

UNICEF Action Plan for the Triennial Comprehensive Policy Review

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I. Introduction

This Action Plan is a direct response to the most recent General Assembly resolution on the Triennial Comprehensive Policy Review (62/208), which provides overall guidance to the UN System on operational activities for development. It is the first agency-specific effort to give a systematic overview of actions that respond to the TCPR resolution. UNICEF fully supports the efforts to make the UN-system as a whole more coherent, both at the global and at the country level. UNICEF expects this Action Plan to contribute to enhanced coherence, efficiency and effectiveness of the UN system, as well as achieve enhanced results for children.

The principles articulated in the TCPR help UNICEF fulfil its mission statement to “advocate for the protection of children's rights, to help meet their basic needs and to expand their opportunities to reach their full potential”. They help UNICEF to develop a stronger “normative role” of directed technical advice and advocacy, moving beyond its long standing project implementation alliances. This normative role is strengthened when undertaken by the UN System working together.

In addition to this general benefit of strengthened advocacy, other benefits may be seen in different country contexts. UN Coherence responds to the need for coherence in humanitarian emergencies and the post-crisis phase, and at both HQ and field levels in other major crises such as the current food price and financial crises. Benefits can be seen in small countries where the UN’s resources are limited, and in countries with very large UN presence but strong pressure for aid harmonization. Coherence is always in response to government requirements, and in some countries has helped avoid marginalization that might otherwise have come from a disparate UN support to Government.. While there are costs to increased coordination and coherence, there are also clearly-demonstrated benefits to the mission of UNICEF, and in the longer term considerable potential savings in transaction costs. That is why UNICEF is, and remains, strongly committed to an efficient, effective and coherent UN system.

Some of UNICEF’s actions responding to the TCPR are already reflected in documents such as the Medium-Term Strategic Plan, its mid-term review and planning documents, and the gender evaluation. The Ten Improvement Initiatives resulting from internal strategic thinking, including the Organizational Review, independently triggered many other actions for which the TCPR Resolution calls.

This Action Plan follows up on the UNICEF paper “UN Reform – What it Means for Children” completed in April 2006. In the past 30 months, UNICEF has allocated significant resources to support the necessary changes, including establishment of a dedicated staff team, and strengthened internal communication channels, most centrally the “ASK” email-response system, where any staff member can ask any question about UN inter-agency issues, and receive an initial response within three business days. Final responses reflect the perspectives of a broad-based Reference Group based in HQ and Regional Offices.

This Action Plan is posted on the UNICEF web-site, and the Annual Reports of the Executive Director to ECOSOC will highlight the progress made. The following pages are structured to show UNICEF's many contributions to the actions detailed in the ECOSOC report E/2008/49 *Management Process for Implementation of 62/208*, focusing particularly on those in which UNICEF plays a major and/or leading role. Even though not part of the TCPR, some additional actions in the humanitarian sphere are included in this document for balanced reflection of UNICEF action, in which there is a seamless continuum from humanitarian to development activity. Each set of actions has a number of indicators to guide overall monitoring of progress. There has been a deliberate attempt to use MTSP Key Performance Indicators (KPIs) as much as possible. UNICEF recognizes that more work is needed on development of indicators and targets. For some areas, it is difficult to quantify the expected progress as the outcomes are not always easily quantifiable. In other areas of collective action and responsibility it would be counterproductive for UNICEF to set its own indicators and targets, independent from other UN-agencies, funds and programs, or set such targets before an inter-agency discussion has taken place. In these areas UNICEF will work with others in UNDG to clarify these targets.

II. Action Plan

a. Overall approach to the role and functioning of development cooperation of the UN System

i. National ownership – UNDAF (especially para 10)¹

POSITION:

Country Programme Documents approved by the UNICEF Executive Board are always a programme of cooperation between UNICEF and national authorities, and submitted at the request of national Governments. This principle is fundamental to development, and rightly being reinforced in the UNDAF Guidelines that UNICEF has helped create, bearing in mind the UN responsibility also to advocate for national development plans to be fully inclusive of the Millennium Declaration, MDGs, and other internationally agreed development goals.

PROGRESS:

In addition to the overall progress on programmatic coherence documented below, the One Programmes developed in the eight Delivering as One pilot countries have made further progress towards UN coherence at country level. The One Programmes, and – indeed – UNDAFs in general, have a much closer relation to Poverty Reduction Strategies and other national development planning instruments (including Joint Assistance Strategies where they exist) than they previously did, although whether this has increased development effectiveness has yet to be documented.

¹ The headings in this report reflect ECOSOC decisions E/2008/49. The paragraph numbers referred to in these headings are paragraphs of the TCPR resolution, A/62/208

ACTIONS:	Time	Lead	Support
<ul style="list-style-type: none"> ● UNICEF Regional Directors, through Regional Directors/Managers Teams, ensure that the regional level oversight and quality assurance mechanism guides the preparation of UNDAFs according to UNDAF guidelines, especially to monitor that UNDAFs, inter alia, are aligned with national priorities which support the internationally-agreed development goals, including the MDGs, and ensuring that the UNDAFs encompass the HRBAP ● Lessons learned from the pilots will be used for possible implementation based on UNCT discussions and agreement by the Government 	Continuous	ROs	DPP PD GMA
Contribute to planned UNDG review of progress of the UNDG Action Plan on MD/MDGs 2006-2008	Q4/08 - Q4/09	DPP	EO, GMA
KEY INDICATOR	DATA		
% CPDs with results matrices aligned to UNDAF results matrix (<i>MTSP KPI</i>).			

ii. Chief Executives Board and UNDG (especially para 12)

PROGRESS:

The central “machinery” through which the UN funds, programmes and agencies are coordinated is also changing. The previous Secretary-General had established a Chief Executives Board for overall coordination, and some other independent coordination committees. One of those - the UN Development Group (UNDG) - expanded considerably from its original four members to 28 members and five observers. This led to some overlap in discussions and decisions by the UNDG and the CEB. The logical next step has now been taken, which is to bring the UNDG under the umbrella of the CEB, as a third “High-Level Committee” (the other two committees – on Programme/Policy and Management were previously established as sub-structures of the CEB). This change is welcomed by UNICEF. The challenge will be to ensure that the UNDG keeps its momentum, and to this end streamlining of the working group structure of UNDG has been undertaken. Whilst there was some discussion of bringing other Executive Committees under the auspices of this CEB structure (in particular the Executive Committee on Humanitarian Affairs) it has been agreed that this will not happen due to the very different nature of these committees. UNICEF supports this position.

ACTIONS:	Time	Lead	Support
Support smooth integration of UNDG into CEB <ul style="list-style-type: none"> • Support functional review of DOCO and associated implications for CEB secretariat • continued contribution of one D1 staff member to DOCO² • Review of working methods of HLCP to increase efficiency • Mechanism established to ensure proper division of labour between UNDG and the HLCP and HLCM 	Q4/08 Contin uous Q3/08 - Q4/08	GMA GMA GMA OED	
KEY INDICATOR	TARGET		
Functional Review of DOCO completed and conclusions implemented	End 2009		

b. Funding for Operational Activities, and results-based reporting (especially paras 18, 20, 27, 33)

POSITION:

UNICEF strongly endorses the TCPR principle that Regular Resources are the funding source which most enables the organization to deliver to its full capacity. Concomitantly, it is vital for UNICEF to be able to report clearly on the achievement of planned results, and demonstrate the impact that the increase of core budget has on UNICEF's overall operational capacity and its mandate. These principles also apply to the UNDG more generally. While UNICEF supports all funding mechanisms, including new MDTFs and the One Funds in Pilot countries, additional funding mechanisms potentially add transaction costs and reduce flexibility to UNICEF's work. UNICEF, together with WFP, UNHCR and FAO is undertaking an evaluation study to assess this risk and what measures can be taken to mitigate such risks.

PROGRESS:

At HQ level, UNICEF has firmly established the use of thematic fund-raising as an innovative approach to increase predictability and flexibility of funding and to reduce the transaction costs of Other Resources. UNICEF has harmonized its cost-recovery rates with the other Funds and Programmes. UNICEF Finance staff have been a central resource for the expanded conversation on harmonizing definitions, approaches and levels of cost recovery with Specialised Agencies, being pursued under the aegis of the HLCM.

At country level, in the Delivering as One pilot countries, the One Programme has been backed up with a single Budgetary Framework – which has made UN budgeting much more transparent – and a One Fund to mobilize additional resources for implementation. So far, the creation of a single budgetary framework and of One UN Funds for the pilots has not led to a loss of funding for UNICEF.

² This commitment to be reviewed alongside the functional review of DOCO, and the review of modalities for support to DOCO to expand beyond the Funds and Programmes

UNICEF was co-chair of the working group which developed a new standard Memorandum of Understanding / Standard Administrative Arrangement (MoU/SAA) for Multi-Donor Trust Funds and Joint Programmes, as well as an agreed protocol for Administrative Agents administering those funds. This will result in major time savings especially at country level in setting up inter-agency funding mechanisms.

The topic of Middle-Income Countries (MICs) is referenced in this section of the TCPR. UNICEF has been steadily developing and refining its strategies and approaches in MICs, most recently via regional initiatives in CEE-CIS, TACRO and MENA. In September 2008, the UNICEF Executive Board approved a modification to the RR Allocation Formula in which all Middle-Income countries are now eligible for RR support, and the minimum level of RR support has been increased to \$750,000 per annum.

UNICEF has been a strong protagonist for Results-Based Management of its programmes, and for the UNDAF. Therefore, UNICEF is applying its experience in discussions and decisions on how to strengthen reporting of UNDAF results at country level, especially now in response to the TCPR decision that the Resident Coordinator should lead reporting on UNDAF results to the Government annually.

ACTIONS:	Time	Lead	Support
Continue advocacy for “high-quality” financial support to UNICEF (RR or – failing that – thematic funding)	Continuous	PAR MO	PD GMA ROs COs
Test and improve innovative approaches for strategic positioning of UNICEF/UNCT cooperation with middle-income countries and share these with UNDG	Continuous	COs	DPP ROs
Within UNDG, support the RC and participate in reporting on results to National Government	Q4/08	COs	ROs DPP GMA
Contribute to UNDG strengthening of the RC Annual Report as an analytical reporting mechanism on the collective contributions of the UN system	Q4/09	DPP	PD
KEY INDICATORS	TARGETS / DATA		
Per-capita contribution to UNICEF compared with GNI per capita and level of regular resources (OECD/DAC and EU member states) (<i>MTSP KPI</i>).			
Income (millions of US \$): Regular resources (RR) / Other resources-regular (OR-R) / Other resources-emergencies (OR-E) (<i>MTSP KPI</i>)	(see MTSP financial plan)		
% of OR-R and OR-E that is thematic funding (<i>MTSP KPI</i>)			

c. Contribution to national capacity development and development effectiveness

i. **Capacity Building and Development (especially paras 35,36³)**

POSITION:

Capacity development is at the heart of UNICEF action. Through knowledge transfer, systems development, and – as needed – provision of necessary supplies, UNICEF builds capacity at country level.

PROGRESS:

One of UNICEF’s main strategies for cooperation with national partners is capacity building, and many UNICEF-funded activities are clearly supportive of building national capacity in a variety of ways. However, there is room both to systematize our efforts and raise to a higher and more strategic level the capacity building actions and strategies that are undertaken.

UNICEF has also begun a process to strengthen its role in national capacity development for humanitarian action. Building on a review of UNICEF's past and ongoing work, UNICEF is defining its niche and clarifying its accountabilities in national capacity development for humanitarian action and post-crisis recovery. The goal therefore is to ensure that national capacity development is undertaken more systematically, in a sustained and comprehensive manner, largely as a part of preparedness but also during response and early recovery in humanitarian action.

ACTIONS:	Time	Lead	Support
Document good examples of UNICEF (especially if in conjunction with others) support to Capacity Development and lessons learned in report to ECOSOC	annual	COs DPP	
Contribute UNICEF expertise in national capacity development to the UNDG Working Group on Programming Issues and feed UNICEF lessons into the work of the Group	continuous	DPP	GMA
Contribute to the review of CCA/UNDAF guidelines and their implementation by the WGPI, including promoting the mainstreaming of capacity building in analytical and planning phases.	Q1/09- Q4/09	DPP	PD GMA
Through RDT/RMTs and Staff College, disseminate and support Country Teams’ implementation of UNDG Capacity Assessment Methodology	Q1/09- Q3/10	ROs	GMA DPP
Within UNDG prepare indicators for implementation of aid effectiveness commitments of the UN System	Q4/09	GMA	PAR MO DPP
In consultation with partners, in particular in UNDG, UNICEF will continue to define its niche in national capacity development for humanitarian action, develop guidance and strengthen learning and	Continuous	EMO PS	PD

³ NB capacity building of UN System at country level is dealt with below in d iii (3)

capacity to undertake this more systematically.			
KEY INDICATOR	TARGET		
Number of country teams trained in the UNDG Capacity Assessment methodology	Target to be agreed via inter-agency discussion		

ii. Increased use of national systems and capacities (including procurement) (especially paras 39, 41)

POSITION:

It is inherent in any capacity-development strategy that the aim and end-point should be that capacity is built to the point where only national systems are necessary to enable development to take place, based on strengthened national capacity. Therefore, following-on from capacity development actions is the corollary that UNICEF aims for increased use of national systems, wherever possible.

PROGRESS:

UNICEF aims to rely on national systems wherever possible, only resorting to its own systems on occasions where the effective delivery of results is deemed unfeasible through reliance on national systems. UNICEF has recently pioneered ways in which to adapt its annual budget and programme planning cycle so that it can follow the national planning cycle, rather than imposing its cycle on Government cooperation. The next area of cooperation where there might usefully be a “big push” to move to using national systems is that of the supply chain, of which procurement is just one step.

ACTIONS:	Time	Lead	Support
Complete rigorous follow up to conclusions of UNICEF meeting on harmonization of business processes in Johannesburg ensuring complementarity with Ten Improvement Initiatives and UNDG work on using national systems	Q4/08 – Q4/09	GMA	DFA M DHR SD ITSS
Establish plans to use national systems for the supply chain in selected countries (UNDG)	Q4/09	SD	GMA CMU / IERP
Extend use of national monitoring and evaluation systems (c.f. evaluation section, below)	Continuous	COs	EO ROs DPP GMA

Promote UNCT-wide evaluation and selection of banking partners to meet its common objectives (ensuring also UNICEF's objectives and delivery of results are being satisfied)	Continuous	COs	DFA M
Promote common use of national travel, transport and security systems (UNCTs and RDT/RMTs)	Continuous ⁴	COs	DFA M EMO PS GMA
Within UNDG promote the use of HACT as a capacity development mechanism	Continuous	DPP	PD GMA
KEY INDICATORS	TARGETS		
Percent of countries using HACT	80% by end 2009		
Number of countries in which national supply chain systems are used			

iii. Transfer new and emerging technologies (especially paras 45, 46)

POSITION:

As part of its work, UNICEF is constantly searching for and – on occasion – developing low-cost effective and sustainable technologies to transfer to programme countries.

PROGRESS:

From water-pumps to Oral Rehydration Salts, impregnated bednets to fortified foods and medicines formulated for children, UNICEF has consistently worked to transfer the most appropriate technologies for the biggest effect. The transfer of programme technologies is supported by technologies for knowledge creation, management and dissemination which also form a key component of UNICEF cooperation. Within this, the research function supports the assessment and evaluation of the impacts of new technologies on children as a key input to policy support and advocacy.

ACTIONS:	Time	Lead	Support
Take full part in HLCP / UNDG discussions on ways to transfer new and emerging technologies as part of UNICEF's work	Q3/08- Q4/09	SD PD	DPP, GMA
KEY INDICATOR	TARGET:		
UNICEF is part of the HLCP and UNDG discussions on ways to transfer new and emerging technologies	First conclusions end 2009		

iv. South-South cooperation (especially para 48)

POSITION:

UNICEF bases its work on the importance of sharing information from where it is most appropriate and relevant, which naturally includes a strong element of South-South cooperation.

⁴ This would in the main be through the Common Services programme

PROGRESS:

UNICEF has a long tradition of South-South cooperation, primarily in facilitating the sharing of experiences and lessons between countries in a region, mainly through partnership engagements, study-tours and similar devices, conferences, publications and occasionally technology transfers. As part of its actions to systematize this support, UNICEF’s Annual Reporting guidelines for country offices now contain specific questions about South-South Cooperation to document lessons learned and good practices. Recent examples of UNICEF’s South-South Cooperation include: meetings held in New York to facilitate Member States’ sharing of experiences in ensuring budgets support human rights – particularly child rights and other lessons from developing countries. In Latin America, UNICEF has been supporting the PROINCLUSION sub-regional programme which is designed to strengthen multi-country initiatives for social inclusion and the reduction of racial and ethnic disparities, through South-South technical cooperation, innovative public policy approaches, and the development of regional and sub-regional development frameworks.

ACTIONS:	Time	Lead	Support
Document existing UNICEF support to South-South cooperation and draw lessons for sharing system-wide	Q3/09	DPP	PD GMA
KEY INDICATOR	DATA		
Number of documented cases of UNICEF support to South-South cooperation (<i>MTSP KPI</i>)			

v. Gender equality and women’s empowerment (especially paras 56, 57, 60-63, 65)

POSITION:

Gender equality and women’s empowerment are essential human rights, and also instrumental in the equitable and swift development of children

PROGRESS:

UNICEF was one of the main contributing agencies in the preparation of mainstreaming gender issues, including the UNCT scorecards during the last TCPR period, and expects to remain at the forefront of implementation of it. However, the recent evaluation of UNICEF’s implementation of its gender policy has shown several areas where we can improve our work. There is a separate workplan and timetable which has been developed for that – and which will feed into the inter-agency processes.

UNICEF has been a technical resource in the discussions on establishment of a new Gender Entity, recognizing that the UN architecture on Gender does not optimally enable it to support national efforts to achieve gender equity.



Intensive and accelerated work has been taking place in the humanitarian area, encouraged in large part by the Gender Evaluation. Within the broader framework of human rights-based approach to programming, a global programme to strengthen gender equality in humanitarian response has been initiated in six ‘focus’ countries. The approach will demonstrate the importance of not only strengthening a gender analysis, but ensuring that this analysis informs and results in a changed programme design which leads to improved results in practice for girls, boys and women in UNICEF’s humanitarian response. A consultation, planned to take place at the end of this first phase (February 2009), aims to capture key opportunities, challenges and lessons learned in this practical approach. These lessons will inform the further expansion of the programme as well as UNICEF’s work in gender in humanitarian action, particularly through inter-agency processes such as the clusters. Gender will be more systematically addressed in the revised CCCs (process currently underway).

ACTIONS:	Time	Lead	Support
Follow-up on key recommendations of UNICEF’s gender evaluation	Q3/09	HQ/RO/CO	all
Support undg efforts to mainstream gender issues into country programming processes, including through application of the UNCT Performance Indicators for Gender Equality alongside the rollout of UNDAFs	Q4/09	DPP	PD GMA
Provide technical support to the design and establishment of a new “gender architecture” in the UN System, as requested	Q4/08 Q4/09	DPP	GMA
Develop and launch a four agencies’ (UNICEF, UNIFEM, UNFPA, UNDP) E-learning course on gender	Q3,4/ 08	DPP	OLDS ROs
Through joint UNCT support, assist governments reporting to the CEDAW sessions at the Committee’s request.	Continuous	COs	DPP ROa
Launch the Action Learning Initiative of the undg Task Team on Gender with 3 UNCTs	Q 3/08	DPP	3 COs
Support preparation of CPDs which meet organizational standards for application of gender mainstreaming	Continuous	ROs	DPP
Develop and launch learning material on programmatic linkages between CRC and CEDAW in collaboration with UNFPA, and share system-wide	Q4/08 & 09	DPP	OLDS
Expand efforts to strengthen gender equality in humanitarian programmes, with a focus on practical results.	Continuous	EMO PS	PD, DPP
KEY INDICATOR	TARGET		
% new CPDs approved by the Executive Board that meet organizational standards for application of gender mainstreaming (<i>MTSP KPI</i>).	75% by 2010		

vi. Transition from relief to development (especially paras 69-83)

POSITION:

Recognizing the direct linkages between progress towards the Millennium Development Goals and the rights and needs of children on the one hand, and successful transition from relief to development on the other, UNICEF has a strong interest in effectively addressing the challenges of post crisis transition. To this end, UNICEF continues to adapt and strengthen its post-conflict and post-disaster transition approaches, capacities and partnerships to help ensure accelerated development gains for women and children in crisis-affected countries.

It is well recognized that an effective humanitarian response requires significant efforts and investments in preparedness that result in demonstrable and strengthened capacities. Similarly, to ensure that results achieved in an effective humanitarian response are not reversed, it is critical that efforts are made to invest in early recovery from the outset. Significant efforts are underway to ensure that UNICEF's humanitarian response has a comprehensive approach through preparedness, response and early recovery.

PROGRESS:

UNICEF activities in the area of transition from relief to development have undergone considerable expansion, a trend that is likely to continue for the years ahead. At HQ level, a new Recovery and Risk Reduction Section (RRRS) has been established in Emergency Operations (EMOPS). Engagement by UNICEF Regional and Country Offices in country-level transition processes has increased significantly, resulting in a growing demand for, and supply of, global RRRS support and guidance. Considerable progress has been made with regard to UNICEF contributions to inter-agency partnership mechanisms for transition, including through UNICEF active engagement in Integrated Mission Task Forces, the newly re-configured UNDG Working Group for Post Crisis and Transition, the UN Inter-agency Framework for Coordinating Early Warning and Preventive Action (Framework Team) and the International Strategy for Disaster Reduction, and support to the development of Post Conflict and Post Disaster Needs Assessments (PCNA/PDNA), Early Recovery Guidance, Mainstreaming of Disaster Risk Reduction (DRR) in CCA/UNDAF and the UN-World Bank partnership agreement for post-crisis collaboration.

Significant investments are also being made to strengthen UNICEF's capacity to carry out Cluster leadership responsibilities, aiming to achieve a more coordinated humanitarian action. The Cluster approach is also increasingly forming part of preparedness efforts in countries not currently facing a humanitarian emergency.



ACTIONS:	Time	Lead	Support
Establish Recovery and Risk Reduction Unit in EMOPS	Q3/08	EMOPS	DHR
Support UNICEF COs and country teams in the implementation of Early Recovery strategies, result frameworks and recovery appeals, with systematic inclusion of national capacity development priorities and national stakeholder participation, including that of children.	Continuous	EMOPS ROs	PD
Strengthen inter-agency collaboration in integrated peacekeeping missions, peace-support operations and integrated peace-building strategies, and continuing support to the Peace-Building Commission through its Support Office.	Continuous	EMOPS	GMA PD
Integrate and operationalize UNDG guidelines for mainstreaming of Disaster Risk Reduction in CCA/UNDAFs and Country Programmes. Develop a UNICEF operational strategy for DRR in support of the implementation of the above, aligned with new Post Disaster Needs Assessment methodologies and the Hyogo Framework for Action.	Q4/09	COs ROs EMOPS	DPP PD
Operationalize UNCT and Agency tools for increased conflict sensitivity of country programmes, developed and supported through the UN Framework Team and its Country Working Groups.	Continuous	EMOPS COs	GMA
Support UNICEF HQ, RO and CO participation in the new UN-World Bank partnership agreement for post-crisis collaboration. Continue engagement in multi-stakeholder mechanisms for post-crisis, including UNDG/ECHA, ISDR, IASC and the OECD-DAC Fragile States Group.	Continuous	EMOPS	PD, PAR MO, GMA
The current revision of the CCCs will strengthen an approach that encompasses a preparedness, response and early-recovery framework	Q4/09	EMOPS	All
KEY INDICATORS	TARGETS		
% UNICEF supported post-natural-disaster recovery plans which include DRR	2 COs per region		
Number of country-level PCNA and PDNAs supported (including with World Bank participation)	All supported		
Number of Early Recovery Networks/Clusters supported	All supported		
Revised CCCs cover all phases from preparedness to recovery	End 2009		



d. Improved functioning of the UN development system

i. **Coherence, effectiveness and relevance**

1. *common country programme process (especially paras 86, 87)*

POSITION:

UNICEF was one of the main authors of the CCA and UNDAF process, and continues to desire a programme process that is both rigorous and light, and which fully reflects the needs and plans of national authorities. UNICEF Regional Offices are its centres of oversight and technical support during development of the CCA and UNDAF, working as part of the RDT and its mechanisms. Although it is not part of the common programme process, worth mentioning here that UNICEF is also a main actor in the humanitarian coordination mechanisms, including the Consolidated Appeal Process, IASC Cluster Approach and Inter-Agency Contingency Planning.

PROGRESS:

Considerable progress has been made on increased coherence in UN-wide programming at country level, and this progress is both reflected in and further guided by the updated CCA/UNDAF guidelines produced in 2007. The UNDAF is further developed into a UN Programme in some countries⁵. Additionally, in a wider group of countries, the number of parallel review and work planning meetings has been reduced, and will continue to reduce.

ACTIONS:	Time	Lead	Support
Develop Dynamic Programme Process (Improvement Initiative) based on UNICEF experience of programming in UNCT context and reflecting UNDG agreed programming processes	Q2/09	DPP	PD ROs GMA
Inform UNDAF guidelines reviews using Dynamic Programme Process, to promote the simplification of programme preparation process	Q4/09	DPP	PD GMA
Through UNDG , promote the appropriate and efficient use of joint programme modalities, based on UNDG evaluation evidence; and the further streamlining of guidance as needed.	Q4/09	DPP	PD ROs GMA
Ensure UNICEF guidance on joint programmes continues to be fully reflective of inter-agency agreements, including on fund management modalities.	Q4/09	PAR MO	DFA M, DPP
Support UNICEF COs and country teams in strengthened coordinated humanitarian action through the Cluster Approach, CAP and other processes	Contin uous	EMO PS	PD, ROs
<i>Also please refer back to earlier action on RC Annual Report (section on financing)</i>			
KEY INDICATORS	TARGETS		
% programme funds expended on annual workplans that are jointly funded by at least one other UN agency (MTSP KPI).			

⁵ Cape Verde has a common country programme for the ExCom agencies pre-dating their Pilot experience; Rwanda as the one Pilot country developing an UNDAF in 2007 has operationalised their UNDAF with a Common Operational Document; Papua New Guinea, South Africa, Suriname and Bhutan have common CPAPs

% declared emergency countries with Cluster Workplans / inter-agency emergency preparedness and response plan / contingency plans	26 countries with RC/HC and all new emergency countries
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2. *RC system, performance appraisal, selection process, country directors, savings (especially paras 92, 94)*

POSITION:

A UN Country Team will work together optimally when there is an empowered leader (the RC/HC) of an empowered Country Team, concentrating their efforts in support of national development goals, as described in the UNDAF, as well as a humanitarian response.

PROGRESS:

There has been considerable progress on establishing the Resident Coordinator as an empowered and accountable team-leader, especially agreements reached by the UNDG and adopted by the CEB in 2008. Until now, the success of the RC depended a great deal on their personal characteristics and agency background, rather than institutional structure. However, the changes to make UNDP’s Country Director more equivalent to UNCT members, and to make all UNCT members accountable to the RC for UNCT-related matters, freeing the RC to act impartially, and to be held accountable by Regional Directors’/Managers’ Teams are a major step forward. The inter-agency assessment of performance for RCs and UNCTs is particularly notable for its change in the incentives of RCs and UNCTs to support UN Coherence. In addition, the changes to strengthen DOCO (formerly DGO) in facilitating oversight of the RC System, overseen in turn by the Advisory Group of the UNDG, and stronger support for the Regional Directors/Managers Teams, can enable a new level of cooperation in countries. The next steps are to operationalize the agreements outlined above.

There is agreement globally that UNICEF must maintain its role as “voice for children”, and that any coherence in advocacy messaging and advocacy will not undermine that role – but rather will strengthen it.

ACTIONS:	Time	Lead	Support
Establish modalities for UNICEF Country Representatives to report to the RC/HC on UNCT-related issues, continuing reporting to Regional Director for agency-specific issues	Q2/09	DHR	GMA PD DPP
In UNDG Working Group on RC System Issues (UNICEF chair) work towards:			
i. Functional separation of RC/HC and RR actions with appropriate inter-agency oversight;	Q3/08	DHR	GMA
ii. Mechanism for identifying best possible pool of RC/HC candidates;	Q3/09	DHR	GMA
iii. UNCT accountability frameworks and working relations including strengthening of country team oversight at regional	Q3/08	DHR	GMA

level			
Support Country Representatives to promote and facilitate smooth working of UNCTs, including team-leader role of RC/HC (particular focus on UNDAF roll-out countries)	Continuous	ROs	GMA PD DPP
Support Regional Directors in their oversight role of RCs and UNCTs particularly the annual assessment of RC and UNCT performance	Continuous	DHR	GMA
Engage in strategic programming support, and Quality Assurance and Oversight, in CCA/UNDAF processes	Continuous	ROs	DPP PD GMA
Within UNDG, pilot the RC reporting on results to National Government	Q4/08	COs	ROs DPP GMA
Assess achievements and challenges in UNCT-wide Communication strategies and their implementation to provide field guidance	Q4/08	DOC	GMA PFP
Advocate (in UNDG, ECHA) for clarified relationship between RC and HC, and their respective roles	Continuous	EMO PS	GMA
KEY INDICATORS	TARGETS / DATA		
% CPDs with results matrices aligned to UNDAF results matrix (<i>MTSP KPI</i>).			
Number of UNICEF staff serving as Resident Coordinator (M/F) (<i>MTSP KPI</i>).			
Number of UNICEF staff serving as Humanitarian Coordinator (M/F)	In proportion to overall # RCs		

ii. Transaction costs and efficiency

1. Business practices⁶ (especially paras 112, and 118-121)

POSITION:

UNICEF believes – as do all funds, programmes and agencies – that we must harmonize and simplify our business processes, until such time as (and with the goal that) we can transfer those business processes to countries themselves, or indeed use national systems. Most of the staff working in field offices identify lack of harmonization in business practices as a major constraint to working better together with other agencies. This led to the HLCM Action Plan for Harmonization of Business Practices, and UNDG targeting a few high-impact areas where harmonization will make a big difference. UNICEF's Johannesburg meeting on business practices in 2008 has been an important contribution to this process.

PROGRESS:

The 2004 TCP (59/250) called for Joint Offices especially in countries with small UN presence. Experience in Cape Verde with the Joint Office model needs to be harnessed for

⁶ NB in E/2008/49 Regional Level comes before Business Practices in the table, but after it in the text

development into new Joint Office concepts, as do less radical ideas tried in Bulgaria, Libya, the Pacific Islands and Oman.

Progress has been made on increasing the number and value of “common services” in some countries, but little progress has been made in practice on overall harmonization or simplification of business processes (lessons can be learned from the development of Harmonized Programme and Project Management Guidelines in Viet Nam), which are a clear priority for 2008 and this cycle of TCPR.

Analysis of Country Office Annual Reports over the last few years show a steady, but slow, increase in establishment of common services. In 2007 reports, 100 (88% of reporting offices) said that they had at least one common service, a considerable increase from the 75 who responded in the affirmative two years earlier. There has also been an increase from 59 to 70 Country Offices reporting they are in shared premises with at least one other UN Agency.

UNICEF’s cash transfers to Government already use Government systems, and in many cases UNICEF also relies on national monitoring and other systems. More progress in using national systems can, however, still be made. The introduction of Harmonized Approach to Cash Transfers (HACT) has led to further alignment within the Funds and Programmes on transferring resources to governments, though much remains to be accomplished in this area.

Four of the five Networks of the HLCM have produced tangible results, especially during 2008 – on common procurement, harmonized financial regulations, experimenting with a common UN-wide email directory, and piloting a single UN Communication Team in Viet Nam. However, many actions in the HLCM Action Plan remain to be taken forward. The whole package of actions has recently been approved by the Secretary-General and sent out as a funding proposal. To help clarify and prioritize its interventions, UNICEF brought together country, regional and HQ staff in Johannesburg in May 2008 to identify the most pressing needs for harmonization and/or simplification in business processes. Initial follow-up actions (by HQ, RO and CO) were identified and brought together with the ten Improvement Initiatives which respond to the Organizational Review.

UNICEF established an email-based support system (ASK) which gives fast and coordinated responses to field office queries about UN Coherence. So far, the majority of queries have been on funding mechanisms and business processes.

As part of the overall effort to minimize the transaction costs associated with programme implementation, UNICEF – together with WFP, UNHCR and FAO – has undertaken a study to assess the implications of the new funding mechanisms, such as pooled funding, as they relate to transaction costs. The study will result in a set of recommendations to be presented to the other UN agencies, donors and other partners. Phase one of the study has already been finalized, and

phase two will involve field missions to Sudan and the DRC, where pooled funds are an important part of the humanitarian and early recovery financing mechanisms.

Following the Executive Board decision of January 2007, a Business Continuity Unit was established within the Office of Emergency Programmes. An inter-agency training programme on preparing business continuity plans was developed with WFP and UNDP, and is now implemented. UNICEF has worked closely with inter-agency partners, benefiting from a secondment from WFP and providing support to ILO.

ACTIONS: (many of which support the HLCM Action Plan)	Time	Lead	Support
Complete rigorous follow up to conclusions of Johannesburg meeting in enhancing UN coherence in Finance, Human Resources, Supply and Procurement and ICT	Q4/09	GMA	DFAM DHR SD ITSS OIA
Prepare a comparative study of UNICEF and UN structures in countries with small UN presence including those where UNICEF is hosted (Cape Verde, Libya, Bulgaria, Oman, Belize), using existing country studies where they exist, to draw lessons and apply in inter-agency discussions	Q3/09	GMA	EO ROs DPP PD DFAM
Support complete implementation of Harmonized Approach to Cash Transfers	Q2/10	ROs	DPP PD DFAM ITSS GMA
Investigate and introduce Harmonized Approach to Supplies and Logistics amongst UNDG agencies	Q4/09	SD	ROs GMA
Implement IPSAS	Q1/11	IPSAS project team	All
Harmonize financial Regulations and Rules and processes and – following a cost-benefit analysis – create or adapt the respective (inter-) organizational / technical systems accordingly	Q1/10	DFAM	All
Rationalize and accelerate the implementation of Common Services	continuous	COs	ROs DFAM DHR SD ITSS GMA
Harmonization of Staff Rules and Regulations and processes, with immediate harmonization of some practices. Following a cost-benefit analysis, create or adapt the respective (inter-) organizational computer support systems accordingly	Q4/09	DHR	ITSS ROs

Linked to inter-agency processes on information technology, update rules, regulations, standards, tools and base technology to support more efficient, agile and potentially shared processes Complementary measures: – Standardise common professional methodologies/norms for ICT - Use common/compatible technology, service definitions and expert sourcing/exchange arrangements wherever possible - Establish cross-agency information and information systems security, as precondition for intensified collaboration and efficiency gain.	Q4/10	ITSS	ROs GMA
Harmonized audit tools and standards:	Q4/08	OIA	GMA
Complete and present findings of phase II of transaction-cost study	Q1/09	PARMO	
Support COs in preparing inter-agency business continuity plans	Q4/09	EMOPS	
KEY INDICATORS	TARGETS		
Percent of country offices reporting full or increased common services	Visible increase		
Recommendations of Transaction Cost Study implemented	Target date end 2009		
Number of countries having inter-agency business continuity plans	30		

2. Regional dimensions (especially paras 107-110)

POSITION:

UNICEF is highly decentralized, and Regional Offices play a vital role in management, oversight and support to Country Offices. UNICEF believes that by having well-capacitated Regional Offices, management oversight and support can be better-targeted and more efficiently executed. Therefore, UNICEF also supports the close linkages with other regional bodies, whether it is regional offices of other funds, programmes and agencies, or the Regional Commissions.

PROGRESS:

TCPR resolutions, including the 2007 TCPR resolution, have expectations regarding operational activities at regional level, above and beyond (but not to overlook) closer cooperation with the Regional Commissions. The Regional Offices are encouraged to co-locate, agencies are encouraged to ensure the borders of their regions coincide (i.e. that all regions encompass the same countries), and for their regional offices/bureaux to work together more closely, where appropriate.

Progress has been made most clearly on the latter directive by establishing Regional Directors' Teams, which now exist in all regions, though longest-established in Latin America / Caribbean and East/Southern Africa. Some regions have established teams of DRDs. All RDTs organize

support and some oversight of the common programme preparation process (CCA and UNDAF), and all are now carrying out performance assessments of the RC and the UNCT. Some RDTs – usually the longer-standing ones – also organize technical support beyond programme preparation, and some have a regional advocacy agenda.

The challenge now is to extend the teams to include members beyond the ExCom agencies which – again – has happened in the longer-established Teams with UNICEF support. ⁷The mid-2008 agreement in the UNDG Advisory Group includes a determination to decide how much – and what kind – of support is needed to enable Regional Directors’/Managers’ Teams, and to set up those support mechanisms.

Moves have been made to co-locate the regional offices or support centres to enhance inter-agency communication following previous TCPR resolutions, and ‘hubs’ are agreed for Panama, Dakar, Johannesburg and Bangkok. These provide a focus for regional inter-agency activity, though actual regional offices’ locations still vary, as needed for efficient operation of those agencies.

Most of the ExCom agencies have most of the countries in regions in common, - there is much more difference with the Specialized Agencies’ regional groupings.

A strategic decision has been made to pool resources between UNICEF’s Asia Pacific (27 countries) countries and its South Asia countries (8 countries) for technical support including emergency preparedness and response. The Asia Pacific Shared Services Centre will have an advisor in each of the areas where UNICEF plays a leadership role within the IASC Cluster Approach (WASH, Nutrition, Education and Child Protection) and will support the launch and adaptation of global tools for country roll out.

ACTIONS:	Time	Lead	Support
Full support to Regional Directors/Managers Teams to strengthen their roles in oversight, quality assurance and technical support to countries (especially UNDAF rollout countries), and regional interactions	Continuous	PD DPP DHR	GMA OED
Assess the effectiveness of the new APSSC in providing quality support and expert guidance on humanitarian actions for country offices	2009-10	EMO PS, ROs, APSSC, COs	PD, EO
Support to Regional Office and newly established APSSC in active participation in inter-agency humanitarian coordination mechanisms	Continuous	EMO PS,	PD

⁷ The name is, in fact, now agreed to be changed from Regional *Directors* Team to Regional Directors/*Managers* Team to acknowledge that not all member agencies have Regional Directors, though emphasizing that the membership has to be at director (manager) level.

		RO	
KEY INDICATOR	TARGET		
Regional Directors/Managers Team structure and support mechanism agreed and functional	End 2009		

3. Country-level capacity of the United Nations System (especially paras 124, 125, 126 and 128)

POSITION:

There should be adequate human and other resources deployed by UNICEF to fulfil the tasks it has agreed to undertake in its Programme of Cooperation with the Government. UNICEF planning always includes a “Country Programme Management Plan” to enable that match to be made. Within UNDG, UNICEF is working to share the good experience of using that planning, and to develop change management tools, to enable UNCTs to change so they can carry out their work more effectively.

PROGRESS:

Many Country Teams report increased understanding and better working relationships. There is, in fact, a ‘virtuous circle’ of increased coherence leading to increased understanding and trust, which in turn facilitates further steps towards coherence that can lead to exponential increases in ease of working together.

However, Country Teams in Pilot countries recognize that a much larger part of the desired change in team dynamics remains to be achieved, and therefore are welcoming support in change management from regional or HQ levels. UNICEF is strongly committed to supporting this work throughout 2008 and beyond. This support has featured capacity assessments of UN Country Teams which help to crystallize thinking on how the composition of UNICEF and UN staff needs to change as countries increase their capacity and therefore take on some functions which previously needed to be carried out by the operational agencies of the UN.

Emergency preparedness and response planning remains a central strategy to ensure rapid and effective response to humanitarian crises. Inter-agency training is now more frequent, conducted by about 40 countries in 2007, and continuing in 2008



ACTIONS:	Time	Lead	Support
Participate and guide capacity assessment of UNCTs through UNDG working group (UNICEF co-chair), following up on their recommendations	Continuous	GMA	DHR ROs Change mgt.
Support country offices as needed to link inter-agency capacity assessment process to CPMP and other internal and inter-agency processes for gap analysis and allocation of resources	Continuous	DPP	GMA
UNICEF HQ support to “ASK”, wikis, intranet and newsletters (study future applicability of wikis beyond UNICEF)	Continuous	GMA	DOC ITSS
UNICEF designs its upcoming tools (including underlying technology) for improved knowledge management and collaboration in a fashion to best match the needs of a user audience beyond own staff. Example initiatives are those towards common/compatible taxonomy for document repositories.	Q4/10	DPP PD DOC	ITSS
UNICEF HQ convene country, regional and HQ personnel (with focus on pilots) to reflect field basis to our plans for UN Coherence	Continuous	GMA	ROs COs
Use regional meetings of Representatives and training events to keep Representatives and other senior staff fully engaged in HQ discussions and decisions	Continuous	GMA	ROs DHR
Identify financial resources for Regional Offices to foster UN Coherence in their region (using agreed criteria for use of funds). Two regions have allocated staff member in the current biennium	Continuous	RDs	GMA DFA M
Continue to incorporate UNDG guidance into UNICEF Programme Planning Manual and associated training course	Continuous	DPP	GMA DHR
KEY INDICATORS	TARGETS		
Proportion of UNDAF rollout countries receiving change-management support missions	50% UNDAF rollout countries per year		
Number of countries that have conducted inter-agency emergency preparedness training / simulation exercise	30 per year		

4. Evaluation of operational activities for development (especially paras 129, 136, 139)

POSITION:

UNICEF is firmly committed to an evaluative culture, as shown by its being one of the lead agencies in the UN Evaluation Group, helping establish norms and standards for evaluation in the UN system.

PROGRESS:

The Evaluation Office of UNICEF actively supports DOCO in the revision of CCA / UNDAF guidelines, notably concerning guidance on the review / evaluation of UNDAFs. The support is currently institutionalised through a new taskforce within UNEG that identifies opportunities to strengthen evaluation capacities of national partners to review / evaluate the UNDAFs.

UNICEF is an active member of UNEG contributing to the strengthening of the evaluation function in the UN system in line with UNEG Norms and Standards. Activities include: the creation of a system-wide evaluation system, strengthening of evaluation policies, standard competency profiles, job descriptions, training programmes, quality assurance, integration of human rights and gender dimension etc.

UNICEF Regional Offices will strengthen their support role to Delivering as One pilot countries to allow them to evaluate and exchange their experiences. The Evaluation Office has played a lead role in UNEG being in charge of the coordination and synthesis of evaluability assessments of Delivering as One pilots as part of the evaluation of the pilots commissioned by the CEB / HLCP. To the extent that UNEG will be involved in the independent evaluation of the pilots requested by the General Assembly, the Evaluation Office will continue to play an active part in the process.

UNICEF's Regional Offices continue to strengthen regional Evaluation Associations in Africa, Latin America, Asia and Europe / CIS with overall guidance provided by the Evaluation Office.

The Evaluation Office is actively engaged in several inter-agency / joint evaluations, e.g. the country-led evaluation of the role and contribution of the UN system for South Africa and joint evaluation led by the government of Bosnia and Herzegovina on the PRS. In the area of transition from relief to development, UNICEF conducted comprehensive impact evaluations in tsunami-affected countries that are particularly relevant in the dialogue with partners.

Evaluations are a crucial tool to distil learning from UNICEF's humanitarian response, especially to link lessons to policy. UNICEF has taken an active role in pushing forward inter-agency approaches to Real-Time Evaluations with OCHA, including provision of support to such evaluations in Mozambique and Pakistan.

ACTIONS:	Time	Lead	Support
Evaluation capacity building allowing for national ownership and leadership in evaluation of external assistance, including that of the UN development system, in particular of UNDAFs	Continuous	EO	RO
Continue to establish and support regional Evaluation professional networks, as in Africa, Latin America, Asia and Europe / CIS	Continuous	ROs	EO
Continue leading role in strengthening evaluation in the UN System (UNEG) including joint operations and evaluations	Continuous	EO	RO

Provide technical advice and ensure relevant offices respond to evaluators of the Delivering as One Pilots	Q1/09- Q1/10	RO	EO
Continue leading role in UNEG concerning the evaluation of Delivering as One Pilots commissioned by CEB / HLCP	Q1/08- Q4/10	EO	
KEY INDICATOR	TARGET		
Evaluation of Delivering as One pilot countries completed as requested and with high quality	Completed end 2010		

e. Follow-up

UNICEF has created a steering committee of senior staff which will oversee progress on the items in this Action Plan, ensure continued interaction with the ten Improvement Initiatives, and report regularly to the Executive Director on progress. The Action Plan will be reviewed annually both to benefit from lessons learned, and to adjust to changing external environment.

ACTIONS:	Time	Lead	Support
Steering Committee of senior staff to provide leadership in moving UN Coherence forward	Q3/08 onward	OED	GMA
Regional Directors and Division Directors ensure implementation and monitoring of this Action Plan	Q4/08 onward	All directors	
Reporting to ECOSOC through the Executive Board at First Annual Session	Q1/09, Q1/10, Q1/11	DPP	All divisions

Annex 1: list of indicators and targets

KEY INDICATORS	TARGETS / DATA
% CPDs with results matrices aligned to UNDAF results matrix (<i>MTSP KPI</i>).	
Functional Review of DOCO completed and conclusions implemented	End 2009
Per-capita contribution to UNICEF compared with GNI per capita and level of regular resources (OECD/DAC and EU member states) (<i>MTSP KPI</i>).	
Income (millions of US \$): Regular resources (RR) / Other resources-regular (OR-R) / Other resources-emergencies (OR-E) (<i>MTSP KPI</i>)	(see MTSP financial plan)
% of OR-R and OR-E that is thematic funding (<i>MTSP KPI</i>)	
Number of country teams trained in the UNDG Capacity Assessment methodology	Target will be set with UNDG
Percent of countries using HACT	80%by end 2009
Number of countries in which national supply chain systems are used	
UNICEF is part of the HLCP and UNDG discussions on ways to transfer new and emerging technologies	First conclusions end 2009
Number of documented cases of UNICEF support to South-South cooperation (<i>MTSP KPI</i>)	
% new CPDs approved by the Executive Board that meet organizational standards for application of gender mainstreaming (<i>MTSP KPI</i>).	75% by 2010
% UNICEF supported post-natural-disaster recovery plans which include DRR	2 COs per region
Number of country-level PCNA and PDNAs supported (including with World Bank participation)	All supported
Number of Early Recovery Networks/Clusters supported	All supported
Revised CCCs cover all phases from preparedness to recovery	End 2009
% programme funds expended on annual workplans that are jointly funded by at least one other UN agency (<i>MTSP KPI</i>).	
% declared emergency countries with Cluster Workplans / inter-agency emergency preparedness and response plan / contingency plans	26 countries with RC/HC, and all new emergency countries
% CPDs with results matrices aligned to UNDAF results matrix (<i>MTSP KPI</i>) (NB repeated from above)	
Number of UNICEF staff serving as Resident Coordinator (M/F) (<i>MTSP KPI</i>).	
Number of UNICEF staff serving as Humanitarian Coordinator (M/F)	In proportion to overall # RCs
Percent of country offices reporting full or increased common services	Visible increase
Recommendations of Transaction Cost Study implemented	End 2009
Number of countries having inter-agency business continuity plans	30
Regional Directors/Managers Team structure and support mechanism agreed and functional	End 2009
Proportion of UNDAF rollout countries receiving change-management support missions	50% rollout countries per year
Number of countries that have conducted inter-agency emergency preparedness training / simulation exercise	30 per year
Evaluation of DaO pilot countries completed as requested and with high quality	End 2010