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Operational activities segment

Provisional summary record of the 29th meeting

Held at Headquarters, New York, on Thursday, 8 July 2004, at 10 a.m.

President: Mr. Neil (Vice-President) (Jamaica)**Contents**Operational activities of the United Nations for international development cooperation (*continued*)

- (b) Reports of the Executive Boards of the United Nations Development Programme/United Nations Population Fund, the United Nations Children's Fund and the World Food Programme (*continued*)

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In the absence of Ms. Ras, Mr. Neil (Jamaica), Vice-President, took the Chair.

The meeting was called to order at 10.15 a.m.

Operational activities of the United Nations for international development cooperation

(b) Reports of the Executive Boards of the United Nations Development Programme/United Nations Population Fund, the United Nations Children's Fund and the World Food Programme (continued) (E/2003/35, E/2004/3-E/ICEF/2004/4, E/2004/4-DP/2004/12, E/2004/5-DP/FPA/2004/2, E/2004/14, E/2004/34 (Part I)-E/ICEF/2004/7 (Part I), Add.1, E/2004/36; DP/2004/14, DP/2004/22, DP/2004/33; E/2004/L.11)

1. **The President** invited the Council to continue its consideration of agenda item 3, which included a policy dialogue with the executive heads of the United Nations funds and programmes. The experts would assess the performance of the triennial comprehensive policy review (TCPR), enumerate lessons learned since the previous triennium, and guide the Council in determining the focus for the next review period, in addition to discussing the new directions to be taken in development cooperation in order to meet the changing international environment and needs.

2. **Mr. Ocampo** (Under-Secretary-General for Economic and Social Affairs), Moderator, recalled the Council's earlier discussions that underscored recent advances in country-level coordination, and future prospects for the United Nations funds and programmes, other autonomous agencies without country presence and the Bretton Woods institutions. The Council had also discussed the programmes undertaken by the agencies in response to country-driven processes, and the value of ownership, which had become a basic principle in recent years.

3. **Mr. Malloch Brown** (Administrator of the United Nations Development Programme (UNDP)), Panellist, welcomed the discussion on strategic policy issues under the current TCPR. It was already clear that decisive changes were needed to obtain the necessary political will, resources and policy reforms to accelerate the pace of global development in meeting the Millennium Development Goals by 2015. The meeting of Heads of State and Government in

September 2005 would therefore present a key opportunity for the international community to recommit to earlier pledges, and to turn their promises into action. He stressed that neither growth, debt relief nor domestic reforms could be legislated in the General Assembly, but he hoped that action would be taken in those areas at the national and international levels. It was hoped that the summit meeting would clarify the investment needs, growth assumptions, capacity requirements, domestic reforms and priorities. He wondered, however, whether United Nations development agencies would be equipped for implementation or be able to rise to the challenge if donors and programme countries were to play their part.

4. Since the previous TCPR, there had been real progress in improving operational activities at the country level. Within the overall framework of the Millennium Development Goals, the role of United Nations country teams in support of national priority setting and in mainstreaming the Goals had been clarified and incorporated into the available tools and guidelines. The alignment of analytical and planning tools with national and international priorities had led to new guidelines that took nationalized Goals as their starting point.

5. Commenting on the improvements in coordination among funds and programmes, he said that the current TCPR presented a context in which to review progress made to date, and to examine options for future improvements. He believed that consideration of the current TCPR should include five key United Nations reform tracks, and emphasized that while not an end in itself, reform should be viewed as a means of maximizing resources available to developing countries at the country level and facilitating the use of those resources.

6. The first reform track would involve a disciplined alignment of all development activities in countries behind a broadly owned national development strategy that offered a serious path to achieving the Millennium Development Goals, ensuring that poverty reduction strategy papers (PRSPs) were aligned in the least developed countries. The second track involved a radical simplification of programme procedures and cycles to keep up with best donor and national practices, a new approach to budget support, and the ability to distinguish between added value and administrative complexity. The third reform entailed

focusing United Nations development activities in areas where comparative advantages existed, including institution-building, advocacy and special development situations such as peace-building. Fourthly, a determined effort should be made to rationalize country presence in order to derive maximum value from United Nations support, and avoid excessive administrative costs. Fifthly, the resident coordinator and country team system should be strengthened to drive the strategic coherence and outcomes of the reforms.

7. In that context, he believed that as the primary link among the United Nations funds, programmes and specialized and technical agencies in operational activities for development at country level, the resident coordinator and country team system should be strengthened and made more accountable. Although a recent independent evaluation had shown that the calibre of resident coordinators had improved, there was also agreement that improvements should be pursued. While UNDP supported and managed the resident coordinator system, all members of the country team and their headquarters must have ownership. In countries where the responsibilities of the resident coordinator were particularly vast, the practice of appointing country directors to manage UNDP day-to-day operations would be expanded, freeing the resident coordinator to orchestrate country team support for national priorities, and to retain overall control over UNDP funding and expertise.

8. In building broader United Nations ownership, he said that the appointment of more resident coordinators from outside UNDP should be encouraged, and in that context he urged other agencies to recommend qualified candidates, especially women. UNDP also recognized the need to increase the appointment of candidates from the South.

9. Apart from easing the burden of resident coordinators, the proposed country team changes were intended to provide strategic alignment behind Millennium Development Goals-based development strategies through programming, personnel performance and accountability, and oversight by regional directors of the United Nations Development Group (UNDG) Executive Committee members to measure, shape and drive country team performance. He hoped that through the establishment of the necessary tools, means and accountabilities, the introduction of collegial leadership and team building,

and the appointment of individuals reflecting the diversity of the global development community, the United Nations would be renewed at the country level, building teams that would bolster efforts to meet the Millennium Development Goals by 2015.

10. **Ms. Bellamy** (Executive Director of the United Nations Children's Fund (UNICEF)), Panellist, said that security had become an integral aspect of the delivery of humanitarian assistance and implementation of development programmes, in the wake of deliberate attacks targeting United Nations staff and facilities and other humanitarian workers. An appeal had been made, inter alia, for more professional security personnel, improved minimum operating security standards (MOSS), threat-risk assessment and risk analysis, which had led to the development of a model on threat and risk assessment, and enhanced security standards for high-risk duty stations. Greater use should also be made of national counterparts in the field.

11. At a time when humanitarian and development personnel had become increasingly active in conflict zones, their freedom of action — the humanitarian space — was under unprecedented stress. In that regard, it was important for governments and officials to allow unimpeded and secure access to populations in need. Drawing attention to the fact that United Nations missions now carried out activities that had previously been associated with development agencies, she highlighted the need for missions and country teams to work in a more coherent and coordinated manner.

12. In 2003 the budget estimated for all peacekeeping operations approved by the Security Council included over \$500 million for activities that resembled development programmes. The involvement of military personnel in United Nations operations raised certain issues, including the need to recognize potential difficulties in the relationship between military and aid personnel, and to anticipate the confusion that could arise in the minds of recipients of assistance when soldiers also performed a relief function. Civilian field staff should be able to carry out their duties with full respect for security standards without incurring undue risk.

13. Additional funds were needed for the implementation and improvement of MOSS compliance, establishment and operation of improved security management, including training, and for the operation

of an effective stress management counselling system. In that context, she urged the Council to support the Secretary-General's next report and submission for the provision of resources to build a unified security system.

14. She also took the opportunity to comment on the Greentree Report of the Executive Committee of UNDG, which discussed reforms emanating from the TCPR, new approaches to field operations and the implementation of the Millennium Declaration and Goals. UNICEF had recently held its first global consultation with field representatives, national committees, directors from headquarters and staff representatives. The event had provided a forum for the entire senior management to discuss the agreements reached at Greentree within the context of the changing global environment, and to reiterate the need to improve programming instruments.

15. Within the overall national programme framework, United Nations Development Assistance Frameworks (UNDAFs) needed to combine a high-quality product with an efficient production process to be lighter and more flexible instruments focused on the results matrix as a tool for programme development, management, assessment and accountability. UNDAF preparation had too often become complex, rigid and time-consuming. She expressed the hope that the Council would reaffirm the common country assessment and United Nations Development Assistance Framework (CCA/UNDAF) process as the central element of the United Nations country team activities in support of governments. UNICEF would continue to promote efficiency and transparency with respect to government, agencies and donor partners. More should also be done to engage the full range of UNDG agencies in UNDAF preparation and implementation, including the specialized agencies and Bretton Woods institutions, within bounds established by their structures of governance. She believed that the country teams and States themselves would benefit greatly from basing the activities of the entire United Nations system on a common framework focused on Millennium Development Goals.

16. With respect to resource mobilization, she recognized that the Monterrey Consensus represented a major change in the approach to development financing. UNICEF was participating in the resource mobilization group identified at Greentree and looked forward to developing effective mechanisms for

attracting support from all sources. While the transition from relief to development was being treated as distinct from either operational activities or the humanitarian segment, it actually incorporated elements of both. She hoped that the members of the Council would join their humanitarian colleagues in discussing the issue and would reflect those developments in the TCPR resolution later in the year.

17. **Ms. Obaid** (Executive Director of the United Nations Population Fund (UNFPA)), Panellist, speaking on behalf of the UNDG Executive Committee (ExCom) agencies, said that in 2001 the organizations of the United Nations system had been requested to strengthen coordination and collaboration in order to better support the achievement of the goals and targets of the major conferences, particularly those related to development and poverty eradication. The UNDG ExCom members had also been urged to ensure greater consistency between the strategic frameworks developed by the United Nations and poverty reduction strategies, and to examine ways to further simplify rules and procedures in several key areas.

18. She was pleased to report that simplification and harmonization efforts had been a high priority in terms of programming and common shared services and premises. Participation in the wider harmonization process would broaden the scope and potential impact of the United Nations system and enhance the effectiveness of programme activities. It would facilitate the work of the UNDG ExCom members and sharpen their focus on implementation and capacity-building of national structures, systems and human resources. Sensitive issues such as human rights would be addressed in national policy dialogues and national development frameworks.

19. Since 2001 United Nations country teams had become far more involved in national processes on a collective basis. Country teams had provided substantive support to national planning processes, including PRSPs in many countries. Clearer linkages had also been established between the PRSPs and United Nations activities.

20. The first lesson learned was that simplification and harmonization of rules and procedures were not easy. Furthermore, there was now a realization that adapting to new tools and processes was time-consuming and that more advance planning was needed to ensure a smooth and balanced roll-out.

Overall, it was clear that the newly developed procedures had led to improved country team building, the most immediate and positive result to date. Although the process could be tedious, the positive impact of bringing agencies together had been widely recognized.

21. As each United Nations organization knew what the others were doing, they could work together towards shared development goals and there was greater awareness of the need for flexibility, especially during periods of political change and in conflict and post-conflict situations; that point should be clearly made in the relevant guidelines.

22. It was reassuring to note that in countries which faced political change during the process, including Ecuador, Kenya and Sierra Leone, the new tools provided the necessary flexibility. While the CCA/UNDAF process should ideally follow the calendar of the national process, United Nations programming was driven by the executive boards of the funds and programmes. A growing number of United Nations country teams were being helped to harmonize their programming cycles with those of the countries concerned while still meeting the requirements set by their executive boards. In any case, the CCA/UNDAF process had informed national plans and strategies, especially the PRSPs.

23. One of the most useful elements had been the introduction of the UNDAF results matrix, which set out more clearly than in the past what the United Nations as a system could do and what each agency could contribute to that outcome. It clarified the Organization's place in the context of national priorities and PRSP goals and provided it with a clear business plan. Governments welcomed the fact that they now needed to hold only one planning discussion with several agencies, working on one specific outcome; as a result, there had been far greater government participation and ownership.

24. During the past three years, the United Nations at country level had become more focused in its support for the Millennium Development Goals and had developed more coherent mechanisms and more harmonized planning and programming procedures. Many regional directors and their teams played a more active role in ensuring support for the CCA/UNDAF process, and inter-agency cooperation was reflected in joint programming, programmes, monitoring and

evaluation, performance assessment and career development.

25. It was important for the executive boards to reward those efforts by further simplifying their requirements. Discussions of a future United Nations system tended to focus on processes such as harmonization and simplification, CCA and UNDAF, increased coherence and increased presence in the field. While those were critical issues, they must not obscure the real purpose of the reform: to make the United Nations system more efficient and effective in implementing its commitments and meeting people's needs.

26. **Mr. Graisse** (Senior Deputy Executive Director of the World Food Programme (WFP)), Panellist, said that during the past three years, the United Nations funds and programmes had changed their ways of programming resources through the CCA and UNDAF, developed linkages with the PRSP and national development plans and found better ways of partnering with other United Nations agencies, non-governmental organizations (NGOs) and organizations of civil society. Those agencies' key tools for development programming facilitated dialogue among all partners with a view to preparation of an UNDAF results matrix based on national expression of the Millennium Development Goals and related targets. Cooperation was not an end in itself, but rather a means to an end: the achievement of those Goals.

27. The HIV/AIDS pandemic, poverty, hunger and a range of other development issues continued to worsen and required a constant focus on the Millennium Declaration and Development Goals, both in the individual agencies' strategic and management plans and within UNDG. Poor health and nutrition, parasite infection, anaemia, micronutrient deficiencies and short-term hunger in school were underlying factors for low school enrolment, absenteeism, poor performance and a high dropout rate in developing countries. WFP and UNICEF, in cooperation with other partners, had developed a minimum package of interventions and were working to implement it in a number of countries, particularly in Africa.

28. In southern Africa, United Nations agencies were working with governments and international NGOs through cooperative approaches to the HIV/AIDS crisis; their joint location and programming allowed relief, recovery and development to be closely

integrated. The Regional Inter-Agency Coordination Support Office (RIACSO) addressed three main objectives of the Millennium Declaration: the fight against HIV/AIDS, protection of the vulnerable in crisis situations and the need to meet the special needs of Africa. RIACSO provided support to the Special Envoy for the Humanitarian Crisis in Southern Africa; its partners contributed leadership and technical support for the establishment of mandate-specific operations such as the WFP regional protracted relief and recovery operation (PRRO) and facilitated the multi-stakeholder vulnerability assessment process, school-based approaches and nutrition programming, and agricultural practices, in all of which HIV/AIDS played a prominent role.

29. **Mr. Malloch Brown** (Administrator of the United Nations Development Programme), Panellist, updated delegations on developments with regard to the World Solidarity Fund. During the past year, the Government of Tunisia and UNDP had issued invitations to prospective members of the High-Level Committee established for the Fund and had received seven acceptances. Unfortunately, there were, as yet, no financial resources in the World Solidarity Fund, and he counted on the High-Level Committee to provide assistance in that area. Its first meeting was tentatively scheduled to be held in New York on 17 September 2004.

30. **Mr. Al-Nasser** (Qatar), speaking on behalf of the Group of 77 and China, said that he welcomed the establishment of the High-Level Committee of the World Solidarity Fund, which represented an innovative approach to development financing. He hoped that the Committee would make concrete recommendations, especially with respect to the mobilization of financial resources, at its first meeting in September and that the international community, including the private sector, civil society and governments, would make voluntary contributions to the Fund.

31. **Mr. Davidse** (Observer for the Netherlands), speaking on behalf of the European Union, said that he endorsed the agenda outlined by the Administrator of UNDP and its focus on ownership, harmonization, a rational country system and strengthened functions for the resident coordinator.

32. He also supported the efforts to improve field-level security of which the Executive Director of

UNICEF had spoken and agreed that Member States should bring the perpetrators of violence against United Nations staff members to justice, but risk management must never lead to risk aversion; the Organization could not work from inside a bunker. He paid tribute to all staff members working in difficult circumstances. He also expressed his appreciation to the Executive Director of UNICEF for the work of the Working Group on Transition.

33. He agreed that the high-level event to be held in 2005 would be critical in meeting the Millennium Development Goals and stressed the importance of the TCPR. Development partners should be ready for that challenge; he agreed with the speakers who had mentioned the importance of support for national ownership through an even more coherent, effective and harmonized United Nations country presence.

34. While the funds and programmes had displayed commendable improvement in the area of harmonization, the specialized agencies had yet to be integrated more closely into that process; he asked the panellists to suggest how to achieve that goal. It was also clear that the resident coordinator system was the key to better cooperation with the Bretton Woods institutions, which none of the panellists had mentioned.

35. He wondered how the United Nations could ensure greater involvement in the PRSP process by line ministries and civil society and how to convert such processes into upstream policy dialogue; a more synergistic United Nations country presence should help to do so. A related issue was the question of how to promote ownership of analytical work such as the CCA.

36. Gender equality was not only an important goal in itself; it was of critical importance in achieving the Millennium Development Goals since a society could not prosper while leaving half its population behind. The success of a gender-inclusive policy would require strong commitment by governments and international organizations and adequate mobilization of financial and human resources. He called on the United Nations development system to strengthen internal accountability for implementing gender equality and to build capacities in that area. However, efforts to achieve women's empowerment would be sustainable only if they were country-led and country-specific; specific integration of gender dimensions in the

formulation, implementation and monitoring of the CCA, UNDAF and PRSP processes were an essential strategy in achieving the Millennium Development Goals.

37. **Mr. Nebenzia** (Russian Federation) said it was clear that United Nations operational activities needed to reaffirm, in the eyes of the donor community, the Organization's ability to play the leading role in the field of international multilateral assistance. He shared the view that the criteria for appraisal should be coordination and coherence in the agencies' work at country level and maximum use of available resources. The funds and programmes had made real progress in enhancing their coordination and synergy while optimizing key parameters of the programming process; further reforms should be pragmatic, balanced and focused on existing shortcomings.

38. He asked the panellists to assess the results of implementation of the simplification and harmonization programme during the period 2002-2004, explain what their future priorities were in that area and what human and financial resources they would require, and comment on whether simplification and harmonization should remain the most important component of the reform.

39. He invited the panellists to propose ways of ensuring adequate financial and administrative support for the resident coordinator system; to comment on the proposal, contained in the report on the UNGD Greentree retreat, that the resident coordinators should be given more authority over UNDAF implementation; and to explain how such a development might affect bilateral cooperation between recipient governments and the individual funds and programmes.

40. The panellists should also comment on the extent to which cooperation between the funds, programmes and specialized agencies at country level responded to the priorities of development assistance efforts and should describe the main problems and perspectives in that area, including with regard to new models of field presence by the specialized agencies, the availability of adequate financial resources for that purpose within the funds and programmes, the division of labour among the specialized agencies in order to avoid competition in project activities, and cooperation by those agencies in post-conflict recovery and development.

41. **Mr. Hachani** (Tunisia) said that the World Solidarity Fund would provide the international

community with a new tool for combating poverty and marginalization through small, multisectoral projects in the least developed countries, financed through voluntary contributions. Tunisia had first proposed the Fund's creation and was committed to its rapid operationalization. He hoped that the High-Level Committee would make recommendations and propose a strategy for the Fund's mobilization of resources to be used in poverty eradication; those recommendations could also contribute to the preparations for the high-level event to be held in 2005.

42. **Mr. Sunaga** (Japan) stressed the need for increased coordination among the funds and programmes and a people-centred approach to development. He therefore welcomed the references to human security, an area in which ordinary people could play an important role and which he hoped would be highlighted in the TCPR.

43. **Mr. Yao** Wenlong (China) said that resources, and especially core resources, should be established as a major objective in the TCPR; the funds and programmes should set multi-year funding frameworks. He asked the panellists to comment on specific ways of promoting the achievement of the Millennium Development Goals through country-level reforms.

44. **Mr. Rosenthal** (Guatemala) said that the United Nations bodies, including the Bretton Woods institutions, had made great progress in learning to work together. However, neither the five tracks mentioned by the Administrator of UNDP nor the four questions posed by the Executive Director of UNFPA had raised the issue of resources, perhaps because the programme heads believed that it was better addressed by their own executive boards. But that issue was also a valid topic of discussion for the Council because resources affected its ability to conduct its operational activities and the coordination of national and international objectives in pursuit of the Millennium Development Goals. He asked the Administrator of UNDP to explain how adequate basic resources were a prerequisite for better field performance and the Executive Director of UNFPA to describe the manner in which the Fund had been affected by one major donor's withdrawal of its contribution, despite the great importance which the international community attached to the Fund's work.

45. The Council's role in the activities of United Nations programmes was ambiguous; officially, they

were subsidiary bodies of the General Assembly with their own executive boards, yet the Council was viewed as the intergovernmental body responsible for coordination of their activities. He wondered how the Council could play a greater role in assisting them in their work.

46. Lastly, he agreed with the Executive Director of UNICEF on the importance of security for United Nations staff. He wondered how the Council could strengthen the links between development cooperation and humanitarian cooperation; the programmes might also cooperate more closely with peacekeeping operations.

47. **Mr. Gopinathan** (India) wondered how problems encountered in coordination at the field level by UNDG entities, specialized agencies, the Bretton Woods institutions and other United Nations bodies were resolved and how the system of field coordination coped with the multiplicity of operations. In the area of harmonization and simplification, his delegation in particular and all developing countries in general viewed with concern the suggestion that a wider process of harmonization aligned with that of OECD, should be put in place. It would mean that the harmonized rules of procedure or standards of one particular group of countries would be imposed on the rest of the United Nations system, not giving developing countries the opportunity to participate in drawing up those guidelines or standards. His delegation, like others, believed that the lack of funding of core resources adversely affected the question of management and coordination in general.

48. Turning to the question of indicators, he expressed concern at the series of microlevel processes for agreeing on indicators at the country level launched by the United Nations development system, whereas there were intergovernmental processes at the United Nations level for agreeing on a common set of indicators. In particular, he wondered how the United Nations could harmonize systems or indicators in such sensitive areas as governance and public sector reform, which were highly explosive subjects in many of the recipient countries. He wished to sound a note of caution against the United Nations development system attempting to engage in a policy dialogue with recipient countries, since it believed that UNDG did not have the resources for that purpose. Furthermore, that would undercut the impartiality, neutrality and objectivity of the United Nations development system.

49. It was disappointing that not one panellist had referred to the outcome of the eleventh session of UNCTAD, held barely two weeks previously, which had stressed, among other things, the developing countries' need for development space. He would also be interested in hearing how UNDG hoped to play a more important role in, and contribute more effectively to, enhancing South-South cooperation.

50. **Ms. Rivington** (Canada) welcomed the progress made since the previous TCPR. She noted the five-point track proposed by the UNDP Administrator and the focus on alignment behind national development strategies. Stressing the importance of the ongoing dialogue about the security of United Nations staff, she wondered whether the heads of funds and programmes had the instruments needed internally to address the issue of staff security or whether that should be an element in the TCPR. Her delegation had found the results matrix very useful and expected to see a comprehensive gender analysis reflected in the results and programming statements and in the matrix submitted to the board meetings in the coming autumn. Noting that the boards of United Nations funds and programmes had built a solid set of procedures over the years, she said that it was necessary to consider how those requirements could be simplified, while respecting the responsibility of Member States for governance and oversight.

51. **Mr. Mahiga** (United Republic of Tanzania) welcomed the ongoing harmonization and simplification of the work of United Nations entities, bodies and agencies. While the UNDAF had been a success in his country, that process needed to be improved. Noting that reforms could only be as good as the forums and frameworks that existed in the individual countries, he said that his country's reforms had been based on the PRSP, the UNDAF and Tanzania's Development Vision 2025, all of which reflected the spirit of the Millennium Development Goals. However, neither the success of the UNDAF in his country nor the success of the reforms would go a long way without resources. In other words, both the United Nations agencies themselves and the countries working with those agencies needed to be assisted in carrying out their reforms.

52. The international community needed to do more to strengthen security for the staff of United Nations agencies in the field, although recipient countries had an equally vital role to play in providing security to

such staff while at the same time maintaining the humanitarian character of those agencies. His country, for example, was providing civilian police to the refugee camps to ensure the humanitarian and civilian character of those camps following attacks on refugees, which tended to compromise the humanitarian and civilian character of the camps. In the current context of regional integration or in the South-South context, he wondered how United Nations agencies could marshal assistance for the implementation of mechanisms such as NEPAD.

53. **Mr. Dick** (United Kingdom) wished to know what administrative tasks or processes could be reduced or even dropped, what savings could be made on resources currently devoted to analysis or planning by each agency when the harmonization and simplification agenda was adopted by country teams in order that a greater proportion of the total resources available to the Organization could be used directly in pursuit of the Millennium Development Goals at the country level.

54. **Ms. Rosito** (Observer for Brazil) wanted to know how policy coordination had evolved in the Chief Executives Board for Coordination and how CEB or other mechanisms could be used to enhance coordination. She wondered where national development strategies best manifested themselves and whether streamlining the national budget framework would increase the inflow of much-needed external aid.

55. **Mr. Al-Nasser** (Qatar), speaking on behalf of the Group of 77 and China, expressed concerns with respect to the new mechanisms for the simplification and harmonization of programmes, which had expanded procedures rather than simplifying them, placing a very costly burden on Governments. While funding was available for a small set of projects executed in an effective way, there was a need to ensure a reliable and predictable flow of adequate funding. He wondered whether the question of funding was being given the proper attention by donors and the directors of the funds and programmes, as called for by the Monterrey commitments. Furthermore, measures should be taken by the United Nations system to enhance national capacity and ensure genuine interaction between the United Nations development agencies and frameworks for South-South cooperation.

56. **Mr. Requeijo Gual** (Cuba) asked whether there was any estimate of the quantity of resources that

would be released if coherence of functions among the various funds and programmes was achieved. A considerable portion of development aid was spent on items such as hotel accommodation, per diem, medical insurance and ever-increasing air fares, which did not add any real value to the projects implemented to improve the lives of the world's poorest populations. While his delegation endorsed the legitimate concern about security and safety, it believed that resources saved through greater coherence of operational activities should be directed to national-level programmes by all the agencies and funds involved.

57. **The President**, wondered whether a unified and integrated country framework to which all organizations could commit themselves could be achieved. It would be interesting to know how the recipient countries could be put in the driver's seat. Referring to the focus on increasing coordination and performance, he wondered whether enough attention was being paid to the impact of those changes and reforms in terms of the delivery of technical assistance to improve the productive capacity of developing countries. It would also be interesting to know what the Council and the intergovernmental process could do to promote a greater focus on linking the processes with the results.

58. **Mr. Malloch Brown** (Administrator of the United Nations Development Programme), Panellist, expressed his appreciation for Qatar's chairmanship and leadership of the Group of 77 and its pledge of support to the World Solidarity Fund. Such donor support was commendable, as was the gesture made by Brazil, India and South Africa in placing implementation resources at the disposal of the UNDG Trust Fund. The real traction in recent years had come not so much from coordination by the heads of agencies as from the initiative of the regional directors, who were now holding country directors accountable and assessing their performance as country team members in the context of UNDAFs and CCAs. Similar ways had to be found to engage the specialized agencies to achieve country-level coherence and coordination. He hoped to use the Secretary-General's proposed theme for the next retreat of the Chief Executives Board to move engagement at that level forward. He felt that the European Union could have used its voice to get better results from United Nations programmes in the countries of the Economic Commission for Europe.

59. As required by the outcome of the eleventh session of UNCTAD, he should also have reported in his initial presentation on South-South cooperation, which was becoming a highly important development modality, and on the work of the Bretton Woods institutions. The PRSP process needed to be brought into line with the Millennium Development Goals. He believed that the United Nations and its partners were poised to revolutionize development cooperation. The decade-long decline in official development assistance (ODA) had been reversed and the increased resources directed to the health and education sectors would have to be managed competently by national line ministries.

60. On the question of the development assistance framework and the role of the Organization, he said that the United Nations system should work within the process of the national dialogue and that Governments should tailor PRSPs to their needs. Middle-income countries that had no PRSPs should utilize the best development assistance framework available in order to make decisions on their spending priorities and choices. In resisting external control of their policy options, developing countries should not neglect policy dialogue and should be careful not to fragment the process. In that context, the United Nations could assist in building national technical capacity and could help governments to spend increasing ODA resources in the most effective way possible.

61. In his view, the Council should reaffirm the importance of country-level cooperation and of the role of the resident coordinator in the country team. It should also state that not only the quantity of resources but also their quality mattered.

62. **Ms. Bellamy** (Executive Director of the United Nations Children's Fund), Panellist, emphasized the need to streamline the UNDAF, making the role of the resident coordinator central so as to maintain the holistic nature of the development dialogue process. Because the members of the country team were working better together, they were becoming better able to support the national priorities of the Government. The UNICEF document on lessons learned showed where changes needed to be made. The tone of the dialogue had moved from hope to informed experience that would enable all development partners to make a difference.

63. Where resources were concerned, a number of positive actions had been taken since the Monterrey

Conference, but core resources for the agencies still remained an issue of serious concern. The Council could play a pivotal role in the transition from humanitarian assistance to development as the system-wide reform was broadened and deepened. UNICEF no longer conducted situational needs analyses because the CCA provided a better means of articulating those needs. As the focus shifted from humanitarian assistance to development, the Council might wish to rethink how the various agencies approached development issues. It was not only a matter of coherence among the agencies but also perception among donors, sector ministries and their civil society partners. The challenge of security, whether it related to basic services or to national stability, was being addressed by the agencies, but national Governments should play the central role in ensuring a safe environment within which humanitarian and development assistance agencies could work.

64. As to the differences in the implementation strategies and the programming instruments utilized by the agencies and the Bretton Woods institutions, she said that countries which were members of the boards of specialized agencies should use their influence to bring about reform and create the best possible synergy between the agencies and the Bretton Woods institutions.

65. **Ms. Obaid** (Executive Director of the United Nations Population Fund), Panellist, said that, while the Organization and its Member States were pursuing development together as partners, it was for the Member States to make the decisions on the basis of their priorities and the question of imposition or external control did not arise. UNFPA programmes were executed by governmental agencies and non-governmental organizations. From the signals UNFPA received at times, it was not clear whether the line ministries wanted to work with the agencies separately or together.

66. UNFPA was working on the programming and budgeting implications of gender mainstreaming among its staff. In addition, the goals of maternal health and women's empowerment required the agencies, Governments, donors and other partners to build their capacities to conduct gender analyses. She hoped to receive feedback from participants in the study which UNFPA had published recently on gender, culture and human rights.

67. Flexible working methods should be used by the joint executive boards in order to focus on substantive issues and to share experiences more effectively. Examples of the concrete results of simplification and harmonization were the one-agency fund channel devised for Iraq, the UNDG Trust Fund and the transition-needs assessments being conducted in Liberia and Haiti for post-conflict situations. Shared technical staff and services were another way of ensuring that as much money as possible went to the funding of programmes. In addition, UNFPA was working on joint reporting and audit processes for the purpose of reducing government transaction costs. It had global bilateral arrangements with the World Bank and World Health Organization that were replicated at the national level, and, in its relations with the African Union, the New Partnership for Africa's Development had become a programming framework for UNFPA work in Africa. South-South cooperation would be a priority area for the coming review of the Millennium Development Goals.

68. Finally, UNFPA would access national dialogue in order to leverage its seed money for greater impact. She hoped that, in addition to the Organization of Petroleum Exporting Countries, the African Development Bank and the Asian Development Bank, other donors would be encouraged to respond generously in the light of the Fund's judicious use of resources and the rate at which the world's population was growing.

69. **Mr. Graisse** (Senior Deputy Executive Director, of the World Food Programme), Panellist, said it was true that most of the increase in resources received by the agencies had gone into humanitarian relief and emergencies rather than the development sector. A number of country directors were wondering whether the development engine designed had proved so fuel-efficient that donors had become less anxious to supply fuel. There was no question that the location of the Food and Agriculture Organization of the United Nations and the International Fund for Agricultural Development in Rome gave WFP a certain advantage in terms of inter-agency cooperation. Currently, new countries from the South, such as Algeria, India and South Africa had become substantial donors to the Programme, and he was grateful to them for leading a new trend.

70. **Mr. Ocampo** (Under-Secretary-General for Economic and Social Affairs), Moderator, thanked all participants for their contributions to the discussions.

The meeting rose at 1 p.m.