Nations plays a major role, often with trust fund resources. The total ODA channelled through the United Nations annually is approximately US\$ 10 billion.

78. To make the One Country Programme a success and to tackle global challenges, United Nations funding practices and mechanisms need urgent review. Current practices for funding the United Nations are fragmented and unpredictable. They constrain the United Nations and recipient countries from making strategic choices for the use of funds and in contributing to the Millennium Development Goals and other internationally agreed goals. The Development Coordinator should convene a meeting of the Development Policy and Operations Group with major donors to discuss and elaborate the practical changes required in donor practices to fund the One Country Programmes.

79. There is too much earmarked funding and too little funding for the core budget of United Nations organizations. Moreover, funding is unpredictable, and burden-sharing procedures are unclear. So United Nations organizations are only to some extent masters of their own budgets, with donor priorities rather than multilateral mandates determining some of their actions. Even in specialized agencies, assessed contributions have not increased for years, leaving them to rely on voluntary funding for core activities.

80. Current funding practices also lead to competition and fragmentation, often with relatively small budgets per agency at the country level, while the common programme is left with insufficient resources. A review of 10 United Nations country teams found on average that only 40 per cent of their resources are mobilized through core resources. United Nations organizations have to put considerable effort into fund-raising. Some argue that the resident coordinator system should be funded through assessed contributions, in line with an agreed contributions scale, which is how the United Nations Secretariat, peacekeeping operations and core specialized agency budgets are funded.

81. Sustained and consolidated funding is the key to reversing the fragmentation of the United Nations system. More secure funding has to go hand in hand with better performance, oversight, accountability, efficiency and results. That is why the Panel devoted considerable attention to governance and management and recommends steps to resolve them, based on the following principles:

- United Nations organizations that have a demonstrable commitment to reform, effectiveness and working together need sufficient sustained core funding —

or, where applicable, assessed funding — to fulfil their missions. There should also be sufficient funding for supporting and strengthening the resident coordinator system.

- There should be one budgetary framework for the One Country Programme, reflecting all contributions. Donors should increasingly pool their contributions at the country or headquarters level, based on United Nations performance in pilot cases. They should increasingly refrain from funding country-level interventions by the United Nations system outside the One Country Programme.
- While pursuing greater coherence, diversity has brought the United Nations system many resource mobilization opportunities and successful brands, allowing both donors and recipient countries a degree of choice. Some diversity in the system is thus to be welcomed.

Recommendation: Funding for the One Country Programmes should be predictable and multi-year. The five One Country Programme pilots should be funded by pooled country-level funding. Subject to continuous positive assessment, demonstrated effectiveness and proven results, they should be expanded to 20 One Country Programmes by 2009, 40 by 2010 and all other appropriate country programmes by 2012. Following the five pilots, the One Country Programmes will also be funded by voluntary contributions to a consolidated funding mechanism, the Millennium Development Goal funding mechanism (see box 6).

Recommendation: There should be full core funding for individual United Nations organizations committed to reform.

- There should be full core funding for individual funds and programmes demonstrably committed to reform, effectiveness and working together, through strengthened and improved multi-year funding frameworks, with strategic priorities, related funding priorities and robust indicators. By 2008 funds and programmes should align their multi-year funding cycles to facilitate strategic coordination.
- There should also be a review of assessed funding of the specialized agencies, to enable them to continue their essential work on global norms and standards and assess whether the current policies of zero real growth is adequate.
- The strengthened resident coordinator system should be fully funded. Resources earmarked for supporting the system should continue to be managed separately from UNDP programme resources.

Box 6

Funding the United Nations system for results

Full funding for the One Country Programme

At the country-level, contributions to the One Country Programme should be consolidated within a single budgetary framework, which would not constitute a legal constraint on the spending authority of funds, programmes and specialized agencies. The one budgetary framework brings together all contributions to the One Country Programme. To fund the One Country Programme through this single

budgetary framework, the Panel recommends the following funding sources:

- The five pilots of the One Country Programme should be funded by pooling funding in the country. For donor contributions to each pilot, a country-level Millennium Development Goal strategy support fund should be established, to be administered by the resident coordinator, in line with national priorities. In principle, funding from all sources for the One Country Programme should flow through these country funds. Donors would be strongly encouraged to contribute through these funds.
- A Millennium Development Goal funding mechanism should be established following the five pilots. This voluntary mechanism would coordinate overall resource flows enabling global oversight of funding available for contributions to the One Country Programme. The mechanism should be governed by the Sustainable Development Board under the supervision of the development coordinator. Donors are strongly encouraged to make funds available to this mechanism at the central or country level. United Nations organizations could also contribute core funding for the One Country Programme within the framework of this mechanism.

Recommendation: The United Nations should drive reform by channelling reform savings back into the system through mechanisms, such as an empowerment fund. This fund would demonstrate to the world's poorest citizens, communities and local entrepreneurs that United Nations savings will be invested directly in their empowerment. It would be financed with minimal overhead through efficiency cost savings resulting from reforming, consolidating and streamlining United Nations functions and organizations, as recommended by the task force to be established by the Secretary-General (see chap. III.A). This fund could redirect savings from efficiency reforms back to country-level strategies (One Country Programme) with a special emphasis on helping countries achieve the Millennium Development Goals.

C. Reforming United Nations system business practices: building institutions of public trust

Business practices for resource planning, human resources, common services and evaluation must achieve full compatibility as major drivers of coherence in the United Nations system. There should be greater opportunities for staff mobility and a system-wide agreement on results-based management as well as an independent United Nations system-wide evaluation mechanism and common evaluation methodologies and benchmarking. The United Nations must systematically examine opportunities and possibilities for joint services.

82. The business practices, processes and culture of the United Nations system have evolved in an incremental and ad hoc manner over 60 years, in response to

specific situations and agency needs. This has widened the disconnection between organizations of the system, contributed to inefficiency and hindered the development of a common management culture that is accountable and results-oriented. To boost public trust, the United Nations needs to demonstrate more transparency and accountability.

83. There is no central management authority in the United Nations to implement common rules and practices. So individual organizations pursue various initiatives, without incentives to harmonize for the benefit of the United Nations system as a whole. Without explicit commitment from organizational leaders, common services cannot work. We believe the time has come to establish a process leading to a common framework for business practices in the United Nations. This will transform the way the United Nations works, build a culture of collaboration, improve the system's effectiveness in achieving organization-wide programmatic results and lead to significant savings. Harmonized business practices will enhance the United Nations system's capacity to deliver the One Country Programmes. Savings from efficiency gains will be redirected to these programmes.

84. Harmonizing systems in itself does not achieve coherence. Needed first is an agreement on standards, to ensure that value is added in pursuing change. Using internationally recognized standards would facilitate the simplification and harmonization of business practices within the United Nations system.

85. Public trust will be reinforced through measurable results. Evaluations throughout the system use different measurement criteria, which are often too narrowly defined by quantifiable terms, rather than by measurements of longer term impact.

86. Attracting and retaining the most qualified staff for an effective and independent civil service is not possible with a human resource system based on different performance evaluation systems, entitlements and contracts. To encourage mobility and cross-fertilization and to prepare staff for positions of greater responsibility, the system's appraisals must be based on performance, not seniority. A competitive and incentive-based system is required. The International Civil Service Commission has become a politicized body that represents the interests of Member States, rather than operational priorities. It is too slow and needs substantial change.

87. Current governance mechanisms need to be modernized. Without an overarching management system to drive change, there can be no management control and little progress towards coherence. For CEB to work more effectively, the United Nations agencies must first commit to the need for its revised terms of reference.

Recommendation: CEB, chaired by the Secretary-General, should lead efforts to improve management efficiency, transparency and accountability of the United Nations system. It should be used more effectively in its principal role as a high-level decision-making forum in the United Nations system on substantive and management issues. CEB reporting and transparency to intergovernmental structures should be improved.

Recommendation: The business practices of the United Nations system should be harmonized:

- International Public Sector Accounting Standards, which will be implemented across the entire United Nations system by 2010, must provide an important basis for simplifying and harmonizing business practices.
- To break down barriers to programmatic and administrative collaboration, enterprise resource planning standards, and data warehouses for reporting, should be harmonized across the system by 2010. Entities currently selecting enterprise resource planning systems (including the United Nations Secretariat) should base their selection on data-sharing compatibility and interconnectivity.
- Improvements in results-based management, results-based budgeting, evaluation and other measures to increase transparency and accountability should be in place by 2008. This should include harmonizing the principles, terms and methods of results-based management and the audit procedures across the United Nations system.
- A system-wide security management system based on common policies, standards and operating procedures should be established at the country level, particularly for humanitarian affairs.

Recommendation: Evaluation mechanisms should be established for transparency and accountability. A United Nations system-wide independent evaluation mechanism should be established by 2008, and taking into account the evolving role of the Office of Internal Oversight Services, to monitor how system-wide goals are being delivered. A separate system to enable peer reviews across organizations should also be developed. A common evaluation methodology should be applied across the United Nations system by 2010 to permit benchmarking and inter-agency comparisons and facilitate exchanges of best practices. Standardized information and data related to United Nations activities, programme delivery, budgets, staffing and cost-effectiveness should be transparent and publicly available. Harmonizing systems and methodologies will provide Member States with a more transparent overview of United Nations system results and financial figures by area of interest and type of activity.

Recommendation: Human resource policies and practices should be updated and harmonized. An authoritative and independent external evaluation to reform the International Civil Service Commission should be carried out in 2007. Human resource management policies and contractual arrangements should be simplified, harmonized and updated in line with an emphasis on results, performance management systems and accountability frameworks. Recruitment and promotion policies should be underpinned by the principle of “meritocracy with equity and representation” and developed to improve staff capabilities and ensure a culture of management for results.

Human resource policies must enable mobility of the staff across the system and the transferability of pensions. Host countries should be encouraged to enable the employment of spouses of United Nations staff. A fundamental overhaul of staff training and career development programmes should be carried out by 2010 to ensure that, at all levels of the system, staff serving the United Nations are motivated and have appropriate professional skills. The United Nations System Staff College should have the capacity to provide executive leadership training to senior United Nations managers. This would enable more effective management of change

processes and contribute to a common management culture in the United Nations system.

Recommendation: Executives should be selected according to clear criteria, and for limited terms. All appointments or elections to executive positions in United Nations organizations should be in line with clear and effective criteria, limited to two terms of four or five years.

Recommendation: Change should be managed at the highest levels. The overall management of reform of business practices should be invested in the Secretary-General, in his capacity as chairman of CEB, assisted by a bureau of staff specialists as part of the CEB machinery. All chief executives in the United Nations system should develop plans to reform the business practices in their organizations together with resource requirements for investing in change processes.

88. The Panel is of the view that implementing the reforms necessary to enable the United Nations to deliver as one will require time and energy. A dedicated team will be needed at a senior level within in the United Nations system to ensure that progress is being made on the changes being recommended.

Recommendation: The Panel recommends that the Secretary-General appoint a senior member of his staff and provide the necessary resources to form a senior change management team. The team would be responsible for tracking and supporting implementation, and reporting regularly to the Secretary-General and Member States on progress to implement the recommendations of the High-level Panel on United Nations System-wide Coherence, in the areas of development, humanitarian assistance and the environment.

Annex I

Terms of reference of the Panel, issued on 15 February 2006

Background

1. In the Outcome document adopted at the 2005 World Summit in New York global leaders called for much stronger system-wide coherence across the various development-related agencies, funds and programmes of the United Nations. In addition to supporting current, ongoing reforms at building a more effective, coherent and better-performing United Nations country presence, it specifically invited the Secretary-General to “launch work to further strengthen the management and coordination of United Nations operational activities”. They also called for such work to be focused on ensuring that the United Nations maximized its contribution to achieving internationally agreed development goals, including the Millennium Development Goals, including proposals for “more tightly managed entities” in the field of development, humanitarian assistance and the environment.

2. The Secretary-General intends to commission a small panel, supported by Adnan Amin, United Nations Environment Programme (UNEP), as Executive Director, and appropriate research and analytical capacity from inside and outside the United Nations system, to develop concrete and comprehensive analysis and recommendations in this regard. The Secretary-General is determined to ensure that while this work is under way, existing reform initiatives endorsed in the Outcome document, including those for a strengthened role for special representatives of the Secretary-General and resident coordinators, and the strengthening of the United Nations country team through a common management programming and monitoring framework should continue. The Secretary-General considers that the outcome of this exercise would provide an important complement to the ongoing reform deliberations in the General Assembly.

Timeline

3. The Panel will seek to consult on an interim basis with the United Nations System Chief Executives Board for Coordination (CEB) at its meeting in April 2006. This would allow for further consultation with member states at the Economic and Social Council in July 2006 and for the full study to be completed by the next session of the General Assembly to allow for embarking on possible implementation in 2007.

Scope

4. As set out in the Outcome document, the three elements of the study will need to have slightly different scope:

(a) In the field of humanitarian assistance significant progress has been made in recent years in providing more coordinated response to emergencies at the country level. The Outcome document also commits the General Assembly to strengthening the coordination of humanitarian and disaster relief assistance of the United Nations and separate follow-up work is already under way in this regard.

However, the growing scale and scope of disasters, particularly natural disasters, underlines the importance of improving the timeliness and predictability of humanitarian funding, mainly by improving the Central Emergency Response Fund, in part through a thorough evaluation of lessons learned from recent experience. This part of the study will also need to focus on ways of developing and improving mechanisms for the use of emergency standby capacities for a timely response to humanitarian emergencies;

(b) In the field of environmental activities, two separate issues need to be addressed. First, in the normative area, a full assessment should be made of how the United Nations can best provide more comprehensive and coherent management and monitoring of the growing range of multilateral environmental agreements. This should include the development of stronger scientific and analytic capacity in monitoring, assessing and reporting on critical environmental trends. Second is the need for better integration of the environmental perspective within the broad principle of sustainable development in United Nations country-level activities and in particular capacity-building and technology support undertaken by the entire United Nations system. The General Assembly may launch its own deliberations on the issue of international environmental governance issues in early 2006 and it would be important to ensure that these efforts are complementary;

(c) In development, despite wide-ranging reforms over the past five years strengthening the role of the resident coordinator and the United Nations country team, developing and donor countries alike remain concerned that, overall, United Nations development at the country level remains overly fragmented and supply-driven. The Outcome document commits all countries to map out their own national strategies to meet international conference goals, including the Millennium Development Goals. In this context, the study will need to analyse how the United Nations system as a whole can be better reoriented to provide more efficient, coherent demand-driven support to national partners by building on its core normative, technical assistance and capacity-building strengths to partner with the longer-term financing and other support brought by the World Bank and other international partners. In this regard, it will be particularly important to consider how to strengthen linkages between the normative work and the operational activities of the system. It will also need to examine how this work can support and complement the wider role the Outcome document envisages for the Economic and Social Council in ensuring follow-up and assessing progress of the outcomes of the major United Nations conferences and summits, including the internationally agreed development goals; and playing a major role in the overall coordination of funds, programmes and agencies, ensuring coherence among them and avoiding duplication of mandates and activities.

5. In all three areas, the study will need to encompass both organizational and funding issues, ranging from the duplication and overlap of work products across United Nations agencies, funds and programmes to prospects for joint, multi-year funding and programming arrangements. The broad issue of more predictable financing of the United Nations system — from the consolidated appeals process to the growth in non-core funding of funds and programmes to the appropriate role of assessed contributions — and its impact on existing systems and proposed reform will need to be a central element.

6. The overarching aim of the study is to seek recommendations on a process of rationalization that will maximize the available resources for relief and development programmes in the United Nations system while minimizing overhead and administrative costs. As such, the study will need to explore ways of fully exploiting synergies between the normative and analytical institutions and departments of the United Nations, such as the Department of Economic and Social Affairs and the United Nations Conference on Trade and Development (UNCTAD), and operational agencies. It will also need to address how the United Nations system works and can best exercise its comparative advantages with international partners, including the Bretton Woods institutions, the European Commission and other regional actors, donors, civil society and the private sector. While the primary focus will be on increasing impact at the country level, in making concrete proposals for improved management, coordination and effectiveness, it will need to make findings with regard to work both at United Nations headquarters, regional and country level.

7. In terms of recommendations, the study should seek to identify a short, medium and longer-term vision and benchmarks, thus laying a platform for an actionable plan of implementation rather than open-ended proposals. Change may need to occur in phases, with first initial proposals for rationalization of the current system without major structural changes; then proposals for preliminary restructuring of the current system to minimize duplication and overlap; and finally recommendations for comprehensive revitalization and restructuring of the United Nations operational role in environment, humanitarian and development work.

Consultation

8. The Outcome document calls for greater coordination between the governing boards of various operational agencies so as to ensure a more coherent policy in assigning mandates and allocating resources throughout the system. In this spirit — and to ensure wide acceptance and subsequent implementation of the findings — it will be essential for the Panel to consult widely with all stakeholders, including the management and governing boards of relevant agencies, funds and programmes, prior to submission of their final report to the Secretary-General.

Additional request from the Secretary-General: gender equality

9. In addition, the Secretary-General called upon the High-level Panel on United Nations System-wide Coherence in the areas of development, humanitarian assistance and the environment to review contribution of the United Nations system to achieving gender equality and to make recommendations on how gender equality perspectives can be better integrated into the work of the United Nations. In his recent report on the mandate review, the Secretary-General states that there is a need to move towards “improved clarity on institutional responsibilities and more concerted action in relation to gender equality. There is a need to assess the progress made across the system, the gaps and challenges remaining, and ways to improve outcomes”. He requested the Panel “to include in its work an assessment of how gender equality, including through gender mainstreaming, can be better and more fully addressed in the work of the United Nations, particularly in its operational activities on the ground” (A/60/733, para. 131).

Excerpt from General Assembly resolution 60/1

10. General Assembly resolution 60/1 states, in part:

168. We recognize that the United Nations brings together a unique wealth of expertise and resources on global issues. We commend the extensive experience and expertise of the various development-related organizations, agencies, funds and programmes of the United Nations system in their diverse and complementary fields of activity and their important contributions to the achievement of the Millennium Development Goals and the other development objectives established by various United Nations conferences.

169. We support stronger system-wide coherence by implementing the following measures:

Policy

- Strengthening linkages between the normative work of the United Nations system and its operational activities
- Coordinating our representation on the governing boards of the various development and humanitarian agencies so as to ensure that they pursue a coherent policy in assigning mandates and allocating resources throughout the system
- Ensuring that the main horizontal policy themes, such as sustainable development, human rights and gender, are taken into account in decision-making throughout the United Nations

Operational activities

- Implementing current reforms aimed at a more effective, efficient, coherent, coordinated and better-performing United Nations country presence with a strengthened role for the senior resident official, whether special representative, resident coordinator or humanitarian coordinator, including appropriate authority, resources and accountability, and a common management, programming and monitoring framework
- Inviting the Secretary-General to launch work to further strengthen the management and coordination of United Nations operational activities so that they can make an even more effective contribution to the achievement of the internationally agreed development goals, including the Millennium Development Goals, including proposals for consideration by Member States for more tightly managed entities in the fields of development, humanitarian assistance and the environment

Humanitarian assistance

- Upholding and respecting the humanitarian principles of humanity, neutrality, impartiality and independence and ensuring that humanitarian actors have safe and unhindered access to populations in need in conformity with the relevant provisions of international law and national laws

- Supporting the efforts of countries, in particular developing countries, to strengthen their capacities at all levels in order to prepare for and respond rapidly to natural disasters and mitigate their impact
- Strengthening the effectiveness of the United Nations humanitarian response, inter alia, by improving the timeliness and predictability of humanitarian funding, in part by improving the Central Emergency Revolving Fund
- Further developing and improving, as required, mechanisms for the use of emergency standby capacities, under the auspices of the United Nations, for a timely response to humanitarian emergencies

Environmental activities

- Recognizing the need for more efficient environmental activities in the United Nations system, with enhanced coordination, improved policy advice and guidance, strengthened scientific knowledge, assessment and cooperation, better treaty compliance, while respecting the legal autonomy of the treaties, and better integration of environmental activities in the broader sustainable development framework at the operational level, including through capacity-building, we agree to explore the possibility of a more coherent institutional framework to address this need, including a more integrated structure, building on existing institutions and internationally agreed instruments, as well as the treaty bodies and the specialized agencies

Annex II

Panel members

Shaukat Aziz, Pakistan (Co-Chair)
Prime Minister, Pakistan

Luísa Dias Diogo, Mozambique (Co-Chair)
Prime Minister, Mozambique

Jens Stoltenberg, Norway (Co-Chair)
Prime Minister, Norway

Gordon Brown, MP, United Kingdom of Great Britain and Northern Ireland
Chancellor of the Exchequer

Mohamed T. El-Ashry, Egypt
Senior Fellow, United Nations Foundation and Former Chairman and Chief
Executive Officer, Global Environment Facility

Robert Greenhill, Canada
President, Canadian International Development Agency

Ruth Jacoby, Sweden
Ambassador of Sweden to Germany
Ministry of Foreign Affairs, Sweden
Former Director-General for Development Cooperation

Ricardo Lagos, Chile
Former President, Republic of Chile

Louis Michel, Belgium
European Commissioner for Development and Humanitarian Aid

Benjamin W. Mkapa, United Republic of Tanzania
Former President, United Republic of Tanzania

Jean-Michel Severino, France
Director General, French Development Agency

Josette S. Sheeran, United States of America
Under Secretary for Economic, Business and Agricultural Affairs, United States
Department of State

Keizo Takemi, Japan
Senior Vice-Minister of Health, Labour and Welfare
Former State Secretary for Foreign Affairs of Japan

Ex officio

Lennart Båge
President, International Fund for Agricultural Development

Kemal Derviş
Administrator, United Nations Development Programme

Annex III

Panel secretariat

Adnan Z. Amin (Executive Director)

Koen Davidse (Research Director)

Moustapha Soumaré (Research Director)

Kai Buchholz

Mohamed El-Farnawany

Fabienne Fon Sing

Treena Huang

Maike Jansen

Ruth McCoy

Zazie Schafer

Annex IV

Consultative process

1. To ensure that its deliberations were informed by a broad range of perspectives from all key stakeholders, the Panel agreed that it was essential to undertake a wide-ranging, but focused consultative process, in accordance with the scope of the study outlined in the Panel's terms of reference. Members considered that an inclusive consultative process was important not only to enrich the work of the Panel, but also to ensure the engagement and commitment of concerned stakeholders, a fundamental step to developing relevant and realistic recommendations and making sure that the Panel's work would lead to genuine reform.
2. The consultative process resulted in the development of an analytical base and options for consideration by the Panel. Consultations drew on research and analytical capacity from inside and outside the United Nations system, and enabled contacts with Member States, the United Nations system, intergovernmental forums, international financial institutions, academia and civil society organizations.
3. Several Panel members participated in a series of consultations at the regional and country level, in Africa, Asia, Arab States and Latin America and the Caribbean. Each consultation undertook a broad assessment of experience from six countries within that region, bringing together United Nations country teams, Government representatives, regional organizations, donors and civil society. The objectives of these consultations included enhancing understanding among Panel members of the expected role of the United Nations at country level, canvassing information on good practices as well as major challenges to the United Nations country level coherence and allowing for the integration of the views of practitioners from each region into the overall deliberations of the Panel. In addition, one Panel member undertook country visits to Indonesia, Cambodia and Thailand to analyse challenges to a coherent and effective United Nations at the country level, identify good practices and assess the country level aspects of the issues to be addressed by the Panel.
4. Similarly, a number of thematic consultations were held on the environment, the resident coordinator system, the transition from relief to development, international financial institutions, business practices and funding. These consultations allowed for interaction between Panel members and key stakeholders, including experts, the United Nations system and civil society organizations — and for building an understanding of key challenges and the type of recommendations that could be put forward. A rich consultation was also held with civil society organizations, particularly focusing on sustainable development, gender equality, gender mainstreaming and human rights.
5. Panel members held consultative meetings with intergovernmental forums (the General Assembly and the Economic and Social Council), as well as smaller briefings for regional groupings (the Group of 77 and China, the European Union, the African Group and the Latin America and Caribbean Group). Panel members were also sensitive to their responsibility to build on the United Nations system's own experience and aspirations, meeting with United Nations system organizations, through the United Nations System Chief Executives Board for Coordination (CEB), as well as smaller groupings of organizations (in Rome, Vienna and Geneva), and the regional commissions.

6. The consultative process also benefited from meetings that aimed to provide input to the Panel's work, including consultations hosted by permanent missions to the United Nations (Egypt and France) and United Nations inter-agency bodies (the CEB High-Level Committees on Programmes and Management). In addition, members of the Secretariat held a large number of bilateral meetings with Government representatives (from various ministries and/or permanent missions to the United Nations), United Nations system organizations and civil society organizations.

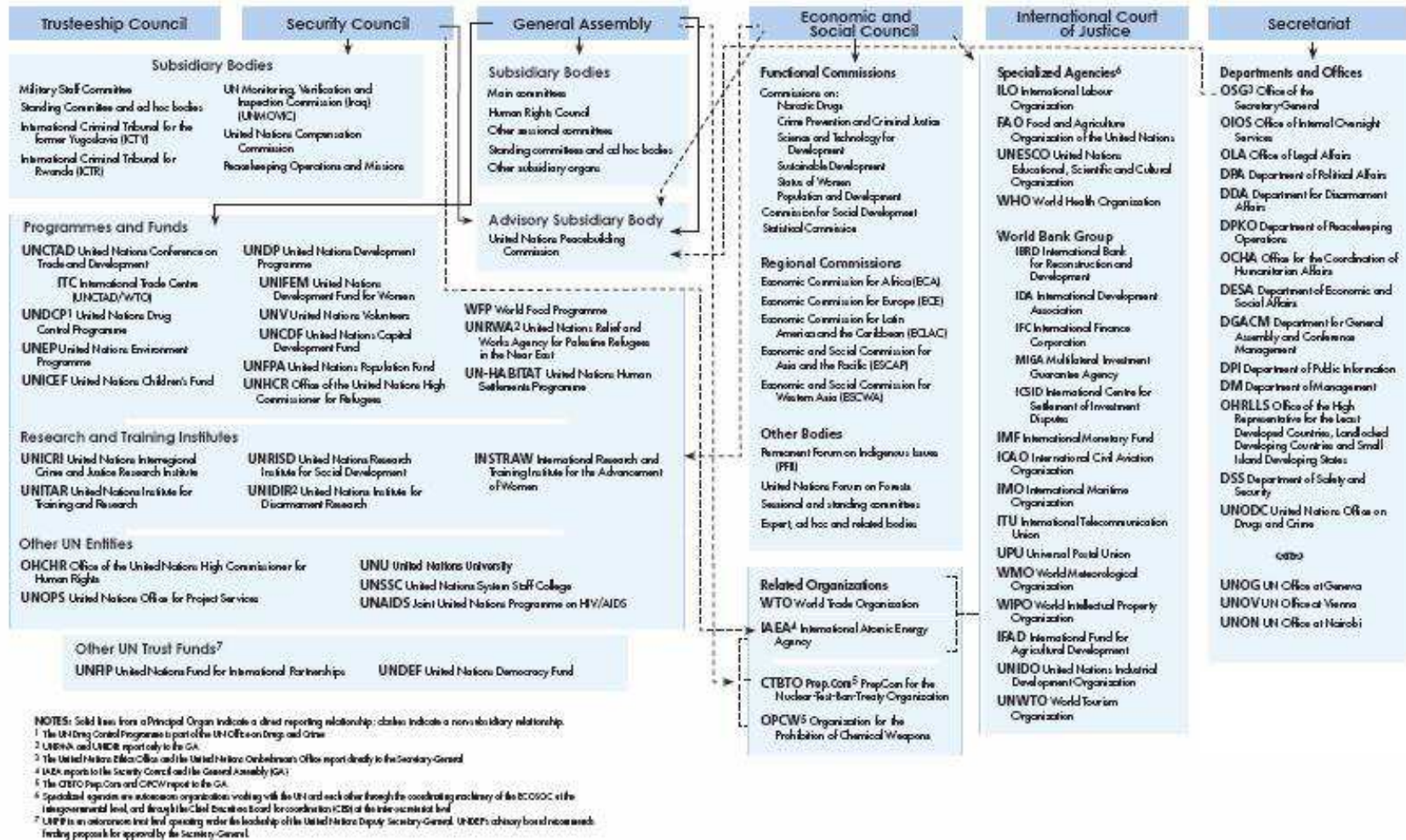
7. Furthermore, papers were commissioned that fed into the consultative process, including those on gender, business practices, funding, humanitarian assistance, the transition from relief to development and the United Nations institutional architecture.

Panel meetings and consultations, 2006

<i>Meeting</i>	<i>Date</i>	<i>Venue</i>
First Panel meeting	4 and 5 April	New York
Meeting with the General Assembly	6 April	New York
Meeting with the United Nations System Chief Executives Board for Coordination	7 and 8 April	Segovia
Consultation on the environment	4 and 5 May	Nairobi
Regional consultation for Africa	8 and 9 May	Maputo
Consultation on the resident coordinator system	15 May	Vienna
Consultation on transition from relief to development	19 May	Rome
Meeting with executive heads of Rome-based agencies	20 May	Rome
Regional consultation for Asia	24 and 25 May	Islamabad
Second Panel meeting	1 and 2 June	Geneva
Meeting with executive heads of Geneva-based agencies	3 June	Geneva
Regional consultation for Arab States	20 and 21 June	Cairo
Consultation with international financial institutions	26 June	Washington, D.C.
Consultation on business practices	26 June	Washington, D.C.
Consultation on funding	29 June	London

<i>Meeting</i>	<i>Date</i>	<i>Venue</i>
Meeting of Sherpas in preparation for the third Panel meeting	30 June	London
Consultation with civil society organizations	2 July	Geneva
Third Panel meeting	3 and 4 July	Geneva
Dialogue with the Economic and Social Council	4 July	Geneva
Meeting with the regional commissions	4 July	Geneva
Regional consultation for Latin America and the Caribbean	28 and 29 July	Bridgetown
Meeting of Sherpas in preparation for the fourth Panel meeting	17 and 18 August	New York
Fourth Panel meeting	31 August and 1 September	Oslo

The United Nations system



Acknowledgements

The members of the High-Level Panel on United Nations System-Wide Coherence in the areas of development, humanitarian assistance and the environment would like to express sincere appreciation to their respective aides and advisers for their substantive contributions and dedication.

The Panel's work was made possible by generous financial contributions to a dedicated trust fund. In this regard, the Panel expresses its deep gratitude to the Governments of Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Japan, Luxembourg, the Netherlands, Norway, Sweden, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

Contributions in-kind supporting the work of the Panel secretariat were gratefully received from the International Labour Organization (ILO), the Netherlands Ministry of Foreign Affairs, the United Nations System Chief Executives Board for Coordination (CEB) secretariat, the United Nations Development Group office, the United Nations Development Programme, the United Nations Environment Programme (UNEP), the United Nations Population Fund (UNFPA) and the World Food Programme (WFP). Particularly appreciation is extended to UNEP for its generous gesture in providing office space for the Panel secretariat.

The Panel would also like to extend its gratitude to the Governments and United Nations organizations that hosted consultations and meetings, including: the Governments of Austria, Barbados, Egypt, Italy, Kenya, Mozambique, Norway, Pakistan, Spain and the United Kingdom; the Permanent Missions to the United Nations of Egypt, France and Norway in New York; UNEP, ILO, the United Nations Industrial Development Organization, the United Nations Foundation, the United Nations Office at Geneva, the World Bank, WFP, the World Health Organization, the World Tourism Organization and relevant resident coordinators and United Nations country teams, in particular those in Barbados, Egypt, Mozambique and Pakistan.

The Panel's work also benefited greatly from the views of a large number of Government, United Nations organization and civil society representatives and individual experts who provided valuable perspectives to the Panel in the course of its consultative process, in particular Donald Skerrett, who donated his time and expertise in the area of business practices. UNFPA kindly made available the services of Brendan O'Brien to support country-level consultations. The Panel's work was further enriched by the many insightful written contributions that it received.

The Panel would like to express its deep appreciation to the Secretary-General for having entrusted the members of the Panel with such an important task, and having brought together a remarkable mixture of perspectives and experience in order to formulate recommendations that we hope will effect a major and lasting change on the enhanced functioning of the United Nations system. We would also like to thank the Deputy Secretary-General for his valuable support throughout this process.

Finally, the Panel expresses its sincere appreciation to members of the Panel secretariat for their extensive substantive and administrative support and commitment.

All of these contributions are much appreciated and gratefully acknowledged.



General Assembly

Distr.: General
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Sixtieth session
Agenda items 46 and 120

Resolution adopted by the General Assembly

[without reference to a Main Committee (A/60/L.1)]

60/1. 2005 World Summit Outcome

The General Assembly

Adopts the following 2005 World Summit Outcome:

2005 World Summit Outcome

I. Values and principles

1. We, Heads of State and Government, have gathered at United Nations Headquarters in New York from 14 to 16 September 2005.
2. We reaffirm our faith in the United Nations and our commitment to the purposes and principles of the Charter of the United Nations and international law, which are indispensable foundations of a more peaceful, prosperous and just world, and reiterate our determination to foster strict respect for them.
3. We reaffirm the United Nations Millennium Declaration,¹ which we adopted at the dawn of the twenty-first century. We recognize the valuable role of the major United Nations conferences and summits in the economic, social and related fields, including the Millennium Summit, in mobilizing the international community at the local, national, regional and global levels and in guiding the work of the United Nations.
4. We reaffirm that our common fundamental values, including freedom, equality, solidarity, tolerance, respect for all human rights, respect for nature and shared responsibility, are essential to international relations.
5. We are determined to establish a just and lasting peace all over the world in accordance with the purposes and principles of the Charter. We rededicate ourselves to support all efforts to uphold the sovereign equality of all States, respect their territorial integrity and political independence, to refrain in our international relations from the threat or use of force in any manner inconsistent with the purposes and principles of the United Nations, to uphold resolution of disputes by

¹ See resolution 55/2.

peaceful means and in conformity with the principles of justice and international law, the right to self-determination of peoples which remain under colonial domination and foreign occupation, non-interference in the internal affairs of States, respect for human rights and fundamental freedoms, respect for the equal rights of all without distinction as to race, sex, language or religion, international cooperation in solving international problems of an economic, social, cultural or humanitarian character and the fulfilment in good faith of the obligations assumed in accordance with the Charter.

6. We reaffirm the vital importance of an effective multilateral system, in accordance with international law, in order to better address the multifaceted and interconnected challenges and threats confronting our world and to achieve progress in the areas of peace and security, development and human rights, underlining the central role of the United Nations, and commit ourselves to promoting and strengthening the effectiveness of the Organization through the implementation of its decisions and resolutions.

7. We believe that today, more than ever before, we live in a global and interdependent world. No State can stand wholly alone. We acknowledge that collective security depends on effective cooperation, in accordance with international law, against transnational threats.

8. We recognize that current developments and circumstances require that we urgently build consensus on major threats and challenges. We commit ourselves to translating that consensus into concrete action, including addressing the root causes of those threats and challenges with resolve and determination.

9. We acknowledge that peace and security, development and human rights are the pillars of the United Nations system and the foundations for collective security and well-being. We recognize that development, peace and security and human rights are interlinked and mutually reinforcing.

10. We reaffirm that development is a central goal in itself and that sustainable development in its economic, social and environmental aspects constitutes a key element of the overarching framework of United Nations activities.

11. We acknowledge that good governance and the rule of law at the national and international levels are essential for sustained economic growth, sustainable development and the eradication of poverty and hunger.

12. We reaffirm that gender equality and the promotion and protection of the full enjoyment of all human rights and fundamental freedoms for all are essential to advance development and peace and security. We are committed to creating a world fit for future generations, which takes into account the best interests of the child.

13. We reaffirm the universality, indivisibility, interdependence and interrelatedness of all human rights.

14. Acknowledging the diversity of the world, we recognize that all cultures and civilizations contribute to the enrichment of humankind. We acknowledge the importance of respect and understanding for religious and cultural diversity throughout the world. In order to promote international peace and security, we commit ourselves to advancing human welfare, freedom and progress everywhere, as well as to encouraging tolerance, respect, dialogue and cooperation among different cultures, civilizations and peoples.

15. We pledge to enhance the relevance, effectiveness, efficiency, accountability and credibility of the United Nations system. This is our shared responsibility and interest.

16. We therefore resolve to create a more peaceful, prosperous and democratic world and to undertake concrete measures to continue finding ways to implement the outcome of the Millennium Summit and the other major United Nations conferences and summits so as to provide multilateral solutions to problems in the four following areas:

- Development
- Peace and collective security
- Human rights and the rule of law
- Strengthening of the United Nations

II. Development

17. We strongly reiterate our determination to ensure the timely and full realization of the development goals and objectives agreed at the major United Nations conferences and summits, including those agreed at the Millennium Summit that are described as the Millennium Development Goals, which have helped to galvanize efforts towards poverty eradication.

18. We emphasize the vital role played by the major United Nations conferences and summits in the economic, social and related fields in shaping a broad development vision and in identifying commonly agreed objectives, which have contributed to improving human life in different parts of the world.

19. We reaffirm our commitment to eradicate poverty and promote sustained economic growth, sustainable development and global prosperity for all. We are encouraged by reductions in poverty in some countries in the recent past and are determined to reinforce and extend this trend to benefit people worldwide. We remain concerned, however, about the slow and uneven progress towards poverty eradication and the realization of other development goals in some regions. We commit ourselves to promoting the development of the productive sectors in developing countries to enable them to participate more effectively in and benefit from the process of globalization. We underline the need for urgent action on all sides, including more ambitious national development strategies and efforts backed by increased international support.

Global partnership for development

20. We reaffirm our commitment to the global partnership for development set out in the Millennium Declaration,¹ the Monterrey Consensus² and the Johannesburg Plan of Implementation.³

21. We further reaffirm our commitment to sound policies, good governance at all levels and the rule of law, and to mobilize domestic resources, attract international

² Monterrey Consensus of the International Conference on Financing for Development (*Report of the International Conference on Financing for Development, Monterrey, Mexico, 18-22 March 2002* (United Nations publication, Sales No. E.02.II.A.7), chap. I, resolution 1, annex).

³ Plan of Implementation of the World Summit on Sustainable Development (*Report of the World Summit on Sustainable Development, Johannesburg, South Africa, 26 August-4 September 2002* (United Nations publication, Sales No. E.03.II. A.1 and corrigendum), chap I, resolution 2, annex).

flows, promote international trade as an engine for development and increase international financial and technical cooperation for development, sustainable debt financing and external debt relief and to enhance the coherence and consistency of the international monetary, financial and trading systems.

22. We reaffirm that each country must take primary responsibility for its own development and that the role of national policies and development strategies cannot be overemphasized in the achievement of sustainable development. We also recognize that national efforts should be complemented by supportive global programmes, measures and policies aimed at expanding the development opportunities of developing countries, while taking into account national conditions and ensuring respect for national ownership, strategies and sovereignty. To this end, we resolve:

(a) To adopt, by 2006, and implement comprehensive national development strategies to achieve the internationally agreed development goals and objectives, including the Millennium Development Goals;

(b) To manage public finances effectively to achieve and maintain macroeconomic stability and long-term growth and to make effective and transparent use of public funds and ensure that development assistance is used to build national capacities;

(c) To support efforts by developing countries to adopt and implement national development policies and strategies through increased development assistance, the promotion of international trade as an engine for development, the transfer of technology on mutually agreed terms, increased investment flows and wider and deeper debt relief, and to support developing countries by providing a substantial increase in aid of sufficient quality and arriving in a timely manner to assist them in achieving the internationally agreed development goals, including the Millennium Development Goals;

(d) That the increasing interdependence of national economies in a globalizing world and the emergence of rule-based regimes for international economic relations have meant that the space for national economic policy, that is, the scope for domestic policies, especially in the areas of trade, investment and industrial development, is now often framed by international disciplines, commitments and global market considerations. It is for each Government to evaluate the trade-off between the benefits of accepting international rules and commitments and the constraints posed by the loss of policy space. It is particularly important for developing countries, bearing in mind development goals and objectives, that all countries take into account the need for appropriate balance between national policy space and international disciplines and commitments;

(e) To enhance the contribution of non-governmental organizations, civil society, the private sector and other stakeholders in national development efforts, as well as in the promotion of the global partnership for development;

(f) To ensure that the United Nations funds and programmes and the specialized agencies support the efforts of developing countries through the common country assessment and United Nations Development Assistance Framework process, enhancing their support for capacity-building;

(g) To protect our natural resource base in support of development.

Financing for development

23. We reaffirm the Monterrey Consensus² and recognize that mobilizing financial resources for development and the effective use of those resources in developing countries and countries with economies in transition are central to a global partnership for development in support of the achievement of the internationally agreed development goals, including the Millennium Development Goals. In this regard:

(a) We are encouraged by recent commitments to substantial increases in official development assistance and the Organization for Economic Cooperation and Development estimate that official development assistance to all developing countries will now increase by around 50 billion United States dollars a year by 2010, while recognizing that a substantial increase in such assistance is required to achieve the internationally agreed goals, including the Millennium Development Goals, within their respective time frames;

(b) We welcome the increased resources that will become available as a result of the establishment of timetables by many developed countries to achieve the target of 0.7 per cent of gross national product for official development assistance by 2015 and to reach at least 0.5 per cent of gross national product for official development assistance by 2010 as well as, pursuant to the Brussels Programme of Action for the Least Developed Countries for the Decade 2001-2010,⁴ 0.15 per cent to 0.20 per cent for the least developed countries no later than 2010, and urge those developed countries that have not yet done so to make concrete efforts in this regard in accordance with their commitments;

(c) We further welcome recent efforts and initiatives to enhance the quality of aid and to increase its impact, including the Paris Declaration on Aid Effectiveness, and resolve to take concrete, effective and timely action in implementing all agreed commitments on aid effectiveness, with clear monitoring and deadlines, including through further aligning assistance with countries' strategies, building institutional capacities, reducing transaction costs and eliminating bureaucratic procedures, making progress on untying aid, enhancing the absorptive capacity and financial management of recipient countries and strengthening the focus on development results;

(d) We recognize the value of developing innovative sources of financing, provided those sources do not unduly burden developing countries. In that regard, we take note with interest of the international efforts, contributions and discussions, such as the Action against Hunger and Poverty, aimed at identifying innovative and additional sources of financing for development on a public, private, domestic or external basis to increase and supplement traditional sources of financing. Some countries will implement the International Finance Facility. Some countries have launched the International Finance Facility for immunization. Some countries will implement in the near future, utilizing their national authorities, a contribution on airline tickets to enable the financing of development projects, in particular in the health sector, directly or through financing of the International Finance Facility. Other countries are considering whether and to what extent they will participate in these initiatives;

⁴ A/CONF.191/13, chap. II.

(e) We acknowledge the vital role the private sector can play in generating new investments, employment and financing for development;

(f) We resolve to address the development needs of low-income developing countries by working in competent multilateral and international forums, to help them meet, inter alia, their financial, technical and technological requirements;

(g) We resolve to continue to support the development efforts of middle-income developing countries by working, in competent multilateral and international forums and also through bilateral arrangements, on measures to help them meet, inter alia, their financial, technical and technological requirements;

(h) We resolve to operationalize the World Solidarity Fund established by the General Assembly and invite those countries in a position to do so to make voluntary contributions to the Fund;

(i) We recognize the need for access to financial services, in particular for the poor, including through microfinance and microcredit.

Domestic resource mobilization

24. In our common pursuit of growth, poverty eradication and sustainable development, a critical challenge is to ensure the necessary internal conditions for mobilizing domestic savings, both public and private, sustaining adequate levels of productive investment, increasing human capacity, reducing capital flight, curbing the illicit transfer of funds and enhancing international cooperation for creating an enabling domestic environment. We undertake to support the efforts of developing countries to create a domestic enabling environment for mobilizing domestic resources. To this end, we therefore resolve:

(a) To pursue good governance and sound macroeconomic policies at all levels and support developing countries in their efforts to put in place the policies and investments to drive sustained economic growth, promote small and medium-sized enterprises, promote employment generation and stimulate the private sector;

(b) To reaffirm that good governance is essential for sustainable development; that sound economic policies, solid democratic institutions responsive to the needs of the people and improved infrastructure are the basis for sustained economic growth, poverty eradication and employment creation; and that freedom, peace and security, domestic stability, respect for human rights, including the right to development, the rule of law, gender equality and market-oriented policies and an overall commitment to just and democratic societies are also essential and mutually reinforcing;

(c) To make the fight against corruption a priority at all levels and we welcome all actions taken in this regard at the national and international levels, including the adoption of policies that emphasize accountability, transparent public sector management and corporate responsibility and accountability, including efforts to return assets transferred through corruption, consistent with the United Nations Convention against Corruption.⁵ We urge all States that have not done so to consider signing, ratifying and implementing the Convention;

(d) To channel private capabilities and resources into stimulating the private sector in developing countries through actions in the public, public/private and

⁵ Resolution 58/4, annex.

private spheres to create an enabling environment for partnership and innovation that contributes to accelerated economic development and hunger and poverty eradication;

(e) To support efforts to reduce capital flight and measures to curb the illicit transfer of funds.

Investment

25. We resolve to encourage greater direct investment, including foreign investment, in developing countries and countries with economies in transition to support their development activities and to enhance the benefits they can derive from such investments. In this regard:

(a) We continue to support efforts by developing countries and countries with economies in transition to create a domestic environment conducive to attracting investments through, inter alia, achieving a transparent, stable and predictable investment climate with proper contract enforcement and respect for property rights and the rule of law and pursuing appropriate policy and regulatory frameworks that encourage business formation;

(b) We will put into place policies to ensure adequate investment in a sustainable manner in health, clean water and sanitation, housing and education and in the provision of public goods and social safety nets to protect vulnerable and disadvantaged sectors of society;

(c) We invite national Governments seeking to develop infrastructure projects and generate foreign direct investment to pursue strategies with the involvement of both the public and private sectors and, where appropriate, international donors;

(d) We call upon international financial and banking institutions to consider enhancing the transparency of risk rating mechanisms. Sovereign risk assessments, made by the private sector should maximize the use of strict, objective and transparent parameters, which can be facilitated by high-quality data and analysis;

(e) We underscore the need to sustain sufficient and stable private financial flows to developing countries and countries with economies in transition. It is important to promote measures in source and destination countries to improve transparency and the information about financial flows to developing countries, particularly countries in Africa, the least developed countries, small island developing States and landlocked developing countries. Measures that mitigate the impact of excessive volatility of short-term capital flows are important and must be considered.

Debt

26. We emphasize the high importance of a timely, effective, comprehensive and durable solution to the debt problems of developing countries, since debt financing and relief can be an important source of capital for development. To this end:

(a) We welcome the recent proposals of the Group of Eight to cancel 100 per cent of the outstanding debt of eligible heavily indebted poor countries owed to the International Monetary Fund, the International Development Association and African Development Fund and to provide additional resources to ensure that the financing capacity of the international financial institutions is not reduced;

(b) We emphasize that debt sustainability is essential for underpinning growth and underline the importance of debt sustainability to the efforts to achieve national development goals, including the Millennium Development Goals, recognizing the key role that debt relief can play in liberating resources that can be directed towards activities consistent with poverty eradication, sustained economic growth and sustainable development;

(c) We further stress the need to consider additional measures and initiatives aimed at ensuring long-term debt sustainability through increased grant-based financing, cancellation of 100 per cent of the official multilateral and bilateral debt of heavily indebted poor countries and, where appropriate, and on a case-by-case basis, to consider significant debt relief or restructuring for low- and middle-income developing countries with an unsustainable debt burden that are not part of the Heavily Indebted Poor Countries Initiative, as well as the exploration of mechanisms to comprehensively address the debt problems of those countries. Such mechanisms may include debt for sustainable development swaps or multicreditor debt swap arrangements, as appropriate. These initiatives could include further efforts by the International Monetary Fund and the World Bank to develop the debt sustainability framework for low-income countries. This should be achieved in a fashion that does not detract from official development assistance resources, while maintaining the financial integrity of the multilateral financial institutions.

Trade

27. A universal, rule-based, open, non-discriminatory and equitable multilateral trading system, as well as meaningful trade liberalization, can substantially stimulate development worldwide, benefiting countries at all stages of development. In that regard, we reaffirm our commitment to trade liberalization and to ensure that trade plays its full part in promoting economic growth, employment and development for all.

28. We are committed to efforts designed to ensure that developing countries, especially the least-developed countries, participate fully in the world trading system in order to meet their economic development needs, and reaffirm our commitment to enhanced and predictable market access for the exports of developing countries.

29. We will work towards the objective, in accordance with the Brussels Programme of Action,⁴ of duty-free and quota-free market access for all least developed countries' products to the markets of developed countries, as well as to the markets of developing countries in a position to do so, and support their efforts to overcome their supply-side constraints.

30. We are committed to supporting and promoting increased aid to build productive and trade capacities of developing countries and to taking further steps in that regard, while welcoming the substantial support already provided.

31. We will work to accelerate and facilitate the accession of developing countries and countries with economies in transition to the World Trade Organization consistent with its criteria, recognizing the importance of universal integration in the rules-based global trading system.

32. We will work expeditiously towards implementing the development dimensions of the Doha work programme.⁶

Commodities

33. We emphasize the need to address the impact of weak and volatile commodity prices and support the efforts of commodity-dependent countries to restructure, diversify and strengthen the competitiveness of their commodity sectors.

Quick-impact initiatives

34. Given the need to accelerate progress immediately in countries where current trends make the achievement of the internationally agreed development goals unlikely, we resolve to urgently identify and implement country-led initiatives with adequate international support, consistent with long-term national development strategies, that promise immediate and durable improvements in the lives of people and renewed hope for the achievement of the development goals. In this regard, we will take such actions as the distribution of malaria bed nets, including free distribution, where appropriate, and effective anti-malarial treatments, the expansion of local school meal programmes, using home-grown foods where possible, and the elimination of user fees for primary education and, where appropriate, health-care services.

Systemic issues and global economic decision-making

35. We reaffirm the commitment to broaden and strengthen the participation of developing countries and countries with economies in transition in international economic decision-making and norm-setting, and to that end stress the importance of continuing efforts to reform the international financial architecture, noting that enhancing the voice and participation of developing countries and countries with economies in transition in the Bretton Woods institutions remains a continuous concern.

36. We reaffirm our commitment to governance, equity and transparency in the financial, monetary and trading systems. We are also committed to open, equitable, rule-based, predictable and non-discriminatory multilateral trading and financial systems.

37. We also underscore our commitment to sound domestic financial sectors, which make a vital contribution to national development efforts, as an important component of an international financial architecture that is supportive of development.

38. We further reaffirm the need for the United Nations to play a fundamental role in the promotion of international cooperation for development and the coherence, coordination and implementation of development goals and actions agreed upon by the international community, and we resolve to strengthen coordination within the United Nations system in close cooperation with all other multilateral financial, trade and development institutions in order to support sustained economic growth, poverty eradication and sustainable development.

39. Good governance at the international level is fundamental for achieving sustainable development. In order to ensure a dynamic and enabling international

⁶ See A/C.2/56/7, annex.

economic environment, it is important to promote global economic governance through addressing the international finance, trade, technology and investment patterns that have an impact on the development prospects of developing countries. To this effect, the international community should take all necessary and appropriate measures, including ensuring support for structural and macroeconomic reform, a comprehensive solution to the external debt problem and increasing the market access of developing countries.

South-South cooperation

40. We recognize the achievements and great potential of South-South cooperation and encourage the promotion of such cooperation, which complements North-South cooperation as an effective contribution to development and as a means to share best practices and provide enhanced technical cooperation. In this context, we note the recent decision of the leaders of the South, adopted at the Second South Summit and contained in the Doha Declaration⁷ and the Doha Plan of Action,⁸ to intensify their efforts at South-South cooperation, including through the establishment of the New Asian-African Strategic Partnership and other regional cooperation mechanisms, and encourage the international community, including the international financial institutions, to support the efforts of developing countries, inter alia, through triangular cooperation. We also take note with appreciation of the launching of the third round of negotiations on the Global System of Trade Preferences among Developing Countries as an important instrument to stimulate South-South cooperation.

41. We welcome the work of the United Nations High-Level Committee on South-South Cooperation and invite countries to consider supporting the Special Unit for South-South Cooperation within the United Nations Development Programme in order to respond effectively to the development needs of developing countries.

42. We recognize the considerable contribution of arrangements such as the Organization of Petroleum Exporting Countries Fund initiated by a group of developing countries, as well as the potential contribution of the South Fund for Development and Humanitarian Assistance, to development activities in developing countries.

Education

43. We emphasize the critical role of both formal and informal education in the achievement of poverty eradication and other development goals as envisaged in the Millennium Declaration,¹ in particular basic education and training for eradicating illiteracy, and strive for expanded secondary and higher education as well as vocational education and technical training, especially for girls and women, the creation of human resources and infrastructure capabilities and the empowerment of those living in poverty. In this context, we reaffirm the Dakar Framework for Action adopted at the World Education Forum in 2000⁹ and recognize the importance of the United Nations Educational, Scientific and Cultural Organization strategy for the eradication of poverty, especially extreme poverty, in supporting the Education for

⁷ A/60/111, annex I.

⁸ Ibid., annex II.

⁹ See United Nations Educational, Scientific and Cultural Organization, *Final Report of the World Education Forum, Dakar, Senegal, 26-28 April 2000* (Paris, 2000).

All programmes as a tool to achieve the millennium development goal of universal primary education by 2015.

44. We reaffirm our commitment to support developing country efforts to ensure that all children have access to and complete free and compulsory primary education of good quality, to eliminate gender inequality and imbalance and to renew efforts to improve girls' education. We also commit ourselves to continuing to support the efforts of developing countries in the implementation of the Education for All initiative, including with enhanced resources of all types through the Education for All fast-track initiative in support of country-led national education plans.

45. We commit ourselves to promoting education for peace and human development.

Rural and agricultural development

46. We reaffirm that food security and rural and agricultural development must be adequately and urgently addressed in the context of national development and response strategies and, in this context, will enhance the contributions of indigenous and local communities, as appropriate. We are convinced that the eradication of poverty, hunger and malnutrition, particularly as they affect children, is crucial for the achievement of the Millennium Development Goals. Rural and agricultural development should be an integral part of national and international development policies. We deem it necessary to increase productive investment in rural and agricultural development to achieve food security. We commit ourselves to increasing support for agricultural development and trade capacity-building in the agricultural sector in developing countries. Support for commodity development projects, especially market-based projects, and for their preparation under the Second Account of the Common Fund for Commodities should be encouraged.

Employment

47. We strongly support fair globalization and resolve to make the goals of full and productive employment and decent work for all, including for women and young people, a central objective of our relevant national and international policies as well as our national development strategies, including poverty reduction strategies, as part of our efforts to achieve the Millennium Development Goals. These measures should also encompass the elimination of the worst forms of child labour, as defined in International Labour Organization Convention No. 182, and forced labour. We also resolve to ensure full respect for the fundamental principles and rights at work.

Sustainable development: managing and protecting our common environment

48. We reaffirm our commitment to achieve the goal of sustainable development, including through the implementation of Agenda 21¹⁰ and the Johannesburg Plan of Implementation.³ To this end, we commit ourselves to undertaking concrete actions and measures at all levels and to enhancing international cooperation, taking into account the Rio principles.¹¹ These efforts will also promote the integration of the

¹⁰ *Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992* (United Nations publication, Sales No. E.93.I.8 and corrigenda), vol. I: *Resolutions adopted by the Conference*, resolution 1, annex II.

¹¹ *Ibid.*, annex I.

three components of sustainable development – economic development, social development and environmental protection – as interdependent and mutually reinforcing pillars. Poverty eradication, changing unsustainable patterns of production and consumption and protecting and managing the natural resource base of economic and social development are overarching objectives of and essential requirements for sustainable development.

49. We will promote sustainable consumption and production patterns, with the developed countries taking the lead and all countries benefiting from the process, as called for in the Johannesburg Plan of Implementation. In that context, we support developing countries in their efforts to promote a recycling economy.

50. We face serious and multiple challenges in tackling climate change, promoting clean energy, meeting energy needs and achieving sustainable development, and we will act with resolve and urgency in this regard.

51. We recognize that climate change is a serious and long-term challenge that has the potential to affect every part of the globe. We emphasize the need to meet all the commitments and obligations we have undertaken in the United Nations Framework Convention on Climate Change¹² and other relevant international agreements, including, for many of us, the Kyoto Protocol.¹³ The Convention is the appropriate framework for addressing future action on climate change at the global level.

52. We reaffirm our commitment to the ultimate objective of the Convention: to stabilize greenhouse gas concentrations in the atmosphere at a level that prevents dangerous anthropogenic interference with the climate system.

53. We acknowledge that the global nature of climate change calls for the widest possible cooperation and participation in an effective and appropriate international response, in accordance with the principles of the Convention. We are committed to moving forward the global discussion on long-term cooperative action to address climate change, in accordance with these principles. We stress the importance of the eleventh session of the Conference of the Parties to the Convention, to be held in Montreal in November 2005.

54. We acknowledge various partnerships that are under way to advance action on clean energy and climate change, including bilateral, regional and multilateral initiatives.

55. We are committed to taking further action through practical international cooperation, inter alia:

(a) To promote innovation, clean energy and energy efficiency and conservation; improve policy, regulatory and financing frameworks; and accelerate the deployment of cleaner technologies;

(b) To enhance private investment, transfer of technologies and capacity-building to developing countries, as called for in the Johannesburg Plan of Implementation, taking into account their own energy needs and priorities;

(c) To assist developing countries to improve their resilience and integrate adaptation goals into their sustainable development strategies, given that adaptation to the effects of climate change due to both natural and human factors is a high

¹² United Nations, *Treaty Series*, vol. 1771, No. 30822.

¹³ FCCC/CP/1997/7/Add.1, decision 1/CP.3, annex.

priority for all nations, particularly those most vulnerable, namely, those referred to in article 4.8 of the Convention;

(d) To continue to assist developing countries, in particular small island developing States, least developed countries and African countries, including those that are particularly vulnerable to climate change, in addressing their adaptation needs relating to the adverse effects of climate change.

56. In pursuance of our commitment to achieve sustainable development, we further resolve:

(a) To promote the United Nations Decade of Education for Sustainable Development and the International Decade for Action, “Water for Life”;

(b) To support and strengthen the implementation of the United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa,¹⁴ to address causes of desertification and land degradation, as well as poverty resulting from land degradation, through, inter alia, the mobilization of adequate and predictable financial resources, the transfer of technology and capacity-building at all levels;

(c) That the States parties to the Convention on Biological Diversity¹⁵ and the Cartagena Protocol on Biosafety¹⁶ should support the implementation of the Convention and the Protocol, as well as other biodiversity-related agreements and the Johannesburg commitment for a significant reduction in the rate of loss of biodiversity by 2010. The States parties will continue to negotiate within the framework of the Convention on Biological Diversity, bearing in mind the Bonn Guidelines,¹⁷ an international regime to promote and safeguard the fair and equitable sharing of benefits arising out of the utilization of genetic resources. All States will fulfil commitments and significantly reduce the rate of loss of biodiversity by 2010 and continue ongoing efforts towards elaborating and negotiating an international regime on access to genetic resources and benefit-sharing;

(d) To recognize that the sustainable development of indigenous peoples and their communities is crucial in our fight against hunger and poverty;

(e) To reaffirm our commitment, subject to national legislation, to respect, preserve and maintain the knowledge, innovations and practices of indigenous and local communities embodying traditional lifestyles relevant to the conservation and sustainable use of biological diversity, promote their wider application with the approval and involvement of the holders of such knowledge, innovations and practices and encourage the equitable sharing of the benefits arising from their utilization;

(f) To work expeditiously towards the establishment of a worldwide early warning system for all natural hazards with regional nodes, building on existing national and regional capacity such as the newly established Indian Ocean Tsunami Warning and Mitigation System;

¹⁴ United Nations, *Treaty Series*, vol. 1954, No. 33480

¹⁵ *Ibid.*, vol. 1760, No. 30619.

¹⁶ UNEP/CBD/ExCOP/1/3 and Corr.1, part two, annex.

¹⁷ UNEP/CBD/COP/6/20, annex I, decision VI/24A.

(g) To fully implement the Hyogo Declaration¹⁸ and the Hyogo Framework for Action 2005–2015¹⁹ adopted at the World Conference on Disaster Reduction, in particular those commitments related to assistance for developing countries that are prone to natural disasters and disaster-stricken States in the transition phase towards sustainable physical, social and economic recovery, for risk-reduction activities in post-disaster recovery and for rehabilitation processes;

(h) To assist developing countries' efforts to prepare integrated water resources management and water efficiency plans as part of their national development strategies and to provide access to safe drinking water and basic sanitation in accordance with the Millennium Declaration¹ and the Johannesburg Plan of Implementation,³ including halving by 2015 the proportion of people who are unable to reach or afford safe drinking water and who do not have access to basic sanitation;

(i) To accelerate the development and dissemination of affordable and cleaner energy efficiency and energy conservation technologies, as well as the transfer of such technologies, in particular to developing countries, on favourable terms, including on concessional and preferential terms, as mutually agreed, bearing in mind that access to energy facilitates the eradication of poverty;

(j) To strengthen the conservation, sustainable management and development of all types of forests for the benefit of current and future generations, including through enhanced international cooperation, so that trees and forests may contribute fully to the achievement of the internationally agreed development goals, including those contained in the Millennium Declaration, taking full account of the linkages between the forest sector and other sectors. We look forward to the discussions at the sixth session of the United Nations Forum on Forests;

(k) To promote the sound management of chemicals and hazardous wastes throughout their life cycle, in accordance with Agenda 21 and the Johannesburg Plan of Implementation, aiming to achieve that by 2020 chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the environment using transparent and science-based risk assessment and risk management procedures, by adopting and implementing a voluntary strategic approach to international management of chemicals, and to support developing countries in strengthening their capacity for the sound management of chemicals and hazardous wastes by providing technical and financial assistance, as appropriate;

(l) To improve cooperation and coordination at all levels in order to address issues related to oceans and seas in an integrated manner and promote integrated management and sustainable development of the oceans and seas;

(m) To achieve significant improvement in the lives of at least 100 million slum-dwellers by 2020, recognizing the urgent need for the provision of increased resources for affordable housing and housing-related infrastructure, prioritizing slum prevention and slum upgrading, and to encourage support for the United Nations Habitat and Human Settlements Foundation and its Slum Upgrading Facility;

¹⁸ A/CONF.206/6 and Corr.1, chap. I, resolution 1.

¹⁹ Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters (A/CONF.206/6 and Corr.1, chap. I, resolution 2).

(n) To acknowledge the invaluable role of the Global Environment Facility in facilitating cooperation with developing countries; we look forward to a successful replenishment this year along with the successful conclusion of all outstanding commitments from the third replenishment;

(o) To note that cessation of the transport of radioactive materials through the regions of small island developing States is an ultimate desired goal of small island developing States and some other countries and recognize the right of freedom of navigation in accordance with international law. States should maintain dialogue and consultation, in particular under the aegis of the International Atomic Energy Agency and the International Maritime Organization, with the aim of improved mutual understanding, confidence-building and enhanced communication in relation to the safe maritime transport of radioactive materials. States involved in the transport of such materials are urged to continue to engage in dialogue with small island developing States and other States to address their concerns. These concerns include the further development and strengthening, within the appropriate forums, of international regulatory regimes to enhance safety, disclosure, liability, security and compensation in relation to such transport.

HIV/AIDS, malaria, tuberculosis and other health issues

57. We recognize that HIV/AIDS, malaria, tuberculosis and other infectious diseases pose severe risks for the entire world and serious challenges to the achievement of development goals. We acknowledge the substantial efforts and financial contributions made by the international community, while recognizing that these diseases and other emerging health challenges require a sustained international response. To this end, we commit ourselves to:

(a) Increasing investment, building on existing mechanisms and through partnership, to improve health systems in developing countries and those with economies in transition with the aim of providing sufficient health workers, infrastructure, management systems and supplies to achieve the health-related Millennium Development Goals by 2015;

(b) Implementing measures to increase the capacity of adults and adolescents to protect themselves from the risk of HIV infection;

(c) Fully implementing all commitments established by the Declaration of Commitment on HIV/AIDS²⁰ through stronger leadership, the scaling up of a comprehensive response to achieve broad multisectoral coverage for prevention, care, treatment and support, the mobilization of additional resources from national, bilateral, multilateral and private sources and the substantial funding of the Global Fund to Fight AIDS, Tuberculosis and Malaria as well as of the HIV/AIDS component of the work programmes of the United Nations system agencies and programmes engaged in the fight against HIV/AIDS;

(d) Developing and implementing a package for HIV prevention, treatment and care with the aim of coming as close as possible to the goal of universal access to treatment by 2010 for all those who need it, including through increased resources, and working towards the elimination of stigma and discrimination, enhanced access to affordable medicines and the reduction of vulnerability of

²⁰ Resolution S-26/2, annex.

persons affected by HIV/AIDS and other health issues, in particular orphaned and vulnerable children and older persons;

(e) Ensuring the full implementation of our obligations under the International Health Regulations adopted by the fifty-eighth World Health Assembly in May 2005,²¹ including the need to support the Global Outbreak Alert and Response Network of the World Health Organization;

(f) Working actively to implement the “Three Ones” principles in all countries, including by ensuring that multiple institutions and international partners all work under one agreed HIV/AIDS framework that provides the basis for coordinating the work of all partners, with one national AIDS coordinating authority having a broad-based multisectoral mandate, and under one agreed country-level monitoring and evaluation system. We welcome and support the important recommendations of the Global Task Team on Improving AIDS Coordination among Multilateral Institutions and International Donors;

(g) Achieving universal access to reproductive health by 2015, as set out at the International Conference on Population and Development, integrating this goal in strategies to attain the internationally agreed development goals, including those contained in the Millennium Declaration, aimed at reducing maternal mortality, improving maternal health, reducing child mortality, promoting gender equality, combating HIV/AIDS and eradicating poverty;

(h) Promoting long-term funding, including public-private partnerships where appropriate, for academic and industrial research as well as for the development of new vaccines and microbicides, diagnostic kits, drugs and treatments to address major pandemics, tropical diseases and other diseases, such as avian flu and severe acute respiratory syndrome, and taking forward work on market incentives, where appropriate through such mechanisms as advance purchase commitments;

(i) Stressing the need to urgently address malaria and tuberculosis, in particular in the most affected countries, and welcoming the scaling up, in this regard, of bilateral and multilateral initiatives.

Gender equality and empowerment of women

58. We remain convinced that progress for women is progress for all. We reaffirm that the full and effective implementation of the goals and objectives of the Beijing Declaration and Platform for Action²² and the outcome of the twenty-third special session of the General Assembly is an essential contribution to achieving the internationally agreed development goals, including those contained in the Millennium Declaration, and we resolve to promote gender equality and eliminate pervasive gender discrimination by:

(a) Eliminating gender inequalities in primary and secondary education by the earliest possible date and at all educational levels by 2015;

(b) Guaranteeing the free and equal right of women to own and inherit property and ensuring secure tenure of property and housing by women;

²¹ World Health Assembly resolution 58.3.

²² *Report of the Fourth World Conference on Women, Beijing, 4-15 September 1995* (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annexes I and II.

- (c) Ensuring equal access to reproductive health;
- (d) Promoting women's equal access to labour markets, sustainable employment and adequate labour protection;
- (e) Ensuring equal access of women to productive assets and resources, including land, credit and technology;
- (f) Eliminating all forms of discrimination and violence against women and the girl child, including by ending impunity and by ensuring the protection of civilians, in particular women and the girl child, during and after armed conflicts in accordance with the obligations of States under international humanitarian law and international human rights law;
- (g) Promoting increased representation of women in Government decision-making bodies, including through ensuring their equal opportunity to participate fully in the political process.

59. We recognize the importance of gender mainstreaming as a tool for achieving gender equality. To that end, we undertake to actively promote the mainstreaming of a gender perspective in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, and further undertake to strengthen the capabilities of the United Nations system in the area of gender.

Science and technology for development

60. We recognize that science and technology, including information and communication technology, are vital for the achievement of the development goals and that international support can help developing countries to benefit from technological advancements and enhance their productive capacity. We therefore commit ourselves to:

- (a) Strengthening and enhancing existing mechanisms and supporting initiatives for research and development, including through voluntary partnerships between the public and private sectors, to address the special needs of developing countries in the areas of health, agriculture, conservation, sustainable use of natural resources and environmental management, energy, forestry and the impact of climate change;
- (b) Promoting and facilitating, as appropriate, access to and the development, transfer and diffusion of technologies, including environmentally sound technologies and corresponding know-how, to developing countries;
- (c) Assisting developing countries in their efforts to promote and develop national strategies for human resources and science and technology, which are primary drivers of national capacity-building for development;
- (d) Promoting and supporting greater efforts to develop renewable sources of energy, such as solar, wind and geothermal;
- (e) Implementing policies at the national and international levels to attract both public and private investment, domestic and foreign, that enhances knowledge, transfers technology on mutually agreed terms and raises productivity;
- (f) Supporting the efforts of developing countries, individually and collectively, to harness new agricultural technologies in order to increase agricultural productivity through environmentally sustainable means;

(g) Building a people-centred and inclusive information society so as to enhance digital opportunities for all people in order to help bridge the digital divide, putting the potential of information and communication technologies at the service of development and addressing new challenges of the information society by implementing the outcomes of the Geneva phase of the World Summit on the Information Society and ensuring the success of the second phase of the Summit, to be held in Tunis in November 2005; in this regard, we welcome the establishment of the Digital Solidarity Fund and encourage voluntary contributions to its financing.

Migration and development

61. We acknowledge the important nexus between international migration and development and the need to deal with the challenges and opportunities that migration presents to countries of origin, destination and transit. We recognize that international migration brings benefits as well as challenges to the global community. We look forward to the high-level dialogue of the General Assembly on international migration and development to be held in 2006, which will offer an opportunity to discuss the multidimensional aspects of international migration and development in order to identify appropriate ways and means to maximize their development benefits and minimize their negative impacts.

62. We reaffirm our resolve to take measures to ensure respect for and protection of the human rights of migrants, migrant workers and members of their families.

63. We reaffirm the need to adopt policies and undertake measures to reduce the cost of transferring migrant remittances to developing countries and welcome efforts by Governments and stakeholders in this regard.

Countries with special needs

64. We reaffirm our commitment to address the special needs of the least developed countries and urge all countries and all relevant organizations of the United Nations system, including the Bretton Woods institutions, to make concerted efforts and adopt speedy measures for meeting in a timely manner the goals and targets of the Brussels Programme of Action for the Least Developed Countries for the Decade 2001–2010.⁴

65. We recognize the special needs of and challenges faced by landlocked developing countries and therefore reaffirm our commitment to urgently address those needs and challenges through the full, timely and effective implementation of the Almaty Programme of Action: Addressing the Special Needs of Landlocked Developing Countries within a New Global Framework for Transit Transport Cooperation for Landlocked and Transit Developing Countries²³ and the São Paulo Consensus adopted at the eleventh session of the United Nations Conference on Trade and Development.²⁴ We encourage the work undertaken by United Nations regional commissions and organizations towards establishing a time-cost methodology for indicators to measure the progress in implementation of the Almaty Programme of Action. We also recognize the special difficulties and concerns of landlocked developing countries in their efforts to integrate their economies into the

²³ *Report of the International Ministerial Conference of Landlocked and Transit Developing Countries and Donor Countries and International Financial and Development Institutions on Transit Transport Cooperation, Almaty, Kazakhstan, 28 and 29 August 2003 (A/CONF.202/3), annex I.*

²⁴ TD/412, part II.

multilateral trading system. In this regard, priority should be given to the full and timely implementation of the Almaty Declaration²⁵ and the Almaty Programme of Action.²³

66. We recognize the special needs and vulnerabilities of small island developing States and reaffirm our commitment to take urgent and concrete action to address those needs and vulnerabilities through the full and effective implementation of the Mauritius Strategy adopted by the International Meeting to Review the Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States,²⁶ the Barbados Programme of Action²⁷ and the outcome of the twenty-second special session of the General Assembly.²⁸ We further undertake to promote greater international cooperation and partnership for the implementation of the Mauritius Strategy through, inter alia, the mobilization of domestic and international resources, the promotion of international trade as an engine for development and increased international financial and technical cooperation.

67. We emphasize the need for continued, coordinated and effective international support for achieving the development goals in countries emerging from conflict and in those recovering from natural disasters.

Meeting the special needs of Africa

68. We welcome the substantial progress made by the African countries in fulfilling their commitments and emphasize the need to carry forward the implementation of the New Partnership for Africa's Development²⁹ to promote sustainable growth and development and deepen democracy, human rights, good governance and sound economic management and gender equality and encourage African countries, with the participation of civil society and the private sector, to continue their efforts in this regard by developing and strengthening institutions for governance and the development of the region, and also welcome the recent decisions taken by Africa's partners, including the Group of Eight and the European Union, in support of Africa's development efforts, including commitments that will lead to an increase in official development assistance to Africa of 25 billion dollars per year by 2010. We reaffirm our commitment to address the special needs of Africa, which is the only continent not on track to meet any of the goals of the Millennium Declaration by 2015, to enable it to enter the mainstream of the world economy, and resolve:

(a) To strengthen cooperation with the New Partnership for Africa's Development by providing coherent support for the programmes drawn up by African leaders within that framework, including by mobilizing internal and

²⁵ *Report of the International Ministerial Conference of Landlocked and Transit Developing Countries and Donor Countries and International Financial and Development Institutions on Transit Transport Cooperation, Almaty, Kazakhstan, 28 and 29 August 2003 (A/CONF.202/3), annex II.*

²⁶ *Report of the International Meeting to Review the Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States, Port Louis, Mauritius, 10-14 January 2005 (United Nations publication, Sales No. E.05.II.A.4 and corrigendum), chap. I, resolution 1, annex II.*

²⁷ *Report of the Global Conference on the Sustainable Development of Small Island Developing States, Bridgetown, Barbados, 25 April-6 May 1994 (United Nations publication, Sales No. E.94.I.18 and corrigenda), chap. I, resolution 1, annex II.*

²⁸ Resolution S-22/2, annex.

²⁹ A/57/304, annex.

external financial resources and facilitating approval of such programmes by the multilateral financial institutions;

(b) To support the African commitment to ensure that by 2015 all children have access to complete, free and compulsory primary education of good quality, as well as to basic health care;

(c) To support the building of an international infrastructure consortium involving the African Union, the World Bank and the African Development Bank, with the New Partnership for Africa's Development as the main framework, to facilitate public and private infrastructure investment in Africa;

(d) To promote a comprehensive and durable solution to the external debt problems of African countries, including through the cancellation of 100 per cent of multilateral debt consistent with the recent Group of Eight proposal for the heavily indebted poor countries, and, on a case-by-case basis, where appropriate, significant debt relief, including, inter alia, cancellation or restructuring for heavily indebted African countries not part of the Heavily Indebted Poor Countries Initiative that have unsustainable debt burdens;

(e) To make efforts to fully integrate African countries in the international trading system, including through targeted trade capacity-building programmes;

(f) To support the efforts of commodity-dependent African countries to restructure, diversify and strengthen the competitiveness of their commodity sectors and decide to work towards market-based arrangements with the participation of the private sector for commodity price-risk management;

(g) To supplement the efforts of African countries, individually and collectively, to increase agricultural productivity, in a sustainable way, as set out in the Comprehensive Africa Agriculture Development Programme of the New Partnership for Africa's Development as part of an African "Green Revolution";

(h) To encourage and support the initiatives of the African Union and subregional organizations to prevent, mediate and resolve conflicts with the assistance of the United Nations, and in this regard welcomes the proposals from the Group of Eight countries to provide support for African peacekeeping;

(i) To provide, with the aim of an AIDS-, malaria- and tuberculosis-free generation in Africa, assistance for prevention and care and to come as close as possible to achieving the goal of universal access by 2010 to HIV/AIDS treatment in African countries, to encourage pharmaceutical companies to make drugs, including antiretroviral drugs, affordable and accessible in Africa and to ensure increased bilateral and multilateral assistance, where possible on a grant basis, to combat malaria, tuberculosis and other infectious diseases in Africa through the strengthening of health systems.

III. Peace and collective security

69. We recognize that we are facing a whole range of threats that require our urgent, collective and more determined response.

70. We also recognize that, in accordance with the Charter, addressing such threats requires cooperation among all the principal organs of the United Nations within their respective mandates.

71. We acknowledge that we are living in an interdependent and global world and that many of today's threats recognize no national boundaries, are interlinked and

must be tackled at the global, regional and national levels in accordance with the Charter and international law.

72. We therefore reaffirm our commitment to work towards a security consensus based on the recognition that many threats are interlinked, that development, peace, security and human rights are mutually reinforcing, that no State can best protect itself by acting entirely alone and that all States need an effective and efficient collective security system pursuant to the purposes and principles of the Charter.

Pacific settlement of disputes

73. We emphasize the obligation of States to settle their disputes by peaceful means in accordance with Chapter VI of the Charter, including, when appropriate, by the use of the International Court of Justice. All States should act in accordance with the Declaration on Principles of International Law concerning Friendly Relations and Cooperation among States in accordance with the Charter of the United Nations.³⁰

74. We stress the importance of prevention of armed conflict in accordance with the purposes and principles of the Charter and solemnly renew our commitment to promote a culture of prevention of armed conflict as a means of effectively addressing the interconnected security and development challenges faced by peoples throughout the world, as well as to strengthen the capacity of the United Nations for the prevention of armed conflict.

75. We further stress the importance of a coherent and integrated approach to the prevention of armed conflicts and the settlement of disputes and the need for the Security Council, the General Assembly, the Economic and Social Council and the Secretary-General to coordinate their activities within their respective Charter mandates.

76. Recognizing the important role of the good offices of the Secretary-General, including in the mediation of disputes, we support the Secretary-General's efforts to strengthen his capacity in this area.

Use of force under the Charter of the United Nations

77. We reiterate the obligation of all Member States to refrain in their international relations from the threat or use of force in any manner inconsistent with the Charter. We reaffirm that the purposes and principles guiding the United Nations are, inter alia, to maintain international peace and security, to develop friendly relations among nations based on respect for the principles of equal rights and self-determination of peoples and to take other appropriate measures to strengthen universal peace, and to that end we are determined to take effective collective measures for the prevention and removal of threats to the peace and for the suppression of acts of aggression or other breaches of the peace, and to bring about by peaceful means, in conformity with the principles of justice and international law, the adjustment or settlement of international disputes or situations that might lead to a breach of the peace.

78. We reiterate the importance of promoting and strengthening the multilateral process and of addressing international challenges and problems by strictly abiding

³⁰ Resolution 2625 (XXV), annex.

by the Charter and the principles of international law, and further stress our commitment to multilateralism.

79. We reaffirm that the relevant provisions of the Charter are sufficient to address the full range of threats to international peace and security. We further reaffirm the authority of the Security Council to mandate coercive action to maintain and restore international peace and security. We stress the importance of acting in accordance with the purposes and principles of the Charter.

80. We also reaffirm that the Security Council has primary responsibility in the maintenance of international peace and security. We also note the role of the General Assembly relating to the maintenance of international peace and security in accordance with the relevant provisions of the Charter.

Terrorism

81. We strongly condemn terrorism in all its forms and manifestations, committed by whomever, wherever and for whatever purposes, as it constitutes one of the most serious threats to international peace and security.

82. We welcome the Secretary-General's identification of elements of a counter-terrorism strategy. These elements should be developed by the General Assembly without delay with a view to adopting and implementing a strategy to promote comprehensive, coordinated and consistent responses, at the national, regional and international levels, to counter terrorism, which also takes into account the conditions conducive to the spread of terrorism. In this context, we commend the various initiatives to promote dialogue, tolerance and understanding among civilizations.

83. We stress the need to make every effort to reach an agreement on and conclude a comprehensive convention on international terrorism during the sixtieth session of the General Assembly.

84. We acknowledge that the question of convening a high-level conference under the auspices of the United Nations to formulate an international response to terrorism in all its forms and manifestations could be considered.

85. We recognize that international cooperation to fight terrorism must be conducted in conformity with international law, including the Charter and relevant international conventions and protocols. States must ensure that any measures taken to combat terrorism comply with their obligations under international law, in particular human rights law, refugee law and international humanitarian law.

86. We reiterate our call upon States to refrain from organizing, financing, encouraging, providing training for or otherwise supporting terrorist activities and to take appropriate measures to ensure that their territories are not used for such activities.

87. We acknowledge the important role played by the United Nations in combating terrorism and also stress the vital contribution of regional and bilateral cooperation, particularly at the practical level of law enforcement cooperation and technical exchange.

88. We urge the international community, including the United Nations, to assist States in building national and regional capacity to combat terrorism. We invite the Secretary-General to submit proposals to the General Assembly and the Security Council, within their respective mandates, to strengthen the capacity of the United

Nations system to assist States in combating terrorism and to enhance the coordination of United Nations activities in this regard.

89. We stress the importance of assisting victims of terrorism and of providing them and their families with support to cope with their loss and their grief.

90. We encourage the Security Council to consider ways to strengthen its monitoring and enforcement role in counter-terrorism, including by consolidating State reporting requirements, taking into account and respecting the different mandates of its counter-terrorism subsidiary bodies. We are committed to cooperating fully with the three competent subsidiary bodies in the fulfilment of their tasks, recognizing that many States continue to require assistance in implementing relevant Security Council resolutions.

91. We support efforts for the early entry into force of the International Convention for the Suppression of Acts of Nuclear Terrorism³¹ and strongly encourage States to consider becoming parties to it expeditiously and acceding without delay to the twelve other international conventions and protocols against terrorism and implementing them.

Peacekeeping

92. Recognizing that United Nations peacekeeping plays a vital role in helping parties to conflict end hostilities and commending the contribution of United Nations peacekeepers in that regard, noting improvements made in recent years in United Nations peacekeeping, including the deployment of integrated missions in complex situations, and stressing the need to mount operations with adequate capacity to counter hostilities and fulfil effectively their mandates, we urge further development of proposals for enhanced rapidly deployable capacities to reinforce peacekeeping operations in crises. We endorse the creation of an initial operating capability for a standing police capacity to provide coherent, effective and responsive start-up capability for the policing component of the United Nations peacekeeping missions and to assist existing missions through the provision of advice and expertise.

93. Recognizing the important contribution to peace and security by regional organizations as provided for under Chapter VIII of the Charter and the importance of forging predictable partnerships and arrangements between the United Nations and regional organizations, and noting in particular, given the special needs of Africa, the importance of a strong African Union:

(a) We support the efforts of the European Union and other regional entities to develop capacities such as for rapid deployment, standby and bridging arrangements;

(b) We support the development and implementation of a ten-year plan for capacity-building with the African Union.

³¹ Resolution 59/290, annex.

94. We support implementation of the 2001 Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects.³²

95. We urge States parties to the Anti-Personnel Mine Ban Convention³³ and Amended Protocol II to the Convention on Certain Conventional Weapons³⁴ to fully implement their respective obligations. We call upon States in a position to do so to provide greater technical assistance to mine-affected States.

96. We underscore the importance of the recommendations of the Adviser to the Secretary-General on Sexual Exploitation and Abuse by United Nations Peacekeeping Personnel,³⁵ and urge that those measures adopted in the relevant General Assembly resolutions based upon the recommendations be fully implemented without delay.

Peacebuilding

97. Emphasizing the need for a coordinated, coherent and integrated approach to post-conflict peacebuilding and reconciliation with a view to achieving sustainable peace, recognizing the need for a dedicated institutional mechanism to address the special needs of countries emerging from conflict towards recovery, reintegration and reconstruction and to assist them in laying the foundation for sustainable development, and recognizing the vital role of the United Nations in that regard, we decide to establish a Peacebuilding Commission as an intergovernmental advisory body.

98. The main purpose of the Peacebuilding Commission is to bring together all relevant actors to marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery. The Commission should focus attention on the reconstruction and institution-building efforts necessary for recovery from conflict and support the development of integrated strategies in order to lay the foundation for sustainable development. In addition, it should provide recommendations and information to improve the coordination of all relevant actors within and outside the United Nations, develop best practices, help to ensure predictable financing for early recovery activities and extend the period of attention by the international community to post-conflict recovery. The Commission should act in all matters on the basis of consensus of its members.

99. The Peacebuilding Commission should make the outcome of its discussions and recommendations publicly available as United Nations documents to all relevant bodies and actors, including the international financial institutions. The Peacebuilding Commission should submit an annual report to the General Assembly.

100. The Peacebuilding Commission should meet in various configurations. Country-specific meetings of the Commission, upon invitation of the Organizational

³² See *Report of the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, New York, 9-20 July 2001* (A/CONF.192/15), chap. IV, para. 24.

³³ Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on Their Destruction (United Nations, *Treaty Series*, vol. 2056, No. 35597).

³⁴ Amended Protocol II to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects (CCW/CONF.I/16 (Part I), annex B).

³⁵ A/59/710, paras. 68-93.

Committee referred to in paragraph 101 below, should include as members, in addition to members of the Organizational Committee, representatives from:

- (a) The country under consideration;
- (b) Countries in the region engaged in the post-conflict process and other countries that are involved in relief efforts and/or political dialogue, as well as relevant regional and subregional organizations;
- (c) The major financial, troop and civilian police contributors involved in the recovery effort;
- (d) The senior United Nations representative in the field and other relevant United Nations representatives;
- (e) Such regional and international financial institutions as may be relevant.

101. The Peacebuilding Commission should have a standing Organizational Committee, responsible for developing its procedures and organizational matters, comprising:

- (a) Members of the Security Council, including permanent members;
- (b) Members of the Economic and Social Council, elected from regional groups, giving due consideration to those countries that have experienced post-conflict recovery;
- (c) Top providers of assessed contributions to the United Nations budgets and voluntary contributions to the United Nations funds, programmes and agencies, including the standing Peacebuilding Fund, that are not among those selected in (a) or (b) above;
- (d) Top providers of military personnel and civilian police to United Nations missions that are not among those selected in (a), (b) or (c) above.

102. Representatives from the World Bank, the International Monetary Fund and other institutional donors should be invited to participate in all meetings of the Peacebuilding Commission in a manner suitable to their governing arrangements, in addition to a representative of the Secretary-General.

103. We request the Secretary-General to establish a multi-year standing Peacebuilding Fund for post-conflict peacebuilding, funded by voluntary contributions and taking due account of existing instruments. The objectives of the Peacebuilding Fund will include ensuring the immediate release of resources needed to launch peacebuilding activities and the availability of appropriate financing for recovery.

104. We also request the Secretary-General to establish, within the Secretariat and from within existing resources, a small peacebuilding support office staffed by qualified experts to assist and support the Peacebuilding Commission. The office should draw on the best expertise available.

105. The Peacebuilding Commission should begin its work no later than 31 December 2005.

Sanctions

106. We underscore that sanctions remain an important tool under the Charter in our efforts to maintain international peace and security without recourse to the use of force, and resolve to ensure that sanctions are carefully targeted in support of clear

objectives, to comply with sanctions established by the Security Council and to ensure that sanctions are implemented in ways that balance effectiveness to achieve the desired results against the possible adverse consequences, including socio-economic and humanitarian consequences, for populations and third States.

107. Sanctions should be implemented and monitored effectively with clear benchmarks and should be periodically reviewed, as appropriate, and remain for as limited a period as necessary to achieve their objectives and should be terminated once the objectives have been achieved.

108. We call upon the Security Council, with the support of the Secretary-General, to improve its monitoring of the implementation and effects of sanctions, to ensure that sanctions are implemented in an accountable manner, to review regularly the results of such monitoring and to develop a mechanism to address special economic problems arising from the application of sanctions in accordance with the Charter.

109. We also call upon the Security Council, with the support of the Secretary-General, to ensure that fair and clear procedures exist for placing individuals and entities on sanctions lists and for removing them, as well as for granting humanitarian exemptions.

110. We support efforts through the United Nations to strengthen State capacity to implement sanctions provisions.

Transnational crime

111. We express our grave concern at the negative effects on development, peace and security and human rights posed by transnational crime, including the smuggling of and trafficking in human beings, the world narcotic drug problem and the illicit trade in small arms and light weapons, and at the increasing vulnerability of States to such crime. We reaffirm the need to work collectively to combat transnational crime.

112. We recognize that trafficking in persons continues to pose a serious challenge to humanity and requires a concerted international response. To that end, we urge all States to devise, enforce and strengthen effective measures to combat and eliminate all forms of trafficking in persons to counter the demand for trafficked victims and to protect the victims.

113. We urge all States that have not yet done so to consider becoming parties to the relevant international conventions on organized crime and corruption and, following their entry into force, to implement them effectively, including by incorporating the provisions of those conventions into national legislation and by strengthening criminal justice systems.

114. We reaffirm our unwavering determination and commitment to overcome the world narcotic drug problem through international cooperation and national strategies to eliminate both the illicit supply of and demand for illicit drugs.

115. We resolve to strengthen the capacity of the United Nations Office on Drugs and Crime, within its existing mandates, to provide assistance to Member States in those tasks upon request.

Women in the prevention and resolution of conflicts

116. We stress the important role of women in the prevention and resolution of conflicts and in peacebuilding. We reaffirm our commitment to the full and effective implementation of Security Council resolution 1325 (2000) of 31 October 2000 on

women and peace and security. We also underline the importance of integrating a gender perspective and of women having the opportunity for equal participation and full involvement in all efforts to maintain and promote peace and security, as well as the need to increase their role in decision-making at all levels. We strongly condemn all violations of the human rights of women and girls in situations of armed conflict and the use of sexual exploitation, violence and abuse, and we commit ourselves to elaborating and implementing strategies to report on, prevent and punish gender-based violence.

Protecting children in situations of armed conflict

117. We reaffirm our commitment to promote and protect the rights and welfare of children in armed conflicts. We welcome the significant advances and innovations that have been achieved over the past several years. We welcome in particular the adoption of Security Council resolution 1612 (2005) of 26 July 2005. We call upon States to consider ratifying the Convention on the Rights of the Child³⁶ and the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict.³⁷ We also call upon States to take effective measures, as appropriate, to prevent the recruitment and use of children in armed conflict, contrary to international law, by armed forces and groups, and to prohibit and criminalize such practices.

118. We therefore call upon all States concerned to take concrete measures to ensure accountability and compliance by those responsible for grave abuses against children. We also reaffirm our commitment to ensure that children in armed conflicts receive timely and effective humanitarian assistance, including education, for their rehabilitation and reintegration into society.

IV. Human rights and the rule of law

119. We recommit ourselves to actively protecting and promoting all human rights, the rule of law and democracy and recognize that they are interlinked and mutually reinforcing and that they belong to the universal and indivisible core values and principles of the United Nations, and call upon all parts of the United Nations to promote human rights and fundamental freedoms in accordance with their mandates.

120. We reaffirm the solemn commitment of our States to fulfil their obligations to promote universal respect for and the observance and protection of all human rights and fundamental freedoms for all in accordance with the Charter, the Universal Declaration of Human Rights³⁸ and other instruments relating to human rights and international law. The universal nature of these rights and freedoms is beyond question.

Human rights

121. We reaffirm that all human rights are universal, indivisible, interrelated, interdependent and mutually reinforcing and that all human rights must be treated in a fair and equal manner, on the same footing and with the same emphasis. While the significance of national and regional particularities and various historical, cultural and religious backgrounds must be borne in mind, all States, regardless of their

³⁶ United Nations, *Treaty Series*, vol. 1577, No. 27531.

³⁷ Resolution 54/263, annex I.

³⁸ Resolution 217 A (III).

political, economic and cultural systems, have the duty to promote and protect all human rights and fundamental freedoms.

122. We emphasize the responsibilities of all States, in conformity with the Charter, to respect human rights and fundamental freedoms for all, without distinction of any kind as to race, colour, sex, language or religion, political or other opinion, national or social origin, property, birth or other status.

123. We resolve further to strengthen the United Nations human rights machinery with the aim of ensuring effective enjoyment by all of all human rights and civil, political, economic, social and cultural rights, including the right to development.

124. We resolve to strengthen the Office of the United Nations High Commissioner for Human Rights, taking note of the High Commissioner's plan of action, to enable it to effectively carry out its mandate to respond to the broad range of human rights challenges facing the international community, particularly in the areas of technical assistance and capacity-building, through the doubling of its regular budget resources over the next five years with a view to progressively setting a balance between regular budget and voluntary contributions to its resources, keeping in mind other priority programmes for developing countries and the recruitment of highly competent staff on a broad geographical basis and with gender balance, under the regular budget, and we support its closer cooperation with all relevant United Nations bodies, including the General Assembly, the Economic and Social Council and the Security Council.

125. We resolve to improve the effectiveness of the human rights treaty bodies, including through more timely reporting, improved and streamlined reporting procedures and technical assistance to States to enhance their reporting capacities and further enhance the implementation of their recommendations.

126. We resolve to integrate the promotion and protection of human rights into national policies and to support the further mainstreaming of human rights throughout the United Nations system, as well as closer cooperation between the Office of the United Nations High Commissioner for Human Rights and all relevant United Nations bodies.

127. We reaffirm our commitment to continue making progress in the advancement of the human rights of the world's indigenous peoples at the local, national, regional and international levels, including through consultation and collaboration with them, and to present for adoption a final draft United Nations declaration on the rights of indigenous peoples as soon as possible.

128. We recognize the need to pay special attention to the human rights of women and children and undertake to advance them in every possible way, including by bringing gender and child-protection perspectives into the human rights agenda.

129. We recognize the need for persons with disabilities to be guaranteed full enjoyment of their rights without discrimination. We also affirm the need to finalize a comprehensive draft convention on the rights of persons with disabilities.

130. We note that the promotion and protection of the rights of persons belonging to national or ethnic, religious and linguistic minorities contribute to political and social stability and peace and enrich the cultural diversity and heritage of society.

131. We support the promotion of human rights education and learning at all levels, including through the implementation of the World Programme for Human Rights Education, as appropriate, and encourage all States to develop initiatives in this regard.

Internally displaced persons

132. We recognize the Guiding Principles on Internal Displacement³⁹ as an important international framework for the protection of internally displaced persons and resolve to take effective measures to increase the protection of internally displaced persons.

Refugee protection and assistance

133. We commit ourselves to safeguarding the principle of refugee protection and to upholding our responsibility in resolving the plight of refugees, including through the support of efforts aimed at addressing the causes of refugee movement, bringing about the safe and sustainable return of those populations, finding durable solutions for refugees in protracted situations and preventing refugee movement from becoming a source of tension among States. We reaffirm the principle of solidarity and burden-sharing and resolve to support nations in assisting refugee populations and their host communities.

Rule of law

134. Recognizing the need for universal adherence to and implementation of the rule of law at both the national and international levels, we:

(a) Reaffirm our commitment to the purposes and principles of the Charter and international law and to an international order based on the rule of law and international law, which is essential for peaceful coexistence and cooperation among States;

(b) Support the annual treaty event;

(c) Encourage States that have not yet done so to consider becoming parties to all treaties that relate to the protection of civilians;

(d) Call upon States to continue their efforts to eradicate policies and practices that discriminate against women and to adopt laws and promote practices that protect the rights of women and promote gender equality;

(e) Support the idea of establishing a rule of law assistance unit within the Secretariat, in accordance with existing relevant procedures, subject to a report by the Secretary-General to the General Assembly, so as to strengthen United Nations activities to promote the rule of law, including through technical assistance and capacity-building;

(f) Recognize the important role of the International Court of Justice, the principal judicial organ of the United Nations, in adjudicating disputes among States and the value of its work, call upon States that have not yet done so to consider accepting the jurisdiction of the Court in accordance with its Statute and consider means of strengthening the Court's work, including by supporting the Secretary-General's Trust Fund to Assist States in the Settlement of Disputes through the International Court of Justice on a voluntary basis.

³⁹ E/CN.4/1998/53/Add.2, annex.

Democracy

135. We reaffirm that democracy is a universal value based on the freely expressed will of people to determine their own political, economic, social and cultural systems and their full participation in all aspects of their lives. We also reaffirm that while democracies share common features, there is no single model of democracy, that it does not belong to any country or region, and reaffirm the necessity of due respect for sovereignty and the right of self-determination. We stress that democracy, development and respect for all human rights and fundamental freedoms are interdependent and mutually reinforcing.

136. We renew our commitment to support democracy by strengthening countries' capacity to implement the principles and practices of democracy and resolve to strengthen the capacity of the United Nations to assist Member States upon their request. We welcome the establishment of a Democracy Fund at the United Nations. We note that the advisory board to be established should reflect diverse geographical representation. We invite the Secretary-General to help to ensure that practical arrangements for the Democracy Fund take proper account of existing United Nations activity in this field.

137. We invite interested Member States to give serious consideration to contributing to the Fund.

Responsibility to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity

138. Each individual State has the responsibility to protect its populations from genocide, war crimes, ethnic cleansing and crimes against humanity. This responsibility entails the prevention of such crimes, including their incitement, through appropriate and necessary means. We accept that responsibility and will act in accordance with it. The international community should, as appropriate, encourage and help States to exercise this responsibility and support the United Nations in establishing an early warning capability.

139. The international community, through the United Nations, also has the responsibility to use appropriate diplomatic, humanitarian and other peaceful means, in accordance with Chapters VI and VIII of the Charter, to help to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity. In this context, we are prepared to take collective action, in a timely and decisive manner, through the Security Council, in accordance with the Charter, including Chapter VII, on a case-by-case basis and in cooperation with relevant regional organizations as appropriate, should peaceful means be inadequate and national authorities are manifestly failing to protect their populations from genocide, war crimes, ethnic cleansing and crimes against humanity. We stress the need for the General Assembly to continue consideration of the responsibility to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity and its implications, bearing in mind the principles of the Charter and international law. We also intend to commit ourselves, as necessary and appropriate, to helping States build capacity to protect their populations from genocide, war crimes, ethnic cleansing and crimes against humanity and to assisting those which are under stress before crises and conflicts break out.

140. We fully support the mission of the Special Adviser of the Secretary-General on the Prevention of Genocide.

Children's rights

141. We express dismay at the increasing number of children involved in and affected by armed conflict, as well as all other forms of violence, including domestic violence, sexual abuse and exploitation and trafficking. We support cooperation policies aimed at strengthening national capacities to improve the situation of those children and to assist in their rehabilitation and reintegration into society.

142. We commit ourselves to respecting and ensuring the rights of each child without discrimination of any kind, irrespective of the race, colour, sex, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status of the child or his or her parent(s) or legal guardian(s). We call upon States to consider as a priority becoming a party to the Convention on the Rights of the Child.³⁶

Human security

143. We stress the right of people to live in freedom and dignity, free from poverty and despair. We recognize that all individuals, in particular vulnerable people, are entitled to freedom from fear and freedom from want, with an equal opportunity to enjoy all their rights and fully develop their human potential. To this end, we commit ourselves to discussing and defining the notion of human security in the General Assembly.

Culture of peace and initiatives on dialogue among cultures, civilizations and religions

144. We reaffirm the Declaration and Programme of Action on a Culture of Peace⁴⁰ as well as the Global Agenda for Dialogue among Civilizations and its Programme of Action⁴¹ adopted by the General Assembly and the value of different initiatives on dialogue among cultures and civilizations, including the dialogue on interfaith cooperation. We commit ourselves to taking action to promote a culture of peace and dialogue at the local, national, regional and international levels and request the Secretary-General to explore enhancing implementation mechanisms and to follow up on those initiatives. In this regard, we also welcome the Alliance of Civilizations initiative announced by the Secretary-General on 14 July 2005.

145. We underline that sports can foster peace and development and can contribute to an atmosphere of tolerance and understanding, and we encourage discussions in the General Assembly for proposals leading to a plan of action on sport and development.

V. Strengthening the United Nations

146. We reaffirm our commitment to strengthen the United Nations with a view to enhancing its authority and efficiency, as well as its capacity to address effectively, and in accordance with the purposes and principles of the Charter, the full range of challenges of our time. We are determined to reinvigorate the intergovernmental organs of the United Nations and to adapt them to the needs of the twenty-first century.

⁴⁰ Resolutions 53/243 A and B.

⁴¹ See resolution 56/6.

147. We stress that, in order to efficiently perform their respective mandates as provided under the Charter, United Nations bodies should develop good cooperation and coordination in the common endeavour of building a more effective United Nations.

148. We emphasize the need to provide the United Nations with adequate and timely resources with a view to enabling it to carry out its mandates. A reformed United Nations must be responsive to the entire membership, faithful to its founding principles and adapted to carrying out its mandate.

General Assembly

149. We reaffirm the central position of the General Assembly as the chief deliberative, policymaking and representative organ of the United Nations, as well as the role of the Assembly in the process of standard-setting and the codification of international law.

150. We welcome the measures adopted by the General Assembly with a view to strengthening its role and authority and the role and leadership of the President of the Assembly and, to that end, we call for their full and speedy implementation.

151. We call for strengthening the relationship between the General Assembly and the other principal organs to ensure better coordination on topical issues that require coordinated action by the United Nations, in accordance with their respective mandates.

Security Council

152. We reaffirm that Member States have conferred on the Security Council primary responsibility for the maintenance of international peace and security, acting on their behalf, as provided for by the Charter.

153. We support early reform of the Security Council - an essential element of our overall effort to reform the United Nations - in order to make it more broadly representative, efficient and transparent and thus to further enhance its effectiveness and the legitimacy and implementation of its decisions. We commit ourselves to continuing our efforts to achieve a decision to this end and request the General Assembly to review progress on the reform set out above by the end of 2005.

154. We recommend that the Security Council continue to adapt its working methods so as to increase the involvement of States not members of the Council in its work, as appropriate, enhance its accountability to the membership and increase the transparency of its work.

Economic and Social Council

155. We reaffirm the role that the Charter and the General Assembly have vested in the Economic and Social Council and recognize the need for a more effective Economic and Social Council as a principal body for coordination, policy review, policy dialogue and recommendations on issues of economic and social development, as well as for implementation of the international development goals agreed at the major United Nations conferences and summits, including the Millennium Development Goals. To achieve these objectives, the Council should:

(a) Promote global dialogue and partnership on global policies and trends in the economic, social, environmental and humanitarian fields. For this purpose, the Council should serve as a quality platform for high-level engagement among

Member States and with the international financial institutions, the private sector and civil society on emerging global trends, policies and action and develop its ability to respond better and more rapidly to developments in the international economic, environmental and social fields;

(b) Hold a biennial high-level Development Cooperation Forum to review trends in international development cooperation, including strategies, policies and financing, promote greater coherence among the development activities of different development partners and strengthen the links between the normative and operational work of the United Nations;

(c) Ensure follow-up of the outcomes of the major United Nations conferences and summits, including the internationally agreed development goals, and hold annual ministerial-level substantive reviews to assess progress, drawing on its functional and regional commissions and other international institutions, in accordance with their respective mandates;

(d) Support and complement international efforts aimed at addressing humanitarian emergencies, including natural disasters, in order to promote an improved, coordinated response from the United Nations;

(e) Play a major role in the overall coordination of funds, programmes and agencies, ensuring coherence among them and avoiding duplication of mandates and activities.

156. We stress that in order to fully perform the above functions, the organization of work, the agenda and the current methods of work of the Economic and Social Council should be adapted.

Human Rights Council

157. Pursuant to our commitment to further strengthen the United Nations human rights machinery, we resolve to create a Human Rights Council.

158. The Council will be responsible for promoting universal respect for the protection of all human rights and fundamental freedoms for all, without distinction of any kind and in a fair and equal manner.

159. The Council should address situations of violations of human rights, including gross and systematic violations, and make recommendations thereon. It should also promote effective coordination and the mainstreaming of human rights within the United Nations system.

160. We request the President of the General Assembly to conduct open, transparent and inclusive negotiations, to be completed as soon as possible during the sixtieth session, with the aim of establishing the mandate, modalities, functions, size, composition, membership, working methods and procedures of the Council.

Secretariat and management reform

161. We recognize that in order to effectively comply with the principles and objectives of the Charter, we need an efficient, effective and accountable Secretariat. Its staff shall act in accordance with Article 100 of the Charter, in a culture of organizational accountability, transparency and integrity. Consequently we:

(a) Recognize the ongoing reform measures carried out by the Secretary-General to strengthen accountability and oversight, improve management

performance and transparency and reinforce ethical conduct, and invite him to report to the General Assembly on the progress made in their implementation;

(b) Emphasize the importance of establishing effective and efficient mechanisms for responsibility and accountability of the Secretariat;

(c) Urge the Secretary-General to ensure that the highest standards of efficiency, competence, and integrity shall be the paramount consideration in the employment of the staff, with due regard to the principle of equitable geographical distribution, in accordance with Article 101 of the Charter;

(d) Welcome the Secretary-General's efforts to ensure ethical conduct, more extensive financial disclosure for United Nations officials and enhanced protection for those who reveal wrongdoing within the Organization. We urge the Secretary-General to scrupulously apply the existing standards of conduct and develop a system-wide code of ethics for all United Nations personnel. In this regard, we request the Secretary-General to submit details on an ethics office with independent status, which he intends to create, to the General Assembly at its sixtieth session;

(e) Pledge to provide the United Nations with adequate resources, on a timely basis, to enable the Organization to implement its mandates and achieve its objectives, having regard to the priorities agreed by the General Assembly and the need to respect budget discipline. We stress that all Member States should meet their obligations with regard to the expenses of the Organization;

(f) Strongly urge the Secretary-General to make the best and most efficient use of resources in accordance with clear rules and procedures agreed by the General Assembly, in the interest of all Member States, by adopting the best management practices, including effective use of information and communication technologies, with a view to increasing efficiency and enhancing organizational capacity, concentrating on those tasks that reflect the agreed priorities of the Organization.

162. We reaffirm the role of the Secretary-General as the chief administrative officer of the Organization, in accordance with Article 97 of the Charter. We request the Secretary-General to make proposals to the General Assembly for its consideration on the conditions and measures necessary for him to carry out his managerial responsibilities effectively.

163. We commend the Secretary-General's previous and ongoing efforts to enhance the effective management of the United Nations and his commitment to update the Organization. Bearing in mind our responsibility as Member States, we emphasize the need to decide on additional reforms in order to make more efficient use of the financial and human resources available to the Organization and thus better comply with its principles, objectives and mandates. We call on the Secretary-General to submit proposals for implementing management reforms to the General Assembly for consideration and decision in the first quarter of 2006, which will include the following elements:

(a) We will ensure that the United Nations budgetary, financial and human resource policies, regulations and rules respond to the current needs of the Organization and enable the efficient and effective conduct of its work, and request the Secretary-General to provide an assessment and recommendations to the General Assembly for decision during the first quarter of 2006. The assessment and recommendations of the Secretary-General should take account of the measures already under way for the reform of human resources management and the budget process;

(b) We resolve to strengthen and update the programme of work of the United Nations so that it responds to the contemporary requirements of Member States. To this end, the General Assembly and other relevant organs will review all mandates older than five years originating from resolutions of the General Assembly and other organs, which would be complementary to the existing periodic reviews of activities. The General Assembly and the other organs should complete and take the necessary decisions arising from this review during 2006. We request the Secretary-General to facilitate this review with analysis and recommendations, including on the opportunities for programmatic shifts that could be considered for early General Assembly consideration;

(c) A detailed proposal on the framework for a one-time staff buyout to improve personnel structure and quality, including an indication of costs involved and mechanisms to ensure that it achieves its intended purpose.

164. We recognize the urgent need to substantially improve the United Nations oversight and management processes. We emphasize the importance of ensuring the operational independence of the Office of Internal Oversight Services. Therefore:

(a) The expertise, capacity and resources of the Office of Internal Oversight Services in respect of audit and investigations will be significantly strengthened as a matter of urgency;

(b) We request the Secretary-General to submit an independent external evaluation of the auditing and oversight system of the United Nations, including the specialized agencies, including the roles and responsibilities of management, with due regard to the nature of the auditing and oversight bodies in question. This evaluation will take place within the context of the comprehensive review of the governance arrangements. We ask the General Assembly to adopt measures during its sixtieth session at the earliest possible stage, based on the consideration of recommendations of the evaluation and those made by the Secretary-General;

(c) We recognize that additional measures are needed to enhance the independence of the oversight structures. We therefore request the Secretary-General to submit detailed proposals to the General Assembly at its sixtieth session for its early consideration on the creation of an independent oversight advisory committee, including its mandate, composition, selection process and qualification of experts;

(d) We authorize the Office of Internal Oversight Services to examine the feasibility of expanding its services to provide internal oversight to United Nations agencies that request such services in such a way as to ensure that the provision of internal oversight services to the Secretariat will not be compromised.

165. We insist on the highest standards of behaviour from all United Nations personnel and support the considerable efforts under way with respect to the implementation of the Secretary-General's policy of zero tolerance regarding sexual exploitation and abuse by United Nations personnel, both at Headquarters and in the field. We encourage the Secretary-General to submit proposals to the General Assembly leading to a comprehensive approach to victims' assistance by 31 December 2005.

166. We encourage the Secretary-General and all decision-making bodies to take further steps in mainstreaming a gender perspective in the policies and decisions of the Organization.

167. We strongly condemn all attacks against the safety and security of personnel engaged in United Nations activities. We call upon States to consider becoming parties to the Convention on the Safety of United Nations and Associated Personnel⁴² and stress the need to conclude negotiations on a protocol expanding the scope of legal protection during the sixtieth session of the General Assembly.

System-wide coherence

168. We recognize that the United Nations brings together a unique wealth of expertise and resources on global issues. We commend the extensive experience and expertise of the various development-related organizations, agencies, funds and programmes of the United Nations system in their diverse and complementary fields of activity and their important contributions to the achievement of the Millennium Development Goals and the other development objectives established by various United Nations conferences.

169. We support stronger system-wide coherence by implementing the following measures:

Policy

- Strengthening linkages between the normative work of the United Nations system and its operational activities
- Coordinating our representation on the governing boards of the various development and humanitarian agencies so as to ensure that they pursue a coherent policy in assigning mandates and allocating resources throughout the system
- Ensuring that the main horizontal policy themes, such as sustainable development, human rights and gender, are taken into account in decision-making throughout the United Nations

Operational activities

- Implementing current reforms aimed at a more effective, efficient, coherent, coordinated and better-performing United Nations country presence with a strengthened role for the senior resident official, whether special representative, resident coordinator or humanitarian coordinator, including appropriate authority, resources and accountability, and a common management, programming and monitoring framework
- Inviting the Secretary-General to launch work to further strengthen the management and coordination of United Nations operational activities so that they can make an even more effective contribution to the achievement of the internationally agreed development goals, including the Millennium Development Goals, including proposals for consideration by Member States for more tightly managed entities in the fields of development, humanitarian assistance and the environment

⁴² United Nations, *Treaty Series*, vol. 2051, No. 35457.

Humanitarian assistance

- Upholding and respecting the humanitarian principles of humanity, neutrality, impartiality and independence and ensuring that humanitarian actors have safe and unhindered access to populations in need in conformity with the relevant provisions of international law and national laws
- Supporting the efforts of countries, in particular developing countries, to strengthen their capacities at all levels in order to prepare for and respond rapidly to natural disasters and mitigate their impact
- Strengthening the effectiveness of the United Nations humanitarian response, inter alia, by improving the timeliness and predictability of humanitarian funding, in part by improving the Central Emergency Revolving Fund
- Further developing and improving, as required, mechanisms for the use of emergency standby capacities, under the auspices of the United Nations, for a timely response to humanitarian emergencies

Environmental activities

- Recognizing the need for more efficient environmental activities in the United Nations system, with enhanced coordination, improved policy advice and guidance, strengthened scientific knowledge, assessment and cooperation, better treaty compliance, while respecting the legal autonomy of the treaties, and better integration of environmental activities in the broader sustainable development framework at the operational level, including through capacity-building, we agree to explore the possibility of a more coherent institutional framework to address this need, including a more integrated structure, building on existing institutions and internationally agreed instruments, as well as the treaty bodies and the specialized agencies

Regional organizations

170. We support a stronger relationship between the United Nations and regional and subregional organizations, pursuant to Chapter VIII of the Charter, and therefore resolve:

(a) To expand consultation and cooperation between the United Nations and regional and subregional organizations through formalized agreements between the respective secretariats and, as appropriate, involvement of regional organizations in the work of the Security Council;

(b) To ensure that regional organizations that have a capacity for the prevention of armed conflict or peacekeeping consider the option of placing such capacity in the framework of the United Nations Standby Arrangements System;

(c) To strengthen cooperation in the economic, social and cultural fields.

Cooperation between the United Nations and parliaments

171. We call for strengthened cooperation between the United Nations and national and regional parliaments, in particular through the Inter-Parliamentary Union, with a view to furthering all aspects of the Millennium Declaration in all fields of the work of the United Nations and ensuring the effective implementation of United Nations reform.

Participation of local authorities, the private sector and civil society, including non-governmental organizations

172. We welcome the positive contributions of the private sector and civil society, including non-governmental organizations, in the promotion and implementation of development and human rights programmes and stress the importance of their continued engagement with Governments, the United Nations and other international organizations in these key areas.

173. We welcome the dialogue between those organizations and Member States, as reflected in the first informal interactive hearings of the General Assembly with representatives of non-governmental organizations, civil society and the private sector.

174. We underline the important role of local authorities in contributing to the achievement of the internationally agreed development goals, including the Millennium Development Goals.

175. We encourage responsible business practices, such as those promoted by the Global Compact.

Charter of the United Nations

176. Considering that the Trusteeship Council no longer meets and has no remaining functions, we should delete Chapter XIII of the Charter and references to the Council in Chapter XII.

177. Taking into account General Assembly resolution 50/52 of 11 December 1995 and recalling the related discussions conducted in the General Assembly, bearing in mind the profound cause for the founding of the United Nations and looking to our common future, we resolve to delete references to “enemy States” in Articles 53, 77 and 107 of the Charter.

178. We request the Security Council to consider the composition, mandate and working methods of the Military Staff Committee.

*8th plenary meeting
16 September 2005*



The Deputy Secretary-General

**Remarks on the Independent Evaluation
of the “Delivering as One” pilot countries**

New York, 10 March 2010

**Excellencies,
Ladies and Gentlemen,**

It is a pleasure to join you.

Before I talk about our proposal for the Independent Evaluation of Delivering as One, let me take a moment to clarify the three different discussions that are currently ongoing, concerning Evaluations and System-wide Coherence, as it can be quite confusing.

Firstly, the individual Governments in each of the Delivering as One pilot countries are doing their own evaluations of the experience in their country, as was foreseen in the 2007 Triennial Comprehensive Policy Review.

We will hear from the Permanent representative of the Mission of Rwanda in a short while about the meeting held last October in Kigali where those officials working on these in-country evaluations, met to exchange experiences, and learn from each other. A second meeting of this group will be held in Hanoi in June this year.

Secondly, member states will work together under an ad hoc arrangement proposed by the Secretary-General to undertake an Independent Evaluation of the overall Delivering as One initiative, as requested in resolution 62/208. I will brief you on this arrangement later in this statement.

Thirdly, member states have again asked through res 63/311 the Secretary-General, in consultation with the Chief Executive Board, to propose modalities for the establishment of a mechanism that could be used in future, instead of ad hoc arrangements.

This mechanism is intended to carry out independent system-wide evaluations, bearing in mind the evaluation capacities of respective UN organizations, the JIU, and the UN Evaluation Group (UNEG).

The co-facilitators have arranged for a session on this topic to be held on 6th May, with participation from CEB secretariat, JIU, OIOS, and UNEG.

Now, as regards the independent evaluation of Delivering as One, you will recall that in resolution 63/311, the General Assembly emphasized that the independent evaluation of the “delivering as one” effort should be guided by the principles contained in the Triennial Comprehensive Policy Review.

Among those principles is national ownership and leadership. Indeed, national ownership forms the bedrock of the delivering as one initiative and of all our operational activities for development.

The Assembly also stipulated that the evaluation should be conducted in the context of system-wide evaluation norms and standards, and should be based on an inclusive,

transparent, objective and independent approach.

The Secretary-General is closely following this guidance as he makes arrangements for the independent evaluation process and as he supports the “programme country pilots” in exchanging their experiences and performing their own, country-led evaluations.

The ongoing country-led evaluations are an integral part of the overall evaluation process. They are being carried out in seven of the eight pilot countries, with the support of a framework developed by the United Nations Evaluation Group. The Secretary-General will continue to support these efforts.

**Excellencies,
Ladies and Gentlemen,**

As for the modalities of the independent evaluation, the Secretary-General has presented a proposal in his report. I would now like to elaborate on his plan.

The United Nations lacks an independent, system-wide evaluation mechanism to examine operational activities for development. Pending agreement on this mechanism, an ad hoc arrangement is required for managing the independent evaluation of Delivering as One.

Therefore, the Secretary-General has decided to establish an Evaluation Management Group for this purpose. It is proposed that the group include evaluation professionals from each of the five regional groups and two from pilot countries. The Chairs of the Joint Inspection Unit and UNEG will also serve as ex officio members.

The Evaluation Management Group (EMG) would design, lead and manage the evaluation, and would commission an independent team to conduct it. The Group will need to put in place a quality assurance process that will ensure that the independent evaluation is conducted in accordance with system-wide norms and standards.

While the EMG will have the authority to design the evaluation as they see fit, we would certainly ensure that they have access to all the country evaluations, as a possible foundation for their work.

The Secretary-General will soon send a letter to the regional groups and pilot countries both asking them to nominate candidates for the EMG and outlining the key criteria for membership.

These criteria will stipulate that members should be drawn from established evaluation institutions, and have experience in managing independent evaluations.

Once the group has been established, they will draft Terms of Reference for the evaluation and budget estimates will be finalized. Additional resources will have to be mobilized.

It would be advisable to have a professional evaluation body provide support to the Group. With that in mind, the Secretary-General has asked OIOS to serve as Secretary to the Group.

OIOS is well placed to carry out this function given its independent mandate and technical expertise, as well as its endorsement of the UNEG norms and standards.

Our hope is that the evaluation will be completed by mid-2011 so that it can feed into the Quadrennial Comprehensive Policy Review process the following year.

To meet this deadline, the evaluation will need to begin in September 2010 and be completed by the end of 2011.

Ladies and Gentlemen,

This is an important exercise. The Secretary-General and I welcome your comments and support.

Thank you.

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THE PRESIDENT
OF THE
GENERAL ASSEMBLY

25 November 2009

Excellency,

Member States will recall that by resolution 63/311 adopted on 14 September 2009, the General Assembly decided to continue the intergovernmental work of the General Assembly on system-wide coherence.

In this respect, I have the honour to inform you that Her Excellency Mrs. Tiina Intelmann, Permanent Representative of Estonia and His Excellency Mr. Ghazi Jomaa, Permanent Representative of Tunisia have agreed to serve as Co-Facilitators to lead the consultations among Member States. I would like to thank both Ambassadors for accepting this important task.

I trust all Member States will extend to the Co-Facilitators their full cooperation and support in order to achieve further substantive progress in all areas of system wide coherence.

Please accept, Excellency, the assurances of my highest consideration.

A handwritten signature in black ink, appearing to read 'Ali', with a long horizontal flourish extending to the right.

Ali Abdussalam Treki

All Permanent Representatives and
Permanent Observers
to the United Nations
New York