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**WORKING WITH A COMMON DEVELOPMENT AGENDA:  
GLOBAL DEVELOPMENT PARTNERSHIP FRAMEWORKS AND  
IFAD'S RELATIONSHIP TO THE UNITED NATIONS REFORM PROCESS**



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## ABBREVIATIONS AND ACRONYMS

<b>ACC</b>	<b>Administrative Committee on Coordination</b>
<b>CCA</b>	<b>Common Country Assessment</b>
<b>CCAQ</b>	<b>Consultative Committee on Administrative Questions</b>
<b>CDF</b>	<b>Comprehensive Development Framework</b>
<b>CSN</b>	<b>Country Strategy Note</b>
<b>CCPOQ</b>	<b>Consultative Committee on Programmes and Operational Questions</b>
<b>DAC</b>	<b>Development Assistance Committee</b>
<b>ESAF</b>	<b>Enhanced Structural Adjustment Facility</b>
<b>FC</b>	<b>Facilitation Committee</b>
<b>FIVISM</b>	<b>Inter-Agency Working Group on Food Insecurity and Vulnerability Information and Mapping Systems</b>
<b>GM of UNCCD</b>	<b>Global Mechanism of the United Nations Convention to Combat Desertification</b>
<b>HIPC DI</b>	<b>Heavily-Indebted Poor Countries Debt Initiative</b>
<b>IMF</b>	<b>International Monetary Fund</b>
<b>IFIs</b>	<b>International Financial Institutions</b>
<b>JCGP</b>	<b>Joint Consultative Group on Policy</b>
<b>JUNIC</b>	<b>Joint United Nations Information Committee</b>
<b>PRGF</b>	<b>Poverty Reduction Growth Facility</b>
<b>PRSP</b>	<b>Poverty Reduction Strategy Paper</b>
<b>RCS</b>	<b>Resident Coordinator System</b>
<b>SCN</b>	<b>ACC Sub committee on Nutrition</b>
<b>UNCTAD</b>	<b>United Nations Conference for Trade and Development</b>
<b>UNDAF</b>	<b>United Nations Development Assistance Framework</b>
<b>UNDCP</b>	<b>United Nations International Drug Control Programme</b>
<b>UNDG</b>	<b>United Nations Development Group</b>
<b>UNDP</b>	<b>United Nations Development Programme</b>
<b>UNFPA</b>	<b>United Nations Population Fund</b>
<b>UNICEF</b>	<b>United Nations Children's Fund</b>
<b>WFP</b>	<b>World Food Programme</b>
<b>WHO</b>	<b>World Health Organization</b>



## **WORKING WITHIN A COMMON DEVELOPMENT AGENDA: GLOBAL DEVELOPMENT PARTNERSHIP FRAMEWORKS AND IFAD'S RELATIONSHIP TO THE UNITED NATIONS REFORM PROCESS**

### **I. INTRODUCTION**

1. At the Sixty-Fifth Session of the Executive Board in December 1998, the President undertook to provide Board Members with a report on IFAD's relationship to the key coordination mechanisms of the United Nations, within the context of the evolving reform of the system. The reform programme emphasizes the importance of policy and operational coordination among the major United Nations agencies in support of a common integrated framework of international commitments for poverty eradication and environmental sustainability. The present outline describes the core features of the common development agenda of the United Nations and bilateral development assistance community. It also describes the principal interagency coordination mechanisms central to the implementation of those commitments and how IFAD relates to them.

#### **Working Within a Common Framework of Commitments**

2. There is growing convergence among the development community towards a common view of an approach that will enhance development effectiveness. By participating in interagency coordination committees, the Fund enhances both its own activities and those of its sister organizations in the pursuit of common goals. This works to the benefit of IFAD's Member States and its clients, the rural poor. Participation in coordination activities helps the Fund to design projects that complement other organizations' work, thus ensuring efficient use of resources and reducing unnecessary duplication. Furthermore, such engagement heightens awareness of the Fund's work and increases its effectiveness as an innovator and knowledge institution. Such mechanisms provide a forum for drawing attention to the unique concerns and circumstances of the rural poor and ensuring they are considered during the development of project initiatives and programmatic activities. Sharing lessons learned and best practices also encourages other programmes and agencies to adopt the approaches IFAD has pioneered and to integrate them into their own activity portfolios.

3. Three specific initiatives have been taken by the United Nations system and the donor community in recent years in an attempt to sharpen the focus of development initiatives on agreed core targets, facilitate alignment of donor priorities to such targets and improve donor coordination through partnerships in the pursuit of common objectives, as discussed below.

#### **A. Development Assistance Committee**

4. In 1996, the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development adopted a policy document entitled 'Shaping the 21st Century: the Contribution of Development Cooperation' to reflect a shared commitment to poverty eradication following a decade of declining official development assistance commitment levels and rising absolute levels of poverty. The proposal embodied in the report was to form a global development partnership around a limited set of measurable goals from which the development community might measure its effectiveness. Drawing from the many targets set at major international forums<sup>1</sup>, six major goals were identified in the areas of economic well-being, social development and environmental regeneration:

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<sup>1</sup> Education (Jomtien, 1990); Children (New York, 1990); Nutrition (Rome, 1992); Environment (Rio de Janeiro, 1992); Human Rights (Vienna, 1993); Population (Cairo, 1994); Social Development (Copenhagen, 1995); Women (Beijing, 1995), Human Settlements (Istanbul, 1996); and Food Security (Rome, 1996).



- a 50% reduction, by the year 2015, in the proportion of people living in extreme poverty;
- universal primary education in all countries by 2015;
- progress toward gender equality and empowerment of women through the elimination of gender disparity in primary and secondary education by 2005;
- a two-thirds reduction in child mortality rates and a three-fourths reduction in maternal mortality rates by 2015;
- access to reproductive health services for all individuals of appropriate age by 2015; and
- implementation of national strategies for sustainable development in all countries by 2005 to ensure that current trends in the loss of environmental resources are reversed at the global and national levels by 2015.

5. Poverty eradication has been IFAD's core mandate since its inception in 1978. In 1996, the Fund began to streamline its operations so as to focus even more clearly and effectively on two related global targets that emerged:

- (a) from the Copenhagen United Nations Summit for Social Development: halving the proportion of people living in extreme poverty by the year 2015; and
- (b) from the World Food Summit: a 50% reduction in the number of undernourished people by 2015.

6. The estimated number of undernourished people or absolute poor in the world at the time of the above-mentioned summits ranged from 800 million to 1.3 billion. The Fund's proposed medium-term programme is even more explicit about the impact that its operations will make in contributing to such objectives.

7. In December 1999, the DAC released a working paper, *'On Common Ground: Converging Views on Development and Development Co-operation at the Turn of the Century'* outlining a number of common principles that form building blocks for partnership among development actors. Those principles are considered as 'common to all partnership efforts, whether initiated by developed or developing countries'. The DAC paper shares the view that 'each developing country and its people are ultimately responsible for their own development. Experience shows that success has been achieved only where the people and the institutions of developing countries themselves have made sustained efforts. It therefore follows that the developing country is the essential agent for organising co-operation efforts'.

8. The paper suggests that, to achieve effective sustainable development, it is 'necessary to address economic and financial issues on the one hand, with structural, social and human issues, on the other, in a balanced way, thereby integrating the following key elements:

- a sound policy framework encouraging stable, growing economies with full scope for a vigorous private sector and an adequate fiscal base;
- investment in pro-poor approaches and social development, especially education, primary healthcare and population activities;



- enhanced participation of all people, and notably women, in economic and political life, and the reduction of social inequalities;
- good governance and public management, democratic accountability, the protection of human rights and the rule of law;
- building institutions, including social safety nets, that cushion the negative effects of and enhance developing countries' resilience vis-à-vis external shocks and crises while helping them to take advantage of the opportunities offered by globalization;
- sustainable environmental practices;
- addressing root causes of potential conflict, limiting military expenditure, and targeting reconstruction and peace-building efforts towards longer-term reconciliation and development.'

## **B. United Nations Reform Programme and Partnership and Coordination Efforts**

9. Another important initiative aimed at improving aid effectiveness concerns the recently-proposed United Nations programme for reform. Key elements of the programme designed to increase coherence within the family of United Nations development funds and programmes include the appointment of a Deputy Secretary-General, whose responsibilities cut across operational programmes, and the establishment of the United Nations Development Group (UNDG).

10. In July 1997, the Secretary-General of the United Nations initiated a reform programme aimed at transforming the organization's leadership and management structure to enable it to act with greater unity of purpose, coherence of effort and agility in responding to the many challenges facing the international community. To that end, it was decided that greater collaboration between core missions of the United Nations would be obtained through the establishment of executive committees in the areas of peace and security, economic and social affairs, development cooperation and humanitarian affairs.

11. In the area of development cooperation, United Nations funds/programmes and other entities have been grouped into the UNDG with a view to enhancing the effectiveness and impact of the system's development activities.

### **The United Nations Development Group**

12. The principal objectives of the UNDG are to:

- (a) serve as a policy development and management instrument geared to contributing to, and effecting, policy, administrative and operational decisions by each member agency in support of the development work of the United Nations;
- (b) contribute to strengthening policy coherence and cost-effectiveness of United Nations development operations by reducing duplication and pooling resources and services so as to maximize programme impact and minimize administrative costs;
- (c) provide a forum for heads of agencies to consult on submissions to their governing bodies on substantive and administrative matters relating to operational activities that have implications for other members of the group as a whole;
- (d) promote a more unified United Nations presence at the country level through, *inter alia*, providing a forum for concerted directives to Resident Coordinators and field



representatives in order to ensure a greater unity of purpose and coherence in performance at the country level;

- (e) assist the Secretary-General in leading the process of change and instituting sound management throughout the organization; and
- (f) advocate the comparative advantages and results of United Nations multilateral development cooperation.

13. The undg is chaired by the Administrator of the United Nations Development Programme (UNDP) and comprises representatives of IFAD, the Joint United Nations Programme on HIV/AIDS, the United Nations Centre for Human Settlements, the United Nations Children's Fund (UNICEF), the United Nations Conference for Trade and Development (UNCTAD), the United Nations Department of Economic and Social Affairs, the United Nations Development Fund for Women, the United Nations High Commissioner for Refugees, the United Nations Office for Project Services, the United Nations Population Fund (UNFPA), the United Nations Regional Commissions, the World Food Programme (WFP), the United Nations International Drug Control Programme (UNDCP), the Special Representative of the Secretary-General for Children in Armed Conflict, and the World Health Organization (WHO).

14. The undg Executive Committee comprises representatives of UNDP, UNICEF, UNFPA, WFP and other entities that participate as warranted by their interest and mandate. The Executive Committee is expected to provide leadership for the undg in organizing its programme of work and setting its priorities. It also provides a forum for Executive Heads to make joint policy decisions on operational issues of common concern that fall within their executive authority.

15. During the period 1998-99, the undg's major tasks were to:

- (a) oversee the preparation, review and evaluation of Common Country Assessments (CCAs) and United Nations Development Assistance Frameworks (UNDAF);
- (b) ensure the use of UNDAF as the common framework within agreed objectives and time horizons for the formulation of country programmes and projects by all undg members and others involved in the UNDAF process;
- (c) strengthen the Resident Coordinator System (RCS) and improve the Resident Coordinator selection and appraisal procedures;
- (d) promote the establishment of United Nations houses and the use of common services at the country level;
- (e) strengthen cooperation and coordination at the policy and operational levels with the Bretton Woods institutions and other international financial institutions (IFIs);
- (f) promote the integration of cross-cutting issues such as, for instance, human rights and gender, into all United Nations development operations;
- (g) facilitate and support the process of integrating United Nations Information Centres serving developing countries into Resident Coordinator offices; and
- (h) collaborate with the Executive Committees on Peace and Security and Humanitarian Affairs to develop the concept and practice of preventive development and ensure that the development perspective is fully integrated into post-conflict peace-building initiatives.



16. A staff member of IFAD's Liaison Office in New York participates in a variety of meetings and working groups associated with the UNDG, most notably meetings of the subgroup entrusted with the development of guidelines for a new United Nations system-wide programming tool, and reports back to headquarters. Whenever appropriate, IFAD headquarters staff also participate in such meetings. Most recently, senior staff attended one of the bimonthly meetings of the UNDG and provided inputs for the preparation of an 'Action Strategy for the United Nations for Halving Extreme Poverty', a system-wide action plan requested by the Senior Management Group of the Secretary-General.

### **Joint Consultative Group on Policy**

17. The Joint Consultative Group on Policy (JCGP) was established in 1981 to bring together the five development funds/programmes of the United Nations system (IFAD, UNDP, UNFPA, UNICEF and WFP in the fight against poverty, hunger and deprivation. In 1997, a review of JCGP was conducted following reform of the United Nations Secretariat and its intergovernmental structures. As a result, it was decided that JCGP would be linked to the Executive Committee of the UNDG, and that high-level JCGP meetings would instead become informal discussions among the five executive heads during Executive Committee meetings of the UNDG. It was also decided that biannual meetings of JCGP members would continue to be held at the same time and venue as meetings of the Administrative Committee on Coordination (ACC) attended by IFAD senior management. The former subgroups of the JCGP were incorporated as UNDG subgroups.

18. IFAD has contributed greatly to the JCGP working groups and subgroups on Africa and on gender. Here again, the position of chair has rotated between members agencies.

### **Common Country Assessment**

19. In October 1995, the JCGP decided to develop a mechanism for furthering understanding of priority issues for action through individual organizations' country programmes and for collective interventions. To that end, it was agreed to launch the CCA initiative, a country-based process for reviewing and analysing national development situations and identifying key issues as a basis for policy dialogue, advocacy and subsequent programming. The CCA was given renewed impetus as an important part of the country-level measures initiated by the Secretary-General's Programme for Reform, both as a stand-alone exercise and as a basis for programming frameworks.

20. While by 1997 only one country, Ghana, had piloted a CCA exercise, 92 countries have either completed or initiated one to date. The CCA is a highly participatory process involving the United Nations system, government, civil society, the private sector and donor community, aimed at stimulating constructive interaction and debate on all issues having an impact on national development leading to a common understanding of development challenges and their causes. As such, the CCA is an essential first step in the preparation of the UNDAF, but can also be used for other frameworks such as the World Bank's Comprehensive Development Framework (CDF) or by development partners to formulate their own programmes of cooperation. The results of the CCA should facilitate joint planning and programme formulation with national partners and the donor community.

### **Country Strategy Note**

21. According to United Nations General Assembly Resolution 53/192, the Country Strategy Note (CSN) is a policy statement voluntarily prepared by government with the assistance of and in collaboration with the organizations of the United Nations system, and constitutes the outcome of a process of consultation between the government, the United Nations system and the donor community. The CSN indicates national priorities to be supported by the United Nations system and





gives a broad frame of reference for operational activities for development. Normally covering a period of four-to-five years, the CSN is aimed at achieving better relevance, coordination and impact of operational activities undertaken by the United Nations system. The CSN, or, where it does not exist other similar frameworks reflecting national priorities, should be used as the basis for the preparation of the UNDAF to ensure that it responds to national development priorities and needs.

### **The United Nations Development Assistance Framework**

22. As a key component of the United Nations Secretary-General's programme for reform, in 1997 the UNDG proposed the establishment of UNDAF, with a view to bringing "greater coherence to the United Nations programmes of assistance at the country level ...with common objectives and time frames in close consultation with governments". The UNDAF, both as a process and as an instrument, is based on the CCA and generates a common understanding of the causes of development problems as well as the needs and priorities of the country. The UNDAF is central to country-level reform and aims at greater coherence and impact of the United Nations programmes on the lives of the poor and vulnerable. Through UNDAF, all United Nations system organizations involved in development work within a given country are to join together under the RCS to strengthen the quality of the support they provide in respect of the priorities of the nations concerned.

23. The main objectives of the UNDAF are:

- (a) improved focus and results orientation, identifying where the United Nations system can make the most difference using its unique strengths as a development partner;
- (b) stronger unity of purpose and team spirit within the United Nations system;
- (c) increased collaboration through a mix of agency, parallel and joint programming;
- (d) better integration of the normative and operational aspects of development cooperation;
- (e) increased dialogue and stronger partnerships and alliances with other members of the development community;
- (f) more efficient use of limited resources, based on improved division of labour, rationalization of resource allocation and streamlining of procedures; and
- (g) improved opportunity for securing increased resources in support of national needs and priorities.

24. To this effect, the UNDAF seeks to highlight the major development challenges facing a given country, its key national development goals, and its strategies and priorities. It also indicates how the United Nations system proposes to respond to those challenges, building on mechanisms and existing documentation available at the country level.

25. Participation in the UNDAF is determined by United Nations General Assembly Resolution 53/192 and additional measures taken by the United Nations Secretary-General and UNDG that require, among other things, "full government participation ... and its full ownership through the agreement of the recipient governments concerned to the finalized Framework". The same resolution invites the World Bank, the International Monetary Fund and regional development banks to participate "with a view to increased complementarity and better division of labor, as well as enhanced coherence ... in sectoral activities". It also calls for close consultation with civil society, the private sector and the donor community (including other IFIs).



26. UNDAF pilot phase was undertaken in 19 countries<sup>2</sup> in August 1997. To date:
- (a) twelve exercises have been completed;
  - (b) lessons identified through internal and external assessments during the pilot phase and policy guidance provided from the General Assembly (Resolution 53/192) formed the basis for a revision of the provisional UNDAF guidelines and the formulation of CCA guidelines;
  - (c) support arrangements for the UNDAF have been established, with 29 United Nations organizations serving as resources for countries preparing a UNDAF;
  - (d) all United Nations organizations, including the World Bank, endorsed the new CCA and UNDAF guidelines in April 1999. A CD-Rom version sent to all Resident Coordinators in October 1999 is being shared with all concerned partners;
  - (e) the global roll-out of the UNDAF was launched in May 1999. Seventeen additional countries have now begun the exercise, and 38 more will undertake it in 2000. All countries will have initiated an UNDAF, where applicable, by 2002; and
  - (f) a Learning Network was launched in October 1999 to review CCAs and UNDAFs with the aim of sharing lessons identified and facilitating organizational learning.
27. IFAD has voluntarily joined UNDAF in view of its special status as a United Nations specialized agency. However, partly because of its lack of field staff, the Fund's participation is limited. A CCA/UNDAF workshop was held at IFAD in November 1999 for the purpose of introducing a greater number of headquarters staff to the programming tools and engaging in a dialogue on the value-added to IFAD of the planning framework. The workshop was well attended by mid-level and senior personnel and was seen as a helpful and valuable exercise by participants and organizers alike. In addition, a study is being conducted on how CCAs can increase the impact of IFAD's efforts in certain countries and of how the Fund may incorporate the best practices thus identified into its portfolio. Indeed, the Fund is considering the possibility of participating, on a pilot basis, in UNDAF processes in three or four countries in the future.

### **The Administrative Committee on Coordination and Global Targets**

28. Against this backdrop of institutional reform at the headquarters and field levels, significant progress has been made to promote coherent planning and coordination of United Nations efforts in support of agreed international development commitments. Such commitments are part of a normative framework that has been sharpened through a series of world-level summits and conferences which – particularly in the 1990s – emphasized strategies for the eradication of extreme poverty. As a result of the United Nations initiative to integrate diverse international commitments into a consolidated, time-bound development agenda, two documents now constitute the official system-wide policy guidance on poverty eradication:

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<sup>2</sup> Africa: Ghana, Kenya, Madagascar, Malawi, Mali, Mozambique, Namibia, Senegal, South Africa, Zimbabwe; Asia: India, Philippines, Viet Nam; Near East and North Africa: Morocco; Latin America and the Caribbean: Colombia, Guatemala, Jamaica; Europe and countries of the Commonwealth of Independent States: Romania, Turkey.



- the ‘ACC Statement of Commitment to Eradicate Poverty’ (ACC<sup>3</sup>, March 1998); and
- ‘Freedom from Poverty: A Framework for Action’ (Consultative Committee on Programmes and Operational Questions (CCPOQ)<sup>4</sup>, September 1998).

29. Both documents are used as working tools for the RCS in relation to poverty eradication under the UNDAF and in preparation for the CCAs. In March 1999, the ACC also issued a statement on the implementation of General Assembly Resolution 53/192 and, in particular in support of CCA and UNDAF, as well as a Guidance Note for the participation of all its members in the CCA and UNDAF processes (ACC/1999/4 and ACC/1999/7).

### **A Framework for Action**

30. The ‘Freedom from Poverty: A Framework for Action’ document is a matrix of nine policy measures, related core elements and possible areas of collaboration at the country level. Policy measures include:

- creating an enabling environment to combat poverty and promote pro-poor economic growth;
- investing in and maintaining physical infrastructure, including that targeted for low-income communities;
- access to basic social services, including health, reproductive health and family planning, education and sanitation, with special measures to reach women and children;
- securing a sustainable livelihood for the poor, including access to productive assets such as credit;
- advancing gender equality and equity, including the economic, legal and political empowerment of women;
- ensuring sustainable food security and the right to food in low-income households;
- regenerating the natural resource base upon which the poor depend;
- good governance and political empowerment of the poor; and
- provision of social protection for vulnerable people, including indigenous peoples.

31. IFAD has contributed to drafting the above framework through its participation in CCPOQ meetings and continues to promote and monitor its evolution. The CCPOQ has endorsed IFAD’s recommendations for enhancing the matrix by focusing particularly on rural poverty issues as concerned agencies continue to refine modalities for coordination and participation through the RCS. The Fund continues to engage in the RCS on a selective basis in due consideration of the value that the framework can leverage for projects that (as in the case of the World Bank partnership framework presented below) must be implemented without the benefit of a regular IFAD field presence.

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<sup>3</sup> See below for a description of the ACC.

<sup>4</sup> See below for a description of CCPOQ.



### **C. World Bank Partnership for Development Initiative**

32. The third important initiative is that launched by the World Bank as part of its 'Strategic Compact' introduced in 1997. The organizing principle of the approach is that, through partnerships with all development actors, national and international, greater leverage can be achieved for the Bank's resources and advice. In 1998, the Bank conducted a broad-based consultation on partnership modalities and objectives through a series of initiatives on the theme of 'partnership for development'. With other multilateral financing institutions, IFAD participated in roundtable consultations on this process in Washington, D.C., in October 1998 and subsequent sessions in 1999. The model of partnerships that emerged includes the participation of national governments, the private sector, civil-society organizations and international agencies.

33. Following on from the 'partnership for development' groundwork, the World Bank has proposed a holistic approach to conceptualizing and organizing country strategies in a manner that will take proper account of the financial, institutional and social dimensions of development. The proposal, introduced in early 1999, is known as the CDF, the basic idea being to establish for each country a matrix that sets overall objectives and describes what various players are doing in a number of policy areas, thereby avoiding duplication and conflict.

34. The CDF suggests a long-term holistic approach to development that recognizes the importance of macroeconomic fundamentals but gives equal weight to the institutional, structural and social underpinnings of a robust market economy. It emphasizes strong partnerships among governments, donors, civil society, the private sector and other development actors. The CDF's guiding principle is that the country is in the driver's seat, both "owning" and directing the developing agenda, with the Bank and the country's other partners each defining their support in their respective business plans.

35. The CDF is defined as a process: it is not a blueprint to be applied to all countries in a uniform manner. Rather, it is considered as a tool to achieve greater development effectiveness in a world challenged by poverty and distress. In the short run, the CDF establishes mechanisms to bring people together and build consensus, forges partnerships that allow for strategic selectivity, and emphasizes the achievement of results, thus contributing towards the goal of poverty reduction and reaching agreed targets such as the International Development Goals.

36. The World Bank is currently piloting the CDF approach in 12 countries (Bolivia, Côte d'Ivoire, Dominican Republic, Eritrea, Ethiopia, Ghana, Kyrgyzstan, Morocco, Romania, Uganda, Viet Nam, West Bank and Gaza).

37. The framework, formulated in terms of the 'prerequisites for sustainable growth and poverty alleviation', presents the prerequisites clustered into four categories (institutional, human, physical and country-specific strategies). The vertical axis of the matrix lists the four traditional partners in development, namely, government, multilateral/bilateral institutions, civil society and the private sector. The World Bank has decided to test the scheme in the same pilot countries to explore the possibility of both promoting a national consensus on a development strategy and coordinating development partnerships.

38. The United Nations Secretary-General has expressed support for the CDF, and UNDP has addressed a letter to all Resident Coordinators requesting them to collaborate with the World Bank in this exercise. Contacts between the United Nations system at all levels have been intensified recently to strengthen United Nations-World Bank collaboration. For the purpose of jointly monitoring and tracking the progress in the 12 pilot countries, the UNDG and the World Bank have established a joint United Nations system-World Bank Learning Group on the CDF. IFAD is actively participating in the work of this Learning Group, the first meeting of which took place in September 1999. A second



meeting is planned for the spring of 2000. More specifically, United Nations instruments such as the UNDAF and the CCA provide a basis for closer collaboration both with the World Bank and with other key partners.

### **Poverty Reduction Strategy Papers**

39. Building on the principles of the CDF approach and closely related to the debt relief efforts under the Heavily-Indebted Poor Countries Debt Initiative (HIPC DI), during the September 1999 meeting of the Development Committee, the World Bank and International Monetary Fund (IMF) introduced a new approach to poverty reduction. The approach aims to enhance the poverty reduction focus and impact of development activities of national governments, the World Bank, IMF and other donors through developing a more comprehensive understanding of poverty and its determinants, leading to higher impact public actions, combined with more rigorous monitoring of poverty outcomes.

40. In practice, the new approach will lead to the development of national Poverty Reduction Strategy Papers (PRSP) which are to be country-driven, be developed transparently with the broad participation of elected institutions, stakeholders including civil society, key donors and regional development banks; and have a clear link with agreed international development goals.

41. Initially, the focus will be on countries that are eligible for debt relief under the HIPC DI and are approaching their 'decision point' (endorsement of the PRSP by the World Bank and IMF Executive Boards is a prerequisite for HIPC DI eligibility). Ultimately it is expected that by the end of 2001, all active International Development Agency and Poverty Reduction Growth Facility (PRGF – former ESAF) countries (60+) should have initiated the PRSP process, and many should by then have a PRSP in place.

42. While the Development and Interim Committees of the World Bank and IMF endorsed the enhanced HIPC DI framework at their annual meetings in September 1999, the joint statement highlighted the need to implement the HIPC DI in accordance with the following original principles:

- additionality of debt relief;
- maintaining the financial integrity of IFIs; and
- cost-sharing on a broad and equitable basis.

The communiqué also stressed that the financing of debt relief should not compromise funding provided through concessional windows.

43. While IFIs may be invited to examine the feasibility of allocating internal resources to the initiative, it was recognized that 'there will need to be additional bilateral support in order to meet the financing requirements of the enhanced initiative'.

### **IFAD and the World Bank**

44. IFAD has a long and fruitful history of collaboration with the World Bank. This has involved Bank cofinancing and supervision of IFAD projects and collaboration in programmes such as the Regional Unit for Technical Assistance in Central America and the Popular Coalition to Eradicate Hunger and Poverty. Moreover, as a member of the Facilitation Committee (FC), the World Bank actively supports the Global Mechanism of the United Nations Convention to Combat Desertification (UNCCD), hosted by IFAD. The FC has proved to be a valuable instrument in support of the Global Mechanism, providing a forum for advice and discussion on all aspects of its mandate and operations.



In November 1999, IFAD hosted the sixth meeting of the FC of the Global Mechanism and took an active part in the deliberations of the Third Conference of the Parties of the UNCCD held in Recife, Brazil.

45. Currently, discussions are under way to arrange a joint mission to desertification projects in Africa for the Presidents of the World Bank and IFAD. In West Africa, IFAD and the Bank have already established a framework for increased collaboration, focusing on rural development strategies in eight countries.<sup>5</sup> IFAD operates in all countries or regions suggested as pilots for the 'partnership for development' programme. However, as the Fund has no field representation, its involvement in such partnership initiatives also depends on sufficient notice being given to IFAD's Country Portfolio Managers regarding meetings at the country level.

## II. IFAD'S RELATIONS WITH OTHER UNITED NATIONS COORDINATION MECHANISMS

### Administrative Committee on Coordination

46. The ACC is a standing committee responsible for supervising the implementation of agreements between the United Nations and its specialized agencies. The Committee was established in 1946 by the Economic and Social Council under the chairmanship of the Secretary-General of the United Nations. As a forum for furthering inter-agency cooperation within the United Nations system, the ACC ensures coordination of programmes approved by the governing bodies of the various organizations and, more generally, promotes cooperation within the system in pursuit of the common goals of Member States.

47. Through the ACC, IFAD has promoted United Nations engagement with civil society and contributed to the strategy for post-crisis situations and to the development of the ACC Statement of Commitment to Eradicate Poverty. It has also helped develop coordinated responses to system-wide concerns, such as personnel practices.

48. Membership of the ACC comprises executive heads of the United Nations specialized agencies (Food and Agriculture Organization of the United Nations, International Civil Aviation Organization, IFAD<sup>6</sup>, International Labour Organization, IMF, International Telecommunications Union, United Nations Educational, Scientific and Cultural Organization, United Nations Industrial Development Organization, Universal Postal Union, World Bank, WHO, World Intellectual Property Organization and World Meteorological Organization), plus the International Atomic Energy Agency (IAEA) and World Trade Organization; and nine United Nations programmes (UNCTAD, United Nations Environment Programme, UNDP, UNFPA, UNHCR, UNICEF, WFP, UNDCP and the United Nations Relief and Works Agency for Palestine Refugees in the Near East). The ACC meets twice-yearly, and periodically holds joint meetings with the Committee for Programme and Coordination. IFAD and WFP will jointly host the Millennium ACC, which will be held in Rome on 6-7 April, 2000.

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<sup>5</sup> Implementation has started in Ghana and Guinea and will cover six additional countries: Burkina Faso, Chad, The Gambia, Mali, Nigeria and Senegal.

<sup>6</sup> Administrative relations with key bodies are as follows: together with other United Nations agencies, IFAD is involved in meetings of the Consultative Committee on Administrative Questions (CCAQ) dealing with personnel, finance and budget issues. The cost of the CCAQ Secretariat is shared in proportion to the number of staff. In 1999, IFAD's contribution to CCAQ is expected to be approximately USD 30 000. During the 1998-99 biennium, the Fund contributed USD 5 000 to the CCPOQ budget. During the 1998-99 biennium, IFAD did not contribute financially to the core budget of the ACC/Subcommittee on Nutrition. A contribution of USD 27 000 is being considered for the period 2000-01.



49. The subsidiary machinery of the ACC consists of:
- (a) Organizational Committee
    - Joint United Nations Information Committee
    - Information Systems Coordination Committee
    - Ad hoc bodies
  - (b) Consultative Committee on Administrative Questions
    - Personnel questions
    - Financial and budgetary questions
  - (c) Inter-Agency Committee on Sustainable Development
    - ACC Subcommittee on Water Resources
    - ACC Subcommittee on Oceans and Coastal Areas
  - (d) Consultative Committee on Programmes and Operational Questions
    - Network on Rural Development and Food Security
    - ACC Subcommittee on Statistical Activities
    - ACC Subcommittee on Demographic Estimates and Projections
    - ACC Subcommittee on Drug Control
    - ACC Subcommittee on Nutrition

### **IFAD and the Consultative Committee on Programmes and Operational Questions**

50. The CCPOQ was set up by the ACC in April 1993 through a merger of the former Consultative Committee on Substantive Questions to deal with competencies in the areas of operational activities and programme matters. The ACC approved expanded terms of reference for the committee to incorporate relevant aspects of the functions of a number of discontinued inter-agency bodies. The CCPOQ meets in regular session twice-yearly and reports directly to the ACC. It advises and assists ACC on a wide range of issues with a view to promoting complementarities and mobilizing the United Nations system's analytical, normative and operational capacities for economic and social development in support of common goals and agreed strategies.

51. By participating in CCPOQ, IFAD has contributed effectively to the reform of policies that guide the RCS, enabling the Resident Coordinator selection process to be expanded to include representatives of specialized agencies. This is reflected in the current composition of the Resident Coordinators, a significant number of whom are former staff members of United Nations agencies. IFAD has also contributed to the adoption of the operational guidelines for Resident Coordinators that effectively ensure that they are aware of, and focus on, the unique needs of the rural poor. It has also contributed to the CCPOQ's operational activities reference manual and to its study on poverty eradication.

52. Following a joint IFAD/FAO proposal to CCPOQ, at its April 1997 session the ACC decided to establish a global, consultative network on rural development and food security to replace the former ACC Subcommittee on Rural Development. The network constitutes the mechanism for inter-agency follow-up to the World Food Summit and supports the Popular Coalition to Eradicate Hunger and Poverty housed by IFAD. It is a two-tiered informal mechanism that comprises, at the country level, thematic groups on rural development and food security within the United Nations/RCS and, at the headquarters level, a network of interested organizations that support such national groups.



53. Closely related to the work of the above-mentioned network is the Inter-Agency Working Group on Food Insecurity and Vulnerability Information and Mapping Systems (FIVIMS), which has its permanent secretariat in Rome. As an information system and framework at the national and international levels, FIVIMS strives to increase attention on food security issues; enhance the quality of food-related data and analysis; and improve access to information through networking and sharing. Systems already in place relevant to FIVIMS provide information on agriculture, health, land, water and climate, and vulnerability assessment and mapping. The specific focus of IFAD's active participation in the inter-agency working group and its subgroups is on the household dimension of food security and on the identification of indicators, measures and processes for monitoring changes in poverty, vulnerability and food insecurity among target populations.

54. Household food security is an issue that CCPOQ has agreed to address through its work programme for the 14th session, and to which IFAD is making a key contribution. Specifically, it was agreed that the Committee would strive to develop both a common definition of household food security and an understanding that would facilitate preparation of relevant guidance to enhance common approaches and the collaboration within the system, including at the field level. IFAD and FAO were identified as task managers for this effort, through which IFAD will be able to draw on its lessons learned and influence the practices of its sister organizations within the United Nations system.

#### **ACC Subcommittee on Nutrition**

55. IFAD is also a member of the ACC Subcommittee on Nutrition (SCN).<sup>7</sup> The ACC/SCN is the focal point for harmonizing United Nations system policies and activities in nutrition. It serves as a coordinating mechanism for exchanges of information and technical guidance and is responsible for overseeing the direction, scale, coherence and impact of United Nations response to the world's nutritional problems. IFAD set up the ACC/SCN Working Group on Household Food Security and chaired it for the first two years of its existence. In that capacity, in 1995, IFAD housed a two-day workshop attended by representatives of United Nations agencies, non-governmental organizations and universities for the purpose of explaining the objectives of the working group and defining the relationship between household food security and nutrition. At the present time, IFAD is engaged in an ongoing dialogue with committee members and in commenting on relevant documents.

#### **Inter-Agency Committee on Women and Gender Equality**

56. The Inter-Agency Committee on Women and Gender Equality, which the ACC established in 1996, supports the mainstreaming of a gender perspective into the work of the United Nations system. It also promotes coordination within the United Nations system as part of an effort to support implementation of the Platform of Action and gender-related recommendations of the Fourth World Conference on Women, among other related United Nations conferences and summits. This standing committee meets annually, immediately prior to the sessions of the Commission on the Status of Women. IFAD participates in these meetings, and played a direct role in drafting a declaration on gender mainstreaming within the United Nations system that was submitted to and approved by the ACC. As an input to the special session of the General Assembly on the five-year review of the Fourth World Conference on Women, the Executive Heads of the ACC agreed to adopt a statement focusing on the effects of globalization on gender equality. IFAD's representative actively engaged in the substantive discussions that took place on the issue at the 1999 Autumn session of the ACC with a view of highlighting those elements most relevant to IFAD.

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<sup>7</sup> The United Nations members of the ACC/SCN are FAO, IAEA, IFAD, ILO, UNDP, UNEP, UNESCO, UNFPA, UNHCR, UNICEF, United Nations Research Institute for Social Development, United Nations University, WFP, WHO and the World Bank.





### **Joint United Nations Information Committee**

57. The Joint United Nations Information Committee (JUNIC) is a subcommittee of the ACC that brings together heads/chiefs of information and public affairs. Within the JUNIC framework, discussions and regular consultations lead to joint information activities that promote better public understanding of the organizations of the United Nations system. JUNIC provides a platform to publicize best development practices in the efforts toward achieving global development, and discussions are held on joint information activities such as World Food Day and Hannover 2000 information strategies, including inter-agency cooperation in audio visual productions. JUNIC publishes a monthly newsletter of events and projects and a yearly calendar of meetings, events and other development-related activities. IFAD is a member of JUNIC and participates in all its activities, including the newsletter.