

# Enhanced UN Coherence, Effectiveness, and Relevance (CER): Frequently Asked Questions

*We are here to act. We are here to deliver results. We are agents of change. Our job is to change the UN system—and, through it, the world.*

—UN Secretary-General Ban Ki-moon

This document is intended as a resource for answering questions from staff and stakeholders. It is fully expected that UN Country Teams and UN agencies will customize the answers for their own audiences. You may find it most useful to extract just a few questions and answers for different events or communications tools.

**NOTE:**

1. This tool/guidance has been developed based on the experiences of the DaO Pilot countries.
2. This guidance note is directed at UNCT/RCO to support them in their communication with stakeholders.



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# 1 The Global Context

## 1.1 Why does the UN system need to change the way it provides support to developing countries?

**As countries develop, the world is changing. We have a chance to serve that changing world better. As a system of organizations, we are still too bureaucratic, too feudal in serving our little kingdoms, and sometimes too egotistical. We forget that we are a team, working together for a greater good. Member States are calling for the UN to deliver more coherent, effective and efficient development assistance. Countries need different, more sophisticated and better support from the UN system. We need to define our evolving role in a changing aid environment. We need to work together to mobilize more predictable core resources. Without ambitious and far-reaching reforms the United Nations will be unable to deliver on its promises and maintain its legitimate position at the heart of the multilateral system.**

**Respond to changing needs:** The world has changed. To stay relevant, the United Nations system needs to change too. Donors and developing countries want new and different things from the UN system. We have to change to serve those needs better. The world needs a stronger UN system able to respond quickly, legitimately and effectively to the challenges of globalization, poverty and inequality.

**Provide better support to countries:** The international community has embraced poverty reduction as the central objective of the global development agenda. The World Conferences, Millennium Declaration and Millennium Development Goals have given the UN system a broad set of policy objectives to mobilize the system, provide greater common ownership and a sense of commitment. The Monterrey Consensus on financing for development calls for “mutual accountability” between recipient countries and donors, and the Paris Declaration on Aid Effectiveness lays out shared principles for how to cooperate better for development. The UN, with its global legitimacy, should be driving and implementing that agenda. The UN has a lot of good technical staff whose achievements are not clearly seen on the ground. While the UN’s role in global norm-setting and monitoring is not in doubt, its viability as a major actor on the ground in peaceful developing countries has been questioned. If the UN doesn’t start to deliver support to countries more coherently, effectively and efficiently, it could gradually cease to be a significant source of policy advice, programming or other assistance for development.

**Respond to Member States’ calls for the UN to change:** Member States have a positive vision for the UN system. They want to see a UN system that is strong, relevant, capable and integrated. They want a UN system that preserves and builds on the highly valuable strengths developed over decades. They have made it clear that they want the UN’s funds, programmes and agencies to work together and do a better job of assisting countries. Through the 2005 World Summit, the Paris Declaration on Aid Effectiveness and the General Assembly’s Triennial Comprehensive Policy Review resolutions of 2001, 2004 and 2007, governments have called on

the UN system to become more coherent, effective and efficient, and to simplify and harmonize its business practices. Many governments – both donors and programme countries – have given the UN development system a clear message: we value your unique role, but you have to change or you will go out of business. If the UN does not reform, donors will continue to look to other mechanisms. We need to show them that we can change.

**Respond to more diverse and sophisticated needs:** Countries have grown at very different rates over the past few decades. Most of the countries where the UN provides support have attained middle income status, while others remain trapped in abject poverty, forming the “bottom billion.” Different countries need different things from the UN. The least developed countries need more and better assistance to help them escape the trap of poverty. The more advanced developing countries require a different range of services, primarily specialized public policy advice and technical assistance. In these countries, the UN needs to focus less on implementing projects and more on advocating pro-poor policies and bringing people together to resolve persistent development challenges. Serving these diverse needs, and serving them better, requires a significant shift in the ways the UN approaches programme countries.

**Seize the opportunity to think, plan and work together more strategically:** The breadth and diversity of the UN system is strength, but it has also become a weakness, because it's often difficult for us to plan and work together coherently. The reality is that our work on development is often fragmented and not as strong, strategic or effective as it could be. Cooperation between UN agencies is hindered by competition for funding, mission creep, governance bodies that set divergent priorities, and different or outdated business practices. Different funding flows and an imbalance between core and non-core resources have hampered effective coordination and often led agencies to compete for resources. Even when mandates intersect, UN organizations have tended to operate alone with little synergy or coordination. Many stakeholders have raised concerns that UN agencies, each with relatively limited financial and technical resources, were not having the impact at the country level that both recipients and donors expect to see from the UN. The UN's role as a channel for resources is declining. So we must focus more and more on the other valuable services we can provide. We can do better!

**Reduce overhead and transaction costs to free up more money for programmes:**

Developing country governments, particularly in small countries, often find dealing with the UN incurs excessive transaction costs, particularly in terms of holding and preparing for meetings with so many representatives. Some donors see the UN's field operations as cumbersome, overly expensive, overly bureaucratic, ineffective, and plagued by duplication in programming. By reducing unnecessary costs and becoming more focused and efficient, we can devote more of our resources to work that makes an impact on development.

**Help the UN mobilize resources in the new aid environment:** The international aid architecture has changed dramatically, and funding patterns are changing. There are now many more donors, including middle income countries that are pursuing different approaches to development assistance. The UN is often not the first choice for donors. A bigger share of aid is



going directly to support governments' budgets, to vertical funds and to NGOs. Donors have many more choices about where to put their money, and most of that money is now flowing bilaterally. Multilaterals only disburse 12 percent of total aid (official plus private).

Proportionately less and less funding for development is being channelled through the UN system. The European Commission and the World Bank's International Development Association (IDA) have grown to become the major multilateral players, while the UN's share of funding has not kept pace. OECD funding for UN development operations rose by only 4% in the past decade, while contributions rose 56% for the European Commission, 43% for the IDA, and 33% for regional development banks over the same period. UN Country Teams now typically account for less than 6% of Official Development Assistance in programme countries. A more efficient, coherent and effective UN system may be able to halt and reverse this trend.

**Attract more core resources and predictable funding:** Most of the small increase in resources for the UN development system has been in non-core, earmarked program or supplementary funding. UN system core funding for development fell 26% between 2001-2006. This trend makes funding less predictable and encourages supply-driven approaches to development assistance, which undermines the globally-agreed principle that countries should manage their own development. It also limits the UN's ability to formulate long-term strategies. By demonstrating that the UN can deliver, we can encourage our partners to make more long-term funding commitments.

**Counter aid fragmentation:** Developing countries are swamped by the growing number of partners, including bilateral donors and NGOs, all conducting missions, seeking meetings, and implementing projects. This is not an effective way to provide assistance. By working together as a coherent system, UN organizations can reduce this fragmentation and stand out from the crowd.

## 1.2 What does the UN need to do to remain a relevant source of support to developing countries? What is the vision?

**To remain valued, relevant providers of development assistance, UN organizations must increasingly plan together and coordinate their programming. We must increase the UN's impact on countries' development, make the UN a more effective partner for governments, reduce the internal costs of the UN system, and improve coordination among agencies. By harnessing the resources and diversity of the full system, the UN can truly demonstrate its unique value and deliver more for the people who need it most.**

**We have a clear mandate from the General Assembly. We must do what the Member States have asked us to do: work together to reduce the UN system's fragmentation and become more effective, efficient and coherent. We must draw on our comparative advantages, improve our performance, become more focused, remove overlap and duplication, and deliver results that respond better to country needs and priorities. We have to increase the potential for UN Country Teams to deliver better, more strategic and**

**cost-effective support to the countries where they work. The starting point is a good UN Development Assistance Framework.**

**By thinking, planning and working together we can increase the impact of the aid we provide, counterbalance the adverse effects of donor proliferation and aid fragmentation, and potentially attract longer-term resource commitments. The more coherent, effective and relevant we make the UN system, the better we can help countries attain the Millennium Development Goals and other internationally agreed development goals. Together we can help millions of people attain prosperity and equality, realize their rights and expand their choices.**

**Work together more coherently:** The Secretary-General has said the UN system urgently needs more coherence and synergy so it can perform as one and be more than the sum of its parts. We will increasingly think, plan and work together to avoid duplication and capitalize on the comparative advantages of each UN agency. We will strengthen our coordination and information sharing mechanisms. The practical implications are raising money together, writing and implementing programmes together, learning lessons together, and helping each other improve. It's practicing what the UN preaches: working together to achieve common goals.

**Plan and deliver more strategically:** Design UN Development Assistance Frameworks and common operational documents that strategically position the whole UN Country Team and provide a comprehensive programme of support. We will support a robust UNDAF or common programming tool formulation process. This will maximize our comparative advantages as a provider of development assistance and policy advice.

**Provide more relevant support:** We should strengthen the UN's roles of convener, standard-setter, advocate, expert, monitor, coordinator, and manager of programmes. We should look at all the assets – in terms of expertise and capacity – that each UN organization can bring to bear, focus in each country on areas where we can collectively add the most value, and withdraw from other areas. Where the UN has the expertise and authority, it should strategically position itself to influence policy debates in support of human development. In many countries, we should do less project management and more policy advice and advocacy.

**Deliver more effectively:** Improve the quality of our operations, programme delivery and results through a more coherent, better coordinated, and better funded UN that uses results-based management systems. Create programmes which are much more effective for the government and emphasize capacity development and the use of national systems. Increase our capacity to deliver valuable public goods.

**Align our programmes more strategically with national plans and priorities:** In line with General Assembly mandates and the Paris Declaration on Aid Effectiveness, the UN needs to realign itself to a more demand-driven approach that better responds to local priorities. We should think and act as a team that serves the interests of the country instead of the interests of



individual agencies. We must promote national ownership and leadership and increasingly use national systems to implement programmes. This means turning the focus from implementing projects ourselves to helping the government and civil society develop the capacity to implement programmes themselves.

**Increase efficiency:** By establishing common services and clustering operational activities of agencies together we can reduce the costs of operations and overhead considerably and become more effective and efficient in supporting programme delivery.

**Draw on the capacity of the whole UN system:** By drawing on relevant technical expertise and capacity from the full range of agencies, funds and programmes in a strategic and inclusive way, we can provide a broader and deeper range of services to programme countries.

**Mobilize resources together:** At the country level we should jointly mobilize resources, monitor, evaluate and report on our progress. By working together and delivering better, we can build trust with our partners and hopefully attract more predictable and coherent funding. This will help to reduce interagency competition and strengthen the incentive to operate within the common framework.

**Use common standards:** Agreeing on, set and apply common standards of quality and performance for the whole UN system, and then ensure that those assessments feed back into the system to further improve performance.

**Harmonize and simplify procedures.** The leaders and governing bodies of UN agencies must urgently address the need to harmonize UN system business processes, particularly in human resources, financial systems, IT and procurement.

**Strengthen the Resident Coordinator System:** The Resident Coordinator System can help the UN overcome its current challenges and limitations by helping UN organizations work together more effectively to increase the impact of their collective efforts. We will strengthen the RC System through an increased authority and accountability for RCs; a new management and accountability framework; a clearer job description; an enhanced selection, assessment and appraisal process; a new methodology for strategic planning, priority-setting and consultation with stakeholders; and more relevant training and knowledge management.

### 1.3 What is the difference between the current process of reform and previous ones?

CER is a “bottom up” process. The success of this exercise relies, not in the top of the hierarchical pyramid of the UN system, but in growing from the grass roots. All UN agencies, funds, offices, departments, and programmes that have a role in development operations are actively participating in the process. Activities at the country level are inclusive, diverse, and plural in their approach.

#### 1.4 What effect will these changes have on the UN bureaucracy?

**The idea is to strengthen the bureaucracy and reduce waste and duplication through streamlined administrative systems, pooling of resources and simplified procedures.**

Both at the HQ and the country level, agencies are aligning their technical and administrative processes in the human resources, ICT, procurement and finance. Examples include the development of joint consultant recruitment databases, equalization of the grading and post classification and remuneration system, linking of the intranets of the different agencies, joint procurement of certain goods, joint travel services, as well as harmonization and alignment of cash transfer and control processes (HACT).

## 2 Benefits of Working Together and Delivering more Effectively and Efficiently

### 2.1 What are the benefits for UN staff of working together and delivering more?

**By working together more effectively and efficiently we can deliver better support to developing countries. We can have a stronger voice. We can play a more meaningful role. We can make a more valuable contribution, and when the UN is more valuable, every member of the team is more valuable.**

**Working together helps us to learn from each other, improve our skills and knowledge, and develop a greater understanding of what the UN system as a whole is doing. A more coherent UN also offers the potential of raising more resources and the possibility of increasing our career options.**

**Working together helps us do more:** Together we can do more and have a bigger impact helping countries develop. We can make a bigger difference. We can do more to promote prosperity and equality, and to help people increase their choices and realize their rights. We're part of a bigger team that has more resources, more capacity and a stronger voice. When we work together and deliver more, our work is more meaningful. When the UN team works together and accomplishes more, every member of the team becomes more valuable.

**Working together is part of becoming more effective and efficient:** Working together coherently creates a much clearer division of labour, allocation of roles and responsibilities, and commitment to common and individual results and accountabilities. Other initiatives to simplify and harmonize our procedures can make our work more effective and pleasant. It will make the UN a better place to work.

**Working together helps us to learn and improve our skills and knowledge:** Working together means knowing what our colleagues are doing, and how we all fit into the bigger picture. It makes our work more interesting. It gives us opportunities to learn more, share best practices, develop new skills, and expand our career possibilities. Working together makes work more interesting and stimulating. It increases our opportunities to interact with colleagues, develop more relationships and learn about a wider range of topics. By better understanding UN agencies' different mandates, expertise, business models, and comparative advantages, we can make our own work more strategic and effective.

**Working together can increase our career options:** By increasing our awareness of the whole UN system and building connections between agencies, we can increase our options for career development and mobility.

**Working together helps us mobilize resources:** A coherent UN should be able to attract more money, mobilize greater capacity and use the resources that it has more effectively.

**Working together effectively can improve our performance assessments.** In time, our individual performance assessments will include our contribution to changing and working together effectively and efficiently. Being a change champion can improve the rating in your RCA, for example.

## **2.2 What are the benefits of a more coherent, effective and relevant UN for programme country governments?**

**Developing country governments benefit directly from a more coherent, effective and efficient UN system. Governments in the pilot countries report that a more coherent UN strengthens national leadership and ownership of UN country programmes. Working together in a common strategic framework helps UN agencies provide more relevant, demand-driven support that is better aligned with national priorities and draws from a deeper pool of UN expertise.**

**Working with an empowered Resident Coordinator and a coherent team makes it easier for governments to coordinate the UN's activities, reduces the time spent in meetings with UN representatives and increases the accountability and transparency of UN operations.**

**Lowering UN country team overhead costs frees up more resources for programming that benefits the host country. And an effective UN team can help to encourage donors to provide more predictable, un-earmarked funding at the country level.**

**Increased national ownership and leadership:** Delivering as One and other efforts to make the UN more coherent, effective and relevant are putting the national government in the driver's seat to an unprecedented degree. Governments consistently report that when the UN works more coherently, they become increasingly engaged with the UN's work and feel more ownership of the UNDAF or common UN programme, including its planning, implementation, monitoring and oversight. In some instances, higher level government leadership than before has become involved, strengthening the government's overall coordination role and mechanisms. Examples of national leadership include active government participation in joint UN-Government Steering Committees that guide and review the UNDAF or common programming tool and related expenditures.

**Better support for national development objectives:** Working together helps the UN system more fully align its programming to support national priorities, national reform processes (including the Paris Declaration), and national development plans, including the MDGs. The process of formulating the UNDAF or common programming tool bases UN development priorities on national needs, as identified in the national poverty reduction strategy. UN agencies take these national priorities as a starting point and jointly determine in which areas the UN is best positioned to help the government realize its national development objectives. These areas

form the primary focus for UN development assistance. Since this framework is based on and aligned with national priorities, UN support is increasingly aligned with the Government's development priorities. In the end, the Government gets a UN Country Team that can deliver more and better strategic support.

**A coherent UN is easier to work with:** Developing countries report that they feel more empowered when dealing with a coherent UN Country Team. In the past, a fragmented system of agencies sometimes had the effect of overwhelming the State administrations. Now the Government can more easily coordinate its interactions with the UN system and ensure that the UN responds to national priorities. At the same time, line ministries are still free to interact with their UN agency counterparts when they need to.

**Clearer communications between the government and the UN:** Communication between the UN and governments, as well as the interaction of government with donors and other stakeholders, has improved thanks to more coherent UN country teams, led by resident coordinators working in tandem with government coordination mechanisms. The UNCTs are more effectively interacting with governments, listening to national priorities and finding ways to organize themselves in a way that best responds to those priorities.

**Customized UN support – “one size does not fit all”:** Being more coherent, effective and efficient means different things in different countries. While there are some general practices on how UN agencies can work together more effectively, it is always the national government that has the final say and determines how the UN system can serve it best.

**More relevant programming:** By thinking, planning and implementing programmes together, UN organizations can provide better technical assistance and support for capacity development that draws on the full UN system. This more strategic approach is also boosting the UN's ability to engage in the upstream policy advice and sophisticated technical assistance that governments increasingly request from the UN. It is providing a clearer focus on the UN system's comparative advantages in supporting national priorities.

**Wider and deeper agency involvement:** A more coherent UN makes more of the UN system's expertise available to meet national plans and priorities, including through increased involvement by non-resident UN agencies. Several issues the UN system works on have seen increased emphasis, notably support to the productive sector, employment, trade, protection of the environment, and adaptation to climate change. This improvement has emerged from a process where UN agencies that aren't physically present in the pilot countries have been able to spend more time advising their governments without having to set up costly offices.

**Clear picture of full UN system support to the country:** Bringing all of the UN Country Team's work together in a common programme supported by a common funding framework provides Governments with a clear overview of the full range of UN operational activities,

financing and funding gaps. Having a complete picture of UN system support helps the Government to evaluate the UN system's contribution and align it with national priorities.

**Increased efficiency:** By simplifying and harmonizing business practices and using common services and premises, UN Country Teams can reduce their overhead expenses. This liberates more funding for development programming. The UN system will make every effort to plough any savings into programming in the country where the savings are realized.

**Reduced transaction costs:** While it is too soon to comprehensively assess the actual extent to which the pilots have been able to reduce transaction costs for Governments, the early impressions are positive. Some Government stocktaking reports have indicated that there are already tangible reductions in transaction costs, in terms of time spent in meetings and preparing reports, but this has yet to be thoroughly evaluated or costed. Still, it looks likely that a coherent UN can to reduce the administrative demands the UN places on government partners through lower transaction costs including more efficient use of time.

**Greater use of national systems:** As part of working more effectively, the UN system is increasingly seeking to make use of national systems and capacities wherever possible, and to develop national capacities to implement programmes.

**Potential for increased resources:** A more coherent, effective and relevant UN should be able to raise more money and mobilize greater capacity at lower cost. This has the potential to directly benefit programme countries.

## 2.3 What are the benefits of a more coherent UN for donors and partners?

**Donors and partners benefit directly from a more coherent, effective and efficient UN system. Working together in a common strategic framework helps UN agencies provide more relevant, demand-driven support that is better aligned with national priorities and draws from a deeper pool of UN expertise.**

**Working with an empowered Resident Coordinator, a coherent team and a comprehensive budgetary framework gives donors a clear picture of how the UN is spending their money. It makes it easier for donors to coordinate their work with the UN's activities, reduces the time spent in meetings with UN representatives and increases the accountability and transparency of UN operations.**

**Lowering UN country team overhead costs frees up more resources for programming that delivers results.**

**Implementing the Paris Declaration on Aid Effectiveness:** Working coherently helps the UN put the Paris Declaration into practice by ensuring that aid delivers equitable results for the



people who most need it, strengthening the capacity of countries to manage their own development, and managing for results through strong, transparent and accountable partnerships. The process of formulating the UNDAF or common programming tool bases UN development priorities on national needs, as identified in the national poverty reduction strategy. UN agencies take these national priorities as a starting point and jointly determine in which areas the UN is best positioned to help the government realize its national development objectives. These areas form the primary focus for UN development assistance. In the end, the donors get a UN Country Team that can deliver more and better strategic support.

**More relevant programming:** By thinking, planning and implementing programmes together, UN organizations can provide better technical assistance and support for capacity development that draws on the full UN system. This more strategic approach is also boosting the UN's ability to engage in the upstream policy advice and sophisticated technical assistance that governments increasingly request from the UN. It is providing a clearer focus on the UN system's comparative advantages in supporting national priorities.

**Increased efficiency and lower overhead costs:** Working together efficiently helps the UN provide more value for money for the taxpayers of the world. By simplifying and harmonizing business practices and using common services and premises, UN Country Teams can reduce their overhead expenses. For example, Cape Verde's common premises in its first year cost 25% less than the total costs of participating offices the preceding year. The common premises plans in Mozambique have also yielded significant cost savings. The plan to create a carbon neutral green UN office in Hanoi, Viet Nam, will result in significant savings in energy and other costs and will set a benchmark as the most environmentally friendly office in Southeast Asia. Cost savings liberate more funding for development programming and make every tax dollar the UN system spends more impactful. It also makes it possible for the UN system to channel more development assistance and do it more efficiently and effectively. People are more willing to contribute money for development if they believe it's being spent effectively and efficiently, so a better UN development system can lead to more funding for national development agencies.

**Clear picture of full UN system support to the country:** Bringing all of the UN Country Team's work together in a common programme supported by a common funding framework provides donors and partners with a clear overview of the full range of UN operational activities, financing and funding gaps. This helps donors plan their own expenditures more strategically and effectively.

**Clearer communications between the donors and partners and the UN:** Communication between the UN and governments, as well as the interaction of government with donors and other stakeholders, has improved thanks to more coherent UN country teams, led by resident coordinators working in tandem with government coordination mechanisms. The UNCTs are more effectively interacting with governments, listening to national priorities and finding ways to organize themselves in a way that best responds to those priorities. A united UN Country Team is easier to work with. By participating in a joint planning and programming process, donors and

civil society representatives can get a full picture of what the UN is doing, provide points of view, proposals and recommendations, and play a more direct role in shaping UN programming.

**Wider and deeper agency involvement:** A more coherent UN makes more of the UN system's expertise available for country level work, including through increased involvement by non-resident UN agencies. Several issues the UN system works on have seen increased emphasis, notably support to the productive sector, employment, trade, protection of the environment, and adaptation to climate change. This improvement has emerged from a process where UN agencies that aren't physically present in the pilot countries have been able to spend more time advising their governments without having to set up costly offices. By providing better technical, policy and capacity building assistance and coordination, the UN makes it possible for donors to reduce their own country presences.

**Greater use of national systems:** As part of working more effectively, the UN system is increasingly seeking to make use of national systems and capacities wherever possible, and to develop national capacities to implement programmes. This helps to strengthen governments' ability to absorb and use direct budget support from donors.

## 2.4 What are the benefits of CER for people in developing countries?

**People in developing countries benefit directly when UN staff and agencies work together and deliver more. A united UN team that works effectively and efficiently can provide more relevant and useful assistance in all the sectors where the UN works, including (*note areas where UN is most active in your country; ideally by giving examples of good programmes.*) Together we can help more people attain prosperity and equality, realize their rights and expand their choices.**

By working together, UN agencies can use their resources in a strategic way to support developing countries' efforts to transform themselves into prosperous societies where all human rights can be realized. By working together more efficiently we can save money and make more funds available for development programming that benefits people who need our help. By focusing on results in areas where the UN is strong, we can make more of a difference in people's lives. We can do more to promote meaningful social changes that help people to be healthier and more productive. By drawing on the expertise of the full UN system, we can also help people in new and better ways.

The engagement of **civil society** is vital to ensure that the UN brings a grassroots perspective to the policy table and strengthens domestic accountability. A strong partnership with the **media** is important so that reform issues are clearly communicated and so that civil society has the opportunity to influence the future of the UN.

*Note: Local examples of how the UN can deliver more of what it's already doing in the country will be especially powerful. E.g., if it means that a school feeding programme can be expanded, that's something tangible that locals can appreciate.*

## 3 Delivering as One

### 3.1 Why are eight UN country teams piloting an initiative called “Delivering as One?”

**“Delivering as One” is a pilot initiative that is testing ways to increase the UN’s impact on the lives of people in developing countries by delivering more coordinated, effective and efficient assistance. The main objectives of “Delivering as One” are to increase the impact of the UN at country level by increasing national ownership of UN activities, reducing transaction costs generated by UN organizations, and increasing the UN’s efficiency and effectiveness in helping countries attain the Millennium Development Goals and other development objectives.**

In response to requests made by Member States in the 2005 World Summit outcome document, the Secretary-General formed a High-Level Panel on UN System-wide Coherence, composed of senior policymakers, to examine ways to strengthen the UN’s ability to respond to the challenges of the 21st Century. Specifically, they considered major improvements in the ways the UN works in the fields of development, humanitarian assistance and the environment. The panel’s report, entitled “Delivering as One”, was released in November 2006 and offered a number of recommendations that are still being discussed by the General Assembly.

For UN development operations, the panel proposed empowering a set of pilot UN Country Teams to experiment with new ways of working and delivering in a more coordinated way. It organized its specific proposals around four “ones”: One Programme, One Budgetary Framework, One Empowered Leader and Empowered Team, and One Office. These four “ones” are based on existing guidance given by the General Assembly in its Triennial Comprehensive Policy Review (TCPR). In many ways, they are an endorsement of what the UN has already doing and a call to go further.

The pilot initiative to “Deliver as One” was launched in 2007 to experiment with ways to deliver programmes more effectively and efficiently, increase the UN system’s impact, reduce transaction and operating costs, and provide better and more relevant assistance to the people who need it most. In response to the Secretary-General’s proposals, eight countries – Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam – volunteered to pilot the initiative. The pilot countries have agreed to work with the UN to capitalize on the strengths and comparative advantages of the different members of the UN family.

The pilot phase will conclude in 2010 with an evaluation of the results by the UN Evaluation Group. It will then be up to the Member States to determine how the UN should proceed. In the meantime, the UN system is giving the pilots extra support and watching them closely to see what lessons we can learn from their experience.

### 3.2 What does it mean to “Deliver as One”? How is it different from business as usual?

**We are Delivering as One to make our development operations more coherent and effective, to harness expertise from across the UN System, and to create synergies that can help countries achieve the Millennium Development Goals and other development objectives.**

The vision for “Delivering as One” is a unified UN Country Team which thinks, plans and implements programmes together. By working together in a more coherent and coordinated way, the UNCT improves its programme delivery and the quality and impact of its results. In the process, the UNCT aligns its activities with national priorities and procedures, as called for by the General Assembly and the Paris Declaration on Aid Effectiveness.

“Delivering as One” means drawing on the full relevant technical capacity of all UN agencies, whether or not they are physically present in the country, to provide effective services to the government and people. This way of working together respects the individual governance, mandates and rules of each of the UN family’s members. It is not an attempt to merge or combine agencies. Instead, it seeks to harness their unique resources, define their comparative advantages and combine them in a unified strategic framework to unleash synergies and deliver more impactful programmes. This work is underpinned by consolidated, harmonized and simplified governance, funding and management arrangements at headquarters.

“Delivering as One” is an effort to reduce duplication, increase efficiency and encourage donors to pool their funds. It does change the way we work on a country-by-country basis. Where there is duplication, we need to agree on how to eliminate it. Where there are gaps, we need to agree which organization can best fill those gaps. It means doing our utmost, under the leadership of the Government, to help nations put together their own national strategies to meet the needs of their citizens.

When our partners ask “what is the UN doing for my country, or for the countries I work with?” — Delivering as One means that we can finally give a complete response that shows clear results for the entire UN System as aligned with national priorities.

“Delivering as One” is a means to achieve larger goals: to reduce poverty, to put more children in school, to increase access to antiretroviral treatment for people living with HIV, to deal with soaring food and fuel prices, and to address global threats that endanger people’s livelihoods and lives.

### 3.3 What is the concept of “One Programme”?

**Part of “Delivering as One”, One Programme sets out how the UN Country Team will provide support from all members of the UN family that have a role to play in the country.**

One Programme brings all members of the country team together under one nationally-owned strategy that draws on the full range of UN expertise. It is jointly prepared by the Government and the UN Country Team by taking national priorities and identifying where the individual skills, assets, knowledge and other UN system resources can best support those priorities. One Programme makes the UN Development Assistance Framework operational. It can combine both individual agency programmes and joint programmes.

With full participation of relevant national and international partners, the UN Resident Coordinator leads the UN Country Team through a programming process to create a set of strategic results based on national priorities, the internationally agreed development goals and the UN's capacity and comparative advantages. The government coordinates the relevant line ministries who participate in the programming exercise and ensure appropriate prioritization on the government side, just as the Resident Coordinator does for the UN system, bringing in both resident and non-resident agencies.

Combining the UN's work into One Programme promotes greater programmatic coherence, greater synergies and helps the UN respond better to key national priorities. It presents the development challenges, the programme outcomes, outputs and expected results, implementing strategies, management responsibilities, and commitments of the Government and the participating UN organizations. The results are listed as measurable, costed outputs that result from UN support to national partners.

One Programme is usually supported by a joint resource mobilization strategy, a joint monitoring and evaluation and reporting structure and a more integrated coordination structure. At least 80% of UN programmable funds in the country are expected to be assigned to results reflected in the One Programme (as per UNDAF guidelines). Rwanda's One Programme already covers 100% of the UN's work in the country.

The UNCT's One Programme can and should be revised annually to reflect shifting needs. One Programme can include both joint programmes in which agencies actually implement together, and joint programming, in which UNCT members engage in joint thinking and planning but execute independently. Agencies can continue to develop joint programmes in those areas where the approach makes sense and is cost effective.

### **3.4 What do “One Budgetary Framework” and “One Fund” mean?**

**Part of “Delivering as One”, One Budgetary Framework uses donor resources strategically for all the UN agencies active in the country. One Fund is a common pool of supplementary resources used in some countries to fund gaps in resources for the One Programme.**



One Budgetary Framework is the financial mechanism that supports One Programme. One Budgetary Framework creates a holistic financial picture of available and required resources in support of the One Programme, thereby providing a basis for allocating resources, setting priorities and mobilizing resources to cover any gaps in funding.

One Budgetary Framework presents the UN Country Team's agreed and costed results together, showing each agency's planned input and its funding source. The framework also helps identify unfunded results. Each participating UN agency identifies the resources it expects to provide, whether in-kind or monetary, subject to funds being available. The results in the financial framework can be funded from agencies' core resources, national government contributions, direct contributions from donors or a specific country "One Fund" or "coherence fund" established for interested donors. At the end of the year agencies and government departments provide information on progress against the planned results and actual expenditures, giving governments a clear and complete picture of UN support.

One Budgetary Framework consists of three types of resources: core resources, vertical funds (thematic trust funds, national committees) and funds that need to be mobilized -- the funding gap for One Programme. Each agency's core resources and vertical funds remain within the control of the agency, but the use of the funds is fully aligned with the One Programme. Each agency indicates which outcomes in the One Programme they fund using their core budget or vertical funds.

One Budgetary Framework gives governments a comprehensive picture of the scope of assistance provided to their country and helps them exercise national leadership by identifying priorities for support. This funding framework also decreases fragmentation, duplication and internal competition for resources among UN organizations.

We hope that One Budgetary Framework will encourage donors to provide more un-earmarked core resources for effective UN organizations. We also expect that it will help to consolidate funding for the One Programme.

**One Fund:** Some country teams also use "One Fund" to mobilize and pool extrabudgetary resources for the UN system at the country level. One Fund provides a streamlined way of financing the UN's programmatic work. This joint fund is used to fill unfunded gaps in the One Programme. It usually only includes the additional resources mobilized to cover funding gaps. It does not include agency core or vertical funding. The fund is managed by the Resident Coordinator on behalf of the UN system.

In the medium term, if the pilot experiences are judged positively by all partners, it's expected that increasing amounts of "non-core" resources could be channelled into such a fund.

### 3.5 What does “One Leader” mean? How does it change the role of the Resident Coordinator?

**Part of “Delivering as One”, the concept of One Leader is for an empowered Resident Coordinator and an empowered UN Country Team to work together with clear accountability.**

Under the One Leader concept, the empowered Resident Coordinator is expected to provide strategic leadership throughout the development programming process, bringing together relevant analytical capacities, both national and international, developing synergies between various UN “assets”, and linkages between the UN entities with their respective mandates and other partners.

The RC guides the development and management of Delivering as One in the country, oversees the design and implementation of the UNDAF, monitors and evaluates implementation of the UNDAF and reports on UN agencies’ progress against their commitments to UNDAF results. The RC supports advocacy and resource mobilisation for the UNDAF and One Programme, complementing the efforts of UN system agencies participating in the UNDAF. The RC also prepares an annual report of the progress made against each result, based on agency commitments and reflecting actual expenditures.

The RC represents the participating UN entities at the most senior level of Government on common issues that require the UN family to speak with a unified voice and have a common position.

The RC has authority over the One Fund, and helps the UNCT reach consensus on how to allocate those resources. Allocating these resources requires the RC to have ultimate authority in cases where the UNCT doesn’t reach a consensus. Good people can disagree. The RC has to make the final decisions.

The RC is empowered to negotiate the One Programme with the host government and shape the related allocation of funding. The RC leads the process in a collegial and participatory way, and is held accountable by the government and UN organizations to ensure that the UN is responding to the most relevant and strategic national priorities in an effective and timely way. Each agency retains authority and accountability over the use of agency resources. The agencies support the leadership role of the empowered RC over the preparation and revision of the UN plan and budget framework.

The RC’s performance is assessed by a team of Regional Directors of relevant funds, programmes and specialized agencies reflecting input from UNCT members. The RC also holds UNCT members accountable for the results they have committed to deliver.

The UN Development Group is continuing to develop guidance and mechanisms to strengthen the management and accountability framework that governs Resident Coordinators and their relationships with UN agencies. These include oversight, assessments, performance appraisal, dispute resolution, and a code of conduct. The aim is for the Country Team to have a clear agreement on behaviour and working practices to achieve greater accountability and coherence in the team's work.

In several countries, a UNDP Country Director has been recruited to manage day-to-day UNDP operations, thus allowing the Resident Coordinator to focus fully on coordination and overall UNCT results.

### 3.6 What does “One Office” mean?

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

One Office describes the use of common services, common premises, and harmonized, simplified and unified business policies and procedures that help bring the UN Country Team together. The purpose of One Office is to increase efficiency, decrease transaction costs and produce savings which in turn should be spent on programmatic development work. By physically and functionally bringing everyone together, One Office can help a Country Team achieve greater economies of scale, improve collaboration among UN agencies and present a unified UN image at the country level.

One Office incorporates common services, which is a generic term for consolidating operational services at the local level with to produce financial and non-financial benefits. Under One Office, UN agencies may share common support services such as procurement of supplies, human resources management (including recruitment, training and shared databases of staff and consultants), travel services, information and communications technology, finance, and security. Common services should improve delivery and reduce costs.

Where it makes sense, some or all of the team may also move into common premises or a UN House. Working together in common premises fosters unity and co-ordination in all work at the country level. In many countries, UN agencies are housed in separate locations scattered throughout the capital city, and it can be an enormous challenge to work together, share information and harmonize procedures. Government and donor partners must deal with agencies at separate spaces, reinforcing their individual attributes, rather than the strength of the UN development system's combined work. Common premises seeks to resolve these shortcomings.

Whether or not co-locating is the right choice for each agency depends on the local situation. In general, agencies accommodated in government ministries should stay there, as the close relationships with government are important for providing effective policy advice and support.

There are specific rules for designating common premises a UN House. A building is regarded as UN Common Premises when only two or three resident agencies share it with the RC's office, while a UN House involves more resident agencies and must be designated as such by the Secretary-General. There are more than 59 UN Houses already in operation worldwide.

### **3.7 Why are the pilots conducting capacity assessments?**

As the leaders of this change process, the governments of the pilot countries have expressed high expectations for the UN system to become more effective in its normative and advocacy work and better at building national capacity in human resources and institutions. Capacity assessments are essential to find out how the UN can start living up to these expectations by playing its role more effectively. This entails a change in the way the UN delivers its assistance from being too dispersed, unfocused and oriented toward implementing projects, to being more coordinated and providing assistance primarily in the form of policy advice and technical assistance.

### **3.8 How are the capacity assessments being conducted?**

A team of external consultants assisted by two UN experts on change processes has been carrying out UN Capacity and Needs Assessments in the Delivering as One pilots. By reviewing and analyzing the stated objectives of Delivering as One, the job descriptions of all UN staff in the pilots and the self-assessment questionnaires completed by UN staff members, the assessment team has identified the most important gaps in the UN's capacity to provide better support to the Governments with the aim of achieving greater results in poverty reduction. The findings of the assessment and recommendations are long term. For example, in Tanzania the implementation timeframe is five years, 2008-2012.

### **3.9 What are the results of the capacity and needs assessments?**

While the conclusions are different in each pilot, in general the assessments have confirmed that the UN Country Teams need to strengthen their policy and technical advisory functions in order to become more effective partners to the Government. The analyses show that currently most UN staff working in development are performing operational and project management Functions, with very few staff providing actual policy advice and technical assistance to Government. Some UN staff members working in development will get an opportunity to hold new functions over the next five years, as the UN scales up its policy advisory role and starts making increasingly use of Government systems. This is a critical step towards meeting the objective of Delivering as One to better support to countries.

To live up to the Governments' expectations and Deliver as One the needs to change its mix of services and interventions to conduct more policy advice, technical assistance, advocacy and research. This change in programme delivery will over time require a parallel shift in the skills mix of UN staff providing development support.

The UN also needs to increasingly deliver support through national systems, while strengthening their capacity. The Governments and the UN Country Teams have generally agreed that this shift in UN support to a higher policy level will take place over the next several years. Over the next few months, the pilots are developing a strategy and plan to start shifting the focus from programme management and operations to policy advice, technical assistance, advocacy and research over the period 2008-2012.

### **3.10 How will the recommendations and agreements following the capacity assessments be rolled out?**

The pilots are still developing their plans for rolling out their decisions based on the capacity assessments. The pilots are developing strategies for how to best implement the shift in programme focus to policy advice and technical assistance and to generate cost savings in the area of operations. Staff members will be consulted in this process.

The strategies, which will include key actions and milestones, will ensure that the staff capacity currently available to the UN Country Teams is utilized in the best way possible to better respond to national development priorities. This means that staff will have new opportunities in terms of training and future career options, as the strategies will include a comprehensive training plan to ensure that staff who do not already have the required expertise can acquire the needed skills to cover modified job descriptions or posts with new functions. Also the learning plans will cater for staff needs to prepare for change. Funding will be sought to cover these expenses.

Senior managers in the pilots want to make sure that all UN staff members are comfortable with and committed to the strategies that the UNCTs developed. There will be extensive consultations with staff on the issue, and Staff Associations are encouraged to play their part in making sure that all staff from all levels have a voice in the process. UN staff serving at the country level have crucial roles to play in making the UN a more effective organization.

## **Example: Tanzania's Capacity and Needs Assessment**

In Tanzania the capacity assessment led the UN Country Team to agree to the following changes:

- Create approximately eight new positions in policy advice and technical assistance to meet immediate needs of the One Programme
- Ensure that capacity already available internally is better utilized to cover any programme management and operations responsibilities in relation to the new joint programmes
- Define substantive lead roles for UN agencies across sectors in the internal UN division of labour, with lead agencies to build up advisory capacity in the relevant sectors
- Create specific strategies together with Government to deliver policy advice and technical assistance
- Ensure that in the expansion of the One Programme for 2009 - 2010, more activities focus on policy advice/ technical assistance and that those functions that can be implemented by Government are not implemented by the UN
- Increase funding channelled to government through basket funding (and other modalities that demand less basic programme management)
- Shift programme tasks to government – and progressively change over time the UN's role in technical assistance and capacity building support
- Consolidate reporting and simplify/reduce frequency of reporting requirements
- Find ways within the joint programme to consolidate or coordinate programme management work across agencies (and operations support)
- Expand the proportion of funding coming through the One Fund and use the One Fund flexibility to shift work to policy advice / technical assistance
- Establish targets for transferring programme management functions to Government while increasingly channelling funds and capacity building initiatives from the UN
- Freeing capacity of UN staff members who can contribute to substantive policy advisory services by reducing their project management tasks - identify 10 - 15 positions for this purpose each year for the next five years to increase the UN's policy advisory capacity in different sectors of programme intervention.

### **Agreements reached by the UN Country Management Team to increase efficiency of UN operations:**

The One Office work plan outlines the objectives set for Delivering as One in the area of operations. The work plan is aimed at full implementation of the operations components of the General Assembly's 2007 Triennial Comprehensive Policy Review of operational activities for development. This calls for increased effectiveness of UN operations around the world.

In Tanzania, this means reducing parallel processes and duplication in the areas of Information and Communications Technology (ICT), human resources, procurement and finance. In order to meet this challenges, the Operations Management Team will use the common services methodology and learn lessons from other Delivering As One pilots. In the medium to long term, the One Office work plan will also review the possibility of One UN premises in Dar es Salaam. By establishing common services and clustering operational activities of agencies together the UN will, over the next five years, aim to reduce operational costs considerably and become more effective and efficient in supporting programme delivery in Tanzania. The UN Country Management Team made the following commitments based on the findings of the capacity assessment:

- The UN will implement plans to save costs on procured goods and services, and on ICT. Savings can be re-allocated to the One Programme, which means the UN would be using funds more efficiently by reducing the proportion of resources spent on operations
- To move forward on common UN premises in Dar es Salaam before the end of 2008 with agencies committing to join the premises 'in principle', the establishment of a Government-UN Task Force on One UN premises and completion of a feasibility study, including a detailed cost benefit analysis and the implications of all UN agencies moving offices
- Ensure the timely implementation of the One Office work plan for 2008-9, make decisions and facilitate swift implementation.
- If common UN premises are up and running in Dar es Salaam by 2012, the Country Management Team agreed further savings on operations capacity will be realized, as some functions currently required would be overlapping in One UN premises.



### 3.11 How does Delivering as One fit into UN Reform and System-wide Coherence?

**“Delivering as One” has brought together partner countries, donors and UN country teams with fresh energy, momentum and a greater sense of common purpose. By strongly encouraging eight pilot country teams to implement agreed reforms, as well as giving them broad latitude to innovate and experiment with ways of working together as one UN team, “Delivering as One” has dramatically accelerated the pace of change and demonstrated the potential of a more coherent UN system.**

**As the initiative continues, it presents a unique window of opportunity for the UN development system to accelerate further coherence and harmonization efforts in line with Member States’ directives.**

“Delivering as One” is just one part of the UN development system’s broad, long-term effort to improve its coherence, effectiveness and efficiency, and to simplify and harmonize its business practices. The work didn’t begin with the High-Level Panel report. That report was simply the latest of many studies that called for more progress in the same general direction that Member States have been indicating for many years. Efforts to make the UN development system more coherent date back to 1969. The current push to improve began in 1997 with the launch of Secretary-General Kofi Annan’s reform agenda, and it is advancing even further under Secretary-General Ban Ki-moon.

The UN Development Group has carried out extensive reforms to put the Member States’ guidance into practice, and has made considerable progress. The past ten years of working together have brought about a paradigm shift in the way the UN development system operates at country level. Investment in new tools, systems, skills and processes, together with the wider participation and inclusion of specialized and non-resident agencies, has produced more coherent and effective UN country teams.

1. **UN Development Assistance Frameworks are better aligned with national priorities.** The UNDAF, which the General Assembly has now formally endorsed, has demonstrated its value as a mechanism for agencies to plan together and analyse the best response to development needs at the country level. Common Country Assessments (CCAs) and UNDAFs have become more strategic in their focus and better aligned with national priorities. UN agencies are increasingly working in country teams and theme groups, programming together using the same processes and timetables.
2. **Harmonized and simplified procedures.** Operationally, UN agencies work together with greater synergy through harmonized and simplified programming cycles, tools and procedures.

3. **Improved UN Resident Coordinator System.** The UN Resident Coordinator System, which is the core of inter-agency coordination at the country level, has grown much stronger and more accountable.
4. **Harmonized approach to cash transfers.** UNDP, UNICEF, UNFPA, and WFP have agreed on a harmonized approach to cash transfers to implementing partners, simplifying funding channels considerably. The undg has also agreed in principle on guidelines for applying the same approach in the other agencies.
5. **More coherent and inclusive planning and programming.** UN planning and programming has become more inclusive, increasingly drawing on the full range of UN agencies (including non-resident agencies), government representatives, donors, and civil society partners. Surveys consistently indicate that UN staff are increasingly aware of the development expertise available across different agencies, and are increasingly open to new ways of working together.
6. **Moving into common premises.** The number of UN Houses has increased from four to 59.
7. **Integrated crisis and post-conflict support.** Coordination in post-conflict and crisis situations has improved significantly, with the undg working increasingly closely with the UN Department of Peacekeeping Operations, the UN Office for the Coordination of Humanitarian Affairs, the UN Department of Political Affairs, the World Bank, and regional organizations to support partner governments more effectively. Instruments for transition countries such as Post-Conflict Needs Assessments and Multi-Donor Trust Funds have significantly improved aid effectiveness.

Some of the “Delivering as One” pilots had already taken steps to work together better before the initiative was formally launched. For example, in response to the TCPR of 2004, Cape Verde adopted a Joint Office approach in 2006, and Viet Nam’s UN Country Team moved towards a single country programme.

### 3.12 What have the eight pilot countries accomplished so far?

**Delivering as One is making significant progress. The initiative has already helped to align UN programmes and funding more closely to national priorities. It has strengthened government leadership and ownership. And it’s ensuring that governments have access to the experience and expertise of a wider range of UN organisations in responding to their national priorities. It is increasing participation and joint programming among the UN agencies, including specialized and non-resident agencies. Overall, the pilots are encouraging the UN System to work together as one with increased enthusiasm.**

**National ownership:** In Pakistan a High-Level Committee supervises the pilot and provides government leadership for the process. In Albania, a Government Modernization Committee provides oversight and strategic direction to the UN Country Team and the One Programme, while an Inter-Ministerial Working Group provides guidance and makes sure the interests of line ministries are included in decisions.

**Working together:** Within the pilots, UN Country Team members are working and planning together more systematically. The UN Development Assistance Framework is their principal planning tool, and they have used it more effectively to establish priorities with national partners, promote greater alignment with national goals and increase commitment to common results.

**More relevant assistance:** We are seeing a greater emphasis on upstream policy and institutional capacity development work, which may further enhance the UN's contribution to development goals in all countries, including Middle Income countries. In Mozambique, for example, the One Programme is focused on four areas: policy and advocacy, normative and technical support, capacity development, and civil society partnerships. The government and the UN team have agreed that the UN will deliver results in these areas through 11 joint programmes.

**Inclusive process:** Non-resident entities and specialized agencies are more involved, defining their comparative advantages and finding new ways to contribute. This is an important indication that the UN is working more coherently as a system to bring in the range of its mandates and expertise to support national priorities.

**Pooling resources:** The common budgetary framework and the One Fund clearly have the potential to pool resources, improve transparency and reduce transaction costs.

**One Office:** Plans are moving forward to establish One Office and, where it makes sense, shared premises.

**One Leader:** The pilots have made progress in defining the role and accountabilities of the Resident Coordinator as leader of the UN team. In Cape Verde, for example, the RC provides strategic leadership for all the agencies, and after consultations, speaks on behalf of those who do not have a presence in the country. The Pilots are also making progress in defining the mutual accountabilities within the UN Country Team, ensuring that all members of the UN system are supporting a coherent programme aligned with national priorities.

Most of the pilots have:

- formulated One Programme;
- developed One Budgetary Framework;
- developed a common resource mobilization strategy;
- agreed on a mutual accountability framework and a code of conduct for the RC and UNCT;
- put together a joint UNCT communications strategy;
- started the process assessing the UN Country Team's capacity in order to align it with the needs of the One Programme and the country's priorities;
- secured some funding for the One Programme and started to implement the programme;

- formulated a monitoring and evaluation framework and a system for tracking and managing results against the UN Development Assistance Framework;
- made progress on Common Premises and Share Services, including gains toward establishing a UN House; and
- some pilots have made significant progress in developing a set of harmonized programme and project management guidelines that will help harmonize and align the work of UN agencies with government systems, thus reducing transaction costs.

## Examples

### **Albania: Aligning with National Priorities**

Albania's 'One Programme' responds to national priorities and focuses on gender equality, social inclusion, environment and economic governance. It is also aligned with the priorities of the National Strategy for Development and Integration, the Stabilization and Association Agreement, the Integrated Planning System, the overriding priority of Government to join the European Union, and the programmes of other international partners, especially in relation to harmonization and increased aid effectiveness.

### **Cape Verde: Greater Synergies with Non-Resident Agencies**

The 'One Programme' brings together six resident agencies, including specialized agencies, and 12 non-resident agencies to address new, emerging national priorities in Cape Verde. Many of the non-resident agencies participated in the common planning process and viewed it as an opportunity to expand their work or to design new interventions with more support rather than in isolation. In the framework of 'Delivering as One', the Resident Coordinator, in prior consultation with Heads of Agencies, speaks on behalf of the non-resident agencies in high-level meetings with the Government and provides strategic leadership on UN Reform, although specialized agencies such as FAO and WHO still maintain their respective Resident Representatives.

### **Mozambique: Strong Teamwork and Leadership**

The UNCT has demonstrated its commitment to working towards an environment of openness and trust, where emerging issues and concerns are addressed openly and in true team spirit. UN agencies successfully worked together to develop joint programmes that resulted in an increased understanding and appreciation of the work and comparative strengths of each other as well as enhanced inter-agency communication and mutual understanding. Through the process of 'strategic inclusiveness,' all UN agencies were able to participate in the development of the 'One Programme' which has created a strong sense of 'one-ness' that is indispensable if the UN is to Deliver as One.

### **Pakistan: Building Government Ownership**

Conducting a mid-term review of Pakistan's UNDAF provided the UNCT a strategic basis for jointly developing the One Programme that drew on all parts of the UN system. It brought the Government and other national partners into the analytical and planning process that resulted in an unprecedented level of government support at the highest levels. The Government was involved at every step of the process, sat at the table with UN agencies and other national partners, often co-chairing key decision-making events with the UNCT. This greater level of ownership will have a positive impact on the long-term sustainability of the development results planned under the One Programme.

### **Rwanda: Better Collaboration and Division of Labour**

The 'Delivering as One' pilot aims to improve the UNCT's impact, coherence, efficiency and positioning so that it is better able to support Rwanda meet the MDGs and 'Vision 2020'. Towards this end, the UNCT instituted an incentives system that rewards coherence, performance and results. The 'One Programme' is supported by a coordination structure centred on the UNDAF Theme Groups that are divided into five pillars: governance; health, HIV, nutrition and population; education; environment and sustainable growth and social protection. These Theme

Groups consisting of UN agencies working within each sector are responsible for the technical coordination of the 'One Programme'. Using this management structure has resulted in improved understanding of the comparative strengths and capacity of each agency. It has also allowed the UNCT to design a coherent strategy directed at wider development results rather than limited agency mandates. Already, early gains include improved quality, coherence and cooperation of the UNCT through the common planning process.

#### **Tanzania: Strategic Focus in Support of National Priorities**

The UNCT designed Tanzania's 'One Programme' on the basis of the UNDAF which is fully aligned with national development strategies. Developing the One Programme took several months, but the process underscored the effort needed to re-prioritize the UN's focus. Together, the UNCT reviewed the UNDAF outcomes to ensure correspondence with the UN's comparative advantage. The 'One Programme' is based on key UNDAF priorities aimed at addressing substantial capacity gaps to meet Tanzania's national development goals. It will be implemented through joint programmes which require UN agencies to collaborate closely throughout the programming cycle.

#### **Tanzania: Budgetary Framework**

The Budgetary Framework provides a consolidated snapshot of the UN's investments and indicates the aggregate, planned budgets and funding gaps for the UNDAF, the 'One Programme' and other non-UNDAF activities, such as humanitarian support and regional programmes. In Tanzania, the One Fund combines the undg pass-through and pooled funding mechanisms. It streamlines the management of donor contributions to the One Programme and increasingly uses Government systems and procedures where possible. The UNCT used One Fund resources to finance the unfunded activities of the One Programme. The Joint Steering Committee provides overall management of the One Fund and strategic leadership in determining the allocation of funds based on performance-based criteria. Norway and the United Kingdom gave seed funding and have pledged additional resources once the One Fund is operationalized. Spain has disbursed funds through UN Headquarters, while Canada, Finland, Ireland and Netherlands have also pledged contributions.

#### **Uruguay: One Coherence Fund**

UN agencies participating in the One Programme established the One Coherence Fund to bridge the 'funding gap' between their existing resources and the total cost of the programme. This fund is meant to streamline, simplify and increase harmonization and predictability of resources as well as to facilitate effective and efficient collaboration with the Government for the implementation of the One Programme. The One Coherence Fund supports the 'One Programme Steering Committee' to direct donor contributions to the unfunded elements of the programme. The UNCT has already received contributions from the Government of Norway and the Spanish MDG Achievement Fund totalling \$4.4 million.

#### **Viet Nam: Strong Government Leadership**

The Government of Vietnam considers the UN an important development partner and was one of the early proponents of UN reform at country level. The Prime Minister has been closely engaged in the 'Delivering as One' initiative, approving the 'Agreed Principles, Objectives and Instruments' to achieve One UN in Viet Nam and the terms of reference for the Tripartite National Task Force (TNTF). The TNTF, comprising the Government aid coordinating agencies, representatives from the donor community and participating UN Agencies, provides effective oversight of the UN reform process and operationalization of the 'Delivering as One' roadmap. The progress achieved so far is in large part due to the Government of Vietnam's strong leadership.

#### **Viet Nam: One UN House**

The vision for the Green One UN House in Viet Nam is to retrofit the current UN Apartment Building into an environmentally friendly and healthy UN House for all resident UN agencies in Hanoi, with cutting edge eco-design and technology. This energy-efficient House will serve as a demonstration building for eco-design in the ASEAN

region. To date Norway has pledged USD 1.8 million toward construction of the House, the United Kingdom USD 1 million, New Zealand NZD 500,000 and the UN Environment Programme USD 750,000, and the resident UN ExCom Agencies USD 1 million. Plans are being finalized for construction of the One UN House.

### 3.13 What challenges have the pilots faced?

**“Delivering as One” has not been easy, and the eight country teams have encountered various challenges, some of which have required active responses from agencies’ headquarters and regional structures.**

**Inclusiveness vs. strategic focus:** Striking the balance between inclusiveness and strategic focus and alignment is a critical challenge. Resident Coordinators and UNCTs have focussed on inclusiveness, but that has occasionally restricted their ability to prioritize and streamline the UN’s role and activities. The increased number of agencies involved in Delivering as One processes sometimes proves difficult for governments and Resident Coordinator Offices to manage, especially in countries with small UNCTs.

**Meeting increased expectations for funding:** Both governments and the UN system have higher expectations for funding availability through pilots, which increases the risk of unrealistic programming. If the new system cannot mobilize resources to cover the funding gaps, it could make prioritization difficult. UNCTs have expressed concern that in such cases UN agencies may resort to individual fundraising, which could reintroduce competition and disrupt the overall impetus towards coherence.

**Heavy workload:** Delivering as One has created a heavy initial workload at all. It has increased short-term start-up costs for UN agencies, including the transaction costs for some agencies’ internal reorganization. Some agencies found that their planning and budgeting approaches and their allocation of technical resources by theme or issue are sometimes difficult to reconcile with the country programming approach.

**Slow pace of change at Headquarters:** The pace of reform and change in HQ systems including approval processes, reporting requirements, human resources and IT, has been slow. UNCTs report insufficient guidance and sometimes slow support from HQ and Regional Offices, and occasionally conflicting messages and communications from agencies’ HQ and Regional Offices.

**Aligning capacity with needs:** It is a challenge to ensure that the skills profile of the UN Country Team matches the demands of the One Programme. UN activities are too often fragmented and focused on small downstream projects. Capacity assessments and subsequent plans are beginning to address areas where capacity is lacking.

**One Office takes time:** Of the four ‘Ones’, progress on the ‘One Office’ has been the slowest. Many of pilots report that the One Office is being addressed in 2008.



### 3.14 How is Delivering as One making the UN more effective?

**Delivering as One is increasing national leadership and ownership of UN country programmes, improving the strategic focus of UN country operations, strengthening the leadership role of Resident Coordinators, increasing accountability, encouraging more predictable, un-earmarked funding at the country level, and reducing transaction costs in both programme delivery and business operations. UN agencies better understand each others' mandates, expertise and business models, and are working together more effectively.**

Delivering as One is helping the UN to align its programmes and funding more closely to national priorities. It is strengthening government leadership and ownership, and it is ensuring that governments have access to the experience and expertise of a wider range of UN organisations in responding to their national priorities. At the same time, the initiative looks likely to reduce the administrative demands the UN places on government partners through lower transaction costs including the efficient use of time.

The pilots have also helped to allay many fears within the system. Some agencies had worried that by working together they would lose their individual visibility and consequently their ability to raise funds. The pilots have shown that these fears are unfounded. So far, donors have shown that if the UN country team develops a good programme with clear agency responsibilities, they are prepared to support it. It is hoped that this positive trend will continue.

However, while agencies need to work and plan together, it is a bedrock principle of Delivering as One that their individual responsibilities and accountabilities must remain clear. Each agency must be accountable for the results and resources entrusted to it. At the same time, with donors providing resources through a common budgetary framework for each UN country team, individual agencies have a clear incentive to plan and programme jointly.

Delivering as One has also made it clear that leadership by national governments is utterly indispensable. Without clear direction from leaders in programme countries and the necessary support from the governments that fund our activities, it would not be possible to make these essential changes to the way we do business.

These findings leave no doubt that we can make our UN Country Teams more coherent and effective. But it will take a sustained effort to ensure that these improvements continue. Delivering as One and overcoming the system's tendency to fragmentation will be a big challenge to the UN system. On the other hand, the work in the pilots and the system changes required to allow UNCTs to deliver results could result in a big improvement in the way the UN development system operates at headquarters, in each region and in each country. If implemented, the recommendations would ensure a tighter focus on performance, efficiency,

accountability and results within the UN system and enhance the role and voice of developing countries while securing and strengthening the UN's role at the heart of the multilateral system.

**More Government Leadership and Ownership:** The governments are increasingly engaged and feel more ownership of the UN programme, including its monitoring and oversight. Communication between the UN and governments, as well as the interaction of government with donors and other stakeholder, has improved thanks to more coherent UN Country Teams, led by Resident Coordinators working in tandem with government coordination mechanisms. In some instances, higher level government leadership than before has become involved, strengthening the overall coordination role and mechanisms. The guiding principle is that 'one size does not fit all'. The UNCTs are more effectively interacting with governments, listening to national priorities and finding ways to organize themselves in a way that best responds to such priorities such as national reform processes and national development plans, including the MDGs.

**More and better teamwork:** The new ways of working have allowed the UN system a much clearer division of labour, allocation of roles and responsibilities, and a commitment to common and individual results combined with accountability for each agency. The mechanisms deployed include Codes of Conduct and allocation of lead roles in theme/working groups, which have greatly facilitated the work of the UNCTs and ensured the employment of the appropriate experience and expertise of all agencies. Significantly, the UN family's more collaborative and coherent way of working has reduced the governments' burden of consultation and reporting.

**Better joint planning and programming:** The pilot UNCTs are exploring how to respond to national priorities through joint analysis, joint thinking, joint prioritization and joint budgeting. Through joint programming, UNCTs are now looking at the whole UN system in a more inclusive way, drawing on the relevant mandates, experiences and expertise of all UN agencies to address national priorities. The pilots have set up institutional mechanisms to facilitate the joint management of programmes. Joint programming is enabling the pilots to respond better to national priorities.

**More relevant programming:** The One Programme has improved consideration of cross-cutting themes and the normative agenda, and has boosted the UN's ability to engage in the upstream work expected by governments. It has resulted in the increased consideration of the experience and expertise of all UN agencies, including the non-resident agencies. This policy support role has allowed the UN system to advocate more coherently for national priorities and the MDGs.

**Wider and deeper agency involvement:** "Delivering as One" has improved the ways in which UN agencies work together, including specialized agencies and non-resident agencies, which report having gained a better understanding of each other's mandates, expertise, business models and comparative advantages than before. Several issues we work on have seen increased emphasis, notably support to the productive sector, employment, trade, protection of

the environment, and adaptation to climate change. This improvement has emerged from a process where UN agencies that aren't physically present in the pilot countries have been able to spend more time advising their governments without having to set up costly offices.

**More effective leadership:** There has been an increased recognition of the function of the Resident Coordinator as the UNCT leader and appreciation of the benefit the role brings, helped by moves to clarify the roles and accountability of both the Resident Coordinator and agencies. The deployment of UNDP Country Directors is helping Resident Coordinators to fulfil their coordination role by freeing up space for them to pay more attention to Resident Coordinator system issues.

**More transparent and effective funding frameworks:** New mechanisms such as One Budgetary Framework and One Fund have proved to be effective tools, while UNCTs and governments also recognize their flexibility, since not all resources have to be channelled through the One Fund. Partners, including governments, have a fully transparent overview of UN activities, financing and funding gaps. The new approaches allow for identifying funding shortages and initiating joint resource mobilization at country level. Resource mobilization, including in partnership with the UN, is rising higher on Governments' agenda, and some donors have actually provided additional funds for pilot projects and committed themselves to increase programme funding through un-earmarked windows. All the pilots see One Fund as a tool to mobilize donations for the "unfunded" results of the One UN Programme. One Fund also shows potential to help the UN respond more strategically to national priorities and reduce competition among UN agencies.

**Increased efficiency and reduced transaction costs:** While it is too soon to comprehensively assess the actual extent to which the Pilots have served in reducing transaction costs, especially for the Governments, the early impressions are positive. Some Government stocktaking reports have indicated that there are already tangible reductions in transaction costs, but this has yet to be thoroughly evaluated or costed.

### 3.15 What are the pilot country governments saying about Delivering as One?

**The pilot country governments have been very supportive and positive in their comments about Delivering as One so far.**

The 2007 stocktaking reports provide more details. Here are a few quotes from government officials.

*"The successful implementation of this initiative will have its foundation on the positive and fruitful experience we had in designing this Programme and in the identification of the priorities through a very constructive dialogue of the Government with the UN Resident Coordinator and other UN participating agencies."*

—Gazmend Oketa, Deputy Prime Minister, Republic of Albania

*“We have established a good structure and a good process. Delivering as One in Albania is a success and we expect it to continue.”*

—Second Secretary Andris Stastoli of the Permanent Mission of Albania to the United Nations

*“The Government’s appreciation to date is positive and can count certain advantages, namely, the inter-activity between national partners which has become easier and more coherent due to the fact there is only One Representative for the four Agencies, the procedures have become more flexible, with significant impact on disbursement rates which average around 90%. Furthermore, national sectors have been involved either in the formulation of annual work plans or in the implementation of activities, which in turn has greatly facilitated national ownership and leadership.”*

—Ministry of Foreign Affairs, Cooperation and Communities, Cape Verde

*“[W]e noticed more and more harmonized assistance programmes, not only of the resident UN agencies in Mozambique but also of whole UN agencies; the United Nations are more and more taking into consideration the priorities of the country; all United Nations Team is being able to mobilize Development Partners to the Joint Programme.”*

—Dr. Alcinda António de Abreu, Minister of Foreign Affairs and Cooperation, Republic of Mozambique

*“Since the launch of the pilot, the Government of Rwanda has seen strong progress. Firstly the UNDAF was prepared over the course of 2007 considering the priorities set out in [Rwanda’s] Economic Development and Poverty Reduction Strategy. This will help align UN activities with national priorities over the next five years.”*

—James Musoni, Minister of Finance and Economic Planning, Republic of Rwanda

*“We are confident that the outcomes will be positive and a successful pilot programme will be developed.”*

—Akram Malik, Secretary of Economic Affairs, Pakistan

*“One of the most visible changes generated by the pilot is the enhancement, in terms of quality and quantity, of the joint programming across Agencies and between the UN System and the Government, not only as part of the Joint Programme but in four joint projects presented to the “Spain MDG Fund”, as well as in other actions. Another result to be highlighted is the alignment of Agency cooperation programmes and the CCA/UNDAF, and the alignment between national priorities and the strategic objectives of the national Government....”*

—Reinaldo Gargano, Minister of Foreign Affairs, Oriental Republic of Uruguay

*“The pilot process has been going so well up to now. One Fund has been operationalized and Donors have started to contribute into it.”*

—Government of the United Republic of Tanzania

*“We are very pleased to see considerable progress being made with the five pillars of the One UN Initiative including the One Plan, One Budget, One Set of Management Practices, One Leader and One House. ... All of the ‘Five Ones’ are mutually re-inforcing and implemented together they should definitely enhance the UN’s capacity to make strategic decisions. ”*

—Cao Viet Sinh, Vice Minister, Ministry of Planning and Investment, Socialist Republic of Viet Nam

### 3.16 What important lessons are we learning from the pilot exercise?

**The key lessons so far from the pilots are that government leadership and involvement is essential; strategic joint programming that aligns with national priorities has to grow from the UNDAF; greater Resident Coordinator and UNCT accountability builds crucial trust; and more and faster guidance from headquarters is necessary to support change.**

All eight pilot countries confirm that government leadership and involvement is essential for UN coherence, and for ensuring that the UN system as a whole is aligned with national priorities within a country. Inclusion of line ministries and not just central ministries at all stages of the process helps define and implement the One Programme and government leadership determines the scope and nature of the One Programme. Future focus should be on exploring how to align UN assistance best with national development priorities and strategies, drawing on the lessons and experiences emerging from the pilots.

Strategic joint programming that aligns with national priorities has to grow from the UNDAF. The experience of Rwanda in building the One Programme in conjunction with the UNDAF roll out has proven to be a more rational way of building coherence than starting in the middle of a five-year programme. If countries fully implement the new generation UNDAF guidelines, they would provide effective tools for building programme coherence at the country level, including the One Programme.

Greater Resident Coordinator and UNCT accountability and clearer definition of their roles and responsibilities have been valuable in the team-building and mutual trust that are essential conditions for the UN system to deliver as one.

While the pilots’ autonomy has allowed countries to explore different approaches to coherence, it is clear that the UNCTs could also have benefited from more headquarters guidance and more robust and regular communications from agency headquarters to staff and more inter-agency missions, in addition to faster responses from them to the challenges facing the UNCTs.

#### **Lessons Learned**

1. Government ownership and leadership is vital.
2. UNDAF guidelines and other existing tools are sufficient for UN Country Teams and governments to make UN programming more coherent.

3. Important organizational mechanisms need to be put in place to support these new ways of working together: steering or coordination committees at the highest level of government, thematic or outcome clusters with UN and government representatives that provide closer oversight, and a mutual accountability framework that sets the role and responsibilities of the RC and UNCT members.
4. We need to fully clarify the mutual accountability between Resident Coordinators and Country Teams. Doing so will help teams set strategic priorities the One Programme and for resource distribution when there is not enough funding.
5. We need to develop a clear formula for involving non-resident agencies and specialized agencies in coherent country programming, and better balance inclusiveness with strategic focus.
6. The best time to launch a plan to work together more coherently is at the beginning of the UNDAF formulation process.
7. The common operational document has helped to simplify the programming process but more can be done.
8. "Delivering as One" creates a heavy workload in the initial stages. Phasing the various "ones" over a period of time would help to avoid an excessive increase in work.
9. The quality of the results framework defines the quality of the monitoring and evaluation framework and ultimately defines how well we can evaluate the impact of working together more coherently.
10. The operational aspects of working together can lag unless they are given equal attention from the beginning.
11. Changes in the UN Country Team's leadership and key staff positions should be avoided during the change management process.
12. We need to do more to clearly explain the strategic intent of Delivering as One and define how we will evaluate it.
13. We need to more precisely define how Delivering as One can and should reduce transaction costs.
14. The UN Country Team should conduct an assessment of its capacity to implement the One Programme early in the programme formulation process.
15. Country Teams need a more vigorous and systematic system of communications from headquarters.

### 3.17 How is the pilot initiative to Deliver as One being evaluated?

**The pilot phase will conclude in 2010 with an evaluation of the results by the UN Evaluation Group. It will then be up to the Member States to determine how the UN should proceed.**

The pilots and the governments of the pilot countries conducted an informal stocktaking exercise in 2007 and will do so again in 2008.



The UN Evaluation Group is looking at the pilots to see how well they Deliver as One. It has been making sure the necessary information systems, benchmarks and baselines are in place. It has done “evaluability” reports on each of the pilots. These are available via [www.undg.org](http://www.undg.org). The UN Evaluation Group began formally assessing the pilots in 2008. When its evaluations are complete it will reporting back to the UN System Chief Executives Board. Three Evaluation Group reports are planned:

1. an assessment of the evaluability of Delivering as One (completed in 2008);
2. a process evaluation of the pilot experience for Sept. 2009, which will provide input to the 2010 Triennial Comprehensive Policy Review; and
3. an evaluation of the results and impacts on development for 2011.

The pilots are also conducting capacity assessments of their UN country offices. These assessments have the potential to be significant drivers of positive change. They are establishing what countries want from the UN, what the UN is currently able to provide, and where the gaps are. We hope they will help the UN to focus on areas where it can truly deliver.

### 3.18 How will the pilot initiative continue?

**The pilot countries have demonstrated great results in setting up the necessary processes and mechanisms. They are continuing with a keen sense of their need to deliver programme results and save transaction costs to plough back into country programmes.**

In 2008, good implementation and delivery of results in programme areas and the reduction in transaction costs are the clear and highest priorities of the pilot country teams and agencies at regional and headquarters levels.

The pilot countries need to have the requisite capacities at country level to deliver on the results contained within their One Programme, as agreed with national and international partners. Inter-agency change management teams are now working with UNCTs to assess their existing levels of capacity to deliver and to identify what is further needed, so that the required capacity is firmly in place over the medium term.

### 3.19 What are “self-starter” countries?

“Self-starters” is a informal description for countries that have moved ahead on elements of UN Coherence on their own initiative. They are not new pilots, and there is no official list of these countries, but they may offer some useful lessons for other country teams. DOCO and the Regional Managers Teams are working together to support country teams that want to united and deliver better support to countries within existing TCPR guidance.

### 3.20 When will the pilot phase end?

**The pilot phase will conclude in 2010 when the UN Evaluation Group has completed its assessments of the pilots and delivered its report to the Chief Executives Board. At that point the General Assembly will have the opportunity to discuss the evaluation and take into account any conclusions for the 2011 Triennial Comprehensive Policy Review. Further work by the pilot country teams will be guided by the TCPR and UN governing bodies.**

### 3.21 What happens next? Will there be more pilot countries?

**There are currently no plans to have more pilots. However, over 30 countries have already started putting some elements of this approach into practice on their own initiative with full government leadership.**

Many governments and country teams are increasing the coherence, effectiveness and efficiency of the UN system in their country by implementing the provisions of the TCPR resolutions. For example, several non-pilot countries have voluntarily begun or outlined plans to complement their UNDAFs with common programming plans or operational documents.

In cases where the Government and the UN Country Team have a shared interest in applying some of the approaches developed in the pilots, the General Assembly has agreed that they are free to do so. In all cases the process must be nationally owned and driven, and tailored for the country's unique needs and circumstances. The most appropriate time to consider beginning such a process is during the preparation of a new UN Development Assistance Framework. The UN Development Group is ready to assist countries and UNCTs that are interested in advancing CER.

System change will continue and headquarters will provide more support to the pilots and other UNCTs that are exploring and implementing innovative ways of working together, as requested by national governments.

There will be closer harmonization of business practices at the country level, with support from headquarters and regional offices. Harmonization of Human Resources, IT, finance, reporting and audit systems is paramount.

Ultimately results will be measured through programmatic substance, not process. What matters is how we deliver better.

### 3.22 What do the pilots need from the rest of the UN system?

**The Pilots need help to balance inclusiveness with strategic focus, and authority with accountability. They need UN organizations to simplify and harmonize many of their**

**different business practices, which have become obstacles to a more coherent UN at the country level. They also need UN agencies to give their country representatives consistent incentives, instructions and messages that support the effort to Deliver as One.**

The UN country teams striving to Deliver as One say they need very clear messages from headquarters that they have to stop seeing themselves only as single agencies and increasingly think and act as a system. Consistent and unambiguous messages supporting the coherence process from UN agency HQs are vital to sustain the efforts the country teams are making. The UN as a system needs to explore how to ensure that savings and efficiency gains are put back into programming for use in the country where the savings have been realized.

The UN Development Group and the Chief Executives Board must capitalize on the window of opportunity from the pilots' strong performance to accelerate efforts to harmonize and simplify business practices, particularly in human resources, financial systems, IT and procurement. Incompatible systems remain major obstacles to working and programming together.

While the introduction of the harmonized approach to cash transfers (HACT) stands as a positive exception, more UN agencies need to adopt it as a common tool and harmonize financial rules and procedures in order to realize meaningful efficiency gains and reduce transaction costs for national partners. The UNDG and the CEB's High-Level Committee on Management are working on these issues.

### **3.23 What are UN organizations' headquarters doing to support Delivering as One?**

*[This question has been sent to each agency to get sample answers.]*

#### **UNIFEM**

"The establishment of "Delivering as One" Pilot Countries offers an unparalleled opportunity to explore how the UN development cooperation system can in fact deliver as one. In the context of the ongoing Member State debates on system-wide coherence in the work on gender equality, the TCPR 2007 reemphasizing the importance of gender equality and calling upon the UN system to avail itself of the technical expertise of UNIFEM, as well as in light of the MDGs and the wide ranging international and domestic commitments to gender equality, the "Delivering as One" Pilots challenge the UN System to match rhetoric with action.

At a corporate level UNIFEM has chaired the UNDG Task Team on Gender Equality which undertook three initiatives to strengthen understanding of the potential and constraints to more consistent and coherent action on gender equality. Initiatives were in the form of the following:

- a. From Checklists to Scorecards (a review of accountability for gender equality in the policy frameworks of ExCom agencies and ILO);

- b. Gender Equality in Common Country Programming (a desk review of the last generation of UN Development Assistance Frameworks (UNDAFs) and 3 country-based reviews;
- c. A gender analysis of the 2004, 2005, and 2006 Resident Coordinator annual reports.

An important result of the Task Team's work has been the development of UNCT Performance Indicators for gender equality and women's empowerment which has been recently rolled out by the undg to UNCTs and an Action Learning initiative on holistic common country programming for gender equality in selected countries, which is expected to commence later this year.

UNIFEM continues to support DOCO's efforts to provide technical assistance to these processes. UNIFEM also co-chaired and actively participated in the undg Working Group on Programmes and Policies and currently chairs the undg Working Group on Programming Issues which works to provide guidance to the country teams on programme coherence, effectiveness and efficiency."

## 4 Statements by Member States and UN Officials

### 4.1 What are UN Member States saying about how the UN system should work together and deliver better?

The General Assembly and other UN governing bodies have welcomed the UN family's efforts to work together more coherently and called for further progress. The 2005 Paris Declaration on Aid Effectiveness, which UN Member States have welcomed, expanded on this agenda with an emphasis on making agreed policies operational. The Triennial Comprehensive Policy Review resolutions of 2004 and 2007 call for us to improve operations at the country level through more relevant and coordinated programmes, improved delivery and increased leadership and ownership by governments of country programmes.

The Member States agreed on the following in the 2005 World Summit's landmark outcome document:

*"We further reaffirm the need for the United Nations to play a fundamental role in the promotion of international cooperation for development and the coherence, coordination and implementation of development goals and actions agreed upon by the international community, and we resolve to strengthen coordination within the United Nations system in close cooperation with all other multilateral financial, trade and development institutions in order to support sustained economic growth, poverty eradication and sustainable development."*

The member states also called for increasing system-wide coherence by:

- *Strengthening linkages between the normative work of the United Nations system and its operational activities;*
- *Implementing current reforms aimed at a more effective, efficient, coherent, coordinated and better-performing United Nations country presence with a strengthened role for the senior resident official, whether special representative, resident coordinator or humanitarian coordinator, including appropriate authority, resources and accountability, and a common management, programming and monitoring framework;*
- *Inviting the Secretary-General to launch work to further strengthen the management and coordination of United Nations operational activities so that they can make an even more effective contribution to the achievement of the internationally agreed development goals, including the Millennium Development Goals....<sup>1</sup>*

The General Assembly's **2007 Triennial Comprehensive Policy Review of operational activities for development** (TCPR) specifically mandates the UN system to become more

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<sup>1</sup> A/RES/60/1 2005 World Summit Outcome, p. 36

coherent, effective and efficient, and to simplify and harmonize business practices. It endorses the UN Development Assistance Framework as the common planning tool for all the funds and programmes and a framework for the full UN system, and says it should be the basis for progress in aligning the UN response to national priorities and the national planning cycle, as well as the basis for the Resident Coordinator to report to the Government on progress made against agreed results.

The 2007 TCPR states that the Resident Coordinator System has a key role to play in the effective and efficient functioning of the UN at country level, and urges the UN system to provide further financial, technical and organizational support for the RC System. It recognizes the central role of Resident Coordinators in improving the UN system's response to national development priorities, and says the RCs should report to national authorities on progress made against the results agreed in the UN Development Assistance Framework. It also says UN funds, programmes and specialized agencies should "step up" their efforts to rationalize their country presence through common premises, and where appropriate to implement the joint office model and expand common shared support services and business units in order to reduce overhead costs.

In 2008, several Member State governments told the co-chairs of the General Assembly discussions on System-wide Coherence that they are eager and impatient for the UN development system to become more coherent, more efficient, and more effective in meeting the needs of their people, and more aligned with their national strategies.

The governments of the eight pilots have said very clearly and firmly that "Delivering as One" is making significant progress. A large and growing number of other developing countries are coming forward to embrace these new approaches. In the Maputo Declaration of May 2008, pilot government representatives formally asked the General Assembly to encourage them on the path they have chosen.

*"The concept of One Leader (Presently called RC) needs to be strengthened. There needs to be a One Leader with actual authority and influence over the entire UN System at the country level. The UNRC needs to have a decision-making authority, over-and-above the UNCT..."*

—Akram Malik, Secretary of Economic Affairs, Pakistan

*"We call with strong voice of urgency, for change of the UN tradition of fragmentation."*

—Government of the United Republic of Tanzania

*"We have planted forest of UN flags in various countries. We need a more unified approach in order to help the poorest developing countries more. We can work far more efficiently if we pool our resources in a single programme in each country".*

—Jan Peter Balkenende, Prime Minister of the Netherlands, 62<sup>nd</sup> General Assembly

*"The Government expects the One UN initiative to move beyond coordination toward One UN and to strengthen the UN as a competent and effective partner of the Government in support of*



*the national development for the benefit of the people of Viet Nam. We share the belief with the Country team that the UN has a vital role to play in Viet Nam's development and that it can fulfil its mission more effectively by focusing the UN support on areas of direct relevance to the UN's mandate and comparative advantages. We expect to see a transformed UN with unity of purpose, coherence in management and efficiency and effectiveness in operations to help Viet Nam address key development challenges..."*

— Cao Viet Sinh, Vice Minister, Ministry of Planning and Investment, Socialist Republic of Viet Nam

*"The diverse elements of the United Nations [have] to work together in a more coherent way to deliver more effectively the services needed by the ultimate beneficiaries of the cooperation, the population."*

—Augustine Mahiga, Ambassador and Permanent Representative of Tanzania to the United Nations

*"The expectations are very high because what is being built, through this bottom-up approach, is a new paradigm to assure more effective cooperation for development. We need to break old ways of doing things."*

—Augustine Mahiga, Ambassador and Permanent Representative of Tanzania to the United Nations

*"New initiatives require additional funding, and it is good to see how developed countries are responding positively to this challenge."*

—Paul Kavanagh, Ambassador and Permanent Representative of Ireland to the United Nations

*"It takes three to tango: not only a more coherent UN system, but also more coordinated and coherent Governments and public institutions and finally also a more coherent donors community supporting the Delivering as One process."*

—Augustine Mahiga, Ambassador and Permanent Representative of Tanzania to the United Nations

*"We hope that the idea of having One Programme will progressively move to become the activity of the whole UN system in each country, taking the place of the proliferation of diverse parallel activities. The Joint Programme is a qualitative change, with which we will be able to respond to national priorities and necessities."*

—Paul Kavanagh, Ambassador and Permanent Representative of Ireland to the United Nations

*"The central issue is that we are re-shaping the UN's efforts to demonstrate results in its work. In this moment, we can say that the reform is moving in the right direction"*

—Paul Kavanagh, Ambassador and Permanent Representative of Ireland to the United Nations

(More quotes are available from DOCO. Statements on system-wide coherence are archived here: <http://www.undg.org/index.cfm?P=32>)

## 4.2 What is the status of Member States' discussions about System-wide Coherence?

The General Assembly began informal Consultations on UN System-wide Coherence in 2007 with its 61st session, and continued them in 2008. In the 63<sup>rd</sup> session, that work is continuing focused on the Delivering as One pilot initiative, the harmonization of business practices (implemented principally through the High-Level Committee on Management), funding for development operations, governance, and gender equality and the empowerment of women.

On a more routine basis, the UN through the General Assembly reviews progress on reform of operational activities for development every year through the review of the implementation of the Triennial Comprehensive Policy Review. Other aspects related to management reforms, the review of mandates, environmental governance and humanitarian affairs are proceeding in different tracks.

Regarding the gender architecture and entity, no consensus has been reached yet and member states will continue discussing the issue during the 63<sup>rd</sup> session of the General Assembly. The key areas of focus will be on its ability to set standards, guide and coordinate the system as a whole and UNCT in particular, in the mainstreaming of gender.

Many documents and statements from these meetings are available at:

<http://www.undg.org/index.cfm?P=32>

## 4.3 What are the senior officials of the UN system saying about uniting and delivering better support to countries?

**The Secretary-General, Deputy Secretary-General and all the heads of the funds, programmes and agencies have made it clear that they want all UN staff to support a united system that delivers more effectively and efficiently.**

*“How we improve the ability of the UN to deliver in development, humanitarian assistance and the environment is something in which we all have a wider stake...It is a matter of life and death to millions of men and women and children around the world who depend on us to meet their basic human needs.”*

—UN Secretary-General Ban Ki-Moon

*“What can we do—together, right now—to help build a stronger UN for a better world? To deliver for those in need? Above all, I invite you to ask: am I doing my best for the team?”*

— UN Secretary-General Ban Ki-Moon

*“As an organization, we are still too bureaucratic, too feudal in serving our little kingdoms, sometimes too egotistical. We forget that we are a team, working together for a greater good.”*

— UN Secretary-General Ban Ki-Moon

*“Our work is urgent. Let us infuse it with a sense of speed and urgency—the passion of accomplishment. Let us not confuse our inner world—the physical halls of this UN—with the real world. Let us always put real-world results ahead of bureaucratic process.”*

— UN Secretary-General Ban Ki-Moon

*“One UN is not a slogan. It is a management imperative. It is the first principle of effectiveness. It is the thing I will watch most closely.”*

— UN Secretary-General Ban Ki-Moon

*“We must all be on notice: working together shall be the litmus test of your success in heading our departments, agencies and programs.”*

— UN Secretary-General Ban Ki-Moon to the UN Senior Management Team, Turin, Italy, Sept. 2, 2008

*“The only way to change the culture of the UN is through teamwork.”*

— UN Secretary-General Ban Ki-Moon

*“We must acknowledge how resistant we are to change. It cripples us in our most important job—to function as a team.”*

— UN Secretary-General Ban Ki-Moon

*“We are here to act. We are here to deliver results. We are agents of change. Our job is to change the UN—and, through it, the world.”*

— UN Secretary-General Ban Ki-Moon

*“We must change our UN culture. We must move faster. Simplify. Deregulate. De-centralize. Break down barriers and create more mobility within the organization, so that we can draw more fully on the talents of our staff.”*

— UN Secretary-General Ban Ki-Moon

*“If water does not flow, what happens? It grows stagnant. I want continuous change, dynamism, creativity.”*

— UN Secretary-General Ban Ki-Moon

*“[S]trengthening the capacity of the United Nations system to assist countries requires continuous improvement in effectiveness, efficiency, coherence and impact, along with a significant increase in resources.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“At the national level, we need to support the central role of the Resident Coordinator in improving the UN's effectiveness in responding to country priorities. At Headquarters, we need to simplify and harmonize business practices. We can also strengthen coherence based on the experience gained in the eight pilot countries, which continue to attract attention from Member*

*States.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“The United Nations wants to provide more coherent support to Governments in their efforts to reduce poverty and achieve economic, social and political growth.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“‘Delivering as One’ means harmonizing our business practices. It means changing the type of assistance. And it means doing our utmost, under the leadership of the Government, to help nations put together their own national strategies to meet the needs of their citizens.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“Reform is never easy. But we are fortunate in that we agree on what has to be done. The United Nations needs to be more effective and accountable in its day-to-day work on the ground. International development partners must maintain or even further increase the level of support as the programme expands.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“[R]eform is not an end in itself. It is a tool with which we are working to achieve our larger goals: to reduce poverty, to put more children in school, to increase access to antiretroviral treatment for people living with HIV, to deal with soaring food and fuel prices, and to address global threats that endanger people not only here in Tanzania, but across Africa and throughout the world.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“We need to seize this opportunity, and reflect with open minds on how we can keep moving forward, how we can make the UN system more efficient, effective and coherent. As we move ahead, I urge all of you to keep a focus on the ultimate objectives: a UN that makes a real difference in the lives of the people that it serves, a UN that provides meaningful support for national development priorities and a UN that helps countries to attain the internationally agreed development goals, including the MDGs.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“[W]e have also seen how the UN's work on development and the environment is often fragmented and weak. Inefficient and ineffective governance and unpredictable funding have too often contributed to incoherent policies, duplication and operational paralysis across the system. [A]s we are too well aware, cooperation between organisations has been hindered by competition for funding, mission creep and outdated business practices. We cannot and we are not standing idle in the face of these challenges. We must keep working together to reduce this fragmentation and increase our effectiveness, efficiency and coherence as a development partner for governments.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“[N]ational ownership and leadership is an essential component of increased coherence. It's clear that we can only support national priorities by working together as one UN system, bringing together our respective capacities and expertise.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“[T]he Pilot experience has achieved important strides in encouraging and enabling the UN system to work together as one, with a positive change in attitude and a greater drive to work in partnerships for greater impact -- a message that again, I hear from governments and from the UN organisations themselves.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“We need to recognise that the slow pace of reform and change at Headquarters is hindering the Pilots. We have to ensure that the global tools and processes are in place to support and strengthen a more efficient UN at the country level. There needs to be increased clarity on RC authority and mutual accountability within the UN Country Team.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“I wish to see everyone working together to ensure that we implement the One Programme in the eight pilots; and we have to ensure that they show real results. We must also ensure that governments remain engaged and in the lead as we address the remaining difficult issues -- including transaction costs-- that are critical to the broader discussions on UN efficiency and coherence.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“[A]s a system we need to distil the lessons we are learning from the pilots, and apply them to other UN country teams -- where it's appropriate and requested by Member States. This gives us an important opportunity to realise the UNDAF as a key instrument in bringing us together to apply our mandates and expertise to supporting national priorities.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“[T]hose of us at Headquarters need to take full responsibility for providing our colleagues at the country level with the support and flexibility they need as they respond to national requests to become more coherent and efficient. In particular, we need to harmonize our business practices more quickly and effectively.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“[T]hrough the Pilots, agencies were able to promote their mandates within the framework of UN agency cooperation, and that technical and advisory roles in their respective substantive mandates were reconfirmed, accepted, and strengthened. [T]he Pilots have encouraged many UN organisations to introduce internal adjustments to adapt to the changes stemming from this process.”*

—UN Deputy Secretary-General Asha-Rose Migiro



*“As we move forward I would like to see even greater inclusiveness and more progress in how specialized agencies adjust their planning and budgeting systems to support robustly the Delivering as One pilots and greater UN coherence at the country level. We need to have Oneness in our own agency to support Delivering as One more effectively. All this we must do while keeping national development priorities permanently in mind.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“[W]e need the UN’s development operations to become less fragmented and more effective. [I]nitial feedback indicates that the eight Delivering as One pilots are making the improvements that you, the member states, have collectively called for. [J]ust as the pilots are working together as one at the country level, we too need to work together as one to support them.*

—UN Deputy Secretary-General Asha-Rose Migiro

*“[C]omplexity and fragmentation has become a challenge for the UN and our partner governments. We have seen that it is particularly challenging for the smaller, least developed countries to invest the necessary time and resources into working with the many agencies of the UN system. It diverts precious resources away from development and into administration. And it makes the UN less coherent and efficient as a development partner.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“If the UN, with its uniquely inclusive governance structures, is to remain a significant source of development assistance, technical advice and advocacy, then we must change the way we work. And the General Assembly, in the 2007 Triennial Comprehensive Policy Review, has provided us with very clear directions on how we pursue this change. We must respond to national development plans and priorities, through increased effectiveness, efficiency, and coordination to deliver better results. The TCPR also emphasises the central role of the Resident Coordinator and the UN Development Assistance Framework in achieving this greater alignment with national priorities, and greater coherence in supporting them.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“The initial feedback we have received indicates that the Delivering as One pilots are enabling the UN to become more effective at the national level. [T]he pilots are truly aligning themselves with national development plans. And national governments have become indispensable partners in driving the process forward. Through the Pilots, the UN system is working together as a whole, bringing together its mandates and experiences to more strategically support national partners in achieving their national development plans and priorities. In this sense, the Pilots are really a series of small but important, practical steps that are steadily carrying us forward towards supporting greater development impact. As we say in Tanzania, “haba na haba hujaza kibaba” — “little by little, a little becomes a lot.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“We are Delivering as One to make our development operations more coherent and effective, to harness expertise from across the UN System, and to create synergies that can help countries*



*achieve the Millennium Development Goals and other development objectives. When you and our partners ask, “what is the UN doing for my country, or for the countries I work with?” — Delivering as One will mean that we can finally give you a complete response that shows clear results for the entire UN System as aligned with national priorities. From the initial feedback, there are positive indications that this is already starting to happen in the pilots.”*

—UN Deputy Secretary-General Asha-Rose Migiro

*“[T]he programming of the UN agencies, the many UN agencies active in these countries, has now been coordinated in a much stronger way. A big fraction, not always the same fraction, of UN activities now comes under the heading of one programme. Of course each agency will still be in charge of implementing that programme, so the responsibility of implementation still stays with the individual agencies. But it does take place in a much more strongly coordinated framework.”*

—UN Development Group Chair and UNDP Administrator Kemal Derviş

*“There has also been successful pooling of donor funds in the pilot countries, so that instead of the donors providing their assistance in a completely decentralized way, a good chunk of that assistance is now pooled in UN country funds. That will allow a more coherent approach and support the One UN programme also on the funding side.”*

—UN Development Group Chair and UNDP Administrator Kemal Derviş

*“[T]he objective is delivering as one and delivering in a coordinated way. The objective is not, and has never been, to merge the UN institutions into one large organization, or into even two or three large organizations. I think that is quite unrealistic. Each UN organization has a different mandate, a different governance structure, a different funding structure. UNDP is funded very differently than the World Health Organization or the Secretariat. These funding structures are separate, the governance structure is separate – we have our own boards to whom the organizations are accountable. It is impossible to merge all of this into one mega-organization. What is possible, through the coordination mechanisms that we are piloting in these countries, is to deliver as one, to deliver as part of a harmonized programme, to cut down on the duplication, to increase efficiency, and to also encourage the donor community to pool their funds so that we don’t have dozens and dozens of different channels which increases the probability of duplication and lack of efficiency.”*

—UN Development Group Chair and UNDP Administrator Kemal Derviş

*“[W]e really want to learn from the best practices. It may be that in one particular area, UNICEF actually has the best practice. So learning from that best practice and widening it and generalizing it to the other funds and programmes and specialized agencies will be useful. In another case, the best practice may be with somebody else. UN coherence should not be understood either as a merger of UN agencies or as automatically or mechanically following the rules of one particular part of the system, whether it be the Secretariat, one of the funds and programmes, or one of the specialized agencies. It’s the search for harmonized procedures and best practices, from which everybody can learn.”*

—UN Development Group Chair and UNDP Administrator Kemal Derviş

*“Now the challenge will be how to apply the lessons gained from these pilots, and the procedural changes and improvements much more broadly, with the support of the intergovernmental process, because it is not something we can decide on our own.”*

—UN Development Group Chair and UNDP Administrator Kemal Derviş

*“We know it’s not possible to produce one voice. But we can deliver as one and communicate in a coherent and consistent manner.”*

—UN Under-Secretary-General for Communications and Public Information Kiyotaka Akasaka

*“We’ve made huge progress on UN coherence at the country level, mostly thanks to the hard work done by our Resident Coordinators, UNCT members and coordination support staff, as well as their counterparts in the headquarters working groups. Things are moving in the right direction, but there’s still a lot of work to be done to ensure that UN development operations remain relevant in the 21<sup>st</sup> century.”*

—Sally Fegan-Wyles, Director of the Development Group Office (now DOCO), 2001-2008

## 5 The Way Forward: What We Will Do

### 5.1 What does the UN system need to do to unite and deliver more effective support to countries? What challenges do we need to overcome?

**All parts of the UN system now have to work together and become more coherent, effective and efficient. We must balance donor and programme country priorities, provide demand-driven support based on our comparative advantages, support national ownership and country-driven programming, harmonize and simplify business practices between agencies, delineate the management and accountability framework for the Resident Coordinator System, define and respect resident coordinators' authority and accountability, plough savings back into programming, and change our culture to move faster and focus on results.**

The UN Development Group has identified the major obstacles that impede UN agencies from working together more coherently and effectively and has developed policies to address many of them. However, in many cases, new and agreed procedures have not translated into real progress on the ground, because there have not been proper incentives for staff and management. The UN system still largely bases career incentives on what people achieve for their individual agencies, not for the UN as a whole. Performance on system-wide objectives only counts in the assessment for Resident Coordinators, although this is slowly changing. UNFPA has led the field by adding recognition for work on behalf of the system to its performance appraisals and other UNDG members have agreed that they must do the same.

Financial resources play an equally crucial role in driving change, or in some instances impeding it. Funding for the UN system remains primarily agency-specific. The shift from core to extra-budgetary funding over the last 15 years has increased competition between agencies for resources and encouraged them to work and raise money separately. This motivates staff to work to increase individual agency visibility in order to generate funds for their parent agency. Through the “One Fund” and “One Budgetary Framework” in the Delivering as One pilots and through instruments such as basket funds and multi-donor trust funds, this is also beginning to change, encouraging agencies to cooperate more closely in resource mobilization, with support from the Resident Coordinator for all agencies.

**Balance donor and programme country priorities:** There's a great deal more that we need to do in the wider UN system to support the pilot process. We have to balance the demands of donors, who want to see increased coordination, rapid changes and clear results as soon as possible, with the concerns of developing countries that coordination will take money away from programmes, or that coherence could lead to a reduction in UN operations or new aid conditionalities. We must convince donors to continue funding our efforts, and convince programme countries that these changes will lead to a UN that serves them better.

**Provide demand-driven support based on our comparative advantages:** Each agency needs to look at its full mandate and then in each country identify the parts of their mandate that would be particularly useful there, in which the UN system has a comparative advantage and the capacity to provide truly relevant assistance that can make a serious impact. We have to do fewer things in a bigger and better way. Member States expect UN agencies to exercise the discretion to apply their mandates in the ways that make the biggest difference.

**Support national ownership and country-driven programming:** We need to work out the best ways to support the central concept of national ownership. UN organizations need to shift to a country-focused planning and programming process. Developing countries have made it very clear that they will decide what programming is done in their countries. It's up to the UN to provide the best response it can to those needs.

**Harmonize and simplify at the agency and system level:** We must also realize that there is only so much the pilots can accomplish unless we make parallel progress at the global level in overcoming fragmented UN agency governance, and operational issues such as proprietary policies, systems and tools. We must increase the emphasis on harmonizing business practices at the country level with support from HQ and regional offices. The CEB and its three pillars (HLCM, HLCP and the UNDG) must put their assets together and accelerate the timetable for harmonizing our human resources, IT, financial architecture, audit, and other practices.

**Delineate the management and accountability framework for the Resident Coordinator System:** We need to further delineate the UN Development Programme's two roles as manager of the resident coordinator system and provider of development assistance in its own right. During 2008, we hope to reach as good a solution as possible on the separation between UNDP's activities on behalf of the UN (mainly the RC System), and its activities as a development agency. The first and most important building blocks are in place: putting Regional Management Teams in charge of assessing resident coordinators, and using those RMT assessments in for placing RCs in future positions.

**Define and respect resident coordinators' authority and accountability:** We need to further institutionalize the role of the Resident Coordinator in the system, with the appropriate authority, resources and accountability framework. That includes a global Code of Conduct to consolidate and strengthen the Resident Coordinator role. We also need stronger dispute resolution mechanisms at the headquarters level. The full UN system needs to uphold and respect these guidelines on the role of the RC in order to maintain coherence.

**Plough savings back into programming:** We need to identify the best ways and means that operational and administrative savings can be ploughed back into programme budgets in the country where the savings have been achieved.

**Change our culture to move faster and focus on results:** We must change our UN culture. We must move faster. Simplify. Deregulate. De-centralize. Break down barriers and create more mobility within the organization, so that we can draw more fully on the talents of our staff.

## 5.2 How and when will we work together and deliver better in other countries?

**Following the 2010 report of the UN Evaluation Group, it will be up to the General Assembly to decide how to proceed. In the meantime, in line with UN mandates, programme countries will have the chance to apply practices developed in the pilots on their own initiative, using a nationally-led approach in which “no one size fits all” that recognizes that how the UN unites and delivers will be different in each country. The process will be entirely voluntary. In cases where the Government and the UN Country Team are interested in applying some of these lessons, the UN Development Group will provide support and help to share insights and expertise. The best time to consider this possibility is when the UN Country Team is beginning to formulate and roll-out a new UN Development Assistance Framework.**

Under the guidance of the General Assembly, the Economic and Social Council and the executive boards and other governing bodies of the UN system, and in line with the mandates given in the TCPR, other programme countries have the opportunity to study the lessons learned from the pilots and consider which approaches would result in more effective support in their particular national context.

Some Governments and country teams, including Bhutan, Botswana, Malawi, Mongolia, Papua New Guinea, and Suriname, have already started creating a more united UN response to their national priorities. The UN Development Group will continue to support these countries and the Delivering as One pilots. Other Governments may choose emulate them at their own discretion.

In cases where the Government and the UN Country Team are interested in applying some of these lessons, the UN Development Group will provide support and help to share insights and expertise. Based on the experience of the pilots so far, it is clear that the best time to consider this possibility is when the UN Country Team is beginning to formulate and roll-out a new UN Development Assistance Framework (UNDAF). In accordance with the TCPR's endorsement of the UNDAF, this support might include advice on making the UNDAF more results-oriented, formulating a common Country Programme Action Plan or a Common Agreed Governance Mechanism, and help with the change management process of forging a more unified, effective and efficient UN Country Team.

Any lessons from the pilots should be applied for the purpose of strengthening the UNDAF and the UN's capacity to deliver relevant support in alignment with the country's national development priorities and plans. It's important to remember that the point of this exercise is to find ways for the UN family to think, plan and work together more effectively in order to improve the UN's support for development.

### **5.3 When is the next UNDAF or common programme roll-out and how are these set of countries being treated in the context of CER?**

There are UN Development Assistance Framework roll-out countries every year. These are the countries that are starting their Common Country Analysis and UNDAF process in any given year. In 2008 there are approximately 16 countries, and over 30 countries are expected in 2009. A support system for UNDAF roll-out countries is provided through DOCO and the UN System Staff College. These countries are expected to fully implement the UNDAF guidelines, which will bring them a long way towards coherence. They are also expected to carefully study the lessons learned from the pilots and work more closely with governments than many UNCTs have done in the past.

UNDAF roll-out countries will receive two interventions in the form of workshops organized by the UN System Staff College. The first workshop, held usually in the spring, introduces the process and the methodology to be used for priority setting and the Human Rights Based Approaches. The second intervention, in the fall, helps UNCTs to create the UNDAF Matrix.

### **5.4 What is the view of the Specialized Agencies on the UNDAF?**

All Specialized Agencies have cleared the latest generation of the CCA/UNDAF guidelines and are expected to use the UNDAF. Many of them also have governing body guidance that the UNDAF is to be at the core of their programming even if their cycles are not harmonized (e.g. WHO). So, the Specialized Agencies are expected to participate.

### **5.5 What can UN Country Teams rolling out a new UNDAF do to improve their coherence, effectiveness and efficiency?**

**The UN Development Group has and continues to develop detailed guidelines on how UN Country Teams can to improve the quality of UN Development Assistance Frameworks and work together more coherently, effectively and efficiently. Country teams should look at how to organize themselves in a better way, with clearer roles and responsibilities between UNCT members, shared support services to reduce operating costs, common premises, and other means of increasing efficiency and effectiveness.**

There are a number of ways UN Country Teams can unite and deliver more, all of which are covered by the mandates of the current Triennial Comprehensive Policy Review.

- Formulate an UNDAF that responds to national development priorities, is consistent with the UN's global normative agenda, has strategic priorities that the UNCT has the



capacity to deliver on, and follows Results-Based Management guidelines with a SMART results statement.

- The Government, the UNCT and other partners can jointly develop a common Country Programme Action Plan or equivalent document that is based on Results-Based Management guidelines and is coherent with the UNDAF.
- The Resident Coordinator and country team can also develop a governance structure and mechanism for the entire UNCT that has clear accountability lines and a code of conduct. The governance of the common CPAP should be clearly spelled out and agreed by the UNCT and Government. Rwanda offers a good example.
- Create an annual work plan for the first year of the programme, applying RBM principles and effective results tracking.
- Develop a monitoring and evaluation framework with clear plans to evaluate the common programme as well as an agreed system to manage and report on results against the UNDAF that involves the government and other stakeholders.
- Create a common budgetary framework and a joint resource mobilization strategy.
- Conduct a capacity assessment to clarify the gaps and plans for adjusting staff skills and composition over the medium and long term to respond to the needs of the country.
- Conduct a full analysis of the UNCT's business practices that are amenable to creative harmonization and simplification by the UNCT.
- Initiate a change management process that allows the UNCT to build these systems and formulate the documents in the spirit of thinking, planning and working together.

## 5.6 How can UN staff work together and deliver better?

Learn from the pilots them as they put their plans into action. Teamwork and team-building are critical.

...

## 5.7 How can donors support a better and more coherent, effective and relevant UN development system?

**Donors can play a very important role by providing coherent, un-earmarked funding that rewards effective programming. They can also regularly give the UN system consistent messages that encourage UN agencies to work together, plan strategically, and get rid of duplication and inefficient practices. And they can work to build consensus for reforms in the UN's governing bodies.**

**Coherent funding:** Donors can help UN country teams deliver by fully funding the One Programme in a coherent, coordinated way that avoids earmarking donations. Donors can increasingly pool their funding contributions at the country or headquarters level, and provide adequate quantities of funding. They can create positive incentives by rewarding good results with more funding.

**Consistent messages:** Donors can ensure that their representatives give consistent instructions in the governing bodies of the various UN agencies and at country level regarding their priorities and the importance of working together. They can encourage UN agencies to work together and deliver better. They can help the UN system prioritize and be more strategic, for example by telling UN agencies to stop doing things that are not part of the overall strategy and are not priorities for the programme country government.

**Building consensus:** Donors can work to persuade other member states of the merits of a more coherent and effective UN system. It's best if they can do so in a way that makes clear that this is not a purely donor driven initiative, but rather a series of improvements that are in everyone's interest. Building this kind of consensus also requires listening to and addressing the concerns of programme countries.

## **5.8 What can developing country governments do if they want their UNCT to work together better?**

**National governments can play a critical role in UN Coherence by providing clear guidance to the UN on national needs and expressing local perceptions of the UN system's comparative advantages in fulfilling these needs. The UN needs the government to take the lead and own the process. With our "client" telling us what it needs and wants, we can work together to fulfil those needs.**

Effective UN and donor alignment and harmonization largely depend on strong Government leadership demanding change. Governments can exercise leadership through steering committees and by taking part in UN planning and programming processes.

Governments can learn about the UN system and develop a clear understanding of its unique role, strengths and weaknesses. This helps Governments make better use of the UN system's services. This includes understanding that the UN is not a traditional donor, but rather a source of policy advice and technical expertise.

## 6 Role and Views of the UNDG and other UN Coordination Mechanisms

### 6.1 What does the UN Development Group do to support working together and delivering more?

**The UN Development Group (UNDG) unites the UN funds, programmes, agencies, departments, and offices that play a role in development. The group's common objective is to deliver more coherent, effective and efficient support to countries seeking to attain internationally agreed development goals, including the Millennium Development Goals. Established by the Secretary-General in 1997, the UNDG designs system-wide guidance to coordinate, harmonize and align UN development activities. The group strengthens the UN development system at the country level, prepares it to meet future challenges and ensures that operations are conducted in accordance with mandates from UN governing bodies such as the General Assembly.**

By strengthening the UN Resident Coordinator System and helping UN organizations work together in new and better ways, the UNDG generates synergies and efficiencies that increase the impact of UN programmes and policy advice. Coordinating development operations promotes more strategic support for national plans and priorities, makes operations more efficient and reduces transaction costs for governments. This helps the UN to be a more relevant and reliable partner for governments.<sup>2</sup>

#### **The UN Development Group in the UN System**

The UNDG is one of the three pillars of the UN Chief Executives Board (CEB), which furthers coordination and cooperation on a wide range of substantive and management issues facing UN System organizations. The CEB brings the executive heads of UN organizations together on a regular basis under the chairmanship of the Secretary-General. Within the CEB structure, the High-Level Committee on Management works on system-wide administrative and management issues, the High-Level Committee on Programmes considers global policy issues, while the United Nations Development Group deals with operational activities for development with a focus on country-level work.

The Administrator of the UN Development Programme (UNDP) chairs the UNDG. The UNDG Chair reports to the Secretary-General and the CEB on progress in implementing the group's work plan, and on the management of the Resident Coordinator System.

The UN Development Operations Coordination Office (DOCO) is the technical support unit for the UNDG. DOCO provides the link between UNDG discussions at headquarters and the work of the UN development system at the country level, and helps the group prepare system-wide agreements, policies and guidelines for country offices.

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<sup>2</sup> The above language was reviewed by UNDG members and agreed on for the Accra HLF.

## **How the UNDG Works**

The UNDG supports the Resident Coordinator System and UN country teams by providing guidance on business operations, coordination, planning and programming, and by promoting coherent and effective oversight of country operations. The group establishes inter-agency agreements on the operational aspects of topics such as mainstreaming gender, HIV/AIDS and the human rights-based approach. In cooperation with UN Regional Managers Teams, the UNDG also helps country team members develop and apply new and better ways of working together.

The UNDG meets regularly in full and through working groups. It has also established an Advisory Group of 13 UNDG members, some of whom participate on a rotational basis. The Advisory Group provides the UNDG Chair with advice and guidance on the management of the operational dimensions of the UNDG and the Resident Coordinator System. This group convenes at the level of heads of agencies and at the Assistant Secretary-General/Assistant Director-General level.

The UNDG's five working groups help to make development operations more effective at the country level by providing consistent, up-to-date, high quality, and demand-driven guidance to UN country teams. The working groups provide recommendations, update existing guidance documents, and provide support and feedback during the roll-out of new initiatives.

### **Working Group on Country Office Business Operations Issues**

The Working Group on Country Office Business Operations helps UN country teams harmonize and simplify their business operations in areas such as human resources, information and communications technology, procurement, transport, and travel services. Harmonizing and simplifying business operations can increase efficiency and reduce overhead costs.

### **Working Group on Joint Funding, Financial and Audit Issues**

This working group focuses on enhancing the effectiveness and harmonization of joint funding, finance, and auditing at the country level.

### **Working Group on Programming Issues**

The Working Group on Programming Issues develops policies, guidelines and tools to improve the quality and effectiveness of UN country team programme collaboration. By coordinating and jointly planning the implementation of their programmes, country teams can better support national efforts to achieve the internationally agreed development goals, including the Millennium Development Goals. The working group harmonizes and simplifies joint programming instruments such as the UN Development Assistance Framework (UNDAF) and related programming documents and procedures; supports the UN System's progress toward aid effectiveness commitments; and advises country teams on how to incorporate key principles in results-based management, capacity development, human rights-based approaches, gender equality, and environmental sustainability, into the UN's programme framework at the country level.

### **Working Group on Resident Coordinator System Issues**

The Working Group on Resident Coordinator System Issues develops tools and guidance focused on strengthening the skills, effectiveness and accountability of resident coordinators and the managers and staff of UN country teams. It also works to improve the relationships between resident coordinators and UN country team members. The working group helps UN country teams draw on the full resources and expertise of the UN System, including agencies that are not resident in programme countries. It promotes a coherent dynamic between resident coordinators and UN country teams through management and operational guidance; provides the UNDG with suggestions on mainstreaming policy decisions and guidance on RC issues into UNDG management guidance notes; fosters mutual accountability between the RC and UNCT members through coordinated support of the RC and UNCT performance appraisal process; and supports the assessment, selection, induction, and training of Resident Coordinators. This work helps to improve and enlarge the talent pool of qualified Resident Coordinators and facilitate succession planning from one RC to the next.

### **UNDG-ECHA Working Group on Transition**

The UNDG-ECHA Working Group on Transition unites the development, political, peacebuilding, peacekeeping, and humanitarian actors of the broader UN System to develop policies, guidelines and methodological approaches to support countries in post-conflict transition settings. The working group has developed a range of key instruments for country teams, including: a Guidance Note on the Development of a Transition Strategy; an Inter-Agency Framework on Conflict Analysis and Prevention Guidance Note; a UNDG/World Bank guidance note and tool kit on post conflict needs assessments and transitional results frameworks; a UNDG/World Bank Guidance on Transitional Results Matrix; Guidance on Transitional Appeals; Guidance on Transitional Financing and Pooled Fund Modalities; and an OCHA-UNDG Handover of Coordination Functions Guidance Note. The working group includes UNDG members and observers as well as the UN Secretariat's Peacebuilding Support Office, Department of Political Affairs and Department of Peacekeeping Operations.

## **6.2 What is the role of the UN Development Group in the new international aid architecture?**

In the new aid architecture emerging from the Millennium Declaration, Monterrey Consensus, the Rome Summit on Harmonization, and the Paris Principles on Aid Effectiveness, the UN has five distinct roles:

- (i) to assist partner countries in developing their capacities to manage aid from an increasing number of sources;
- (ii) to be a strong advocate for the Millennium Declaration and the MDGs, and the integration of the MDGs in national development policies and strategies, such as poverty reduction strategies;

- (iii) to spearhead initiatives to scale-up programmes to meet the MDGs, especially at the local level, and to support the provision of essential aid and services in post-conflict and other difficult situations;
- (iv) to offer state-of-the art and evidence-based policy advice; and
- (v) to act as a bridge and neutral convener between governments and civil society; between governments and development partners; and between warring factions.

—UNDG statement, *High-Level Forum on Aid Effectiveness, Paris, Feb 28-March 2, 2005*

### 6.3 What does the Development Operations Coordination Office do to support working together and delivering more?

**The Development Operations Coordination Office (DOCO) supports and strengthens the Resident Coordinator System with funding, policy guidance and training. DOCO advises RCs on how to make country programmes more efficient, effective and aligned with national priorities, and work to streamline coordination mechanisms. At UN Headquarters, DOCO provides technical support for the UNDG's work. DOCO staff work with UNDG members to prepare system-wide issues, policies and guidelines for decisions by the group and the UN Chief Executives Board. This includes helping to implement General Assembly resolutions on development operations.**

**Resources for Resident Coordinator Offices:** DOCO administers the UN Country Coordination Fund, which provides Resident Coordinators with resources to improve their capacity to coordinate. DOCO allocates and monitors these resources, and works with UNDG Regional Directors Teams to provide oversight and help country teams to plan and work together strategically. In partnership with the UN System Staff College, DOCO provides coordination training and learning services. DOCO also supports the process of selecting and assessing Resident Coordinators.

**Country Office Business Operations and Funding:** DOCO helps the UNDG develop and introduce simplified and harmonized policies and procedures that are vital to country office operations in areas such as communications and IT systems, human resources, procurement, financial rules and regulations, standardized auditing and financial reporting, cost recovery, and funding to partner organizations. For example, the office has helped UN agencies agree on a harmonized and simplified approach to cash transfers to implementing partners, and provided country teams with guidance in reducing their overhead costs.

**Programme and Global Quality Standards:** With assistance from DOCO, the UNDG and its working groups develop policies, procedures, protocols, and guidance for UN country offices. Key tools include the UN Development Assistance Framework (UNDAF), Common Country Programming Process, and methodologies for promoting aid effectiveness, national ownership,



results-based management, capacity development, human rights, environmental sustainability, gender equality, climate change, food security, and the MDGs.

**Crisis and Post-Conflict Coordination Support:** DOCO provides targeted support specifically to RC Offices and UNCTs operating in transition countries. Our crisis and post-conflict specialists help teams conduct post-conflict needs assessments and develop transitional results frameworks, launch strategic planning exercises, and develop financing mechanisms for transitions. Depending on the country context and available resources, DOCO may provide transition funding to enhance the staff capacity of RC Offices in strategic planning, coordination, monitoring and evaluation, and donor relations. DOCO ensures that UN coordination arrangements are coherent in crisis and post-crisis settings, including in integrated missions. DOCO also facilitates inter-agency and inter-departmental dialogues at UN Headquarters on crisis and post-crisis issues as they pertain to recovery.

**Communications and Knowledge Management:** DOCO provides strategic communications guidance on development and coordination issues. The office offers training, briefings and discussions; maintains information-sharing systems; and shares good practices and lessons learned. DOCO manages the UNDG website and the Coordination Practice Network, a global electronic knowledge network for UN coordination practitioners. DOCO also supports knowledge networks for human rights and the MDGs, and oversees DevInfo, a common database used by governments to report on human development statistics and progress toward the MDGs.

**Helping UN pilots Deliver as One:** DOCO provides policy support and guidance to the countries that are piloting the “Delivering as One” concept. Launched in 2007, this initiative is testing in eight countries how the UN family can provide more effective and efficient support to countries by working in more coordinated, harmonized and streamlined ways. The pilots are testing ways to better capitalize on the strengths and comparative advantages of the different UN agencies and increase the UN system’s collective impact through greater national ownership and leadership, common programming, reduced transaction costs for governments, and lower overhead costs for the UN.

#### **6.4 What does the Chief Executives Board do to support working together and delivering more?**

The Chief Executives Board strongly supports Delivering as One and other efforts to make the UN system more united and effective. In April 2008 the CEB’s High Level Committee on Management adopted a far-reaching package of steps to **harmonise business practices** across the UN system. The package covers all major management functions of UN system organizations including human resources, procurement, information and communications technology, finance and budget. The CEB aims to have some measures accomplished in 2009, while others will take two to three years to complete. UN agencies are now working to implement the decisions.

## **6.5 What is the mandate of the Regional Managers Teams in relation to UNCTs? What is their role in Delivering as One?**

Regional Managers Teams have two primary mandates in relation to UN Country Teams. They provide technical support through the Quality Support and Assurance (QSA) mechanism, and they provide oversight and performance appraisal through the RC-UNCT performance appraisal system. The QSA mechanism is the organizational structure (Regional Directors, Peer Support Groups and Regional Coordination Specialists) and processes undertaken to provide support to UN Country Teams.

Each RMT is different. UNDP, UNICEF, UNFPA, and WFP tend to be the core members in all regions, and any other agency that has a significant presence in a region is generally welcomed. However, there is an agreement that the representation should be at the supervisory level of Country Representatives generally. The RMT are a work in progress. For Delivering as One pilots, Regional Managers Teams may review One Programme documents and provide comments.

## 7 Aid Effectiveness

### 7.1 What is the UN Development Group's position on the Paris Declaration on Aid Effectiveness?

**UN Member States have welcomed the Paris Declaration on Aid Effectiveness and called for “concrete, effective and timely action” to enhance the quality and impact of aid.**

The UN Development Group has three guiding principles for effective aid:

1. Ensure that aid delivers equitable results for the people who most need it.
2. Strengthen the capacity of countries to manage their own development.
3. Manage for results through strong, transparent and accountable partnerships.

**National Ownership:** The UNDG helps strengthen national capacity in critical areas including public finance, social services, monitoring and evaluation, and aid management.

**Alignment:** The UNDG is aligning its support with national priorities and plans, and creating UN Development Assistance Frameworks that leverage the UN system's comparative advantages and promote greater strategic focus, efficiency and effectiveness.

**Harmonization:** As part of UN reform and the initiative to “Deliver as One”, UN organizations are increasing their effectiveness through harmonized business practices and ways of working with partners.

**Managing for Results:** UN organizations are making their management, reporting and accountability tools results-based and are aligning them across the UN system. The UNDG supports the strengthening of national capacities to monitor the impact of aid, and measure and report progress toward internationally agreed development goals including the Millennium Development Goals.

These UNDG initiatives help provide a framework for scaled-up development efforts, including through increased Official Development Assistance, in a manner consistent with international commitments.

#### **Beyond Accra 2008: Our Commitment to Action**

UN Country Teams will further align UN programming with national plans, planning cycles and systems; work to see that national development plans incorporate agreed global development goals and commitments; provide timely and substantive technical assistance tailored to local needs for capacity development; and promote national dialogues including the legislature and civil society.

UNDG member organizations will improve their policy and analytical expertise and will harmonize and simplify their financial systems.

The undg will report on its performance against Paris Declaration indicators; develop comprehensive guidelines linking aid effectiveness commitments, UN reforms and national development strategies; and leverage its unique legitimacy, neutrality and objectivity to strengthen mutual accountability between development partners.

Together, we are jointly committed to the Paris Declaration principles and to more effective support to countries.

## **7.2 What is the UN Development Group's position on the Accra Agenda for Action, agreed at the Third High-Level Forum on Aid Effectiveness?**

**We are happy that the discussions in Accra went beyond aid quality and addressed the development context and the catalytic role of aid. We should not lose sight of our MDG and IADG objectives.**

The Accra Agenda for Action sets the basis for faster progress. It calls for urgent action on issues such as the use of country systems, predictability, untying and conditionality. This is very welcome and necessary, and we call on donors and partner countries to go beyond the agreed steps where possible. There is scope for further progress.

The Accra discussions and the outcome document feed into the September 2008 MDG High Level Meeting in New York and the Doha Financing for Development conference at the end of November 2008. We hope that this discussion can be taken further in these UN fora, with more ambitious proposals on scaling up aid for development, and making it more efficient through a concerted and urgent set of actions. We see these processes as complementary.

The UN development system stands ready to support this process, especially in making these commitments a reality and a difference in the lives of poor people. We will use our mandates to develop country capacities and facilitate dialogue, particularly among the countries of the South. We intend to contribute to this also through our own reform process to achieve greater coherence. We will give the highest priority to capacity development for greater development effectiveness in our work around the world.

We welcome the opportunities provided by the Accra Agenda for Action and the initiatives within the United Nations to further strengthen south-south cooperation, triangular cooperation and peer learning. The UN has largely contributed to this important and complementary process within global development cooperation.

We cannot make compromises on the urgency to address the climate change and food crises. The food crisis goes beyond the current emergency and should be addressed through progressive measures to boost sustainable food production and food security. We welcome the recognition of the Global Partnership on Agriculture and Food, and commit to working with other stakeholders to ensure its quick, efficient and flexible implementation.

New and emerging sources of funding are welcome and needed to address the development challenges and other global challenges such as climate change. We have to ensure that this funding is additional to ODA and yet aligned with development cooperation to ensure effective results. The principles of ownership and country leadership should guide all our development assistance initiatives and actions.

## 8 The Resident Coordinator System

### 8.1 What is the Management and Accountability System of the UN development system and Resident Coordinator System?

The undg has agreed on a vision for the concept of governance and accountability of the UN development system and the Resident Coordinator System, including a “functional firewall” for the RC System. This vision will guide us as we continue to create an even better-managed and more efficient UN development system. This agreement represents a major step forward for the entire UN family. It responds to the demand from all our partners for an agreement that will make the UN a more effective force for development. It provides a clear framework in which both accountability and management can be exercised effectively. The agreement:

- reconfirms the role of UNDP as the manager of the RC system;
- incorporates the concept of the functional firewall articulated in UNDP’s Strategic Plan whereby UNDP manages the RC System and its governance and oversight is provided by the UN system as a whole;
- proposes the upgrading of the post of DOCo Director to the ASG level to act as guardian of the interests of the system as a whole;
- commits to a dispute resolution mechanism;
- commits to a vision of an empowered RC at the country level. All agency country representatives would report to the RC on matters related to the working of the country team and implementation of the country programmes and strategy;
- as the corollary of the vision of an empowered RC, it envisages a clear division of labour and accountability lines between the RC/RR and the CD function, where the RC should focus on the strategic positioning of the UNCT, limiting the UNDP RR role to overall guidance. Already significant progress has been made on this front and the necessary framework is now being completed; and
- notes that the Chair of the undg will explore the possibility in some, or all, pilot countries as an experiment of directly accrediting Resident Coordinators on the one hand and Country Directors on the other.



## **9 Programming Issues**

### **9.1 What is the difference between joint programmes and joint programming?**

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### **9.2 Will the UN Development Assistance Framework remain the primary tool for developing the UN Country Team's strategy?**

Yes.

### **9.3 What is the real difference between the UN Development Assistance Framework and the One Programme?**

The One Programme takes the UN Development Assistance Framework and makes it operational.

### **9.4 Does One Programme mean that individual agencies can't have other programmes related to their mandate?**

No, but UN Country Teams should be strategic and make an effort to focus most of their time and resources on the One Programme. In some cases there may be programmes that don't fit in to the One Programme, but these should be exceptions and there should be very good reasons why agencies are engaged in activities that are not part of the UNCT's One Programme.

### **9.5 Do we still have to prepare separate Country Programmes?**

Yes, the Country Programming process is the same as before. We do not have intergovernmental decisions to allow us to present one programme for all agencies to our respective governing bodies.

### **9.6 What steps are in the Country Programming Process now?**

An UNDAF is created based on the Common Country Assessment or other analysis, the Country Programme is derived from the UNDAF and the Country Programme Action Plan is developed based on the Country Programme adopted by the executive board.

### **9.7 How can specialized agencies' modes of operation and project cycles be aligned and synchronized with those of the funds and programmes?**

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## 10 Human Resources Issues

### 10.1 How does UN Coherence affect staffing in UN Country Teams?

**The purpose of UN Coherence is to adapt the capacity of UN Country Teams to better serve the needs of programme countries. Since each country has different needs and priorities, the impact on staffing in each country will be quite different, and it is not possible to generalise. It's up to each UN Country Team to assess its own ability to deliver and determine what changes are needed. As in any change management process, senior management, supervisors, staff associations, HR sections and staff themselves must work together to manage staffing implications through training and learning opportunities, intra or inter-agency redeployment and placement, career support and guidance, and so on.**

In Mozambique, for example, the effort to Deliver as One has likely implications both for total numbers of staff and for suitable job profiles. The programmatic focus might lead to a change in the number of specific profiles, for example an increase in upstream policy specialists or a decrease in downstream direct service delivery personnel. Similarly, pooling together resources and services as well economies of scale might lead to fewer staff in certain areas so as to avoid unnecessary duplication, reduce costs, increase efficiency, and increase funding for the programme by using these savings. Given the development context in Mozambique and the priorities of the government, it is likely that UN support will still be needed in the medium term; thus, no drastic staff reductions are foreseen in the short term. However, given the focus on capacity development, it is reasonable to expect and to wish that Mozambique's development would and should entail a progressive reduction in UN staffing in Mozambique in the long term, in accordance with the country's needs, the government's priorities and the UN vision.

### 10.2 Will the workload increase?

The workload may initially increase during the change management initiative, since many things are new to all participating agencies and we need to find new ways of doing things. However, in the long run workload should not increase and should ideally decrease. We need to create a more efficient UN that is better equipped to meet the challenges of the changing environment. The new management system, as described in the One Programme, replaces most of the existing systems, which aims at streamlining procedures and hence lessening the workload.

See also details for the capacity assessments under "Delivering as One".

### 10.3 Does HQ realize how much work all of the new initiatives entail?

Yes, HQ fully realizes how much work is involved and is doing what it can to support Country Offices. The UNDG also recognizes the need to simplify processes and to be mindful about the workload on country offices in particular. Most country teams should find that they can avoid some of the heavy workload that the pilots experienced by carefully sequencing the steps of change, rather than trying to do everything at once.

## **11 Finance Issues**

### **11.1 How does UN Coherence affect the resources available for the UN's operational activities for development? Is the UN doing this because of a reduction in its funds?**

UN Coherence is an effort to do more with existing resources. While funding for the UN system is not declining, it is not keeping pace with funding for other development organizations. More and more of the UN's funding is voluntary, earmarked funding rather than core funding, which tends to encourage agencies to compete for resources and makes strategic planning difficult. Delivering as One and UN Coherence are ways to counteract these trends. By uniting and delivering better, we can plan more strategically, raise funds together, pool resources, and encourage donors to maintain or increase funding for the UN system. If we can demonstrate better results with existing funding, we will create an incentive for donors to increase funding.

### **11.2 At country level, will UN agencies continue to fundraise separately, seeking co-financing contributions for implementing their Country Programmes?**

In the Delivering as One Pilot countries, all UN agencies participating in the One Programme have committed themselves to systematically advocate in favor of contributing to the One Fund instead of receiving separate funding for specific activities. When a donor is unwilling or unable to contribute to the One Fund, an individual agency may still directly negotiate and receive earmarked contributions for specific activities. However, this cannot be done without securing first the approval of the UNCT and the RC, who is clearly in charge of coordinating all fundraising efforts.

In other countries, whenever it adds value to programme delivery, agencies are encouraged to establish joint programmes and fundraise jointly. For the many activities that do not fall under a joint programme, UN agencies can and do individually seek co-financing contributions from donors.

### **11.3 When does HACT have to be fully implemented?**

The Harmonized Approach to Cash Transfers is mandatory for UNDP, UNICEF, UNFPA and WFP. It should have been fully implemented in January 2008. If it is not done yet, please do it! Increasingly other entities of the UN system are beginning to embrace it too.

### **11.4 How will the individual UN agencies core budgets be handled under One Fund?**

### **11.5 Will individual agencies continue to raise funds for the One Fund?**

**11.6 How will individual agencies be held accountable for spending and results under the One Fund?**

**11.7 What steps are being taken to harmonize different operational financial systems (for example: Atlas for UNDP; PROMS for UNICEF, etc.)? Will we have one integrated system that can be adopted by all?**

## **12 Communications Issues**

### **12.1 How do individual UN agencies maintain their visibility and ability to raise funds while working together?**