



Delivering Better Results for Children **A Handy Guide on UN Coherence**

Contents

About the „Handy Guide’	1
ASK – Achieving Strategic Knowledge	4
Introduction	7
What is UN Coherence, and why is it important?.....	7
Forms of UN Coherence	7
Why UN Coherence? What do we want to achieve?	8
UNICEF’S strategy: How we get there	8
Triennial Comprehensive Policy Review (TCPR)	11
Progress on UNICEF TCPR Action Plan	12
The Management and Accountability System and Firewall	13
Key elements of the M&A System.....	15
The Functional Firewall agreement.....	16
UNCT support to the RC	16
Resident Coordinator job description	17
(Revised) UNICEF Representative’s job description.....	17
UNICEF appraised on role as part of the UNCT	18
The Guidance Note on RC and UNCT working relations	19
The UNCT Dispute Resolution Mechanism.....	20
UNICEF contributions to the RC System	21
Enhanced role of the RDTs/Regional UNDG Teams	21
Performance management, oversight and appraisal.....	22
UNICEF’s accountability for UN Coherence	23
Key coherence responsibilities for UNICEF country offices.....	24
UNDG Strategic Priorities 2010–2011	25
Strategies in more detail.....	27
Agency incentives and support	27
M&A System and firewall as priority	27
Deepening senior leadership engagement with regional and UNCTs	27
Improving system capacity to deploy knowledge and know-how	28
Targeted country support for UNDAF roll-outs.....	28
In middle-income countries and net contributing countries	28
For transition countries.....	28
Delivering as One countries	29
Stronger institutional structures to support coherence.....	29
The wider system – CEB, UNDG, HLCM, and HLCP	31
CEB	32
UNDG	32
HLCM.....	34
HLCP	34
Coherence at the regional level	35
The Regional Coordination Mechanisms	36
Challenges in regional coherence	36
System-wide coherence discussions in the General Assembly	37
New gender equality entity	38
Improving governance.....	39
Approval of a common country programme	39
Funding, financial reporting and creation of a central repository	40

Evaluation of Delivering as One pilots	41
System-wide evaluation mechanism	41
Harmonization of business practices	42
Programming together.....	43
Joint programmes.....	44
United Nations Development Assistance Frameworks	45
Expectations for and support to new UNDAFs.....	46
Simplified UNDAF guidelines	46
UNDAF Action Plan.....	48
Reporting format („Standard Operational Format').....	49
Key considerations for UNDAF preparation	49
UNDAF support package	50
UNDG toolkit.....	50
Capacity development.....	51
Funding for coherence	55
UN Multi-Donor Trust Funds	55
The Expanded DaO Funding Window.....	58
Aid effectiveness	59
Summary of measures taken by UNDG to support Aid Effectiveness	62
Coherence developments for humanitarian action, recovery and risk reduction	63
Inter-Agency Standing Committee (IASC)	63
IASC subsidiary bodies	64
Humanitarian reform.....	65
Humanitarian policy.....	66
Emergency preparedness	66
Disaster risk reduction.....	67
Early recovery, recovery, transition.....	67
Mainstreaming gender in humanitarian action	67
Integration.....	68
Peace-building.....	68
Security.....	69
Improving our business practices.....	71
Structures to support change to business practices	71
Joint 2010 UNDG/HLCM mission.....	72
UNICEF streamlining business practices to enhance inter-agency collaboration	74
Information communication and technology	74
Supply and procurement	75
Harmonization financial management and budget issues	76
Harmonized Approach to Cash Transfer (HACT).....	77
Common premises and services	78
Dynamic programming	80
UNICEF's organizational improvement process Linkages to UN system coherence at all levels.....	81
Effective resource planning and implementation and IPSAS	81
Simplified programme results structure and rolling/multi-year work plans.....	82
VISION-One ERP.....	83
IPSAS	84
Delivering as One: Implications for all.....	85

Key elements of DaO	86
One Leader	86
One Programme.....	86
One Office.....	87
One Budgetary framework	88
One Voice	88
Lessons Learned in Delivering as One	91
Achievements	91
Challenges.....	92
Lessons Learned	92
Value-Added of Inclusiveness (involving Specialized and Non-Resident Agencies).....	93
Workload and Change Management	94
Workload	94
Change Management overall	94
South-South cooperation	97
Coherence in middle-income countries.....	101
UN Coherence Support and Communication Channels.....	105
Appendix	107
New responsibilities in the M&A System of the UN development and Resident Coordinator System	107
Country	107
Regional.....	108
Headquarters	108
Acronyms and Abbreviations.....	109

Acknowledgements

This 'Handy Guide' is the outcome of a rich but demanding process of consultation, gathering of data and information, writing, editing, compilation, design and printing. It is meant to make basic information on key aspects of United Nations (UN) Coherence accessible to a wide audience.

The process has involved many of you, either directly through written contributions or indirectly through use of material you may have provided for other purposes. Reaching this stage is indeed a major achievement and I would therefore like to acknowledge the valuable inputs provided by contributors from virtually all divisions within UNICEF, without whom this publication would not have been possible. I would specifically like to thank the following contributors:

Change Management Office: Mr. Eimar Barr, Ms. Melissa Fernandez, Ms. Marianne Clark-Hattingh and Mr. Timothy Takona

Division of Communication: Mr. Khaled Mansour, Ms. Wivina Belmonte, Ms. Samantha Cocco-Klein, Ms. Michelle Siegel and Ms. Arissa Sidoti

Division of Financial & Administrative Management: Mr. Ayalew Abai, Ms. Bettina Tucci Barsiotas, Mr. Jaroslaw Chomanczuk, Ms. Mirella Folkson, Mr. Simon Cope, Mr. Jose Banda and Ms. Tamara Zgonjanin-Li

Division of Human Resources: Ms. Christine Lloyd, Ms. Aruna Thanabalasingam, Mr. Peter Frobel and Mr. Michael Bickel

Division of Policy and Practice: Mr. Richard Morgan, Mr. Robert Jenkins, Ms. Paulette Nichols, Mr. Daniel Seymour and Mr. Harold Randall

Division of Programmes: Dr. Nicholas K. Alipui and Ms. Xiaoyu Chen

EMOPS: Mr. Louis-Georges Arsenault, Mr. Terry Davis, Ms. Genevieve Boutin, Mr. Akhil Iyer, Ms. Isabel Candela, Mr. Mads Oyen, and to Ms. Naomi Ichikawa for bringing together this very important contribution.

Evaluation Office: Mr. Finbar O'Brian

Information and Technology: Mr. Stefan Zutt and Mr. Hani Shannak
Procurement and Supply: Ms. Shanelle Hall and Mr. Joselito Nuguid

Public Sector Alliances and Resource Mobilization Office: Ms. Afshan Khan, Ms. June Kunugi, Ms. Lisa Doughten and Ms. Leslie Young

Governance, UN & Multilateral Affairs: Mr. Alexandre Zouev, Mr. Bjorn Gillsater, Mr. Evgeny Stanislavov and Mr. Tom Bergmann

I would also like to thank the UN Coherence Team in my division, who undertook the painstaking task of compiling, editing and shepherding the material into its current format, as well as writing many key sections. Many thanks to Mr. Christopher Davids, Ms. Nicole Deutsch, Ms. Lori Issa – our consultant – Mr. MacKay Wolff and, finally, a special thanks to Ms. Karima Duval, whose energy and creativity were vital to bringing this publication to a reality.

We welcome your comments and suggestions. I hope that the following pages will provide not only useful information to you in the coming year but also serve as a basis for inspiration of what we – the UN System – can achieve when we work together.

Cecilia Lotse
Director
Governance, UN & Multilateral Affairs

About the ‘Handy Guide’



This is a comprehensive yet *informal guide* for UNICEF staff on the subject of UN Coherence. Formal guidance referred to in various sections of this guide is available on most issues and serves as the official and final source of information.

This document is current as of May 2010, although UN Coherence is an ever-changing subject. Information on coherence-related issues that emerged after that date, or which does not appear in these pages, can be obtained from upcoming UN Coherence Round-ups, the UN Coherence Team in New York (see contacts at the end) or through the ASK help desk and discussion forum, which can be accessed through ASK@unicef.org.

In the „Handy Guide’, you will find information on the basis for UN Coherence, as called for by Member States in the Triennial Comprehensive Policy Review (TCPR), and as interpreted into clear roles and responsibilities in the United Nations Development Group (UNDG) Management and Accountability System. We hope to shed light on the rationale for Coherence and what UNICEF is doing as a key partner in the UN system.

To increase impact at the country level and particularly to accelerate achievement of the Millennium Development Goals (MDGs), the UNDG agreed on new Strategic Priorities for 2010–2011 and is identifying support needed at the country and regional levels. Policy discussions in Headquarters on coherence in country-level operations takes place with the heads of agencies in bodies such as the Chief Executives Board (CEB) and its subsidiary bodies – the High Level Committee on Programme, the High Level Committee on Management and the UN Development Group. Discussions also take place among Member States in the General Assembly and the Economic and Social Council.

The Delivering as One (DaO) pilots stemmed from system-wide coherence discussions. This guide provides the latest details on those discussions and offers useful examples that can be applied to other countries.

Beyond the pilots, all countries rolling out an United Nations Development Assistance Framework (UNDAF) in the coming years will be expected to work

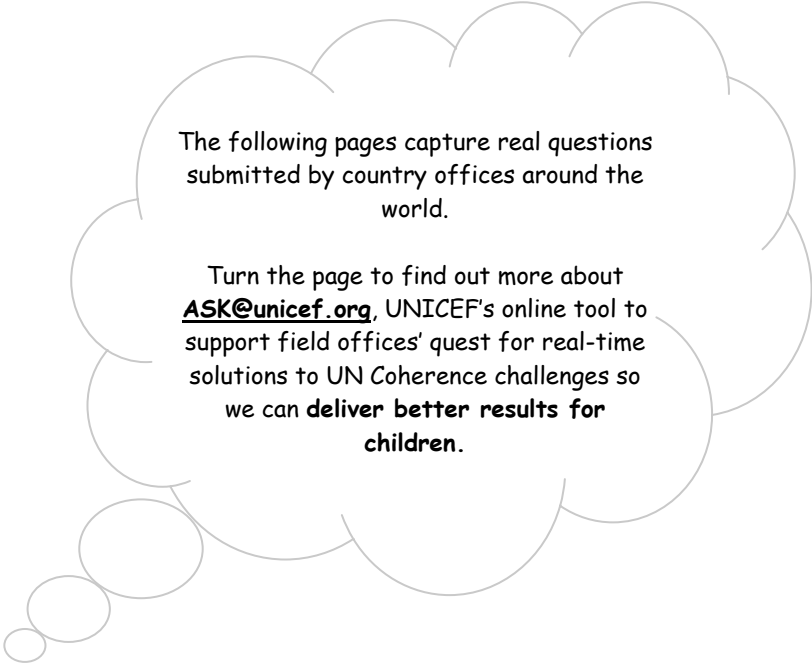
more coherently. In 2009, new simplified UNDAF guidelines were adopted, as was guidance on UNDAF action plans and standard operational format. Information on these tools and support available are all included herein. Beyond the UNDAF, all countries are working in different forms of joint programming, and so we also examined the differences between, as well as benefits and constraints of, joint programmes.

Every country situation is different and specific approaches are needed. The guide offers information on the latest thinking in crisis, post-crisis and transition countries, middle-income countries, and capacity development and South-South cooperation.

Two key areas where UN country offices and country teams have been calling for increased coherence are harmonization of business processes (everything from information communication technology (ICT) to personnel policies) and funding (such as multi-donor trust funds and financial transfers among agencies).

Each chapter offers an overview of what is new in the area. We hope that you will find the guide to be useful and that you will send us your questions (ASK@unicef.org) or follow up with the relevant division. For detailed information, please consult the official guidelines.

Enjoy!



The following pages capture real questions submitted by country offices around the world.

Turn the page to find out more about **ASK@unicef.org**, UNICEF's online tool to support field offices' quest for real-time solutions to UN Coherence challenges so we can **deliver better results for children.**



ASK – Achieving Strategic Knowledge

Fast and easy-to-use

All it takes is one simple email, no matter where you are, and we guarantee a first response within three business days.

Saves time and energy

We gather the right information so you don't have to: Solutions are coordinated across HQ, regional offices and the ASK resource group.

Builds our knowledge

ASK documents issues, opportunities, problems and successes. This is a new way for UNICEF staff to have a consistent way of sharing information across the organization (HQ, regional and country offices).

Achieving Strategic Knowledge (ASK) is a tool created to strengthen UNICEF's organizational capacity by 1) providing better support to UNICEF offices (country, regional, national committees and HQ) as they work more coherently within the UN system and 2) establishing clear mechanisms for field offices to share experiences with their peers. ASK will also serve as a means to capture systematically the lessons and implications of greater UN Coherence.

All answers to the questions can be found in the ASK Q&A database located on the UN Coherence website.

Go to **ICON/ASK** (in the Quick Links box)/**Q&A Knowledge Database** (in the left blue panel)

or visit

<www.intranet.unicef.org/PD/unreform.nsf/Site%20Pages/Page0202>

Since the TCPR recommendations of 2007, UNICEF has made considerable effort and progress towards meeting and achieving UN reform objectives. Numerous country offices, particularly those piloting Delivering as One and establishing joint offices, have been working to harmonize systems and processes with other agencies in areas pertaining to the programme, leadership, budgetary framework, common services and communication.

The function of **ASK** is not only to help those country offices resolve their issues, but to also ensure the sharing of experiences and lessons with other offices. Promoting this type of knowledge-sharing across regions will enable us to take a more pro-active approach to developing a knowledge base that, as

recommended by the Organizational Review, will create greater strategic coherence that will benefit all. With a more systematic approach to addressing and resolving these issues and problems, country offices will be able to draw from the experiences of others, and regional offices and HQ will be better equipped to provide sound and timely advice.

Currently **ASK** serves as an email-based coherence ‚help desk’ mechanism where UNICEF offices and staff can go to seek support on any issue related to coherence, whether it is technical in nature or related to policy. ASK facilitates the response through a [group of 40 global experts](#) in programme guidance; operations; funding and budgeting; communication; and partnerships. Those experts, who provide advice on UN Coherence from their respective areas of expertise, **span across 7 regions and 11 HQ divisions. The Division of Governance, UN & Multilateral Affairs (GMA) serves as the organizer and conduit of information through ASK.**

In addition to providing responses via email, **ASK** also features a ‚UN Coherence Country Wiki’, where the latest guidance and best practices on harmonization of business practices can be found. The wiki also provides the capability for country offices to showcase their coherence stories, resources and lessons learned.

In three easy steps, get answers that everyone



Check with regional office and/or ASK Intranet page to see previously answered questions – your issue may have been addressed.



Email new questions to: ASK@unicef.org or post them on the ASK Intranet page.



Receive an email response within three business days with answers to your questions.

across UNICEF can benefit from:

Have you ‚ASK’ed today?



Inspires us to think differently

ASK helps us to think about creative ways to approach coherence challenges. While ASK is not a policy-changing tool, it can be used to raise policy issues that can be taken to the right policymaking forum.

Enables UN coherence

We will provide better solutions for children across the globe when the UN works together more coherently; ASK helps us get there.

A full list of compiled Q&As can be accessed on the [UN Coherence Website](#)

(<http://intranet.unicef.org/PD/UNReform.nsf/Site%20Pages/Page0202>).

Introduction

What is UN Coherence, and why is it important?

UN Coherence involves UN partners working together more closely to increase effectiveness, (improved results) relevance, (alignment with national priorities) and efficiency (reduced duplication and transactions costs) at country, regional and global levels. It is that part of the package of UN reforms dealing with the work of the development agencies.



Forms of UN Coherence

Eight DaO pilot countries (Albania, Cape Verde, Mozambique, Pakistan, Rwanda, United Republic of Tanzania, Uruguay and Viet Nam) are experimenting with an advanced form of coherence, including implementation of the „Four Ones’: one leader, one programme, one budgetary framework and one office. Some of the pilot countries have gone beyond that. Country-led evaluations of these experiments are underway, from which it would be possible to draw lessons learned to guide future programming.

Enhanced coherence countries (other DaO approaches): some 20 other countries – at the request of their respective governments – are using a variety of DaO approaches to strengthen coherence.

All countries are expected to work coherently implementing the TCPR and the Management and Accountability System. They are doing so in harmonization of business practices (ICT, human resources, common services, and common premises/UN houses, where feasible), and joint and collaborative programming, particularly the UNDAF.

The 90 countries rolling out UNDAFs from 2009–2011 are expected to increase their programmatic and operational coherence using the recently approved guidelines and tools.

The recent adoption of a Management and Accountability System (see page 13) is expected to facilitate the process of moving towards a more coherent approach through clarifying roles and accountabilities of UNCT members.

Why UN Coherence? What do we want to achieve?

1. It makes **good common sense** to reduce duplication and capitalize on our respective areas of expertise and resources to better support national priorities and the achievement of the MDGs.
2. There is a **demand for increased coherence** by both programme and donor countries.
3. **Adjustment to a rapidly changing aid environment** and calls for increased aid effectiveness require improved coherence to remain relevant.
4. **Reduced transaction costs** for our clients.
5. **Increased fund raising potential** for countries practicing coherence.

For UNICEF, the ultimate aim of coherence is to make the world a better place for children by leveraging partnerships (in the UN and beyond), policies and resources, and by increasing efficiency.

UNICEF'S strategy: How we get there

By being internally coherent and efficient

It is important that we speak with one voice when addressing key issues concerning children in inter-agency and intergovernmental processes, and that we promote a culture of coherence within the organization and streamline internal processes to facilitate working better with other partners.

Through strategic engagement with partners

We use evidence-based advocacy to mobilize partners, generate resources and support policy and capacity development. We identify and employ new ways of working together that use our individual agency and collective UN strengths to better achieve results for children.

By having clearly defined measurable results

We work towards and report on those results by setting realistic targets and demonstrating progress to our clients. This is the best strategy for building confidence and mobilizing others behind children's issues.

By having clearly defined roles and responsibilities

- In UNICEF, overall policy guidance is provided by the UN Coherence Steering Group (comprised of Deputy Executive Directors and Division Directors).
- Regional Directors participate in Regional UNDG Teams and Regional Coordination Mechanisms, and offer strategic guidance and support to UNCTs.
- Country representatives are responsible for contributing to UNCT results and leading their UNICEF team towards UN Coherence.
- Inter-divisional focal points regularly meet to discuss and agree on common positions, as well as to identify cross-cutting issues in inter-agency forums.
- ASK is a virtual network that comprises a wide range of experts from HQ and regional and country offices. The network regularly addresses questions on UN Coherence and provides a forum for sharing lessons learned from the field.
- A small UN Coherence team was established in headquarters (in GMA/Office of UN and Inter-Governmental Affairs (UNIA)) to drive and coordinate the process.

By sharing relevant information and analysis, including lessons learned

The UNICEF Steering Group developed a communication plan that includes a number of channels for sharing relevant information. These channels include regular UN Coherence Round-Ups (newsletters), a regularly updated UN Coherence website, an „ASK‘ helpdesk on UN Coherence issues, a Country Wiki and periodic Heads Up newsletters for breaking news in UN Coherence that has implications for UNICEF. At the same time, it includes periodic video and face-to-face conferences with Regional Directors and country offices.

By playing a leadership role in UN Coherence

Driving the process at all levels of the organization provides opportunities to shape the agenda and direction of discussions on issues of relevance to children.

When we lead in coherence, UNICEF helps shape the agenda and raises children’s issues to a higher level and to wider audiences than before.



Triennial Comprehensive Policy Review (TCPR)

The [TCPR resolution \(62/208\)](#) is the latest overall guidance by the General Assembly to the UN system on operational activities for development. It calls for greater collaboration among funds, programmes and specialized agencies (including non-resident agencies) at country and regional levels.

The 2007 TCPR provides the framework for system-wide coherence for operational activities for development. It underscores that there is no one-size-fits-all approach to development and that UN development assistance should be aligned with national development plans and strategies in accordance with the

mandates of the UN development system. It gives prominence to the central role of the Resident Coordinator (RC) in facilitating coordination of development activities and positioning the UN in its response to national priorities. It reaffirms UNDP's role as manager of the RC System, underscoring that it is owned by the UN system as a whole and that its functioning should be participatory, collegial and accountable.

The TCPR resolution (62/208) is the latest overall guidance by the General Assembly to the UN system on operational activities for development.

The TCPR highlights the central role of the UNDAF in aligning the UN response to national priorities. It also encourages increased efforts in capacity-building and development, including South-South cooperation, with a special emphasis on MICs. The TCPR echoes Member States' call for increased efforts in the simplification and harmonization of business processes, including human

resource management, enterprise resource planning (ERP), finance, administration, procurement, security, information technology (IT), etc.

Progress on UNICEF TCPR Action Plan

UNICEF has – uniquely – developed an [organization-wide action plan](#) to implement the 2007 TCPR resolutions. The Action Plan consists of 90 actions, tied to key performance indicators (KPIs) for UNICEF’s progress towards implementation of the TCPR. These actions cover areas such as support to the RC System, capacity development, gender, humanitarian coordination, simplified programme processes and reporting, and simplification and harmonization of business processes (human resources, ICT, procurement, etc).

GMA, in consultation with HQ divisions and regional offices, conducted an assessment of the status of these actions points and we are pleased to share with you the results. The latest data shows that 96% were complete or ongoing.

Key achievements are in business processes including common ICT platform, procurement, sharing of lessons learned on business processes, and of pilots, and national capacity development in the framework of the UNDAF. There was also progress in humanitarian reform, including risk reduction strategies, integration of climate change to disaster risk reduction agenda, revising Core Commitments for Children (CCCs) with a new emphasis on preparedness response and the emergency response (ER) framework. In addition, UNICEF has made strides in capacity development and gender, including by ensuring that UNICEF country programme documents (CPDs) meet organizational standards on gender mainstreaming.

Pending actions include development of indicators for assessing the implementation of aid effectiveness initiatives; a UNDG evaluation of joint programmes; a study on countries with limited UN presence; and evaluation of Delivering as One pilots, some of which are dependent on UNDG work. All action points with clearly defined deadlines are expected to be complete by the end of the TCPR/Quadrennial Comprehensive Policy Review (QCPR) period. UNICEF GMA is continuing to monitor progress against the TCPR Action Plan and will be sharing its status in upcoming communications.



The Management and Accountability System and Firewall

The Management and Accountability System of the UN Development and RC System, including the functional firewall for the RC System (the *M&A System*) was developed to

strengthen the RC System and implementation of the TCPR. The two documents – the M&A System and its implementation plan – were agreed upon by the whole UNDG in August 2008 and endorsed by the Chief Executives Board (CEB), and thus serve as important marching orders for the UN system.

The M&A System constitutes a package that has to be implemented as a whole. The package reflects a realignment of powers and responsibilities: on the one hand, it empowers the RC, including through support in the form of agency technical, financial and other resources. On the other hand, it addresses the long-standing need to clarify and separate the RC and most UNDP-specific responsibilities. It also clarifies the need for all United Nations Country Team (UNCT) members to work in support of the RC System and common goals.

The M&A System is a set of agreements that provides a clear framework in which both accountability and management can be exercised effectively.

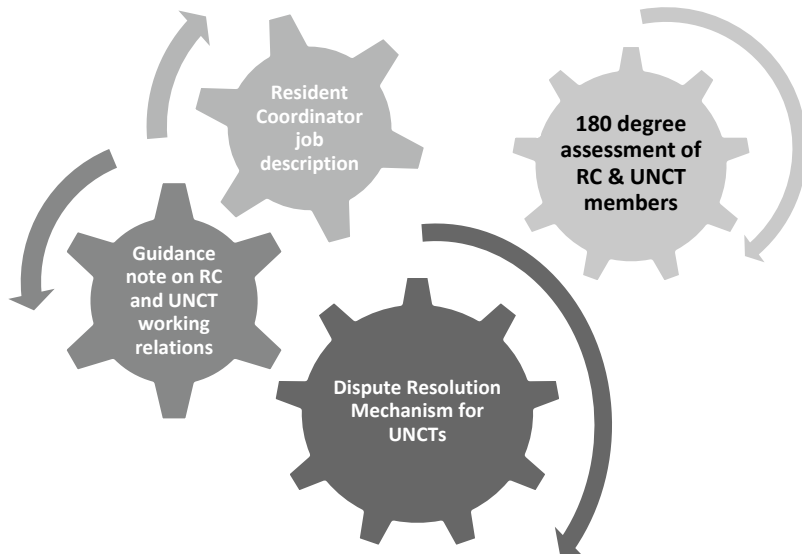
The M&A System provides a clear framework in which both accountability and management of the UN system can be exercised effectively. It consists of a vision statement for the RC System and a set of agreements related to managing the UN development system and the RC System. These agreements represent a shared understanding that the RC System is managed by UNDP on behalf of all members of the UN development family and provides steps to clarify accountabilities.

The result, ideally, is a strong, impartial RC who, with UNCT support, will lift UN engagement to a higher level, based on the technical and political collaboration of UNCT members.

The detailed implementation plan specifies responsibilities, tasks and time frames for the UNDG, Regional Director Teams (RDTs) – now called Regional UNDG Teams – UNDG working groups, individual UNDG organizations and the UN Development Operations Coordination Office (DOCO).

The M&A System's success is dependent on its being applied completely by all parties.

New tools to implement the M&A system and clarify the roles and responsibilities of the RC and UNCT



Key elements of the M&A System

1. RC and UNCT relations

- **An empowered RC that has an equal relationship with and responsibility** to all UNCT member agencies.
- **A clearer division between RC and UNDP functions** („firewall“):
 - Day-to-day UNDP responsibilities delegated to Country Director/Deputy Resident Representative (CD/DRR)
 - CD/DRR represents UNDP in UNCT
 - RC fund-raises for UNCT; CD/DRR fund-raise for UNDP
 - Considering separate accreditation of RC and CD (starting with pilots).
- 2. **New accountabilities clarified between organizations and RCs**, e.g., UNICEF and all other Representatives report to RC on common programme results and other related UNCT issues.
- 3. **New instruments to implement**: RC job description, 180° assessment, guidance on RC/UNCT working relations („code of conduct“), dispute resolution mechanism.
- 4. **Enhanced oversight by Regional UNDGs (RDTs) of RC and UNCT** as well as **Quality Support and Assurance** of Common Country Assessment (CCA)/ UNDAF.
- 5. **Better oversight of administrative agents of Multi-Donor Trust Funds (MDTFs)** and separation of Administrative Agent (AA) role and resource-mobilization role.

Q: Dear ASK,

Can you please clarify how (or if) the management accountability framework is supposed to function in countries where there is no country director?

A: Turn to page 4



The Functional Firewall agreement

The M&A System paper also clarifies the separation of functions of the RC/RR between the RC functions and UNDP operations. The day-to-day management of UNDP will be the responsibility of the UNDP Country Director (CD) or, where there is no CD, of the UNDP Deputy Resident Representative (DRR).

UNDP will continue to elaborate the division of labour between the RC/RR and UNDP CD/DRR with a view to full roll-out in 2010, including exploration of having RC/RR and CD separately accredited starting with the DaO pilots. Currently, there are 50 CDs. There are still no separately accredited CDs from RC/RRs.

A key agreement in the M&A System is that the RC will be mobilizing resources for the system (UNDAF and One Programme), while resource mobilization for UNDP resource mobilization will rest exclusively with the CD/DRR.

UNCT support to the RC

Including access to agency technical resources

To support the RC, all UNCT members are expected reasonably to contribute technical and financial resources available to them, including staff time. All specialized agencies, funds and programmes, as well as the DOCO, may likewise be called upon to provide some financing for start-up/preparatory activities pertinent to the UNCT. In 2009, UNICEF offices provided both financial and human resources to the Office of the Resident Coordinator and common initiatives (see *page 21* for more information).

RC's access to technical resources: What this means for UNICEF

UNICEF's UN Coherence Steering Group agreed that, "when the RC has need of technical resources, such requests could be considered where UNICEF support can be justified as a contribution to a stronger UN presence, better able to promote the agenda for children. This could include support on cross-cutting issues such as monitoring and evaluation, gender analysis, ICT, etc., as well as ad hoc support as resource people."

The aim of this innovation is to ensure that the RC receives technical/substantive support from the whole UNCT in order to perform his or her functions and to facilitate the separation between the RC and UNDP functions. When the RC needs technical resources, such requests may be considered where UNICEF support can be justified as a contribution to a stronger UN presence, better able to promote the agenda for children. This could include support on such cross-cutting issues as M&E, gender analysis, ICT, as well as ad hoc support in the form of resource people.

Resident Coordinator job description

The RC represents the United Nations system as a whole and leads in engaging the government to position the United Nations, develop the UNDAF and allocate resources from the One Fund (in the event that consensus cannot be reached on its division within the UNCT itself.) It is understood that the RC will have a fair-minded relationship with and equal responsibility to all UNCT members. The RC will support the entire UN family in the country where he or she serves – including, where applicable, UN agencies that do not have an established presence in-country – and coordinate its partnerships with the government in support of national development priorities and strategies.

The RC's substantive work, as contained in the job description, also includes the following:

- Coordination of development assistance;
- Coordination of UN activities for development;
- Advocacy of UN values, standards, principles and activities;
- Coordination of country-level security (as Designated Official);
- Support to national efforts in disaster risk reduction;
- Leadership and coordination of humanitarian assistance;
- Management of the allocation of funds from the One Fund; and
- Final arbitration on UNDAF.

(Revised) UNICEF Representative's job description

All Representatives in the country team will report to the RC on matters relating to the workings of the UNCT and on the implementation of any UNDAF/One Programme elements led by the agency, as well as related resource mobilization.

The UNICEF Representative's job description has now been revised to acknowledge key accountabilities/responsibilities vis-à-vis UNCT and to ensure that related and relevant competencies are reflected.

Specifically, the Representative is expected to:

- 1) Collaborate as part of the UNCT and provide policy support, guidance and advocacy, as well as promote common services;
- 2) Be accountable to the RC as part of the UNCT, including by leading theme groups and contributing to the M&E of the UNDAF; and
- 3) Coordinate effective country programme management and cooperation arrangements, resulting in a stronger UN presence better able to promote the agenda for children.

This is in response to the M&A System implementation plan, fulfilling UNICEF's commitment in this regard. Other agencies are also expected to adjust their Representatives' job description and include team responsibilities in their appraisal systems. This has been completed by some, but not all, UNDG organizations.

UNICEF appraised on role as part of UNCT

Effective 2010, all UNICEF Representatives will have one new, additional output to reflect their contribution to the UNCT. In the new e-PAS performance system rolled out to all international professionals in 2010, this output is mandatory. For those who select the 'Representative' functional area in his/her competency profile (step 1 in the Performance Planning menu), this output automatically shows up in the Work Plan as a 7th output. As noted in the e-Pass Users Guide,

New Performance Appraisal Outputs and Performance Indicators For UNICEF Representatives

Output: Contribute to the work of the UNCT with respect to thematic and operational areas

Activities: Contribute to the work of the UNCT with respect to thematic and operational areas

1. Lead/participate in major thematic group(s)
2. Lead/support efforts to promote UN common services/business functions
3. Participate in/contribute to major programming initiatives (i.e.: CCA/UNDAF, etc.)
4. Contribute to assessing UNCT members

Performance Indicators:

1. Leadership taken on thematic area
2. Leadership or support provided for UN common services
3. Input provided to UNCT programming initiatives
4. RC and other UNCT members are as feedback sources on work plan outputs and/or competencies
5. Feedback is provided on the RC/UNCT Performance Appraisal (180 degree assessment)"

"UNICEF Representatives must include the RC as a feedback source on this output as well as on the competencies, and one or two other members of the Country Team as feedback" (see box).

Regional Directors will formally assess Representatives against this output within e-PAS during mid- and end-year assessments. Consequently, UNICEF will be able to measure compliance (staff have set up their performance evaluation review with this output) in real time, as well as report on whether the Representative(s) were assessed to have successfully achieved this output or not.

UNICEF Representatives are expected to include RCs as feedback source to the outputs as well as the competencies as part of the feedback feature of the e-PAS system i.e., contribution of the Reps to the UNCT.

A number of UNDG agencies have advanced in adjusting their performance appraisal system to include input from the RCs and contribution to joint activities, including UNICEF, UNFPA, UNHCR, DPI, WFP and FAO.

The Guidance Note on RC and UNCT working relations

This document provides guidance on how to prepare a compact or a „code of conduct’ for a UNCT; doing so is strongly recommended. This compact governs the conduct, roles and responsibilities of all UNCT members, as well as that of the RC. Specifically, the Guidance Note calls on the UNCT members to:

- Develop a compact based on the guidelines;
- Jointly plan RC/UNCT results (collectively and as individuals);
- Participate in 180° assessments;
- Report on results in their own organization’s appraisals;
- Give input to RC assessment; and
- Provide mutual support in competency development.

While the RC will usually be asked to represent the UNCT as a whole, the UNCT itself might also, upon occasion, choose another agency to represent it on sectoral committees (for example), or where joint representation (with or without the RC) is most compelling.

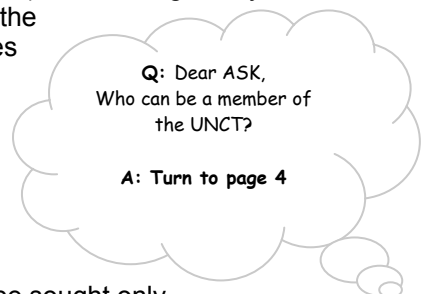
M&A System – Implications for UNICEF Representatives

- UNICEF Representatives will make available technical resources (staff) to support the RC function as needed and available.
- UNICEF may be asked to provide some funds – for start-up/preparatory activities of the UNCT.
- Representatives to report to RC on UNDAF/One Programme elements led by UNICEF.
- RCs to make formal input to UNCT-level objectives in Representatives performance evaluation reviews.
- Representatives provide input into RC 180° appraisal and RC provides input into UNICEF 180° appraisal.
- UNICEF is to work together with other Agency Representatives on resource mobilization and fund allocations for common programmes.

The UNCT Dispute Resolution Mechanism

The Dispute Resolution Mechanism for UNCTs, adopted in January 2009, is another important element of UN Coherence. It details the two-stage process, at the country and regional levels, which should guide conciliation among agencies, as well as the principles underlying that process. Those principles include:

- Any agreed-upon process for dispute resolution should have UNCT ownership;
- Disputes should be resolved as soon as possible after occurrence;
- Regional or HQ intervention (as appropriate) will be sought only when country -level mechanisms fail to resolve the dispute, at the request of any of the parties involved in the dispute;
- Negotiation among the concerned parties to reach a mutually acceptable resolution is the preferred modality;
- Dispute resolution processes and outcomes should engender UNCT trust.

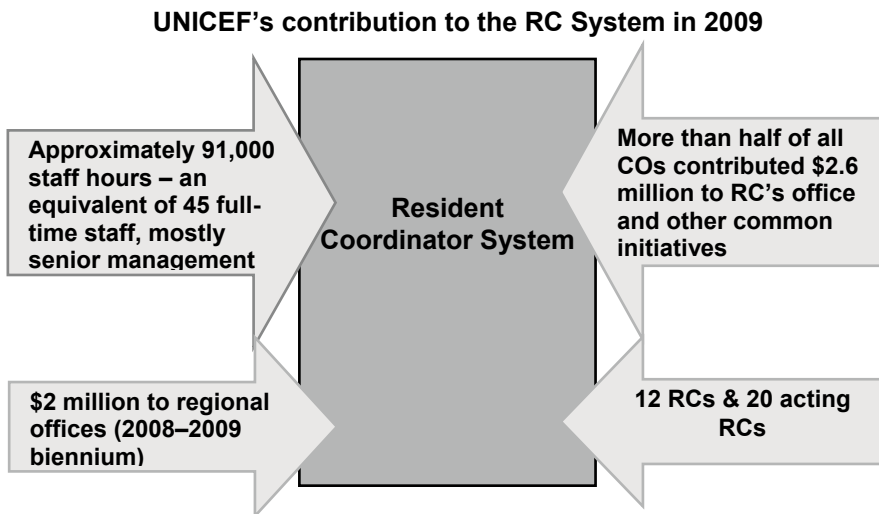


Regional or HQ intervention (as appropriate) will be sought only when the country -level mechanism fails to resolve the dispute, at the request of any of the parties involved in the dispute. Please note that this mechanism applies only to disputes associated with UNCT common processes.

UNICEF contributions to the RC System

In 2009, UNICEF contributed the following to the RC's office:

- 12 RCs and 20 acting RCs, 7 of whom served over four months.
- More than half of all UNICEF country offices contributed to the RC System: The total monetary value was \$2.6 million dollars, an average of \$41,000 each.
- Country offices reported giving approximately 91,000 staff hours to the RC's office. On average, this translates to an equivalent of 45 full-time (@2,000 hours/year) staff members to the RC's office, mostly in the form of senior management (Representative, Operations Officer and Deputy Representative).
- UNICEF contributed \$2 million to regional offices for coherence work in the 2008–2009 biennium.



Enhanced role of the RDTs/Regional UNDG Teams

In the 2008 agreements of the M&A System, it was agreed to strengthen the role of the Regional UNDGs (RDTs) in support of UNCTs.

In the Global RDT in Oslo, 2008, the roles and membership of the RDTs were clarified. The central role is to provide leadership, strategic guidance and support

to the RC/UNCTs for the achievement of country-level results. The core functions include:

- Technical support to RCs and UNCTs;
- Quality support and assurance of CCAs, UNDAFs and One programmes;
- Performance management of the RCs and UNCTs; and
- Troubleshooting/dispute resolution.

In 2009, the RDTs provided strategic leadership, policy guidance and coherent technical support to RCs and UNCTs, including support for more than 30 UNDAFs through peer support groups. They also managed staff performance through more than 100 RC appraisals, and assisted resolving problems in specific countries where appropriate.

The RDTs were also expanded to include all agencies with programmes in the region. This was later formalized in the M&A System. The roles and capacities are currently being reviewed in light of the new 2010–2011 UNGD Strategic Priorities, the RDT Capacity Assessment and DOCO Functional Analysis.

Performance management, oversight and appraisal

To ensure that the RC is accountable for his/her role in coordinating the UNCT and not just UNDP (the ‚firewall‘), the RCs are now appraised by an inter-agency body with inputs from the UNCT.

Since 2007, the RC has been appraised by the RDTs. The new appraisal system is more systematized, with inputs from organizations at various levels: at the country level in the 180° assessment and for reporting on results; and at the regional level in the appraisal meeting of Regional Directors, with input by the Office for the Coordination of Humanitarian Affairs (OCHA), the Department of Safety and Security, (DSS) and the Joint United Nations Programme on HIV/AIDS (UNAIDS).

The RDT reviews all inputs as a basis of its assessment (RC and UNCT self-assessment, 180° assessments, organizational inputs and their own input). The RDT transmits comments to the RCs and UNCTs and tracks improvement/changes over time. This assessment is used in the (inter-agency) discussions, which result in recommendations to subsequent assignments of RCs.

The new appraisal system rolled out in 2010 also recognizes the key role of UNCT members in the achievement of or failure to achieve results. Thus, the RDT also assesses the performance of the UNCT as a whole. The 180° assessment tool generates anonymous assessment of behaviors and (in the new

version) competencies of UNCT members, including the RC. These should be used to develop competencies and improve behaviours.

UNICEF's accountability for UN Coherence

UNICEF's responsibilities to the M&A System are integrated into UNICEF's accountability system, which was updated in 2009:

According to the 2009 Executive Board report, Report on the accountability system of UNICEF (E/ICEF/2009/15):

- At the inter-agency level, UNICEF and the United Nations country team (UNCT) partners are accountable for ensuring the highest level of coordination and coherence in achieving UNDAF outcomes and advancing the national development agenda under the leadership of the Resident Coordinator.
- UNICEF engages in joint programmes with other United Nations agencies in a coordinated effort to support common UNDAF outcomes.
- UNICEF provides input on its annual contributions to the achievement of UNDAF outcomes to the Resident Coordinator for the consolidation of annual reports to the Government and the United Nations Development Group.
- As a member of the UNCT, UNICEF works with other United Nations agencies and country programme partners to monitor and assess the progress achieved against UNDAF outcomes, through mechanisms such as the UNDAF annual review and the UNDAF evaluation, which takes place at the midpoint of the UNDAF cycle.
- In humanitarian contexts, inter-agency accountabilities are detailed through mechanisms such as the Common Humanitarian Action Plan, the Consolidated Appeal Process, the inter-agency flash appeal and the transitional or early recovery appeal process.
- These mechanisms are developed under the leadership of the Resident Coordinator or the Humanitarian Coordinator, in close collaboration with programme country partners and the wider humanitarian country team.

The goals and objectives detailed in the CPD are agreed upon with the country programme partners in a joint strategy meeting. These goals aim to achieve results for children and women within the national development priorities and the outcomes of the United Nations Development Assistance Framework (UNDAF).

Key coherence responsibilities for UNICEF country offices

The following is a short list summarizing key coherence responsibilities for UNICEF Representatives stemming from the above 2009 UNICEF Executive Board document, the 2007 TCP/R and the 2008 M&A System papers.

Key coherence responsibilities for UNICEF COs

Contribute to common country programme processes:

- Under the leadership of the RC, **engage in joint programming** in a coordinated effort to assist common UNDAF outcomes **in support of national priorities**.
- Ensure the **UNDG five programming principals** (human rights-based approach to programming, gender equality, environmental sustainability, results-based management and capacity development) are incorporated into the UNDAF.

Support to the RC system

- Contribute, as a UNCT member, **technical resources** (staff/time) to **support the work of UNCT initiatives**.
- Contribute, as a UNCT member, reasonable **financial support, if requested and affordable, for RC system/UNCT 'start-up/preparatory activities'** of the UNCT.
- **Report on programme implementation performance** of UNICEF-led UNDAF/One Programme elements.

Accountability for UNCT results

- **Reflect involvement with inter-agency/UNCT work in one Electronic Performance Appraisal System** (e-PAS) objective; RC makes a formal review as addendum to this system.
- **Participate in the 180 assessment of UNCT members**.

Business processes and knowledge-sharing

- **Simplification and harmonization of business processes**, including common services where appropriate.
- **Full Harmonized Approach to Cash Transfers compliance**.



UNDG Strategic Priorities 2010–2011

In light of the short time frame leading up to the MDG achievement target deadlines (2015) and the global challenges presented by climate change and the continued economic

crisis, the UNDG now, more than ever, needs to strengthen the quality of its support to national development priorities in order to increase its relevance and effectiveness.

Against this background, the UNDG Advisory Group was asked to develop Strategic Priorities for 2010–2011. The priorities were developed in a retreat of the UNDG Advisory Group (comprising Deputy Executive Directors/Assistant Secretary-Generals of 13 agencies) in February 2010 and were refined over several months through consultations with staff within the UN system at HQ and in the field.

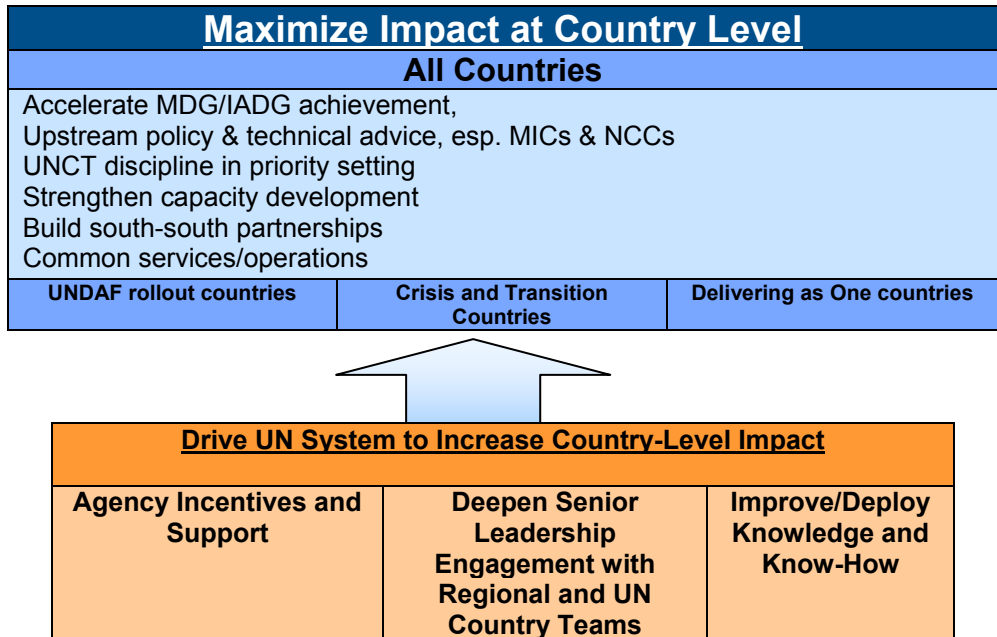
The UNDG Strategic Priorities aim to increase the country level impact by supporting UNCTs as the drivers of implementation.

The strategic priorities focus and prioritize UNDG efforts at the global, regional and country levels to improve the quality and impact of UN support at the country level. The priorities respond to the 2007 TCPR, and reflect lessons learned in UNDG's efforts to strengthen UN Coherence and results.

In particular, the priorities focus on development impact and results; how best to capitalize on the UNDAF roll-outs; how to provide more coherent support to countries in transition; and how to ensure relevant support is provided across all country contexts, including least developed countries (LDCs), low income countries (LICs), net contributing countries (NCCs) and middle income countries

(MICs). At the heart of the strategy is UNDG’s commitment to support countries in achieving the MDGs.

UNDG 2010-2011 Strategic Priorities



As the TCPR emphasizes, there is no one-size-fits-all approach. Therefore, support will be adjusted to the specific country context, e.g., focusing on UNDAF roll-outs, crisis/transition and Delivering as One pilots and approaches, with specific strategies for each (see the following page).

These strategies will feed into improving the way the UN system works in all its layers, particularly through the UNDG and the alignment of the roles and responsibilities of DOCO (feeding into its functional review), the RDTs, and the UNDG working groups. The strategy will also provide a framework to ensure synergy with the other high-level committees, such as the High-Level Committee on Programmes (HLCP) and the High-Level Committee on Management (HLCM) (see UNDG-HLCM mission on page 72). Strengthening the UNDG M&A System (including firewall) implementation is critical to improved performance.

Strategies in more detail

Agency incentives and support

The UNDG will increase agency incentives and support for UNCT results. This will be done through acknowledging and rewarding staff for inter-agency/UNCT contributions. All agencies need to encourage, recognize work in coherence and teamwork and include it in their appraisals and incentives system.

The UNDG will strive to improve RC/HC recruitment, appraisals, and capacity development (to improve support provided for leadership of UNCTs). They will monitor key indicators of UNCT coordination and results, so as to both identify outstanding work and to identify sub-par performance across all UNCTs. There will be more inter-agency trainings at the global and regional levels on leadership and collaboration. Finally, as a key priority for 2010, the UNDG will be looking to UNCTs to increase efforts in harmonization of business processes (see section on Improving our business practices on page 72).

M&A System and firewall as priority

All agencies are expected to implement the M&A System, including the RC „functional firewall”¹ of the RC System (see section on M&A on page 13). Its full implementation is a major priority for the UNDG and its Chair has sent a number of communications to RCs and UNCTs regarding its importance.

The RC functional firewall needs to be strengthened to further improve the credibility of the RC as the leader of all UN development agencies at the country level. In parallel, agencies need to support the authority of the RC to lead and coordinate joint programming efforts. The UNDG will be commissioning an independent review of M&A System implementation to get concrete evidence of how the whole system is doing and what we need to do better.

Deepening senior leadership engagement with regional and UNCTs

Demonstrated personal commitment of agencies’ top management to support coherence is one of the strongest messages to promote the UNDG Strategic Priorities. Principals are expected to send strong, consistent messages to all senior staff on the imperative of country coherence. Advisory Group members will utilize events such as RC induction courses, regional UNDG meetings and high-profile country/regional level events to strategically promote the priorities.

¹ The „functional firewall’ helps to resolve the apparent conflict of interest between the roles of the Resident Coordinator in leading the UNCT while at the same time leading UNDP by calling for the appointment of Country Directors to manage the affairs of UNDP.

Joint missions, such as the recent UNDG-HLCM mission on harmonization of business processes (see *page 72*) are expected to continue and UNDG regional teams will play a greater role in monitoring indicators of UNCT performance.

Improving system capacity to deploy knowledge and know-how

The UN development system's greatest value added is its impartiality, combined with its ability to draw upon a global network of technical expertise in all areas of development. Towards this end, the UNDG, HLCP and HLCM will collaborate to identify and mainstream best practices, with support to UNCTs streamlined through the agencies by the RDTs.

Targeted country support for UNDAF roll-outs

The UNDAF has been recognized by Member States and the UN system as a key tool for coherent support to national priorities. It should lead to strong UN alignment with national and international development partners, and greater impact of the UNCT on policies and programmes providing programmatic advice and support for capacity development.

The UNDG agreed to help UNCTs be disciplined in priority settings, focusing the UNDAF only on those national challenges where the UNCT demonstrates comparative advantage to produce joint results. The UNDG needs to make additional investments in inter-agency knowledge management. UNCTs use UNDAF preparation and implementation to advance harmonization of business practices.

In middle-income countries and net contributing countries

In middle-income countries and net contributing countries where many national capacities are strong, the UNDG will support UNCTs to move „upstream' from direct programme delivery to engagement in national policy and programme dialogue and normative work, particularly on issues of continuing disparities in access to services and realization of rights. Moreover, the UN system will support South-South linkages and partnerships where appropriate.

For transition countries

The UNDG will support UNCTs in directly addressing underlying development problems (e.g., disaster risk reduction; lack of preparedness; social vulnerability; inequality, exclusion; and failure to realize rights) to reduce the risk of recurrence and maximize the potential for a self-sustaining transition. In addition, it will share

lessons learned and best practices so that they can be applied in these countries in integrated transition planning and programming.

Delivering as One countries

In DaO countries, the UNDG will continue to support the pilot process until the independent evaluation has been completed. It will also encourage full harmonization of business practices to develop models for global replication. The UNDG will additionally support other countries which choose to pursue an enhanced coherence approach. In line with efforts to improve knowledge-sharing and know-how, lessons from the pilots will be shared with all.

Stronger institutional structures to support coherence

The UNDG is currently in the process of further elaborating the roles and responsibilities and work plan for implementing this ambitious agenda. In particular, DOCO and Regional UNDG Teams are being restructured to better support country offices. In June 2010, the UNDG Advisory Group and members of the Regional UNDG Teams will discuss this in detail and establish a work-plan for implementation. Thus, the UNDG will have a clear view of its strategic priorities for 2010-2011 and a plan for achieving these priorities and maximizing UNCT impact in the coming two years.

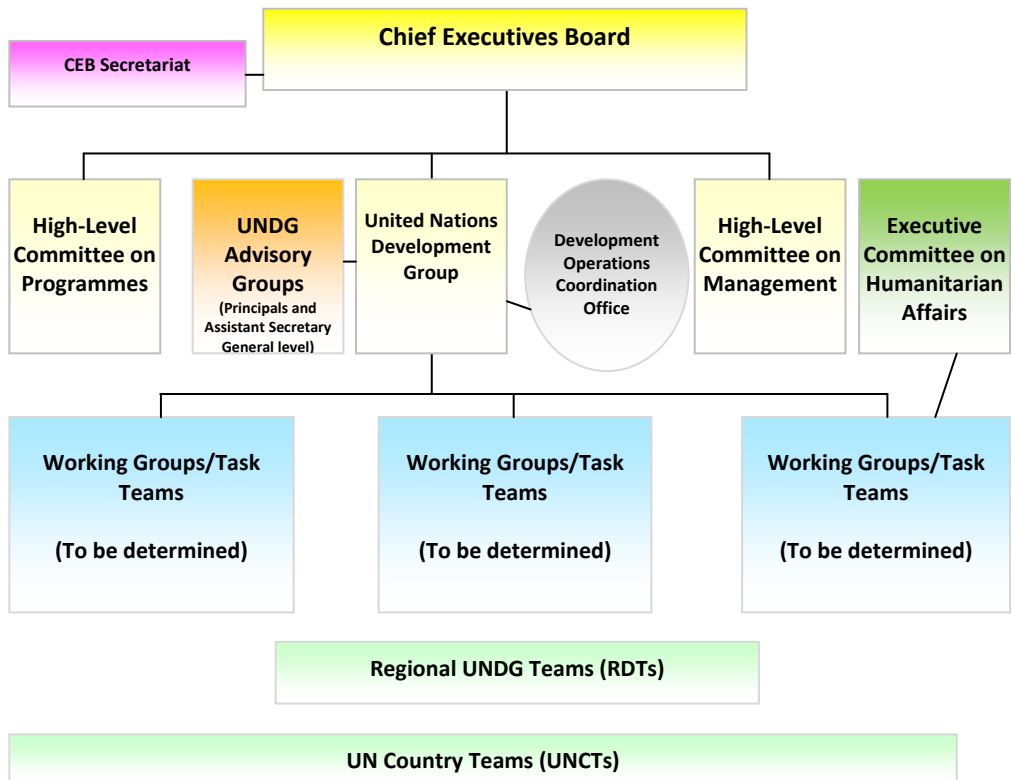
Roles and responsibilities for implementation of UNDG Strategic Priorities (2010-2011)

- **UNCTs** are directly responsible for implementing UNDG priorities to achieve country-level results, with demand-driven support from other levels.
- **Regional UNDG teams** will lead on implementing UNDG priorities at the regional level and in supporting UNCT programme coherence and coordination.
- **UNDG at the global level** will provide leadership in setting priorities and driving implementation with a reduced focus on producing guidance. In addition, **DOCO** will continue to provide global support for UNDG to develop and implement priorities and support implementation by Regional UNDG Teams, and UNCTs on request.



The wider system – CEB, UNDG, HLCM, and HLCP

Global UN coherence structures



These Coherence structures are also linked to other decision making bodies such as the United Nations General Assembly and the Economic and Social Council. For more information on the Council, please see:

www.un.org/en/ecosoc/about/.

CEB

The Chief Executives Board furthers coordination and cooperation on a whole range of substantive and management issues facing organizations in the UN system.

In addition to its regular reviews of contemporary political issues and major concerns facing the UN system, on the basis of recommendations from bodies reporting to it, the CEB approves policy statements on behalf of the UN system as a whole.

The CEB is chaired by the Secretary-General and is composed of the executive heads of the 27 UN member organizations. The board is currently supported by three high-level committees, the HLCP, the HLCM and the UNDG.

UNDG

The United Nations Development Group was created in 1997 as part of the first wave of UN reform intended to improve the coordination of its development programmes and operations globally. It was led first by an Executive Committee (the ExCom), that comprised UNDP, UNFPA, UNICEF and WFP. In 2007, it was brought under the CEB.

The modification reduced duplication and streamlined systemic decision-making, improving guidance within the system. The UNDG is now the third pillar supporting the CEB, alongside the HLCP and HLCM.

The UNDG unites the 28 UN funds, programmes, agencies, departments and offices that together play a critical role in country-level development. Its purpose is to help deliver more coherent, effective and efficient support to countries that are pursuing growth and progress, including the MDGs. The UNDG also identifies additional measures that can contribute to driving key systemic changes at the regional and country levels through the RDTs/RCs/UNCT system, and ensures that these responsibilities are included in their respective work plans.

UNDG Advisory Group

The UNDG is served by an Advisory Group (AG) of 13 members (some of whom represent other agencies as well as themselves) which provides it with advice

and guidance on progress in UN Coherence and management of the RC System. The AG meets regularly at the Assistant Secretary-General/Assistant Director-General level, and occasionally at the Principals' level. UNICEF along with the other former EXCOM agencies is a permanent member of the AG, and chaired it in its inaugural year.

DOCO acts as the substantive secretariat on UN reform issues to the UNDG. It also provides support to the RC System at country level including funding, policy guidance and training. DOCO advises RCs on how to make country programmes more efficient, effective and aligned with national priorities, and work to streamline coordination mechanisms.

UNDG subsidiary groups

The number of UNDG working groups was reduced in 2007 from more than 25 to a total of 5, and an additional task force on MDGs was added in 2009. In light of the new UNDG Priorities for 2010–2011, the working groups are being reconsidered and the UNDG is shifting to time-bound task teams to focus on key deliverables to support country offices. There will be less guidance notes and more focus on using the existing guidance and increasing impact at the country level.

The **Working Group on RC System Issues** function is to support and strengthen the RC System in order to increase coherence and effectiveness of UN development operations at the country level by ensuring that UNCT/RC dynamics at the country level are reflected in up-to-date, high-quality, coherent and consistent management and operational guidance. The working group promotes the inclusiveness of the entire UN system, including non-resident agencies.

The **Working Group on Joint Funding, Financial and Audit Issues** develops overall inter-agency guidance and agreements on joint funding, financial and audit issues related to Multi-donor Trust Funds (MDTFs), Joint Programmes and Delivering as One at the country level.

The **Working Group on Country Office Business Operations (COBO)** originally created to support the pilots, addresses country-level harmonization of business operations. It also created the UNDG toolkit (<http://www.undg.org/toolkit>).

The **Working Group on Programming Issues** develops guidelines and tools to improve the quality and effectiveness of UNCT programme collaboration, including on UNDAF and results-based management.

UNDG–Executive Committee on Humanitarian Affairs Working Group on Post-Crisis Transition (ECHA) unites the development, political, peace-building, peacekeeping and humanitarian actors of the broader UN system to develop policies, guidelines and methodological approaches to support countries in post-conflict transition (including the UNDG, the Peace-building Support Office DPA, and the Department of Peacekeeping Operations). It also links with the Inter-Agency Standing Committee (IASC), an inter-agency policymaking body for humanitarian action comprising UN agencies, non-governmental organizations and others, including ICRC, IFRC and the World Bank, to provide policy guidance for strengthening post-conflict humanitarian action.

MDG Task Team

Created under the UNDG, this task force (chaired by UNICEF Division of Programmes & Policies Director, Richard Morgan) is collecting lessons from country offices and assisting UNCTs in reporting on MDGs. The members of the task force will also be contributing to the UN Secretary-General's forthcoming Report for the High-Level Plenary Meeting in 2010.

The task team developed a series of thematic papers which offer a comprehensive compilation of country-level issues and the UN's work in support of achieving MDGs. Based on country examples and success stories, the thematic papers provide an analysis of successful strategies and measures, the factors underpinning success, critical gaps, and a summary of key lessons and future measures for accelerated progress. Click [here](#) to access these papers.

The reports cover: Poverty, Hunger and Decent Work (MDG 1), Primary Education (MDG 2), Gender Equality and Empowerment (MDG 3), the three Health MDGs on Child Mortality, Maternal Health and HIV/AIDS, Malaria and other diseases (MDGs 4, 5 and 6) and on Environmental Sustainability (MDG 7).

HLCM

The High-Level Committee on Management, with responsibility over six networks (HR, Finance & Budget, ICT, Procurement, Legal and Security) is responsible for institutionalizing and overseeing the harmonization of business practices across the system. It has developed and is in the process of implementing a work plan. Recently it participated in a high-level mission on business processes with UNDG to three countries with the objective of identifying good practices and bottlenecks in the area. Its chair is appointed on a rotational basis.

HLCP

The HLCP was established by the CEB in 2000. It is the principal mechanism for system-wide coordination in the programme area. It provides a forum for inter-agency dialogue on the development and launching of new programme initiatives and advises CEB on issues of strategic planning, policy and programme

development and implementation, and on other areas that require priority attention in response to the challenges facing the UN system and the global community. HLCP holds its regular sessions in the spring and fall of each year, and undertakes consultations and coordination on a continuing basis.

Among the many issues recently addressed by the HLCP, two stand out as being particularly timely and important for UNICEF. These are: developing a system-wide approach on climate change and addressing the impact of the global food, fuel and financial crises on vulnerable populations. Recent achievements include a complete mapping of all UN agency work on climate change and work on the development of a framework for action on each of the nine initiatives of the CEB to deal with the crisis.

The Global Impact and Vulnerability Alert System, now called **Global Pulse**, was created in an inter-agency team under the Office of the Secretary-General to track the economic/financial crisis and future crises as they unfold.

UNICEF has been actively engaged in stepping up its global monitoring efforts. To this end, we have established an internal, cross-divisional working group to coordinate this process. It will ensure that UNICEF can confidently report on impacts of global shocks on the most vulnerable, including children and women. The system will monitor impact in near real time as well as track changing vulnerabilities.

The economic and food crises have revealed the need for cross-sectoral, real-time data that can provide a clear picture of the impact of global shocks on the most vulnerable. As part of the nine initiatives, the CEB called for the establishment of a UN system-wide vulnerability monitoring and alert system.

More information on the work of the HLCP, HLCM and UNDG will be reported in upcoming issues of UNICEF's UN Coherence Round Ups and can also be found on the website of the CEB.

Coherence at the regional level

While the country office may be the centre of focus as we move towards 2015, it would do well to remember the regional level, which is the first port of call for countries in need of support. The architecture may vary between regions, but each region normally has a Regional UNDG (RDT), linked to the UNDG and a regional commission linked to the Economic and Social Council. Members of the RDT are Regional Directors, generally supported by regional offices.

Members of RDTs have the responsibility of supporting coherence at the country level and communicating the M&A System within their respective agencies at country and regional levels. (For more information, see the M&A section on *page 13*). UNICEF fully participates in meetings of both the RDTs and the Regional Commissions, including the Regional Coordination Mechanisms.

The Regional Coordination Mechanisms

Another key regional coordination body is the Regional Coordination Mechanism (RCM), which has been convened by the regional commissions since 1999. The mechanism meetings focus on priority policy and programming issues of a regional nature. The experience and evolution of the mechanisms vary between regions. Regional Coordination Mechanisms facilitate the development of common positions, approaches and analysis on current priority issues.

Regional commissions work at the regional level in areas of analysis on the most pressing economic and social issues. The UN agencies contribute to the reports published by the regional commissions, including regional MDG reports, and also participate in high-level regional MDG meetings in preparation for the global MDG summit.

Generally speaking, the regional commissions are seen as being responsible for coherence at the regional level, while the UNDG Regional Teams (RDTs) are responsible for coherence at the country level.

Challenges in regional coherence

In recent years, there has been discussion to more clearly define the relationship between the RDT and Regional Commissions, while maintaining their distinctive functions and comparative advantages. Both regional bodies face the following challenges: 1) incongruent geographical distribution and coverage; and 2) diverse locations of the Offices of the Regional Directors.



System-wide coherence discussions in the General Assembly

The discussions on system-wide coherence stem from the request of Heads of States in the [World Summit Outcome Document](#). In response, the Secretary-General created a high-level panel to explore

ways to further strengthen the management and coordination of UN operations to improve their contribution to the achievement of internationally agreed development goals, including the MDGs.

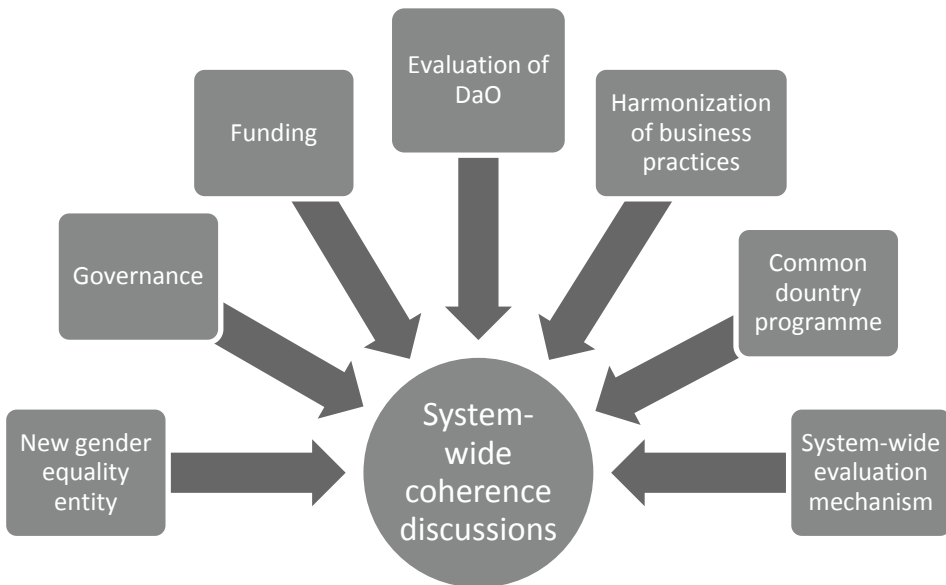
The High-Level Panel's report, *Delivering as One (A/61/583)*, included extensive recommendations and was the origin of the concepts of the Delivering as One approach, the creation of the pilots, and the „Four Ones” (“One Leader, One Fund, One Programme and One Office”). The report also recommended a new gender equality entity.

Since then, system-wide coherence discussions continued in key areas (as per the General Assembly resolution of 15 September 2008) and were articulated in the important [Resolution A/63/311](#) (14 September 2009), which called for concrete measures in UN Coherence, including:

- 1) **creation of a new gender entity**
- 2) **governance of development operations** including
 - a. synergies among the UN bodies: General Assembly, the Economic and Social Council, and Boards;
 - b. common country programme;
 - c. a system-wide evaluation mechanism; and
 - d. support for participation of least developed countries in the General Assembly, the Economic and Social Council, and Boards.
- 3) **funding of development operations (and creation of a central repository for funding reporting)**
- 4) **Delivering as One evaluation;** and
- 5) **harmonization of business practices.**

Resolution 63/311 was a milestone, because Member States adopted a new composite gender entity, bringing together capacities of the UN system working for gender equality and women's empowerment. In addition, for the first time ever, Member States called for the adoption of a common country programme. This is an historic step in UN Coherence.

The GA plans to adopt a single resolution to review and take stock of all its prior actions and deliberations. Following this resolution, all remaining discussions on system-wide coherence will take place in the context of the upcoming TCPR/QCPR. UNICEF has been actively participating in these discussions on system-wide coherence. Agreement on the resolution is expected by June 2010.



New gender equality entity

Member States, in 63/311, adopted a new composite gender entity, bringing together capacities of the UN system working for gender equality and women's empowerment, by combining the four entities working on gender (the Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI), the United Nations Development Fund for Women (UNIFEM), the Division for Advancement of Women (DAW) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW)) and enhancing their functions. The new entity's principle functions will be in policy, knowledge management, research, advocacy and 'targeted technical support' through catalytic and innovative

programming. Of note, the new gender entity will have universal coverage, meaning that all countries including donors will be served by the entity.

The entity will function at the global level through the CEB and UNDG, led by an Under-Secretary-General who reports to the Secretary-General. At the regional level, it will chair/co-chair working groups on gender in the Regional Coordination Mechanism, and at the country level through the RC System, including UNCT and theme groups.

Proposals for functioning and governing body are still under discussion.

UNICEF strongly supports the new gender entity as a way of increasing coherence and impact on gender equality (and as such, elevating focus on girls' issues). This entity should enhance high-level policy response and gives guidance to our country-level operations.

Improving governance

The draft resolution proposes modalities for improving the functioning of the General Assembly, the Economic and Social Council, and governing bodies/executive boards of agencies, including policies to improve equitable participation in the boards/governing bodies. Proposals include harmonizing agendas and reducing duplication in legislation between these bodies, and increasing coherence between boards, including specialized agencies. It also proposes the establishment of trust funds to facilitate participation of representatives from least developed countries.

These proposals should reduce duplication and increase synergies among the various mechanisms, as well as improve the quality of discussions in these bodies by including a wider range of country perspectives.

Approval of a common country programme

Member States requested modalities for submission and approval of common country programmes on a voluntary basis in order to align the UN strategic support to national priorities. This is a momentous move for UN Coherence. Details for the approval process are still under discussion within the General Assembly. The principles it emphasizes include using existing governing bodies, responding to national ownership, alignment with UNDAF guidelines, and allowing calendar submission to link to the government's planning cycle. The proposal provides principles governing the preparation and proposals for the submission of a common country programme, which should be closely linked with the UNDAF and its results matrix or (optional) UNDAF Action Plan. Discussions are moving forward on consideration of Common Country Programme Documents on an exceptional basis.

Some of the Delivering as One pilot countries are considering developing a common country programme document for board approval. For instance, the Government of the United Republic of Tanzania presented to the Joint Executive Boards in January 2010 a proposal for the UN system in the country to develop such a document based on a single business plan for the next programme cycle (2011–2015). They highlighted the fact, however, that they would not pre-empt the outcomes of General Assembly deliberations and it was agreed to consider the Tanzania Common Country Programme on an exceptional basis.

Benefits that may be reaped through the use of such documents include increased coherence between the programmes, increased national ownership and the potential for reducing transaction costs.

Funding, financial reporting and creation of a central repository

Member States have called for an improved balance between core and non-core funds, and increased core, non-earmarked funds and improving the (management of) MDTF/thematic funds.

The General Assembly has also requested to include core and non-core funding in the Secretary-General's report on financing of UN operational activities for development. The aim is to improve the quality and comparability of data. Efforts are ongoing to harmonize concepts, definitions and classifications. There will also be a new central repository of information on UN operational activities which will offer a one-stop access to comprehensive, ready-to-use financial information on the entire UN system, including information on extra budgetary contributions.

Increased core funds will improve our planning and implementation of programmes, and thus further support MDG achievement. It also allows us to be more flexible and rapidly respond to emergencies.

The benefit of a central repository is that it offers one-stop access to use financial information. It will improve the quality and comparability of data and increase transparency, which may, in turn, facilitate fund-raising for more core funds.

The system-wide coherence discussions have also introduced a new concept of critical mass and the resolution has requested that each fund and programme explore the appropriate definition of and process at arriving at a critical mass of core funding.

Evaluation of Delivering as One pilots

Country-led evaluations are currently underway. There will be a meeting in Hanoi in June 2010 to review them (evaluation documents are available at www.undg.org). An independent evaluation is planned to be conducted and completed by mid/end 2011, to feed into the QCPR discussion at the General Assembly in 2012. (See section on Delivering as One, *page 85*).

Modalities are being defined for the independent evaluation of lessons learned from the DaO pilots. An Evaluation Management Group will be established that will develop the terms of reference and process for the evaluation. They are following the resolution's emphasis on principles of national ownership and leadership, transparency and objectivity among others. There is discussion on who will lead the evaluations.

These evaluations of the DaO would benefit the whole UN system, as they would identify lessons learned and could bring concrete recommendations to reinforce or redirect our future action in UN Coherence. They might also give input to work in middle-income countries and other environments.

System-wide evaluation mechanism

GA Resolution 63/311 asks the CEB to propose 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 UN organizations, the Joint Inspection Unit and the UN Evaluation Group. Discussions are underway on whether this will be a new unit, an ad hoc one, or whether it will be a strengthened existing Joint Inspection Unit.

Proposals were developed in consultation with the UN Evaluation Group. The proposals emphasized three principles: 1) Any system-wide evaluation unit should work in tandem with existent UN evaluation units; 2) Independence should be clearly established; and 3) Evaluation capacity development in member countries should be promoted. A system-wide approach must assess system-wide effectiveness, efficiency and performance of the UN system working together.

The benefit is that this will facilitate the demonstration of results and potentially improve system-wide performance.

Harmonization of business practices

GA Resolution 63/311 calls for the UN to continue progress in the simplification and harmonization of business practices. Work is ongoing in the CEB and UNDG mechanisms, and will continue in 2010.

The HCLM has a plan of action for the harmonization of business practices in the UN system, with an initial allocation of US\$3.2 million for six priority projects. This plan covers human resources, procurement, information, communication and technology, finance and budget. Lead agencies for the projects currently include the UN Secretariat, UNICEF, UNDP, WHO, IFAD, and UNODC. The CEB Secretariat submitted the plan as background for the General Assembly's deliberations on this issue. The UNDG, in coordination with the HLCM, is working at the country level to find solutions to priority areas for harmonization in business practices. Discussions are still underway on the wording of the resolution.

Harmonization of business practices is important to all UN agencies at all levels and should increase efficiency and effectiveness of UN development activities and reduce duplication. This would especially benefit country offices.



Programming together

Joint programming is the collective effort of UN agencies and national partners to jointly plan, implement, monitor and evaluate their development activities to support countries in their achievement of the MDGs. At a minimum, all UN agencies are expected to participate in joint programming through the UNDAF process. Joint programming aims to result in a

more effective delivery of UN commitments, reduce transaction costs, maximize synergies, improve accountability and highlight the comparative advantages of each UN system agency.

Joint programming is particularly effective when cross-cutting issues are being addressed – child nutrition or the prevention of violence against women, for instance – and where the corresponding aims have inter-ministerial implications. It can be effective where one or more donors are devoted to supporting more collaborative undertakings within a UNCT. It is also a practical vehicle to use when several UN entities in a country are working with the same partner.

Joint programming uses the UNDAF process as its starting point. The components and project results specific to it are further elaborated through country programme documents (CPDs) and Country Programme Action Plans (CPAPs); a summary of joint programming activities are also expressed in annual work plans (AWPs). It bears mentioning that UNDAF Action Plans (see page 49) are voluntary and are meant to replace/constitute the agency-specific CPAPs. The totality of

Distinction between joint programming and joint programmes

Joint programming is a process whereas a joint programme is an output of the joint programming process, concretized in a joint programme project document and related MoUs, LoAs. Joint programmes have clear common budgets with an agreed funding management arrangement (using parallel, pooled, or pass-through options).

programming instruments, and their relatedness to each other, can be found in the Programme Policy and Procedures Manual and UNDG common

country programme guidance, as well as the UN System Staff College training modules.

Joint programmes

A [joint programme](#) is a set of activities involving two or more UN organizations, contained in a [common work plan and budget](#). Joint programmes strive to meet the strategic intent of joint programming. The work plan and budget form part of a joint programme document, which also details the roles and responsibilities of partners in coordinating and managing joint activities. The joint programme document is signed by all participating organizations and all implementing (sub-) national partners. There are three options for management of joint programme funds: parallel, pooled and pass-through.

Joint programmes all share the following, UNDG-defined characteristics:

- UNICEF is working in partnership with another UN agency or agencies;
- UN partners together are working with common government, non-government and/or private sector partners;
- Formation of a Steering Committee;
- All partners are working towards the same goals; and
- There is a common annual work plan or other common planning instrument that includes a common budget.

The common financial practices for entering into agreements with other UN agencies are as follows:

- **Pooled funding:** For the transfer of funds between UN organizations participating in a joint programme, a standard Memorandum of Understanding (MoU) is used. An agreement for pooled funding applies when one of the agencies is the Managing Agent – receiving funds from a group of different UN agencies and then managing the joint programme on their behalf.
- **Pass-through funding:** Another sort of agreement is the pass-through funding modality, which is the same management framework as for an MDTF and was agreed upon by all members of the UNDG in October 2008. In contrast to the other two fund management options, the pass-through fund management is used where: (1) it makes programmatic and managerial sense for participating UN agencies to maintain financial and programmatic accountability for specific components of the programme;

and (2) donors want to channel the funds through one participating UN agency. In this instance, one UN agency is chosen to act as the administrative agent (AA) for all, and funds are transferred from it to the other participating UN agencies.

- **Parallel funding:** This fund management option is likely to be the most effective and efficient when the interventions of participating UN agencies are aimed at common results, but with different partners. Under this option, each agency manages its own activities within the common work plan and the related budget.

The standard UNDG MOUs should never be altered. Any substantial changes on pass-through MOUs must be approved by the Fiduciary Management Oversight Group before signature.

UNICEF has adopted the UNDG standard bilateral UN agreement of February 2010, which should be used whenever UNICEF is receiving funds bilaterally from another UN organization.

For the transfer of funds in support of a programmatic activity outside of a UN joint programme, one must use the UNICEF-to-UN standard agreement. When UNICEF is receiving funds, and is thus the Executing Agency, review and clearance from the Public Sector Alliances and Resource Mobilization Office (PARMO)/NYHQ is required before an agreement can be signed.

Joint programmes are a possible but not mandatory extension of joint programming. They should happen where UN agencies, implementing partners and donors see clear gains in effectiveness and efficiency from combining their efforts and resources in a common work plan and budget. Country experience shows that might be time-consuming and result in administrative cost implications. Therefore, they should only be undertaken for compelling programmatic reasons, and not just because they attract money.

United Nations Development Assistance Frameworks

The importance of the UNDAF as the common country programming framework remains paramount in the efforts to improve delivery of results. The 2007 TCPN strongly emphasizes the role of UNDAF and its results matrix as the collective, coherent and integrated programming and monitoring framework for UN country-level operations, bringing increased opportunities for joint initiatives, including joint programming.

An UNDAF prepared with the full involvement of national authorities is the key to its becoming a common programming/monitoring tool of UN system. The UNDAF

should be aligned with national planning cycles. Also, as now reflected in the UNDAF guidelines, the UN – through the collaborative modality of the RC and the UNCT, working in concert with the government – has to report annually on progress towards UNDAF results.

Expectations for and support to new UNDAFs

Between 2010 and 2013, about 90 countries will prepare new UNDAFs. As the DaO pilots' experiences have shown, the optimal time for planning an integrated programme is at the start of the programme cycle, using the UNDAF planning process as an entry point. UNDAF roll-out countries represent the UNDG's highest priority, as expressed in the new UNDG Strategic Priorities (2010–2011). As such, there are expectations that these next UNDAF roll-out countries will identify and implement enhanced coherence in programming and operations, using the [recently revised guidance](#). An expanded support package is also available. All efforts will be made to support these countries, using a targeted approach to the specific country situation.

Simplified UNDAF guidelines

A new [UNDAF guidance and support package was adopted by the UNDG in November 2009](#) with a view to simplifying the programming process and improving the next generation of UNDAFs. The simplified guidelines and technical guidance, described below, outlines [how to prepare an UNDAF](#), an [UNDAF Action Plan](#) to help carry out the UNDAF, an [UNDAF results report](#), and an implementation plan designed to better organize the technical support UNCTs receive from HQ and RDTs during the preparation process.

Given the importance of the UNDAF to improve coordination among UN system agencies and with government, the UNDG has approved various tools – revised and simplified – that should benefit these forthcoming roll-outs.

Countries starting UNDAFs in 2009 and onward are expected to achieve more coherence and effectiveness in their interventions (UNDG Chair Letter, February 2009)

The first section of a two-part UNDAF guidance package sets out four flexible, mandatory steps to be followed by UNCTs in a 12-page document, while the longer substantive/technical guidelines are contained in part two of the package. For ease of reference, convenient hyperlinks are used to access background documents and important reference materials and useful examples. The four mandatory steps include 1) Road map; 2) Country analysis; 3) Strategic planning; and 4) Monitoring and evaluation.

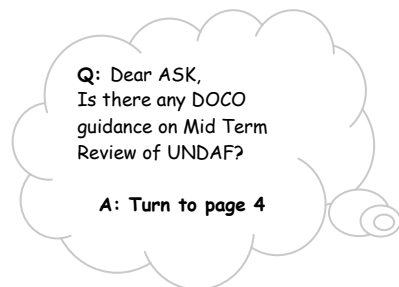
Four Mandatory Steps of the UNDAF

Road map	<ul style="list-style-type: none"> • A road map outlining the preparation process of the UNDAF
Country analysis (3 options)	<ul style="list-style-type: none"> • Government-led • Complimentary to existing analysis • Full UN CCA
Strategic planning	<ul style="list-style-type: none"> • Agree on Strategic priorities • Develop UNDAF results matrix with integrated M&E • Agree on level of results (options)
Monitoring and evaluation	<ul style="list-style-type: none"> • An M&E plan • An annual review • An UNDAF evaluation

What's new in the guidelines

While the new guidelines clearly identify what is mandatory, flexibility is introduced where possible, enabling UNCTs to fully consider the country context (crisis/post-crisis, middle income, small/large UN presence, etc.) at each step of the way. It allows the UN to closely align the UNDAF with national planning, as required by the TCPR 2007.

Key revisions include a simplified results matrix that integrates the M&E framework and the option to keep the UNDAF at the strategic outcome level. In particular, the UNCT has the option in the UNDAF results matrix to choose: option 1, which does not include expected results at the output level, or option 2, which does include the outputs. **There is no longer a requirement for 'agency outcomes' or 'agency outputs'.**



Other areas enhanced

The [UNDAF guidelines](#) have further been updated to emphasize the importance of M&E, integrating disaster risk reduction and recommendations on gender equality. The UNDG scaled up its work on climate change and environmental issues in 2009, providing timely guidance for the 2010 UNDAF roll-outs on how to mainstream environmental sustainability

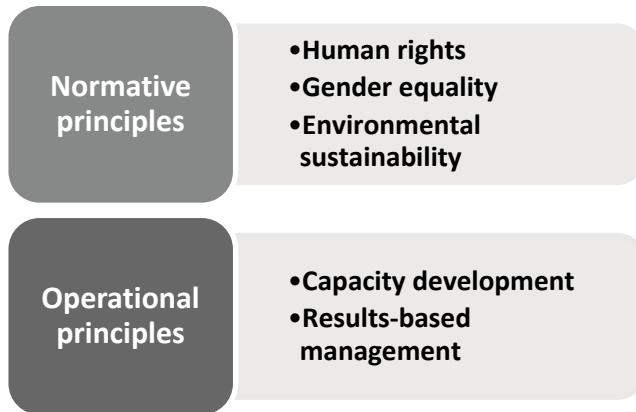
into common country assessments and UNDAFs. This guidance is a piece of a three-part package that includes a Guidance Note on Mainstreaming Disaster Risk Reduction approved by the UNDG in January 2009 and a Guidance Note of Mainstreaming Climate Change adopted in April 2010.

What remains the same?

The new guidelines maintain a focus on the strategic use of the UN’s comparative advantages, support to national priorities as well as to international agreements and standards, five key UNDG programme principles, and mutual accountability for development results.

The five UNDG integrated programming principles constitute a starting point and guide for the country analysis, as well as for all stages of the UNDAF formulation, including results-planning, implementation, and M&E. These principles should be integrated into each CCA/UNDAF process in a mutually reinforcing manner.

UNDG’s five programming principles



UNDAF Action Plan

An UNDAF Action Plan, where a UNCT decides to prepare it, would replace UN system agency-specific CPAPs and other similar operational documents with a single document for the coordinated implementation of the UNDAF. The UNDAF Action Plan does not replace legal frameworks for cooperation or any partnership

agreement or project document between a UN system agency and a partner. If signed, the UNDAF Action Plan only replaces the CPAPs. For UNDP and others, where the UNDAF Action Plan is used, it constitutes the CPAP. By replacing the operational documents of multiple UN organizations with a single operational document, the UNDAF Action Plan can be an important step in simplification and harmonization.

The development of an UNDAF Action Plan is voluntary. Given the benefits derived from adopting such an approach, however, UNCTs are encouraged to develop an UNDAF Action Plan as part of the common country programming process. This should be of course, if the UNCT and government agree.

The plan establishes how UN system agencies will work with one another and with national partners, setting forth responsibilities and transparency in resource commitments and management and coordination strategies. Additionally, the UNDAF Action Plan aims to reduce transaction costs for the host government by articulating the national agreement on outcomes and outputs of UN systems agencies' programmes in one document. Examples of UNDAF Action Plans are not yet available. However, similar common operational documents produced by South Africa, Bhutan, Suriname, Papua New Guinea, Malawi and Rwanda are available. For these examples and more information on the UNDAF Action Plan, see the UNDAF Action Plan guidelines on www.undg.org.

Reporting format ('Standard Operational Format')

The General Assembly called on the RCs and UNCTs to report to Government on progress towards UNDAF results annually (as per the TCPR). In November 2009, the undg approved a standard format for reporting and guidance for developing the UNDAF progress report with a view to reducing the administrative burden and transaction costs related to UN system agencies' reporting requirements. The new Standard Operational Format, developed by an inter-agency team of more than 17 agencies, meets reporting requirements for both the UNDAF and MDTFs.

The format and process also responds to the wider aid-effectiveness agenda by supporting greater mutual accountability between the UN and national authorities at the country level. To minimize UN transaction costs, the guidance suggests agencies bring together information from existing material or processes. For further information, the full guidance note may be found at www.undg.org.

Key considerations for UNDAF preparation

The lessons learned from the past reinforce the importance of national ownership, which may in certain instances be broader and thus distinct from

government ownership. Towards this end, the UNDG considers capacity development one of the five key principals of the UNDAF and has written a guidance note and position statement on national capacity development.

A key challenge in the UNDAF is finding the right balance between inclusiveness and strategic focus. The UNDAF should cover at least 80 per cent of all the work of the UN, but should be focused consistently on the key priorities where the UN has added value in support of national priorities. While the UNDAF will always cover the bulk of the UN's work in a country, there is still scope and space for UN-supported activities to fall outside that framework. This partitioning may be most useful for smaller, specialized or non-resident agencies, especially as it allows the UNDAF to be focused on a specific set of strategic aims, achievable by the system collectively.

UNDAF support package

The implementation plan for 2010 UNDAF roll-outs is intended to strengthen UNCT capacity for quality UNDAF; it was adopted by the UNDG in November 2009. The support package offers funds and suggested staffing support to the ROs, RDTs and COs in the approximately 48 countries that are expected to roll out UNDAFs in 2010.

The total to be made available in 2010 is \$3.55 million – of which UNDAF roll-out country teams will receive \$1.75 million (@ \$50,000 per roll-out country) and regional offices will receive \$1.8 million (@ \$100,000 lump sum per RDT for UNDAF roll-out support). The HQ costs (projected at \$600,000) will be covered as a part of DOCO's regular annual fund-raising efforts.

UNDG toolkit

The [UNDG toolkit](http://www.undg.org/toolkit) (<www.undg.org/toolkit>) was developed to provide the resources needed to advance UN Coherence. It offers a comprehensive structure to support countries in planning and implementing the change effort required to improve development impact and increase efficiency of the UN development system.

The toolkit provides guidance and a step-by-step approach to coherence, building on the best from the experiences of the eight Delivering as One UNCTs, as well as UNDG guidance on programmes and operations. It serves as a comprehensive resource for UNDAF roll-out and implementation. It also offers a repository of lessons learned and country examples. From a 'ready, willing and able' survey to common services, and from CCA choices to team-building, all can be found in the toolkit.



Capacity development

December 2007, the TCPR reiterated the importance of capacity development, calling upon UN organizations to “provide further support to the efforts of developing countries to establish and/or maintain effective national institutions and to support the formulation and, as necessary, the devising of national strategies for capacity-building.”

Capacity development remains one of the five key programming principles of the UNDAF and, as such, is one of the highest priorities of the UNDG. The importance of capacity development was reiterated in the new UNDAF guidelines completed in November 2009 and in the UNDG Strategy 2009–2011.

The UNDG has developed capacity development guidelines for UNCTs that outline the UNDG position on capacity development, including a methodology for capacity assessment and capacity development at the country level.

The UNDG approach includes a human rights-based strategy that highlights capacity gaps of duty bearers and rights holders that are at the root of priority national development issue. The UN system has also given priority to enhancing its own ability to support capacity development. Some UNCTs are making capacity development the core of their work, and are developing new ways of assessing and achieving capacity development results as a team.

The UN system, through its support in the area of capacity development, makes an effective contribution to the national development initiatives of programme countries. To strengthen this contribution further, the UN system has concentrated on analytical work – ranging from the formulation of capacity development policies and frameworks to the creation of approaches, guidelines and tools – as well as on country-level support for developing national capacities at the level of the individual, the organization and the enabling environment.

The UNDG has developed a few tools to support UNCTs in capacity development. First, it has an agreed Position Statement on Capacity Development (2006), which outlines how UNCTs can address capacity development in support of national development.

UNDG Position Statement: Four key issues to guide and position the UNCT work and to make it more effective in terms of country-level capacity development:

UNCTs articulate capacity development and its underlying principles as the central thrust of the UNDG's role in the country, captured in the CCA and UNDAF.

UNCTs situate their work in capacity development with national policy and development plans.

UNCTs assess the level of national and local capacity assets and respond to the identified capacity needs.

UNCTs 'unpack' capacity development into tangible components.

In addition, the UNDG has a capacity assessment methodology, developed in 2008, to help assess capacity assets and needs. This can be a useful tool for UNCTs.

UNICEF views capacity development as a process that occurs over time, and through which individuals, organizations and societies obtain strength and maintain the capabilities to set and achieve their own development objectives, defined within norms of human rights and gender equality. In 2009, as a step towards strengthening guidance and practice in this area, UNICEF commissioned a desk review of its efforts in capacity development. The key findings were that capacity needs assessments are not uniformly effected across the organization, and that there are significant variations in the degree of stakeholder participation. Other areas of weakness included:

- Limited focus on human rights-based approaches to national capacity development and on gender mainstreaming; and
- Lack of consistent application of basic principles, such as participation, accountability and respect for rights holders.

One of the main achievements is capacity-building of national partners to use development knowledge and technology. Another key strength lies in addressing social exclusion and equity concerns in capacity-building of national partners, as well as in enhancing access to information and developing public sector accountability.

UNICEF is responding to these findings by developing a more systematic and consistent approach to building country capacities, both within the context of the UNDG and with specific focus on guidance and good practices on issues of children's rights at national and sub-national institutional levels. There has been

a strategic shift away from ad-hoc training to capacity development based on assessment and analysis of capacity gaps.

Still, it bears mention that capacity development overall is a process rather than a finite achievement, and that advancements in one domain or another will always expose further needs and further demands on the system. Systematically, this compels bridging the [Paris Declaration on Aid Effectiveness](#) to the multilateral processes around the MDGs and the Financing for Development as well as the Economic and Social Council's Development Cooperation Forum. UNICEF's Executive Board will be taking stock of the organization's approach in capacity development in the second regular session in 2010.



Funding for coherence

UN Multi-Donor Trust Funds

MDTFs managed by the UN have become an important funding mechanism to channel and leverage resources in an effective and coordinated way to support UN system-wide development efforts. Their growing use is a

practical manifestation of the Aid Effectiveness agenda, as well as of the successes of joint programmes and Delivering as One programmes. UNICEF continues to expand its participation in UN Coherence and partnership arrangements through a variety of pooled funds, MDTFs and bilateral arrangements. Income from these inter-organizational arrangements increased by 16 per cent from US\$256 million in 2008 to US\$296 million in 2009, and is up 66 per cent from the 2006 level of US\$178 million.

MDTFs uphold the principles of the [Paris Declaration on Aid Effectiveness](#) and the [Accra Agenda for Action](#), including national ownership and alignment with national priorities; harmonization and coordination; effective and inclusive partnerships; and achieving development results and accounting for them.

MDTFs can be established in support of:

- a single programme implemented by multiple organizations (One Funds/UNDAF roll-outs);
- multiple programmes and interventions in a single country (Common Humanitarian Fund for Sudan; the Lebanon Recovery Fund; or
- a multi-country, cross-disciplinary set of interventions addressing a common issue (Avian flu).

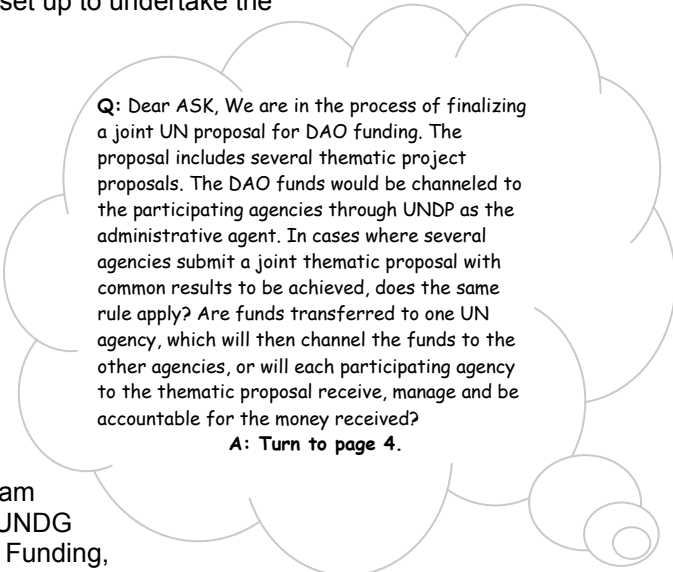
An MDTF can be administered by a UN agency, which normally allocates to UN agencies, or by the World Bank, which generally funds governments. **All MDTFs**

are pooled funds – a generic term; UNICEF’s Regular Resources are, for example, a „pooled fund’. **Not all pooled funds are MDTFs**, however, the difference being that an MDTF normally holds money in trust, whereas other types of pooled funds treat granted money as income, e.g., the Global Fund to Fight HIV, Tuberculosis and Malaria, the Global Alliance for Vaccines and Immunization, etc.

When managing a UN-administered MDTF, participating UN organizations customarily appoint an Administrative Agent (AA) and sign standard UNDG agreements for the management of the fund with donors (Standard Administrative Agreement - SAA) and with participating organizations (MOU). MDTFs use the [pass-through fund management modality](#), in which participating UN organizations receive a standard 7 per cent recovery cost, and assume full programmatic and financial accountability for the funds received from the Administrative Agent, while at the same time abiding by their own internal financial rules.

Standard templates for the MOU, standard administrative agreement (SAA) and the Administrative Agent protocol (AA Protocol) are now accepted by most donors and UN agencies, and can be found on the PARMO Intranet site. It is important to note here that choosing an agency to serve as an administrative agent should be determined by the UNCT or the participating UN organizations in the particular fund. For the majority of existing UN MDTFs, however, UNDP’s MDTF office serves as Administrative Agent, in that it has substantial staff, resources and systems set up to undertake the responsibility.

Oversight for MDTFs is provided by the UNDG Assistant-Secretary-General-level Advisory Group and the Fiduciary Management Oversight Group, which also serves as a forum to discuss and provide guidance on deviations from the standard UNDG templates. The Task Team on Funding, part of the UNDG Working Group on Joint Funding, Financial and Audit Issues, provides technical



Q: Dear ASK, We are in the process of finalizing a joint UN proposal for DAO funding. The proposal includes several thematic project proposals. The DAO funds would be channeled to the participating agencies through UNDP as the administrative agent. In cases where several agencies submit a joint thematic proposal with common results to be achieved, does the same rule apply? Are funds transferred to one UN agency, which will then channel the funds to the other agencies, or will each participating agency to the thematic proposal receive, manage and be accountable for the money received?

A: Turn to page 4.

inputs, policy, and guidance on funding and financial issues. In March 2010, the UNDG approved the provisional UNDG Guidance Note on Establishing Multi-Donor Trust Funds. The Guidance Note will be reviewed after further comments and feedback is received from countries and resubmitted to the UNDG for endorsement. To access the Guidance Note, please see PARMO's website (MDTF section) or send other queries to ASK@unicef.org. Comprehensive information on all MDTF office-administered funds can be found on their GATEWAY website at <http://mdtf.undp.org>.

An MDTF is a funding mechanism which:

- receives contributions from more than one donor
- holds these funds in trust
- allocates funds through a designated governance structure, and
- disburses funds through an administrative agent/fund manager to a number of different recipients

One Fund

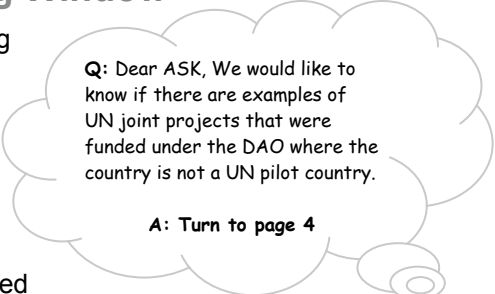
In order to support the implementation of the One UN programme, UNCTs often establish a One UN Coherence Fund or UN Country Fund. The joint development fund aims to maximize the effectiveness of the UN system delivery by pooling resources into a common fund to support a nation's strategic priorities, as defined by the One UN programme. To further accelerate coherence, efficiency and delivery at the country level, the One UN approach calls for multi-year, un-earmarked commitments contributed to the One UN Fund, which enhances predictability and helps ensure a strategic programme where funding decisions are driven by the highest national development priorities and strategies.

The One UN Fund pools donor contributions for allocation by the UNCT, under the leadership of the RC. These Funds are meant to be additional to core funds provided to UN agencies, funds and programmes. As of June 2010, seventeen One UN Funds had been established, of which three UNCTs had agreed to exclusively use the One UN Fund to mobilize resources for the One Programme. However, as called for in a High-Level Tripartite Conference on Delivering as One in Ha Noi, Viet Nam in June 2010, sustainability is incumbent upon multi-year predictable funding, and donors were called upon to "provide sustainable funding for One Funds." The outcome document stated that "Discussions on DaO should be part of broader dialogues on funding for development and the funding architecture of the UN," and also called upon the Secretary-General to

"examine, with UN Member States, the modality for their set-up and sustainable operation in programme countries." The One UN Funds created thus far are administered by the MDTF Office of UNDP, and adhere to UNDG standards. Detailed information can be found on their GATEWAY website at <http://mdtf.undp.org>.

The Expanded DaO Funding Window

The Expanded Delivering as One Funding Window (EFW) for Achievement of the Millennium Development Goals was launched by the Chair of the UN Development Group and the Governments of Spain, Norway and the United Kingdom in September 2008 as a multi-donor funding mechanism that provides resources to support nationally led and owned programming processes to help UNCTs to Deliver as One. It is one of several global MDTFs established to support UN Coherence.



Q: Dear ASK, We would like to know if there are examples of UN joint projects that were funded under the DAO where the country is not a UN pilot country.

A: Turn to page 4

The fund supports countries that elect to apply the DaO approach at the start of the UNDAF process. Eighty per cent of the funds are reserved for low-income countries and 20 per cent are allocated to middle-income countries, with particular focus given to 'aid orphans'.

Money is allocated according to a formula based on the annual funding gaps of all the countries using determinative criteria applied by the RDTs. Money is deposited into the One UN Fund and allocated by a joint UN/government Steering Committee. The Expanded Funding Window should be considered only as a 'last resort', after all other resource mobilization possibilities have been exhausted.

By providing additional, un-earmarked and more predictable funding, the Expanded Delivering as One Funding Window routes extra resources to help fill gaps in funding to achieve country programming priorities. The EFW Steering Committee provides overall leadership, strategic direction and decision-making, including the allocation of resources. Governed by its terms of reference, the EFW Steering Committee is directed by the Vice Chair of the UNDG, and is comprised of director-level officials from all UN organizations that are members of the UNDG Advisory Group.

The Steering Committee has overall responsibility for the EFW and sets its strategic direction. As of June 2010, the EFW has provided a total of US\$165 million in funding to 17 countries, including the original 8 Delivering as One pilot countries. For information on the criteria for eligibility, governance and allocation process, please see the Guidance Note on the Expanded Delivering as One Funding Window on PARMO's website or send a query to ASK@unicef.org.

Aid effectiveness

The [Paris Declaration on Aid Effectiveness](#) sets out principles for improvement in the efficiency with which aid is delivered, received and managed. According to the Paris Declaration, this improvement requires strengthening development partners' harmonization and alignment with the policies of partner countries, with the aim of enhancing partner country ownership, reducing aid delivery transaction costs, avoiding overlapping and contradictory interventions, and increasing the accountability of both sets of partners to their sources of finance.

Whether aid is delivered rationally depends on numerous variables. They include the presence of a sensible division of labour and complementarily within and across countries that, among other things, reduces fragmentation and lowers transaction costs. They also demand an improved quality, availability and accessibility of information on aid in programme countries. Of the donors, they point to the need to reduce the number of conditions attached to aid and, drawing on conditions from partner countries' own strategies and plans, and to have increased transparency and knowledge-sharing. By the same token, they invite an enhanced predictability of aid allocations and disbursements for partner countries.

“All donors – bilateral as well as multilateral – have during the past years in various forms expressed high level (Ministerial or equivalent) political commitment towards the Aid Effectiveness Agenda as formulated in the Paris Declaration”....“Bilateral members note their support for the aid effectiveness agenda within multilateral agencies by directing funds towards those multilaterals that are perceived as the most effective organisations and using funds to secure improvements in their performance”. (Accra, 2008)

The UNDG participated jointly in the [2nd High Level Forum on Aid Effectiveness in Paris](#) as well as the [3rd High Level Forum on Aid Effectiveness in Accra](#). This included the preparation of joint [UNDG Key Messages for Accra](#), which was delivered by former UNICEF Executive Director Ann Veneman. UNDG advocated using aid as one of the instruments for achieving the MDGs and securing development results; stressed the importance of capacity development and the use of country systems; and called for untying aid, limiting conditionalities and

making aid more predictable to complement growing new sources of development finance.

UNICEF, with its UN partners, has been working to operationalize the Paris, Accra and Doha commitments at the country level, through UNDG's Action Plan on Aid Effectiveness. The action plan was developed in 2005 and updated in 2009 to reflect the Accra and Doha commitments. It is defined by three main principles of engagement: (a) putting national development plans at the centre of United Nations programming; (b) strengthening national capacities; and (c) increasingly using and strengthening national systems.

Key achievements in these areas include:

- Supporting national analysis, including through common country assessments, poverty reduction strategy papers and supporting national statistics, and M&E;
- Linking to national systems and cycles, including synchronizing the UN programme cycles and UNDAF with national cycles; and
- Strengthening national capacity to manage resources and reduce risks through a harmonized approach to cash transfers (HACT).

Another key follow-up to Accra and highlighted in the revised UNDG Action Plan is the mainstreaming of the [Accra Agenda for Action](#) commitments into the revised UNDAF guidelines in 2008, 2009, and 2010. The UNDAF timeline is now linked to national planning cycles. The start of UNDAF is linked to the start of the national development plan (not necessarily January) and the reviews should be linked to the national cycle.

The simplified process of the new guidelines is underpinned by national ownership; alignment with national priorities; inclusiveness of the UN system with participation of specialized agencies and non-resident agencies; integration of five inter-related programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, and capacity development); and mutual accountability for development results. (See sections on UNDAF on *page 45*, and on capacity development on *page 51*).

The UNDG is also developing a UNDG Guidance Note on UNCT Engagement in Changing Aid Environment to complement the 2008 UNDG paper, [Response to the Changing Aid Environment](#). UNDP represents the UNDG members as official observers at the OECD/DAC.

UNDG involvement with the Organization for Economic Co-operation and Development (OECD)/Development Advisory Committee (DAC) focuses on development effectiveness with aid as an instrument for its achievement and not a goal in itself. It ensures bridging the [Paris Declaration on Aid Effectiveness](#) to

the multilateral processes around the MDGs and Financing for Development, as well as the Economic and Social Council's Development Cooperation Forum. UNICEF works on aid effectiveness through the UNDG in OECD, as well as in the UNDG aid-effectiveness group and the UNDP aid-effectiveness team. For the first time, UNICEF participated in the OECD/DAC Working Party on Aid Effectiveness (WP-EFF) together with UNDP (December 2009). Furthermore, UNICEF is a member of the Working Party on Aid Effectiveness' Task Team on Health as a Tracer Sector.

Summary of measures taken by UNDG to support Aid Effectiveness

a. Strengthen national capacity

- The UNDG includes strengthening national capacity as one of the five principles in our UNDG common country programme training. New guidance was developed by the UNDG and integrated into CCA/UNDAF guidelines for all 2009 roll-out countries.
- UNCTs are assisting governments with coordinating and effectively using external assistance (as part of UNDG guidance).

b. Supporting national capacity and accountability- (HACT)

- UNDG is taking measures to enable more UNCTs to implement harmonized approaches to cash transfers, including involving specialized agencies, and making recommendations to overcome bottlenecks and improve the use of common audit and national capacity development aspects.

c. Support to national ownership

- Identifying national priorities and UN system support is the focus of the UNDAF.
- Likewise, a positive result of the Delivering as One pilots is the importance of national ownership and government leadership.

d. Aid coordination (funding and management of MDTF)

- New UNDG MDTF Guidance Note on Establishing MDTFs facilitates a coherent and effective management of multi-donor trust funds (issued March 2010).
- Also, the Expanded Delivering as One Funding Window is geared towards pilots, UNDAF roll-out and other coherence countries. It is a good example of using existing programme documents agreed by national partners with the UN to address national priorities, instead of working on funding proposals to fit donors' formats and priorities.

e. Harmonization and simplification of the UNDG business practices



Coherence developments for humanitarian action, recovery and risk reduction

UNICEF provides its humanitarian and post-crisis assistance within a complex web of partnerships that includes UN

partners, the broader humanitarian community and beyond. Thus UNICEF also engages at the global level in processes that shape this broader context of humanitarian work: the IASC and the Executive Committee for Humanitarian Affairs, the Secretary General's Policy Committee, the integration-related processes with the UN Secretariat, and collaboration within the UN system with respect to thematic agendas.

Q: Dear ASK, Can the humanitarian cluster system function WITHOUT a UN humanitarian coordinator being designated? How?

A: Turn to page 4

As one of few UN entities that works in countries before, during and after emergencies, UNICEF is uniquely positioned to shape debates within the UN and international community on addressing complex challenges of emergency preparedness, risk reduction, response and early recovery, transition, peace-building, national capacity development, and upholding the rights-based agenda while working in fluid internal wars and fragile contexts.

Inter-Agency Standing Committee (IASC)

The IASC was established in 1992 in response to [General Assembly Resolution 46/182](#) on the strengthening of humanitarian assistance. The IASC consists of 21 humanitarian organizations and is the primary humanitarian forum for facilitating coordination, policy development and decision-making in response to complex emergencies and natural disasters. UNICEF is actively engaged in the IASC as a major operational humanitarian agency that specifically addresses child rights issues in emergencies and inter-agency forums.

The IASC consists of the IASC Principals and the IASC Working Group, and has 15 active subsidiary bodies. The IASC Principals are the heads of the IASC member agencies (or their representatives). The Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, Mr. John Holmes (as of May 2010), is the Chair of the IASC Principals. UNICEF is represented by the Executive Director. The Working Group is composed of the Director level staff of the IASC agencies, and chaired by the Director of OCHA in Geneva. UNICEF is represented by the Director of the Office of Emergency Programmes (EMOPS). The IASC subsidiary bodies assist in developing policy and operational guidelines for humanitarian assistance. UNICEF at the working/technical level is involved in each body and provides substantive support and inputs. Fifteen subsidiary bodies are currently operational.

Q: Dear ASK,
Some fear that UN coordination will slow UNICEF's response to emergencies. Has this issue been previously raised?

A: Turn to page 4

IASC subsidiary bodies

1. Sub-Working Group on Preparedness and Contingency Planning (UNICEF EMOPS is the co-chair of this group)
2. Sub-Working Group on the Consolidated Appeals Process (UNICEF PARMO/EMOPS participation)
3. Sub-Working Group on Emergency Telecommunications (UNICEF Information, Technology Division - ITD participation)
4. Sub-Working Group on Gender and Humanitarian Action (UNICEF EMOPS/Programme Division and Division of Human Resources participation)
5. Task Force on Climate Change (UNICEF EMOPS/Division of Policy and Practice participation)
6. Task Force on HIV in Humanitarian Situations (UNICEF PD participation)
7. Task Force on Information Management (UNICEF EMOPS/PD participation)
8. Task Force on Humanitarian Challenges in Urban Areas (UNICEF EMOPS participation)
9. Task Force on Needs Assessment (UNICEF EMOPS/PD participation)
10. Reference Group on Mental Health & Psychosocial Support (UNICEF PD participation)
11. Contact Group on Good Humanitarian Donorship (UNICEF EMOPS/PARMO participation)
12. Humanitarian Coordination Group (UNICEF EMOPS/DHR participation)
13. SWG on Humanitarian Financing (UNICEF EMOPS/PARMO participation)
14. Humanitarian Space Core Group (UNICEF EMOPS participation)

15. Task Team on Clusters (UNICEF EMOPS/PD participation)

Humanitarian reform

The humanitarian reform process² launched by the international humanitarian community in 2005 seeks to improve the effectiveness of humanitarian response through ensuring greater predictability, accountability and partnership.

The reform builds on four pillars, including strengthened and timely humanitarian financing (introduction of the Central Emergency Response Fund (CERF) to address new emergencies and underfunded crises); humanitarian leadership (strengthening of the Humanitarian Coordinator system); and the cluster approach (enhanced capacity and predictability of sectoral response). The fourth pillar, that of improved humanitarian partnership, was added in the course of the reform process to signal a change in how the UN and non-UN can strengthen the ways in which they work towards common goals of effective and principled humanitarian action.

UNICEF contributed considerably to the humanitarian reform, particularly through the implementation of the cluster approach, in which UNICEF has the most cluster responsibilities of any of the other IASC members. UNICEF is the Cluster Lead Agency for Water, Hygiene and Sanitation (WASH), Nutrition, and Education (together with Save the Children Alliance).

In addition, within the Protection Cluster, UNICEF is the lead for the Child Protection area of responsibility and co-lead of the gender-based violence sub-cluster with UNFPA. While cluster implementation has become the norm in sudden-onset emergencies, the cluster approach has also proved valuable for preparedness, and also serves as an entry point for development of national capacities.

UNICEF's accountabilities in global cluster leadership and coordination

Nutrition	•Lead
WASH	•Lead
Education	•Co-lead with Save the children
Protection	•Child Protection sub-cluster lead •Co-lead in gender-based violence

² Humanitarian reform has an excellent web site (<http://www.humanitarianreform.org/>) which has the most recent tools and documents for each cluster, including ToRs related to cluster coordination.

UNICEF is also a major contributor to strengthening mechanisms for humanitarian financing as part of the reform. In particular, this included work on the CERF, which has grown to become the organization's largest source of humanitarian funding. To better assess and cover humanitarian needs, the CERF now includes costs for inter-agency needs assessments and for cluster coordinators (in the Rapid Response window), which is an important part of the mainstreaming of the cluster responsibilities at different levels of the organization to meet UNICEF's cluster accountabilities.

Duration of the Rapid Response window was expanded from three to six months in ongoing revisions of the Secretary-General's Bulletin on the establishment and operation of the CERF. More guidelines for accessing CERF and other humanitarian funding are available on the UNICEF Intranet.³

Humanitarian policy

UNICEF engages actively in the several sub-working groups related to dealing with policy issues facing humanitarian actors (UN and beyond). In particular, there is ongoing work on developing a common IASC policy on provision of humanitarian assistance in urban environments. The sub-working group on humanitarian space is in the process of devising guidance and tools for IASC organizations.

Emergency preparedness

UNICEF continued to co-chair the IASC Sub-Working Group on Preparedness, leading inter-agency efforts to institutionalize emergency preparedness in humanitarian country teams through the timely use of contingency planning, early warning systems, training and simulations. The IASC Inter-Agency Early Warning-Early Action report is produced quarterly based on inputs from various agencies including UNICEF's Early Warning-Early Action System, in order to provide a global analysis of humanitarian risks worldwide and foster inter-agency preparedness at country level. Specialized resources and monitoring systems at national, regional and global levels can support risk analysis and early warning. Some can be accessed on the Internet.⁴

³ <www.intranet.unicef.org/emops/emopssite.nsf/root/Pagexxresponse>.

⁴ <www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-subsidi-common-default&sb=14>.

Disaster risk reduction

Disaster risk reduction is relatively new but vital to UNICEF, given the increasing number of children likely to be affected by disasters. UNICEF committed to the Hyogo Framework for Action and is a member of the International Strategy for Disaster Reduction. EMOPS assisted with the UNDG Guidance Note on Integrating Disaster Risk Reduction into the CCA and UNDAF⁵ (2009), which provides step-by-step advice on how to integrate disaster risk reduction into the process of CCA/UNDAF preparation, formulation and M&E. EMOPS provides field support. It is also leading the conceptualization of UNICEF's niche in disaster risk reduction in support of organization-wide policy and guidance to mainstream the issue and specifically target high-risk countries.

Early recovery, recovery, transition

Early recovery is recovery that begins early in a humanitarian setting, and bridges the gap in coverage between humanitarian relief and long-term recovery. UNDP is the global cluster lead of the Early Recovery Cluster Working Group in which UNICEF actively participates. UNICEF mainstreams early recovery approaches into our humanitarian cluster assessments, plans, programming and funding strategies.

UNICEF also participates in Post-Conflict/Post-Disaster Needs Assessments and inter-agency guidance forums, as well as in the UNDG ECHA Transition Working Group. Recovery is a longer-term, developmental approach of building the capacity of a country – government at all levels, civil society, and communities – to recover from a crisis (either conflict or natural disaster) and to prevent relapses. Guidance on Recovery and Transition, including the Inter-Agency Guidance on Early Recovery (2008) are available online⁶ and plans are underway to develop UNICEF-specific technical guidance on early recovery.

Mainstreaming gender in humanitarian action

The IASC sub-working group on gender in humanitarian action, of which UNICEF is a very active participant, has achieved considerable progress during 2008–2009 in ensuring adequate mainstreaming of gender throughout humanitarian action. Notable progress includes the deployment of gender advisers to humanitarian country teams, the adoption and piloting of a gender marker to track funding allocations to gender initiatives, and the development and launch of an e-learning module.

⁵ <www.undg.org/index.cfm?P=1093>.

⁶ <www.intranet.unicef.org/Emops/EMOPSSite.nsf/root/Page0104>.

Integration

Over the last years there have been significant developments in the peacekeeping architecture and humanitarian reform agenda, which also have implications for UNICEF's engagement with peacekeeping, peace-building and political missions. Integration has been reaffirmed by the UN Secretary-General as the guiding principle for all conflict and post-conflict situations where the UN has a country team and a multidimensional peacekeeping operation or political mission (UN Secretary-General, Decision No. 2008/24 of 26 June 2008).

The main purpose of integration is to maximize the individual and collective impact of the UN's response through a strategic partnership between the UNCT and the UN mission, concentrating on those activities required to consolidate peace. In this context, UNICEF has a special role to play in advocating for children and bringing children's issues to the fore. Continued strategic UNICEF engagement at the policy (Integration Steering Group), planning (Integrated Mission Planning Process Working Group) and country support task forces is therefore crucial in order to ensure children's concerns continue to be incorporated into mission mandates and operations.

To assist UNICEF offices to engage more strategically with integrated UN presences, a technical note for UNICEF staff was developed on engaging effectively with integrated presences. The note reflects both inter-agency policy as well as UNICEF's needs and experience. It is designed primarily for UNICEF country offices operating in countries with peacekeeping or political missions, as well as for headquarters and regional office staff involved in mission planning. The document is available on the Intranet,⁷ along with a number of other valuable resources on integration, such as the inter-agency Integrated Mission Planning Process guidelines.

Peace-building

The 2009 Secretary-General report on peace-building in the immediate aftermath of conflict⁸ identified challenges in the first 12–24 months after a conflict ends and set out an agenda to enhance the UN's response during this critical period. UN Coherence is critical to peace-building, as it requires extensive collaboration among political, security, humanitarian and development actors among UN and other partners.

One of the core elements of the agenda set out in the Secretary-General's report is the need for stronger, more effective and better-supported UN leadership

⁷ <www.intranet.unicef.org/emops/emopssite.nsf/root/Page0604>.

⁸ <<http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N09/367/70/PDF/N0936770.pdf?OpenElement>>.

teams on the ground, not only to enhance coherence and collective impact among UN entities, but also to facilitate a more coherent response from other international actors. The Peace-building Commission is a key mechanism to ensure greater coherence in this regard.

UNICEF is supporting the implementation of the recommendations of the report through evidence-based development, and is defining its niche in peace-building anchored in international law and United Nations norms and standards. UNICEF is also an active member of the Senior Peace-building Group and its several working-level sub-working groups, which are currently finalizing the Secretary-General's update on the implementation of his report's recommendations.

Security

Security is an area of UN work with one of the most robust inter-agency systems. Establishing a common security infrastructure and clear lines of accountability are important parts of the UN Coherence process. At the country level, the Designated Official has a Security Management Team to help him or her deal with security challenges that the staff and programmes face. The Representative of each UN agency in country must play an active role in the team. In addition, UN security advisers and agency security advisers (when they exist) cooperate in a security cell to exchange information and ideas to help them better advise the Security Management Team and Designated Official. Each office is required to follow the UN standard policy and procedures, including the Minimum Operating Security Standards and Minimum Operating Residential Security Standards.

At the global level, the UN has the Interagency Security Management Network. This network comprises the Security Focal Points for all UN agencies, and develops global policies. The widespread participation helps ensure policies make sense for the UN system. UNICEF is represented at the network by the UNICEF Security Coordinator based in EMOPS.

Improving our business practices

As early as 1977, (General Assembly resolution 32/197) there has been a call from Member States for the UN system to simplify and harmonize business practices. This call has been reiterated in the TCPRs of 2001, 2004 and 2008 (62/2008). In 2009, in General Assembly resolution A/RES/63/311 on system-wide coherence, Member States requested the Secretary-General, in cooperation with the CEB, to continue efforts in this area.



Structures to support change to business practices

As mandated, the CEB developed within the framework of its pillar, the HLCM a plan of action with the active and full contribution of the entire UN system (UN Secretariat, funds and programmes and specialized agencies) to meet this objective. This plan was endorsed by the CEB in 2007.

Complementary to these efforts and in coordination with the HLCM, the UNDG 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.

In 2009, the HLCM received \$9 million of financial support from donor countries and the plan moved into the implementation phase. Priorities were identified and the following initiatives are currently underway:

- 1) Establish procedures and guidelines with regard to vendor eligibility and due process;
- 2) Review human resource management policies and practices of the UN system;
- 3) Establish a UN system-wide financial statistics database and reporting system;
- 4) Conduct a feasibility study for putting in place a common treasury services (i.e., banking, foreign currency operations);

- 5) Establish common standards and costing approaches for ICT services and investments and common ICT approaches (i.e., business models) at the country level. (A common ICT approach has already been developed and tested in Mozambique and has now been issued as global guidance for other countries to adopt as relevant);
- 6) Conduct a comparative analysis of organizations' procurement processes with a view to harmonizing support in reinforcement of field operations.

More initiatives are expected as a result of the findings of the joint UNDG-HLCM high-level mission undertaken in March/April 2010 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.

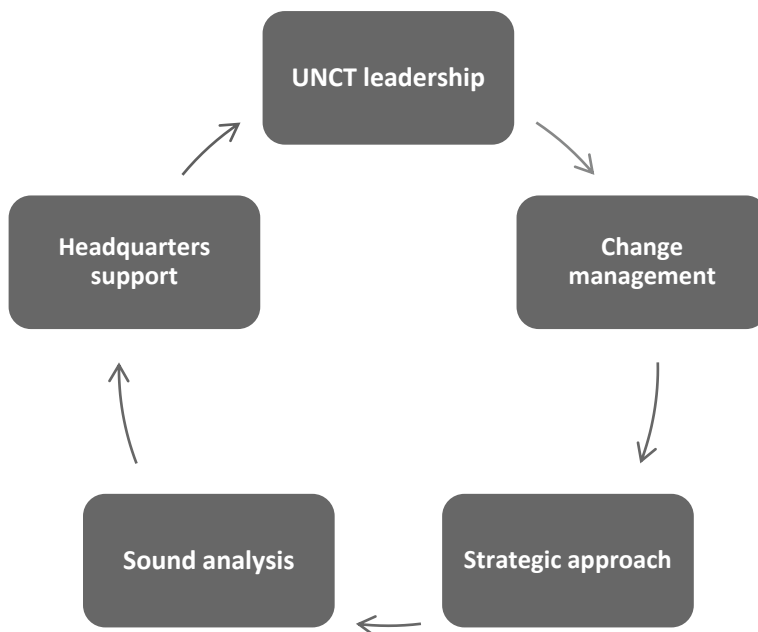
Joint 2010 UNDG/HLCM mission Promoting a culture for working together

With a view to gaining more in-depth knowledge of the priority bottlenecks in business practices and building on the number of simplification and harmonization initiatives already in practice, in early 2010, a high-level joint UNDG/HLCM mission comprised of UNICEF, UNDP and WHO, among others, travelled to various countries. The outcome of that mission is a forward-looking document that captures some of the best practices taking place in areas such as human resource management, common ICT, finance (including HACT), common procurement, basic common services and common premises. (Those examples are available on the [UN Coherence website](#) and [UN Coherence Country Wiki](#)).

Based upon observations, the specifically for country offices, RCs and Operation Management teams to consider for increased success in working together:

- 1) Leadership at all levels, including country, regional and headquarters;
- 2) Investment in change management capacity through resources and incentives;
- 3) Adoption of an integrated approach to programme and operations;
- 4) Undertaking of sound analysis, including both costs and benefits, and establishing clear „efficiency' indicators; and
- 5) Creating HQ support through harmonization of rules and regulations, policies and procedures, rationalizing system-wide guidance and speeding up review and clearance of legal agreements among agency representatives.

High-level mission's five key recommendations for country offices for working better together



Still, the report cited a number of initiatives already underway within existing rules and regulations across the following functional areas:

Human resources

- ✓ Development of common databases; first-aid training to drivers; common induction training for all new staff.
- ✓ Common long-term agreements for recruitment of short-term translators and interpreters.
- ✓ Common scale for remuneration of local consultants and of a common roster of qualified local consultants.

ICT

- ✓ Shared city-wide infrastructure in Mozambique – recent issuance of UNDG guidance on Delivering as One in ICT exists to replicate this framework.
- ✓ Shared ICT platform facilitates UN's internal business process such as procurement (through interagency procurement website).

Finance and HACT

- ✓ Sharing and recovering costs for common services (Malawi).
- ✓ Cost sharing arrangements for shared services (Viet Nam).
- ✓ Common financial modalities (Mozambique).

Procurement and common services

- ✓ Joint bidding and contracting for long-term agreements.
- ✓ Feasibility analysis for a UN procurement hub.
- ✓ Developing cost norms resulting in common pricing guides and benchmarks for professional and transportation services.

Common Premises

- ✓ Green One UN House (Viet Nam)
- ✓ Using public-private partnerships for construction of new common premises.

UNICEF streamlining business practices to enhance inter-agency collaboration

Since 2008, UNICEF has been holding workshops on streamlining business processes to collect country offices' input and provide feedback to HQ. In May 2008, 45 country, regional and HQ UNICEF staff examined the changes needed in business processes (human resources, finance/budget, information-technology, supply, programme planning and reporting) and, in 2009, a follow-up workshop with 50 staff from pilots, self-starters, UNDAF roll-out countries and experts from headquarters reviewed progress in implementing business processes and shared lessons from the pilots. UNICEF, through its collaboration with sister agencies, has helped to bring about progress in a variety of areas including ICT, common premises and services, dynamic programming, financial and budget management issues, and HACT, as outlined below.

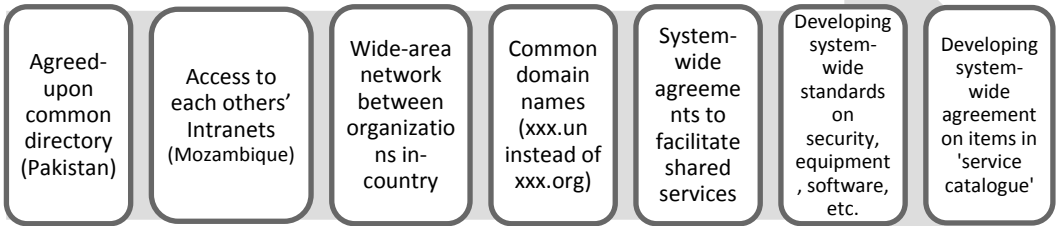
Information communication and technology

Information Technology Solutions and Services Division (ITSSD) continues to collaborate on achieving a unified communication strategy – one that will enable common UN messaging within and between countries. Agreement between all agencies has now been reached so that the UN Secretariat will adopt a “.un” domain name (unicef.org will become unicef.un, who.int will become who.un, fao.org will become fao.un, and so on). In a selected number of DaO countries, all members of the RC's office will share a common email address suffix – for example, j.doe@one.un.org – and also be able to cooperate within a common, interagency Intranet space.

ITSS has developed common agreements on levels and modalities for global net security, which is a prerequisite for network sharing. A „service catalogue’ is also being developed that elaborates on what services users can expect from an IT system in any given country.

ITSS is further leading a work stream under the HLCM ICT network on common standards and international best practices for all ICT hardware and software. Since early 2009, UNICEF is the chair of the ICT Task Team on Delivering as One.

ICT advances in UN coherence



Supply and procurement

A UNICEF-led HLCM Procurement network is working to harmonize procurement processes and practices in support of field operations – including sustainable procurement – and to develop a common framework on vendor sanctions for the UN system. UNICEF is also using HACT to improve the acquisition of supplies, and creating policy on capacity development of national supply chain systems based on the Paris principles (see *Book G, chapter 7, section 7*). Finally, a competency profile of UNICEF/UN supply chain advisers is being developed to allow identification of a pool of experts who is able to support the advancement of national procurement expertise.

Recent initiatives in procurement

Engaging in **wider supply capacity-building**, moving away from traditional supply to supporting use of government systems.

Chapter 7 of Book G was updated to include a section on long-term agreements.

Common Procurement Guidelines were issued by HLCM and UNDG, which provide guidance on shared/collaborative **long-term agreements and Contracts Committees** at the country level using national UN procurement teams.

Guidance tools: UN Procurement Practitioners Handbook, Emergency supply calculator to assist COs determine freight costs, and Unitrack - system to assist COs facilitate multi-suite management on warehouses

Joint Professional Development and Training: Logistics Response Team Simulation and Certifications Programmes in Logistics, Supply Chain

Harmonization financial management and budget issues

Various efforts are underway in the UNDG and HLCM to harmonize financial processes and facilitate country-level coherence. In February 2010, the UNDG adopted some guidance in this area in addition to the MDTF Guidance (see *above*).

The UNDG endorsed the **Guidance on the UN participation in Sector Budget Support/Pooled Funds**, which should be instrumental in implementing joint programmes. The purpose of this guidance is to assist UN entities in framing options for supporting the principles of the changing aid and development environment, with a particular focus on UN entity engagement in sector budget support and participation in pooled funds. The guidance provides information on the existing policies being applied by some UN organizations, which can be considered applicable by other UN organizations in their country-level activities.

The UNDG also agreed on a **Basic Agreement Template for a Contribution from One UN Agency to another for the Purpose of Programmatic Activities**, but is looking into getting clearance from the legal offices to be prescriptive guidance with one single template for all.

The UNDG also adopted a paper on the **Financial Reporting and Budget Code System**, which aims to streamline and harmonize reporting to donors, including under MDTFs and One UN Funds. This will form the basis for common guidelines to be used by UN organizations in the future. More progress on agreeing on a certain minimum number of expense categories will be taken up following implementation of the International Public Sector Accounting Standards (IPSAS) in 2012.

The **Deployment of Cost Savings from Operational Activities into Country Programmes** was adopted on an experimental basis (to be reviewed at the end of 2010). Not all agencies have fully integrated budgets, however, and the administrative and programme budgets have different cycles and are guided by different sets of rules. The operational budgets are mostly covered in biennial support budgets, and thus savings from one cycle cannot accrue to the next. In light of these factors, it was agreed by the UNDG to try this during 2010 and agencies would revert back with a response on their experience and views by year-end 2010.

In addition to the above, several harmonization initiatives on financial matters continue to progress, including:

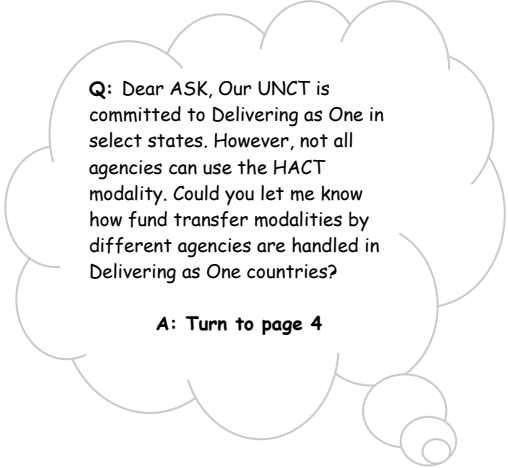
- Discussions are underway on harmonization of financial rules and regulations among the funds programmes of UNICEF, UNDP and UNFPA.

- UNICEF is also working with UNDP and UNFPA on harmonizing the classification of costs between administrative and programme budgets.
- Together with others in the UN system, UNICEF is working on various initiatives to analyse whether harmonization on contracts review committee for procurement practices thresholds, travel entitlements and treasury functions, to name a few, is possible.

Harmonized Approach to Cash Transfer (HACT)

In 2008, UNICEF – along with UNDP, UNFPA and WFP – adopted a common operational framework for transferring cash to government and non-government implementing partners. HACT is meant to ultimately and significantly reduce transaction costs and lessen the burden that the multiplicity of UN procedures and rules creates for its partners.

Implementing partners use common forms and procedures for requesting cash and reporting on its use. Agencies adopt a risk management approach and select specific procedures for transferring cash on the basis of the joint assessment of the financial management capacity of their partners. They also agree on and coordinate activities to maintain assurance over the utilization of the cash provided. Such jointly conducted assessments and assurance activities are meant to further contribute to the reduction of costs.



Q: Dear ASK, Our UNCT is committed to Delivering as One in select states. However, not all agencies can use the HACT modality. Could you let me know how fund transfer modalities by different agencies are handled in Delivering as One countries?

A: Turn to page 4

HACT represents another step in implementing the [Rome Declaration on Harmonization](#) and [Paris Declaration on Aid Effectiveness](#), which together call for a closer alignment of development aid with national priorities and needs. The approach allows efforts to focus more on strengthening national capacities for management and accountability, with a view to gradually shifting to utilizing national systems. It also assists agencies in shaping their capacity development interventions, as well as provides support to new aid modalities.

According to the 2009 UNICEF country office annual reports, 114 UNICEF country offices currently apply some aspect of HACT, although according to a June 2009 survey conducted by DOCO, only 19 countries are completely implementing the harmonized approach.

Early conclusions from HACT implementation:

- Initial transaction costs have increased for most UN organizations' programme staff as their focus changes from checking receipts to monitoring financial activities;
- Initial transaction costs for governments have been reduced to the extent that government ministries now share UN partners;
- While most governments have agreed to adopt HACT principles, challenges remain in actual implementation (e.g., agreement to audit national agencies); and
- For a variety of reasons, including crises, political challenges and lack of commitment, many UNCTs have yet to implement HACT.

Cash transfer modalities

Four cash transfer modalities are available to Agencies, within frameworks of programme content and operational agreements:

1. Direct cash transfers to implementing Partners, for obligations and expenditures to be made by them in support of activities agreed in annual work plans;
2. Direct payments to vendors and other third parties, for obligations incurred by the Implementing Partner in support of activities agreed in annual work plans;
3. Reimbursement to implementing partners for obligations made and expenditure incurred by them in support of activities agreed in the work plans;
4. Direct agency implementation through which the agency makes obligations and incurs expenditure in support of activities agreed in the work plans.

The potential of HACT as a capacity-building vehicle has still not been exploited to its fullest. One reason is that the development aspects of HACT receive relatively little attention from UNCTs, since they do not see it as a priority. Another is that not all agencies possess the competencies sufficient to effect the changes HACT requires: Inadequate training materials and a lack of practical examples for building financial management capacity are also hindrances.

Common premises and services

Common services

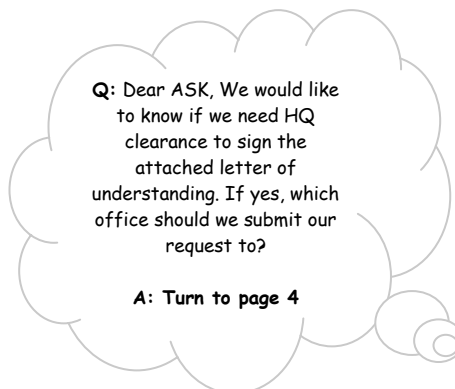
The call to implement innovative and new common services has been especially reinforced over the last several years. In a joint letter issued in 2004, the Executive Heads of UNICEF, UNDP, UNFPA and WFP stated that "Common Services are a critical element of UN reform and will help us increase the impact of our programme delivery. It will also demonstrate to donors and partner

governments alike that we intend to work efficiently, and to simplify and harmonize our work wherever feasible. Because of its importance, common services are becoming a key element in assessments of the work of country teams and their members.”

Common services can help reduce transaction costs and create financial and non-financial benefits for the UN system.

Reported benefits include:

- increased bargaining power
- savings from buying in bulk
- saving time
- ability to have services that could not be undertaken alone (i.e., sharing IT staff)
- enhanced image of the UN as cooperative and unified



Challenges with common services are:

- securing buy-in from agencies
- agencies that are less amenable, systemically, to common systems
- time to implement
- lack of systematic and formalized evaluation of service providers

In establishing common services, benefits as well as costs should always be scrupulously weighed when considered by UNCTs.

This can lead to lack of oversight regarding such services, as well as raise the issue of fulfilling the „value for money’ principle. In improving existing as well as establishing new common services, UNCTs need to keep in mind future savings, synergies and, often, non-quantifiable advantages of agencies working together.

UN House and common premises

Mandated by the General Assembly and promoted by the Secretary-General as an integral part of UN reform, common premises and, where qualified, UN Houses represent an essential component of the Delivering as One initiative. The rationale behind establishing common premises has been building closer collaboration among agencies and promoting a more unified presence at the country level in a cost-effective manner.

The difference between common premises and UN Houses is that common premises house at least two Executive Committee agencies, whereas „common premises’ refers to an officially designated UN House where in-country present Executive Committee agencies (UNICEF, UNDP, UNFPA and WFP) are co-located as well.

To date, there are 60 officially designated UN Houses worldwide.

Benefits of common premises include:

- Unified UN image
- Enhanced security and work environment (as assessed by the UN Department of Safety and Security on a case-by-case basis)
- Enhanced inter-agency cooperation and coordination
- Increased common services opportunities

While common premises bring benefits, there are serious concerns that must be taken into consideration:

- Security risks of being in one location (decided on a case-by-case Minimum Operating Security Standards basis)
- Funding constraints, including the issue of pro rata contributions
- Complexity of construction/renovation surrounding common premises
- Lack of consensus and high turnover of UNCT
- Lack of regular building maintenance
- Lack of overall oversight of the common premises process

The UNDG inter-agency Task Team on Common Premises provides guidance and tools for UNCTs that intend to establish UN House/ common premises. The task team reviews and endorses, when appropriate, premises’ proposals related to relocation, renovation and construction. It has developed an online site with guidance material and template documents aimed at assisting UNCTs with establishing a UN House/common premises (<http://www.undp.org/unhouse/>).

Dynamic programming

In April 2008, UNICEF finalized a concept paper on [dynamic programming](#). Building on the synergies of other initiatives and processes (One ERP as an example), the focus is to modify programming approaches so that they are more flexible and better take into consideration the situation of the country, including national planning and budget cycles. As part of the process, two tools have been developed that are currently being tested in the field. They are the strategic moment of reflection and programme performance assessment. Utilizing them, UNICEF worked hard to ensure that the principles of flexibility and country specificity were included in the new UNDAF guidelines, such that they are flexible to adapt to specific country situations.

UNICEF’s organizational improvement process Linkages to UN system coherence at all levels

UNICEF is equally engaged in changing the way it does business in order to more effectively and efficiently achieve results for children. Continuing to promote these changes requires further progress in four key areas (see *figure* below). For more information on the organizational improvement process and each of the areas of improvement, visit the UNICEF Intranet at [Implement360](#).

Four areas for results



Effective resource planning and implementation and IPSAS

VISION-(formerly referred to as One ERP), consisting of the new application system and the performance management tool, is the critical driving force for the improvement process, as it supports the achievement of the other result areas: improved accountability and effective risk management,

Q: Dear ASK, Does the new UNICEF ERP accommodate the UN DOCO joint programme tools that the ONE UN pilots are developing and will it be compatible with the ERPs of the major UN agencies (ATLAS, WINGS, etc.)?

A: Turn to page 4

programme excellence, operations performance and IPSAS compliance. It also provides a web-based, performance management information system for monitoring and reporting on core financial and programme result information, both globally and in real time.

Within these four result areas, three key changes have been identified for implementation by 2012: 1) a simplified programme results structure and rolling/multi-year work plans; 2) VISION One ERP; and 3) IPSAS.

Simplified programme results structure and rolling/multi-year work plans

The first key change is the introduction of a simplified programme results structure and rolling/multi-year work plans. Various UNICEF reviews focusing on results and performance highlighted the proliferation of projects and activities in country programmes with a focus on results at the activity level. The organizational review recommended a „sharpened programme focus’ that clearly defines a few, measurable programmatic results. The simplified programme structure helps to achieve this focus.

Benefits include a strengthened UNICEF focus on the achievement of strategic-level results for children through the country programme of cooperation. The new structure also more clearly demonstrates alignment of the country programme to national priorities through Programme component results (PCRs), and its more direct contribution to results in support of the programme of cooperation through intermediate results (IRs).

When the new simplified programme results structure is introduced during the implementation of an existing country programme (between 2010 and 2011), commitments made in the UNDAF and CPAP will be maintained. Programme component results are equivalent in scope and content to the country programme expected outcomes in the CPAP matrix. Similarly, intermediate results relate in scope and content to the UNDAF Country Programme output level in the UNDAF matrix.

- **Programme component result (PCR):** A description of a significant change that is expected, often at outcome level, to which the UNICEF supported Programme of Cooperation will contribute in partnership with others, for the sustained realization of children’s and women’s rights.
- **Intermediate result (IR):** A result that is necessary for the achievement of a PCR, and is often at the output level. It contributes to institutional or social-behavioural changes or the creation of products and services, depending on country-specific circumstances.

A rolling work plan sets out detailed actions for the initial period of the overall planning cycle, and indicative actions for the subsequent period. As the work plan rolls forward, actions become more detailed and further indicative actions are set out for the subsequent period. Rolling/multi-year work plans allow offices to better harmonize the country programme cycle with government planning, budgeting and reporting cycles. They are developed to achieve one or more intermediate results, allowing country offices to budget for such results over a time period appropriate for the country programme context.

Rolling/multi-year work plans allow for the development of more realistic time frames for the achievement of results, and facilitate the continuous implementation of programmes from one year to the next by avoiding the need to prepare detailed new work plans for each calendar year.

Benefits of rolling/multi-year work plans include greater flexibility in developing work plans (which can be rolling, multi-year or remain within UNICEF's current 12-month duration) to align to national needs, and improved country programme management due to synchronization with government cycles. Harmonization of these cycles helps eliminate implementation gaps that may occur when country programme and government cycles diverge, thereby leading to more efficient programme partnerships.

VISION-One ERP

The second key change is the roll-out of the VISION application system, which will be fully operational across the organization by 1 January 2012. VISION will replace the Programme Management System, and will provide a platform for performance management and improved business processes in the areas of programme planning, contributions, finance and administration, human resources, supply chain, and private fundraising and partnerships. VISION will also support UNICEF's e-recruitment system, which was launched in December 2009, and the Supply Customer Relationship Management system (to be launched in 2010). It will also support the adoption of IPSAS.

VISION will serve as the single application system for country, regional and HQ offices, accessible by UNICEF staff worldwide, with all data stored in a central database. The change to VISION is important due to UNICEF's need for global and real-time access to one set of data; full alignment and simplification of business processes and tools in both HQ and field locations; and increased

system capacity to support UNICEF's results-based programming and management approach. VISION is based on SAP (System Applications and Programmes), which is also used by the World Bank and the WFP, and will be used by the UN Secretariat.

VISION will bring a number of benefits resulting from more streamlined and simplified programme and business processes, including an overall reduction in the volume of business transactions; easier interactions and more coordinated workflows between country, regional and HQ offices; and an integrated, web-based performance management information system to profile the performance status of all UNICEF offices.

The performance management system encapsulates key performance indicators (KPIs) and strategic goal interfaces with VISION, and will provide a virtual 'managers dashboard' view for both programme and business analysis ends.

IPSAS

The third key change is the implementation of IPSAS, the international standard for financial reporting tailored specifically for the public sector. IPSAS is a key part of UN management reform as mandated by the July 2006 General Assembly resolution to all entities within the UN system. WFP produced its first set of IPSAS-compliant statements for the year ending 31 December 2008, UNDP will adopt IPSAS beginning 1 January 2012, and the UN Secretariat will start in 2014. UNICEF is committed to being IPSAS-compliant from 1 January 2012, following a resolution made at the 2009 annual session of the Executive Board. A high-level impact analysis has been completed to determine the changes in policy, process and system configuration needed to implement IPSAS.

Policy development: The UNICEF IPSAS team is facilitating policy development by applying IPSAS technical standards – which are principle-based, not rules-based – to UNICEF's business model and practices. This is being achieved through a comprehensive policy development and review process, including field consultation.



Delivering as One: Implications for all

Delivering as One⁹ is a pilot initiative that is testing ways to increase the UN system's impact on the lives of people in programme countries by delivering more coordinated, effective and efficient assistance. DaO

originated in the 2006 Report of the High-Level Panel on System-Wide Coherence. The panel recommended testing the One UN approach (One Leader, One Programme, One Fund and One Office) as a way to attain a more strategic and effective contribution by the UN to national development priorities and international commitments of programme countries.

Although the report was not formally adopted, its recommendations set the stage for Delivering as One and system-wide coherence. DaO is also part of the UN system's response to mandates from the General Assembly, the Economic and Social Council, and other governing bodies, most notably the TCPR resolutions of 2007.

The Secretary-General launched the initiative in January 2007 in eight self-selected programme countries: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, United Republic of Tanzania, Uruguay and Viet Nam.

The pilot countries agreed to work with the UN system to capitalize on the strengths and comparative advantages of the different members of the UN family. Together they are experimenting with ways to increase the UN system's

Q: Dear ASK, Can you send me any information on 'self-starter' offices?
Are there any criteria for such offices?

A: Turn to page 4

⁹ The name changed in 2007 from One UN to Delivering as One UN, signifying a subtle but symbolically important change in concept from agency mergers to inter-agency coherence.

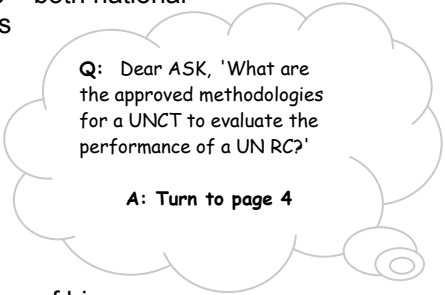
impact through more coherent and coordinated programmes, reduced transaction costs for governments, and lower overhead costs for the UN system.

Key elements of DaO

One Leader

The concept of One Leader encompasses an empowered RC with the mandate and resources required to play a leadership role on behalf of and accountable to the whole UNCT. Under the One Leader concept, the empowered RC is expected to provide strategic leadership throughout the programming process, bringing together relevant analytical capacities – both national and international – and capturing the synergies between various UN agencies and partners.

The RC leads the process in a collegial and participatory way, and is accountable to the government and UN organizations to ensure that the UN system is responding to the most relevant and strategic national priorities in an effective and timely way. The RC is empowered by clear recognition by each agency of his or her role in strategically positioning the UN in each country. To achieve this function, the RC represents the UNCT at the highest level of government, with support from the UNCT members as appropriate. The RC provides ongoing guidance and support to the UNCT during programme implementation, including by mobilizing additional resources.



Q: Dear ASK, 'What are the approved methodologies for a UNCT to evaluate the performance of a UN RC?'

A: Turn to page 4

As clarified in the M&A System for all countries, agencies support the leadership role of the empowered RC in the preparation and revision of the UN plan and budget framework. The RC's performance is assessed by an inter-agency team of regional directors with input from UNCT members. The RC also holds UNCT members accountable for the results they commit to deliver. As reflected in the new M&A System paper, the RC can now dedicate more time and effort to the RC function, as the UNDP Country Director (CD) will now take on many UNDP roles, including fund-raising. The RC is supported by agencies through technical and financial resources. As such, the RC office will have sufficient but minimal staff required to support the coordination activities of the UNCT.

One Programme

The One Programme brings all members of the country team together under one nationally owned strategy that draws on the full range of UN expertise. With full participation of relevant national and international partners, the UN RC leads the UNCT through a programming process to create a set of strategic results based on national priorities, the internationally agreed development goals, and the UN's capacity and comparative advantages. The government coordinates the relevant line ministries to ensure appropriate prioritization and participation in the programming exercise, just as the RC does for the UN system, with resident and non-resident agencies.

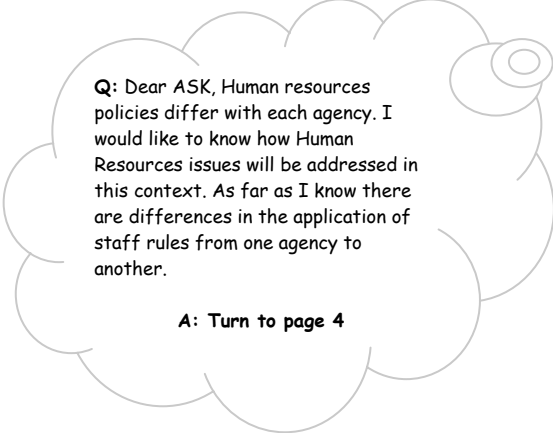
The main point of the One Programme is to improve the impact of UN programmes through capturing synergies by working together more closely in an improved process of joint planning and programming. Through joint programming, UNCTs are looking at the UN system-wide and, more inclusively, drawing on the mandate, experience and expertise of all UN agencies to address national priorities.

The One Programme is revised regularly, based on annual and mid-term reviews to reflect countries' emerging needs. The RC, with support from the UNCT, reports to national authorities on the progress made against results agreed on in the UNDAF.

One Office

One Office unites agencies working at the country level through harmonized business processes, common services, and often common premises or a UN House. By establishing common services and clustering operational activities of agencies, the UN aims to reduce operational costs and become more efficient in supporting programme delivery.

Savings produced by reducing operational costs could then be freed up for programme expenditures. By physically and functionally bringing everyone together, One Office can help a country team achieve greater economies of scale, improve collaboration among UN agencies and present a unified UN image at the country level.



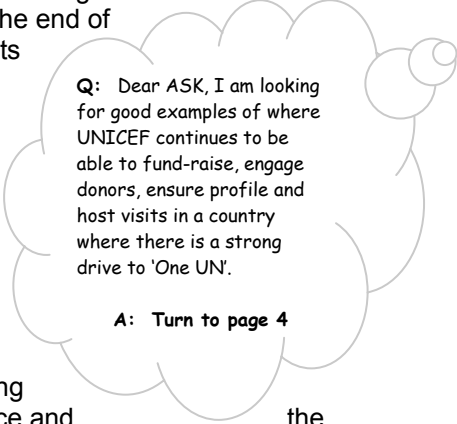
Q: Dear ASK, Human resources policies differ with each agency. I would like to know how Human Resources issues will be addressed in this context. As far as I know there are differences in the application of staff rules from one agency to another.

A: Turn to page 4

One Budgetary framework

The UNCT's agreed and costed results are presented in one financial framework, showing each agency's planned contribution, including unfunded amounts, together with the funding source. At the end of the year, agencies and government departments provide information on progress made against the planned results and actual expenditures, to give governments a clear picture of UN support.

The results in the financial framework can be funded by agencies' core resources, national government contributions, direct contributions from donors, and „pooled' funds or One UN Funds in the case of pilots, established for interested donors. All the pilots are implementing arrangements for the administration, governance and allocation of money for the One Funds.



Q: Dear ASK, I am looking for good examples of where UNICEF continues to be able to fund-raise, engage donors, ensure profile and host visits in a country where there is a strong drive to 'One UN'.

A: Turn to page 4

the

New mechanisms, such as the joint budgetary framework and One Fund, have been effective tools. UNCTs and governments recognize that there is flexibility in that not all resources have to be channeled through the One Funds. Partners (including governments) have a full and transparent overview of UN activities, financing and funding gaps. The emerging new approaches allow for highlighting funding gaps and joint resource mobilization at the country level. All the pilots see One Fund as a tool to mobilize resources for the „unfunded' results of the One UN Programme.

One Voice

One Communication Team has common messages and a common vision for the whole UN system. This „One' was not mandated by the high-level panel report, but was a logical follow-on from the other „Ones'. Several of the pilots and other country offices have developed a common communication strategy in support of coherent programming as well as for internal communication among agencies' staff.

The pilots and other countries have found that through communicating together, country teams improved external communication and strengthened the visibility and image of a coherent UN system. They have also flagged a shift towards issue-based communication and upstream policy advocacy. By jointly promoting

issues, UNCT should be able to advocate more effectively, contribute to development goals and enhance the reputation and visibility of agencies.

UN Communication Groups

UNICEF strongly supports the creation of UN Communication Groups (UNCGs) and has actively helped to establish and lead them in all of the DaO pilots and in many of the enhanced coherence countries. Joint communication presents opportunities to engage other agencies in addressing children's issues – thereby providing a larger base of support, wider network and broader outreach.

The type of activities carried out by UNCGs varies widely from country to country. At their most basic, the groups help to promote information sharing and coordination on joint events and products, such as UN Days and UNCT calendars. At the other end of the spectrum, the groups work together to develop and implement joint advocacy strategies that are integral to UNCT plans.

Communicating about UN Coherence

UNICEF recommends communicating strong messages, targeted to specific audiences. From the earliest phases of Delivering as One – or enhanced coherence – there will likely be a need to focus on communicating about change to keep all staff and key partners aware and engaged in the process.

In addition, there should be strong messages focused on UN collective and respective agencies' most significant achievements in support of the MDGs. UNCGs provide the opportunity for UN entities to speak with one voice on issues of common concern.

Strengthening joint communication within the UNCT

A survey done by UNICEF's Division of Communication in October 2009 found that UNCGs were involved in a range of initiatives, including developing strategic communication plans, running common websites, and successfully advocating for increased resources (financial and human) for joint communication activities.

Joint communication should amplify the collective voice of the UN system while preserving distinct agency identities.

Challenges: Maintaining visibility and leveraging equity

Maintaining agencies' brand and visibility within joint communication and programmes is one of the more challenging and sensitive aspects of UN Coherence. Across the pilots, there has been a range of experiences – with some UNCTs agreeing on ways to maintain agencies' visibility and leverage their brand equity – and other UNCTs developing new, localized brands to express their support for the "One UN" concept or seeking to limit agency visibility within Joint Programmes.

Agency visibility is critical for a number of reasons. Fundraising is the best known, with visibility critical to the generation of resources and for the nascent fundraising efforts by UNICEF Offices in middle income countries. Visibility is also critical to accountability. Beneficiaries have a right to know who has provided services and supplies, and to whom they need to report if improvements can be made.

Brand equity is an asset that enables agencies to influence advocacy, form strategic partnerships, convene stakeholders, and mobilize resources to bring about sustained actions. It would be a loss to the UN system as a whole, if agency brands were undermined or lost. Within UNCTs, UNICEF should aim to lift brand conversations beyond logos and stickers to genuinely help UNCTs identify ways to both promote agencies' brands and leverage their equity in joint communication and advocacy.



Lessons Learned in Delivering as One

Achievements

In the early going, a number of pilots are already able to point to improved efficiency and cost savings. A few have been able to streamline and harmonize business processes. The pilots report that their Governments are exercising increased national leadership over UN

programmes and taking a stronger role in steering UN agencies to support national development priorities. The pilot country teams also say they are better aligning their capacity to the needs of country programmes, and the use of One Fund is showing the potential to be an important country-level source of predictable funding.

“No going back to doing business as before”
(Kigali, 2009)

The One UN Programme has allowed space for cross-cutting themes, the normative agenda, increased possibility for upstream work required by governments, and increased consideration of the experience and expertise of all UN agencies, including the non-resident agencies. This increased role in policy support resulted in more coherent advocacy by the UN system on national priorities and the MDGs. Institutional mechanisms for programme implementation have been established. A key observation from the pilot countries was that there was no turning back to business as it was before. Indeed the favourable donor response to DaO initiatives is one reason why there are an increasing number of countries adopting this approach.

Q: Dear ASK, Do you have any examples of workflows and coordination mechanisms that large COs use to ensure internal coordination of Staff Member who participate in various UN Task Teams and joint programmes? Thanks.

A: Turn to page 4

Challenges

UNCTs in the pilots expressed that transaction costs (human and financial) increased at the outset. Working with an expanded UNCT required considerable investment from all parties. Many reported an increased work-load in the form of meetings and additional reporting requirements. Aligning project and agency mandate with the strategic focus of the UNDAF was sometimes seen as a challenge, particularly within the context of inclusiveness vs. focus with specialized and non-resident agencies. Further work is needed in the area of harmonized and simplified business processes as a key means for enhancing operational and programmatic efficiency.

Pilots noted it was important to avoid the tendency of “empire-building” within the RCs office while ensuring the RCs Office was empowered with sufficient resources to perform effectively. In terms of funds, there is a clear lack of multi-year, predictable resources which would assist in avoiding competition amongst agencies. There were also challenges expressed in the management of the One Budgetary Framework including allocation criteria for un-earmarked funds. Despite the progress made there is still a challenge in further simplification and harmonization of business processes, including difficulties in initiating and funding common premises.

Lessons Learned

Examples and information on lessons learned can be found in many places including the outcome documents of DaO consultations held in Maputo (2008), Kigali (2009), and Ha Noi (2010) as well as in the 2010 country led evaluations and UNICEF COARs. Access to the outcome documents and evaluations can be found www.undg.org. Independent external evaluations will be undertaken with results expected in 2011.

Country offices wishing to engage in DaO approach need to be aware of the potential challenges highlighted above and [lessons learned from Pilots](#).

Some of the key lessons learned reflected in the above documents include that “there is no going back to business as before”, but “no one-size fits all”. While transaction costs have reduced for governments, they have not yet reduced for the UN. On the other hand, however, increased programmatic coherence from DaO has led to increased impact, for example in reducing maternal mortality. There needs to be sufficient government buy-in and ownership before launching a DaO approach. The UNCT likewise needs to feel ownership of the DaO approach, placing it as the number one priority. To be successful DaO needs to be fully inclusive of specialized and non-resident agencies as well as line ministries and civil society. The best time to start the DaO approach is as part of

the UNDAF process and not in mid-cycle. For donors, there is a need for multi-year predictable funding to sustain DaO programming, and for all partners they should speak as one in favor of UN Coherence.

In all country contexts, but especially in Middle Income Countries, the UN needs to balance between programme management and upstream policy and increase its capacity development and policy advice in support of national authorities. It pays to expect and be prepared for a significant increase in work load but capacities can be maximized through a clear division of labor between agencies. Team work and team building are critical success factors for the process and developing a change management plan facilitates that process. Simplifying and streamlining internal and external communication processes is critical to both the team and partners.

Challenges to be addressed

- Increased UN transactions costs at the outset (process before results).
- Management of One Budgetary framework/One Fund, including allocation of funds – there is a need for allocation criteria.
- Raising predictable, un-earmarked funding and competition for funds.
- Multiple reporting requirements.
- Divergent business processes.
- Long and complicated decision-making processes in the expanded UNCT.
- RCs without the necessary resources to perform effectively.
- Tendency towards empire building and lack of consultation by some RCs.
- Full engagement with expanded UNCT – strategic focus vs. inclusiveness.
- Difficulties in initiating and funding common premises.

Value-Added of Inclusiveness (involving Specialized and Non-Resident Agencies)

The value of inclusiveness is increased buy-in by agencies and thus increased impact of the UN. Specialized agencies have been requesting greater inclusiveness in work on inter-agency policy and programmes. This came to the forefront in the Delivering as One Pilots. Together we can cover more areas with more expertise, building on each others' comparative advantage. As

always, it takes time to involve all stakeholders, but the time invested at the early stages should pay off with the value added in terms of better collaboration and sustainability of results in the longer-term.

On the issue of moving upstream and moving out of the project based-approach, it is illuminating to point to the system's transition from project to sector programmes and to policy dialogue upstream –not simply to dialogue alone. This shift has UNICEF's support, since it represents a *de facto* acknowledgement that in some sorts of countries, those in post-crisis for example, there is still a need to combine the upstream with the downstream. It also bears mention in this context that funds and programmes do in fact combine policy dialogue with concrete action/programme responses, and that the two approaches are not part of a zero-sum game.

Workload and Change Management

Workload

Experience shows that working together increases workload initially. The main reason is that we often add without reducing (e.g., harmonizing without simplifying). In the medium term, however, working together should enable other activities to be dropped, and workload is expected to come back to normal.

Here are some ways to reduce workload:

- Rigorously impose sunset clauses to phase out working groups when they complete their tasks.
- Build trust to allow effective delegation and representation.
- Maximize the use of coordination staff without creating empires.
- Don't just harmonize, simplify; exercise more discipline in all essential tasks.
- Look for synergies and possible reductions in workload and procedures.
- Creatively apply business practices.

Q: Dear ASK, Is the cost-recovery rate for non-resident/specialized agencies different than UNICEF's?

A: Turn to page 4.

Change Management overall

Multinational companies invest tens of thousands of dollars each year in change management. In the UN system, we are starting to recognize the importance of change management. Communication for change is vital – to and among staff, as

well as in reaching out to government, donors and partners. It is vital for all managers – regional directors and representatives – to be sure to communicate changes to their staff as these arise and have regular consultations. All staff must understand their role in UN Coherence and how their roles may change as a result.

Tools and guidance have no effect if a UNCT is not functioning well as a team. Change Management support can build a team out of a group of representatives and help them work together and better. Change management, coupled with the new assessment (aka „incentive’) structure, are fundamental to real change.

Experience in pilots, and especially in other countries pursuing coherence, showed that no change started without clear personal commitment, especially from the leaders of the UNCT. **Change, however, must involve all staff, and not just heads of agencies, but also those involved in programmes and operations at all levels – including assistants and drivers.**

Change should be accompanied by incentives recognizing and rewarding collaboration, through both formal and informal (feedback, celebrations, etc.) means, as well as performance evaluation reviews.

Communicate with your staff and peers in other agencies to ensure that everyone involved is aware of the latest coherence developments and of their roles.

It is important to note that the UNDG toolkit was designed as a change management toolkit at the request of the pilot countries. The toolkit includes a detailed approach to introducing change in DaO contexts.



South-South cooperation

The term South-South cooperation commonly refers to a broad framework for collaboration among developing countries in political, economic, social and scientific areas of common concern.

The TCPR (2007) encourages funds, programmes, specialized agencies and other UN entities to mainstream support to South-South cooperation and

triangular partnerships mechanisms including donors as well. There is a clear expectation from Member States for UN agencies to play a catalyzing and facilitating role for South-South cooperation.

Today, all developing countries, regardless of their size or level of development, possess varying degrees of capacity and experiences in development that can be shared on a South-South basis. Many middle-income countries – emerging economies as well as those in transition – are now positioned to share tremendous expertise and practical knowledge with other developing countries in reducing poverty and meeting the MDGs. Many developing countries have developed long-term strategies for inclusive growth and development that can be made available for peer learning and demand-based application. Therefore, South-South cooperation plays an increasingly important role in international development cooperation.

It is seen as a valuable complement to traditional North-South and multilateral aid and a useful way to foster inclusive partnerships, including triangular and public-private partnerships. The emerging economies, especially those of the BRIC countries (Brazil, Russian Federation, India and China) and South Africa are particularly active in driving this process and sharing their experience with other countries.

The United Nations system – including UNICEF, due to its extensive global networks, reservoir of technical expertise and regular practice of documentation of good practices and lessons learned – is in a unique position to be able to facilitate South-South cooperation. Of particular interest to the UN development

agencies is the sharing of innovative strategies for poverty reduction and acceleration of progress towards the MDGs.

In addressing these new opportunities, the Secretary-General, in his report to the 63rd Session of the General Assembly on the state of South-South cooperation (A/62/295), called on the international community, including the UN development system, to help scale up the impact of such cooperation by:

- (a) orienting South-South efforts towards achieving the internationally accepted development goals, including the MDGs;
- (b) intensifying multilateral support for South-South initiatives;
- (c) fostering inclusive partnerships for South-South cooperation, including triangular and public-private arrangements;
- (d) improving coherence of UN system support for such cooperation; and
- (e) encouraging innovative financing for such cooperation.

Initiatives supported by UNICEF to promote South-South cooperation were guided by the TCPR as well as by decisions on such cooperation taken by the Policy Committee of the Secretary-General. These initiatives urged UN agencies and partners to develop an action-oriented and collaborative framework to tackle the cross-border challenges of climate change, food insecurity and HIV/AIDS; to introduce specific policy measures to ensure more systematic mainstreaming of South-South cooperation across the UN system; and to use intergovernmental events as a means for renewing commitments to such cooperation.

In light of the above, UNICEF support to South-South cooperation as part of country cooperation, UNDAF and regional initiatives is being approached more systematically. Greater use is being made of knowledge management tools to identify good examples, promising modalities and opportunities to support and facilitate South-South cooperation in areas critical to the protection of child rights. UNICEF is also rapidly broadening its collaboration with other UN organizations in this area at all levels.

In a key discussion on this issue following the UN High-level Conference on South-South Cooperation (Nairobi, December, 2009), the UN High-level Committee on South-South cooperation (New York, February, 2010) agreed on four major actions to advance UN Coherence through such cooperation:

- 1) the UN system collectively take concrete measures to mainstream support for South-South cooperation and triangular partnerships;
- 2) UN Secretary-General prepares a framework of operational guidelines for the UN

- 3) the Joint Inspection Unit reviews existing arrangements in support of South-South cooperation and triangular partnerships and makes recommendations for the Secretary-General's framework; and
- 4) UNDP Administrator to report on the implementation to the High-level Committee's next session in 2011.

South-South cooperation is not meant to be a substitute for North-South cooperation, but instead should complement North-South endeavours, moving away from traditional modalities for development assistance. UN system organizations were also called upon to identify areas where support for South-South cooperation would have the greatest impact, enhance the capacities of developing countries and strengthen the capacities of regional and subregional organizations.

While it is clear that much is being done in the area of South-South cooperation by a large number of actors (most UN agencies are now active in this area), there is still scope for more effective coordination, information sharing, and better integration of South-South cooperation approaches into programming, including UNICEF's. For UNICEF, the current challenge is to systematically assess the lessons learned from our work in this area and to use this to develop clear policy positions and programming guidelines, including working more coherently with other UN agencies to maximize the potential gains from this increasingly important area of work.

Principles governing South-South cooperation

- solidarity
- national sovereignty
- national ownership
- independence/equality
- non-interference/non-conditionality
- mutual benefit



Coherence in middle-income countries

As home to almost two thirds of the world's poor, middle-income countries are of considerable importance to the UN's support of the achieving the MDGs and other internationally agreed development goals. The

General Assembly and TCPR (62/208) noted that middle-income developing countries still face significant challenges in the area of poverty eradication and that efforts to address those challenges were needed to sustain progress already achieved.

The World Bank defines middle-income countries as those countries that have a per-capita gross national income (GNI)¹⁰ of between \$976 and \$11,905. Based on 2008 data, 101 countries fall into this group. The World Bank further defines \$3,856 in per-capita GNI as the dividing line between upper and lower middle-income countries.

The UN system today is widely represented in middle-income countries; resident country teams are present in 83 of them. According to a report by the Secretary-General released in 2009, middle-income countries receive approximately 34 per cent of the total programme expenditure of UNICEF and 54 per cent of the annual budget of UNDP. It is also important to note that the UNICEF Executive Board in 2008 increased the income threshold of a country's eligibility for UNICEF Regular Resources from US\$3,705 GNI to US\$11,456 GNI per capita.

Despite notable reductions in extreme poverty around the world, middle-income countries as a group are still home to 64 per cent of the world population that lives on less than \$1.25 per day.

¹⁰ **Gross national income:** the dollar value of a country's total annual income divided by its population; GNI reflects the average income of a country's citizens.

In 2009, the Secretary-General issued a report on Development cooperation with middle-income countries (A/64/253), resulting in a General Assembly resolution (A/RES/64/208) and bringing the discourse on such countries to a new level. Both the report and the resolution recognize that:

- Middle-income countries still face significant developmental challenges, which are exacerbated by the recent economic crisis, and efforts to address those challenges should be supported by the UN and its development partners.
- Despite notable reductions in extreme poverty around the world, middle-income countries as a group are still home to 64 per cent of the world population that lives on less than \$1.25 per day. Further progress to reduce poverty in such countries is therefore crucial to meeting MDG targets on a global scale.
- Significant inequalities remain within middle-income countries, and further investment in social services and economic opportunities are needed in order to reduce these inequalities.
- Middle income countries are diverse, and the UN needs to adopt flexible strategies and approaches in its cooperation with them.
- South-South cooperation among middle-income countries and with low-income countries should be one of the areas of development cooperation within and among middle-income countries.

The General Assembly has invited the UN, particularly its funds and programmes, to “**improve support to middle-income countries**” and “align the programming of its activities more closely with national development strategies while targeting specific existing and emerging needs of middle-income countries.” The Secretary-General’s report suggests that while the focus may vary from country to country, priority attention for middle-income countries as a group should be given to advocacy and upstream policy advice.

Priority attention for middle-income countries as a group should be given to advocacy and upstream policy advice.

“Priorities must be given to development cooperation areas such as poverty eradication, improvement in governance, reduction in economic and social inequality, greater diversification to reduce vulnerability of trade and external financing shocks, South-South cooperation, and to concerted efforts to enhance action on adaptation, mitigation, technology development and transfer, and finance to enable middle-income countries to tackle the challenges that global climate change poses.” (A/64/253).

In this regard, the convening and facilitating role of the UN is of particular importance.

The Secretary-General's report nevertheless identifies a number of constraints that hinder the UN's system from realizing its full potential in supporting middle-income countries, and it suggests general approaches to enhance UN Coherence in such countries. Among these are:

- Rethinking the UNDAF as it relates to the priorities of middle income countries and the need for the development of a policy framework specific to dynamic and diverse circumstances and needs of these countries; one that would also take into account lessons of „delivering as one'. *It is worth noting that an initiative has been launched in Turkey that is intended to serve as a prototype of a strategic and light UNDAF, responsive to the specific needs of a middle-income country;*
- Greater selectivity of programme priorities that are relevant in middle income countries and greater emphasis on joint programmes to enhance the impact, while moving towards a more upstream intervention model; and
- Addressing modalities of engagement of the UN system in middle income countries.

In spite of all of these positive systemic measures, however, it still bears mention that the General Assembly resolution lacks crucial policy guidance from Member States regarding how middle-income countries can best advance UN Coherence objectives.

For UNICEF, the biggest issue in middle-income countries remains child protection.

UN Coherence Support and Communication Channels

The GMA UNIA team hopes that this handy guide offers a useful overview of UN Coherence-related issues and answers most of your questions. New questions always arise, however, and ASK@unicef.org stands ready to serve you with any UN Coherence challenges you may be faced with. Whatever question you may have, it's likely that several of your colleagues around the world have had (or will have) the same or similar questions or concern. Asking your questions through ASK@unicef.org enables us to document them, respond as a system and learn together.

UN coherence resources include:

- Your regional office focal point
- ASK@unicef.org
- The [ASK database](#) of previous questions and answers
- The [ASK-Wiki](#) provides a forum to post experiences and share with others
- [UN Coherence page](#) on the UNICEF Intranet
- Our UN Coherence [Round-ups](#) (to get on the mailing list, contact ASK@unicef.org)
- [Heads-Up](#) (located on the GMA website)

Your UN Coherence Colleagues in New York



Christopher Davids
Senior Advisor, UN
Coherence
cdavids@unicef.org
(212) 326-7144



Lori Issa
UN Coherence Specialist
lissa@unicef.org
(212) 326-7420



Nicole Deutsch
UN Coherence Specialist
ndeutsch@unicef.org
(212) 326-7132



Karima Duval
Programme Assistant
kduval@unicef.org
(212) 326-7095

Appendix

New responsibilities in the M&A System of the UN development and Resident Coordinator System

Country

1. **Clarified RC & UNCT relations**
 - **An empowered RC with equal relationship with and responsibility to all UNCT member agencies**
 - RC has a role in strategically positioning the UN in the country
 - **Clearer division between RC and UNDP functions (firewall)**
 - Day-to-day UNDP responsibilities delegated to CD/Deputy Resident Representative
 - CD/Deputy Resident Representative represents UNDP in UNCT
 - RC only to fund-raise for UNCT, CD/Deputy Resident Representative to fund-raise for UNDP
 - Trying separate accreditation of RC and CD (starting with pilots)
2. **New accountabilities for Representatives (between Representatives and RCs)**
 - a) UNICEF and other Representatives report to RC on common programme results/UNDAF/ joint programmes and its resource mobilization
 - b) UNICEF and other Representatives make available technical resources
 - c) UNICEF and other Representatives have one key result related to UN inter-agency activities in performance evaluation review
 - d) RC gives input into UNICEF and other Representatives' performance evaluation reviews
 - e) Recognize RC's role in strategically positioning the UN in each country

This is reflected in the UNICEF Representative's revised job description
3. **Better oversight of Administrative Agents of MDTFs** and separation of administrative agent's role and resource-mobilization role.
4. **New instruments to implement:**
 - RC job description
 - 180° assessment
 - Guidance on RC/UNCT working relations („code of conduct')
 - Dispute resolution mechanism

Regional

- **Performance management of RCs and UNCTs:** the RDT will review the performance of the RCs, as well as the UNCTs as a whole
- **Communicating the M&A System within the agency at all levels/locations**
- **Provide strategic vision and guidance** in the implementation of M&A at the country level
- **Oversight of quality support and assurance of CCA/UNDAF and One Programmes**
- **Technical support to country teams**
- **Troubleshooting/dispute resolution** for UNCTs where requested
- **UNICEF RDs continue to ensure that children's issues are at the top of the agenda at all levels**
- UNICEF Representative has a clear role in **disseminating knowledge of our collective accountability** to the M&A implementation plan

Headquarters

- **Oversight of the implementation of the M&A System and Plan**
- **Communicating the M&A System within the agency at all levels/locations**
- **Integrating UNICEF Representative's accountabilities vis-à-vis the RC into Representative's job description, including:**
 - 1) Recognizing the role of the RC in strategically positioning the UN in each country
 - 2) Reporting obligations to inform the RC on resource mobilization and programme implementation performance of any UNDAF/One Programme elements led by the agency
 - 3) Receiving input from RC on Representative's performance against agreed tasks in the UNCT work plan. (RD remains the supervisor for all other tasks)
 - 4) Assessment of Representative on UNCT results in UNICEF assessment system monitored and reported. (one result in the performance evaluation review)
- **Establish internal MDTF/Administrative Agent monitoring mechanism**
- **Make available full financial disclosure of financial transfers and allocations and web-based reporting on MDTF**
- **Better oversight of MDTFs** and reporting between the agencies
- **Support capacities for strategic planning and results-based management**
- **UNICEF staff continues to ensure that children's issues are at the top of the agenda at all levels**
- UNICEF senior management has a clear role in **disseminating knowledge of our collective accountability to the M&A implementation plan** and offering incentives for UNCT common results

Acronyms and Abbreviations

AA	Administrative Agent
AAA	Accra Agenda for Action
ASG	Assistant Secretary General
ASK	Achieving Strategic Knowledge
AWPs	Annual Work Plans
CAP	Consolidated Appeals Process
CCCs	Core Commitments for Children
CCPD	Common Country Programme Document
CD	Country Director
CEB	Chief Executives Board
CERF	Central Emergency Response Fund
CHAP	Common Humanitarian Action Plan
CO	Country Office
COARS	Country Office Annual Reports
CPAPs	Country Programme Action Plans
CPD	Country Programme Document
DaO	Delivering as One
DAW	Division for the Advancement of Women
DED	Deputy Executive Director
DO	Designated Official
DOCO	UN Development Operations Coordination Office
DRR	Deputy Resident Representative
DSS	Department of Safety and Security
ECOSOC	Economic and Social Council
EMOPS	Office of Emergency Programmes
Enhanced Coherence	
Countries	Delivering as One approach or "self starters"
e-PAS	Electronic Performance Appraisal System
ER Framework	Emergency Response Framework
ERP	Enterprise Resource Planning
ExCom	Executive Committee
Four Ones	One Leader, One Programme, One Budgetary
GMA	Framework and One Office
GNI	Governance, UN & Multilateral Affairs (Division of)
HACT	Gross National Income
HASL	Harmonized Approach to Cash Transfers
HC	Harmonized Approach to Supplies and Logistics
HC System	Humanitarian Coordinator
HLCM	Humanitarian Coordination System
HLCP	High-Level Committee on Management
HLP	High-Level Committee on Programmes
	High-Level Panel

HoBP	Harmonization of Business Processes
HPS	Humanitarian Policy Section
HRBA	Human Rightst Based Approach
IADG	Internationally Agreed Development Goals
IASC	Interagency Standing Committee
ICT	Information Communication Technology
IFAD	International Fund for Agriculture Development
IMPP	Integrated Missions Planning Process
	International Research and Training Institutes for the
INSTRAW	Advancement of Women
IPSAS	International Public Sector Accounting Standards
IRs	Intermediate Results
ISF	Integrated Strategic Framework
IT	Information Technology
JD	Job Description
JFFAI	Joint Funding, Financial and Audit Issues
JIU	Joint Inspection Unit
KPIs	Key Performance Indicators
LDCs	Least Developed Countries
LICs	Low Income Countries
LTA	Long Term Agreements
M&A System	Management and Accountability System
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MICs	Middle Income Countries
MoU	Memorandum of Understanding
NCCs	Net Contributing Countries
OCHA	Office for the Coordination of Humanitarian Affairs
	Organization for Economic Co-operation and
OECD/DAC	Development/Development Advisory Committee
OSAGI	Office of the special Adviser on Gender Issues
	Public Sector Alliances and Resource Mobilization
PARMO	Office
PCNA	Post Crisis Needs Assessment
PER	Performance Evaluation Review
QCPR	Quadrennial Comprehensive Policy Review
QSA	Quality Support Assurance
RBM	Results Based Management
RC	Resident Coordinator
RDTs	Regional Director Teams
RO	Regional Office
RR	Resident Representative
RRRs	Recovery and Risk Reduction

SAA	Standard Administrative Agreement
SBS	Sector Budget Support
SSC	South-South Cooperation
SWC	System-wide Coherence
TCPR	Triennial Comprehensive Policy Review
ToRs	Terms of Reference
TTCP	Task Team on Common Premises
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCG	United Nations Communication Group
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
	United Nations Development Operations
	Coordination Office (formerly United Nations
UNDOCO	Development Group Office (UNDGO)
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
UNIA	Office of UN and Inter-Governmental Affairs
	United Nations Office on Drugs and Crime
UNODC	
UNRC	United Nations Resident Coordinator
UNSG	United Nations Secretary-General
USG	Under Secretary-General
VISION	Virtual Integrated System of Information
WASH	Water, Hygiene and Sanitation
WFP	World Food Programme
WG	Working Group
	Working Group on Country Office Business
WG-COBO	Operations
WG-PI	Working Group on Programme Issues
	Working Group on Resident Coordinator System
WG- RCSIG	Issues
WHO	World Health Organization
WP-EFF	Working Party on Aid Effectiveness

112 References

PERSONAL NOTES:

PERSONAL NOTES:

References

Photo Credits

Cover Photo

© UNICEF/NYHQ2006-1500/Giacomo Pirozzi

Introduction Chapter

© UNICEF/NYHQ2009-0244/Josh Estey

Triennial Comprehensive Policy Review

© UNICEF_HQ07-0418_Pirozzi.JPG

The Management & Accountability System

© UNICEF/NYHQ2010-0167/Shehzad Noorani

UNDG Strategic Priorities 2010-2011

© UNICEF/NYHQ2006-2131/Susan Markisz

The Wider System – CEB, HLCM, HLCP, UNDG, ECOSOC

© UNICEF_HQ05-1050_Chalasani.JPG

System-Wide Coherence Discussions In The General Assembly

© UNICEF/NYHQ2009-1887/Josh Estey

Programming Together

© UNICEF/NYHQ2010-0167/Shehzad Noorani

Funding For Coherence

© UNICEF/NYHQ2004-0999/Giacomo Pirozzi

Coherence Developments For Humanitarian Action

© UNICEF/NYHQ2010-0177/Shehzad Noorani

Improving Our Business Practices

© UNICEF/NYHQ2006-2268/Giacomo Pirozzi

Delivering As One: Implications For All

© UNICEF/NYHQ2005-0224/Tom Pietrasik

Lessons Learned In Delivering As One

© UNICEF/NYHQ2009-0231/Josh Estey

South-South Cooperation (SSC)

© UNICEF/NYHQ2007-0889/Georgina Cranston

Coherence In Middle Income Countries

© UNICEF/NYHQ2007-0889/Georgina Cranston



Have YOU “ASK”ed Today?
ask@unicef.org

Governance, UN and Multilateral Affairs (GMA)
United Nations Children's Fund
3 United Nations Plaza
New York, NY 10017, USA
Email: ask@unicef.org

ask  fast answers for fast results 