



## IV High Level Intergovernmental Conference on Delivering As One Montevideo Conference

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8 - 10 November 2011, Montevideo, Uruguay

### OUTCOME DOCUMENT<sup>1</sup>

#### **“Delivering as One: Going beyond pilot phase”**

##### **I) Introduction**

Representatives of the governments of the eight “Delivering as One” (DaO) pilot countries (Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Vietnam), representatives of governments of countries that indicated voluntary adoption of the DaO approach (herein after referred to as “self starters”) (Bhutan, Botswana, Comoros, Ethiopia, Ghana, Kiribati, Kyrgyzstan, Lesotho, Malawi, Mali, and Montenegro), representatives from governments invited to learn of experiences from “Delivering as One” (Argentina, Chile, Costa Rica, El Salvador, Mexico, Paraguay and Russia), representatives from donor governments (Australia, Austria, Canada, European Union, Finland, France, Germany, Ireland, Italy, Japan, The Netherlands, Norway, Spain, Sweden, Switzerland, and United Kingdom), and representatives from the United Nations met in Montevideo from 8-10 November 2011.

The representative of the governments of the eight “Delivering as One” pilot countries and representatives of governments of following self starters Bhutan, Botswana, Comoros, Ethiopia, Ghana, Kiribati, Kyrgyzstan, Lesotho, Malawi, Mali, and Montenegro (herein after referred to as “the participants”) recognized that the main messages of the Montevideo Conference are the following:

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<sup>1</sup> This outcome by the representative of the governments of the eight “Delivering as One” (DaO) pilot countries and by those representative of government that voluntary adopted the DaO approach (self starters) mentioned above, is complemented by the Closing Statement made by Australia on behalf of the observer development partners, which welcomes the consensus reached by the participants.

I. The commitment to strengthen multilateralism and the reaffirmation of the United Nations, as the most legitimate, universal and representative forum to discuss the development agenda.

II. The key to success of Delivering as One (DaO) lies in national ownership and government leadership. There is no going back to doing business as prior to DaO. Moreover, based on the experience, achievements and lessons learned, in our view it is time to carry DaO beyond the pilot phase.

III. The lessons learned in DaO initiative must be widely shared, including through South - South cooperation and the willingness to engage constructively in this exercise.

IV. Pooled funds have enhanced governments' capacity to coordinate and align international aid to respective national priorities. Funding remains a key element for DaO. The provision of core un-earmarked, predictable, multiyear and sustained funding is needed.

V. Knowing that national averages based on criteria such as per capita income do not reflect the actual particularities and development needs and priorities of developing countries, it is imperative to maintain an active development agenda that takes into account the real development needs and specificities of individual countries.

VI. An empowered Resident Coordinator, adequately staffed and funded, as the primary UN interlocutor with the government is fundamental to ensure System Wide Coherence at the country level. This can only be fully achieved with a greater and clearer delegation of authority to UN Country Team by the UN Agencies' respective Head quarters.

VII. The results of the on-going Independent Evaluation will be an important input into DaO process going forward and therefore it is extremely important that it maintains the highest standards and integrity.

VIII. The DaO experiences and lessons learned, in particular regarding its pillars, such as One Programme, One Budgetary Framework and One Leader, should be taken into account in 2012 Quadrennial Comprehensive Policy Review (Q CPR) negotiation in order to improve coherence and efficiency of the UN operational activities for development.

## **II) OUTCOMES OF THE CONFERENCE:**

The participants of the Conference agreed on the following outcomes:

1. The Participants reaffirmed the continued relevance of the Report of the Secretary General's High Level Panel on System-Wide Coherence in the Areas of Development, Humanitarian Assistance and Environment, as well as the commitment made thereafter voluntarily in 2007 by the eight pilot countries (Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Vietnam) -subsequently followed by 21 self-starter countries- to improve the coherence, efficiency and effectiveness of the development and humanitarian operations of the United Nations.
2. It is with appreciation that the Participants recognized the achievements made and lessons learned, including identification of additional dimensions to the reform so far by pilot countries and presented at the intergovernmental conferences in Maputo in 2008, Kigali in 2009 and Ha Noi in 2010. The DaO initiative has welcomed 21 "self-starter" countries that voluntarily adopted this approach, thereby confirming the highest degree of interest in the endeavor to make the UN System more coherent and responsive to the UN Country Programming Principles.
3. The Participants reaffirm the principles of Maputo, Kigali and Ha Noi that "there is no going back to doing business in the manner prior to the DaO initiative" and that "no one size fits all", recognizing the particularities of individual countries and the specificities in the implementation of the DaO initiative.
4. The Participants recognized the importance of the Country-Led Evaluations (CLEs) that were carried out, the recommendations of which improved the implementation of the DAO initiative in pilot countries. Such evaluations served as relevant inputs for "self- starter" countries.
5. The Participants reaffirmed that the momentum of the UN reform should be maintained and that the process deserves to be fulfilled and strengthened. The Montevideo Conference signals the need to carry DaO beyond the pilot phase.
- 6 The Participants recalled the commitments made by the entire UN membership under the Millennium Declaration, to free people from extreme poverty and deprivation, and note the fast approaching deadline of 2015. Moreover, the participant took note of the particular opportunities but also challenges represented by the recent attainment of the seven billion population threshold and emphasized the urgent need to promote greater investment in the youth for equitable and sustainable growth.

7. The Participants believe that the lessons of DaO implementation and the CLEs recommendations prepared by pilot countries will be useful inputs for the 2012 Quadrennial Comprehensive Policy Review (QCPR), and that the QCPR mirrors the DaO realities in individual countries.

### **The role of the UN in the global governance of development, the future of DaO and its relation with the UN Reform process**

8. The Participants recognized that on the basis of its universal membership and unique mandate, the United Nations remains the most inclusive, representative and legitimate forum to address the global development agenda. The participants highly valued the long standing and continuous presence of the United Nations in the field, and appreciated the knowledge it has acquired of the particular developing needs of each individual country it has served. The participants called for renewed political commitment at the highest level to ensure that the UN continues to play its development role, in accordance with national priorities.

9. The DaO initiative has been established as a starting point for a more effective and efficient global role of the UN in the field of development. The Participants value the substantial contributions made by the UN that have enriched the conceptualization of development by promoting a vision of equitable and sustainable human development. Therefore, it is necessary that the UN in its allocation of resources, takes into account the development needs of all developing countries.

10. The Participants reaffirmed that South-South and triangular cooperation, their principles, modalities of collaboration and partnerships are different and are a complement not a substitute to the traditional North-South cooperation. South-South cooperation initiatives, developed in the DaO framework, have proved to be useful and have a potential for transferring knowledge among the pilot countries, self-starters and other countries. Participants called for an efficient UN role in promoting South-South cooperation in close coordination with concerned national authorities.

### **III) ACHIEVEMENTS AND LESSONS LEARNED:**

11. The Participants fully recognized that the impact of implementing the DaO initiative in the field has been positive. It has reasserted government leadership, led to better alignment of national priorities and UN efforts and globally enhanced the effectiveness of UN support. The DaO experience has helped in improving coherence, harmonization, and efficient implementation generating better development results.

12. The Participants affirm that achieving an effective implementation of programmes and projects with results - based management approach for joint programming is fundamental to optimize the use of capacities and resources according to an appropriate division of labour and comparative advantages of the UN agencies, funds and programmes. It has also enabled the UN to contribute to development priorities falling in-between the core mandates of participating UN Agencies, adopting a thematic collaborative approach to emerging issues.

13. The DaO process has proven to be an overall efficient mechanism for coherent programming, monitoring, evaluation and accountability. Nevertheless, it is necessary to continue promoting enhanced coherence, effectiveness and efficiency among UN agencies, especially at Headquarters. There is a continuing need to improve coordination at the implementation level through resource sharing and, as appropriate, joint implementation among agencies. It was stressed that world development needs require higher levels of sustained, multiyear un-earmarked predictable and development needs-oriented resources

14. The Participants acknowledged efforts made and results achieved in the mainstreaming of normative cross-cutting issues such as human rights, gender equality, poverty eradication and sustainable development in policy dialogue, communications, programming and operational activities, thereby contributing to important objectives of the UN System-Wide Coherence reform agenda.

15. The participants strongly recommended that given the experience gained and the achievements reached at the country-level so far, DaO serve as a model for the UN membership at large. It is important that DaO gains more visibility within the UN System and the international community. To this effect, the Participants request the UN Secretary General to ensure consistent follow-up across the UN system.

### ***III.1) One Programme/One Plan***

16. *Alignment with National Priorities:* joint programming in the framework of the DaO process has resulted in a substantial shift in programming from being supply-driven to being demand-driven, with priorities set by the Government and jointly agreed implementation

17. *Transparency:* One Programme has improved transparency across, UN Agencies, Funds and Programmes, as well as other stakeholders including civil society.

18. *Coordination:* The one programme planning document has increasingly improved the coordination at country level and has strengthened national

leadership and ownership of the process. Joint monitoring and reporting help decrease the burden on implementing partners. Further, DaO represents a unique opportunity to complement government's efforts to coordinate external resources in response to long term and legitimate requests of developing countries. It has also provided a possibility for joint resource mobilization on behalf of UN development activities.

19. *Predictability*: there is a better overview of activities, expected results and resource requirements with anticipated funding gaps.

20. *Accountability*: DaO is leading to an improved division of work among the UN Agencies, Funds and Programmes, providing a basis for accountability for results achieved .

21. *Efficiency*: while joint programming has in the short term increased internal UN transaction costs, it is necessary to carefully assess this against the reduced transaction cost for Governments and the expected benefits in terms of improved development impact in the long-term. While efficiency has been enhanced as a result of more transparent and streamlined communication, decision making, monitoring, evaluation and reporting between Government, the UN System and donor community, realistic budgeting and statement of figures will reinforce more credibility of the One UN Programme and DaO concept.

### ***III.2) One Budgetary Framework/One Fund***

22. The Participants highlighted the importance of implementing the One Fund. It has been an effective catalyst for change and allowed programmatic flexibility at the local level. It represents an important gain in trust from the donor community.

23. Un-earmarked resources have allowed developing countries greater decision-making power in allocating funds according to jointly identified national priorities. Pooled funding has been a very important mechanism for ensuring UN coherence. While countries recognize the role played by thematic development funds, DaO has shown that such funding is more effective and efficient when provided in a unified manner through the UN System by the donor community to developing countries. Experience has shown that fragmented funding would only lead to fragmented programming. Therefore, more efforts should be made by the donor community to avoid the adverse effects of earmarked funding.

24. The One Budgetary Framework / One Fund has improved synergies within the UN System and also contributed towards the effective application of

Results based Management principles, as well as Monitoring and Evaluation frameworks.

25. Increased political commitment from Donors at both country and headquarter level, on using One UN Fund for UN contributions in countries is necessary. The donor community should therefore convey a coherent message. In the interest of coordination and harmonization, every effort should be made to avoid actions that disperse aid, encourage disruptive competition between UN Agencies which contradict the principle of national ownership. Donor community should provide long-term, predictable funding to enable strategic allocation of resources.

### ***III.3) One Leader***

26. The Participants acknowledged the RC is the UN authority at country level and the primary UN interlocutor with the government. They reaffirmed the crucial need to strengthen his/her central role for the successful implementation of DaO. It is imperative that the RC Office is adequately staffed and equipped and the RC empowered to ensure an effective and efficient implementation of the UN reform on the ground.

27. In order to ensure the leading role of the RC and for UNCT to be operationally effective, a greater and clearer delegation of authority from the respective Headquarters is required. As greater decentralization would reduce transaction costs, save time and enhance the relevance of UN interventions, the Participants urge a clear delegation of powers from Headquarters to the UN Country Team as an equally important component of the One Leader.

28. The Participants further reiterated that UN System representation at the country level should be tailored to the particular requirements and priorities of each country.

### ***III.4) One Voice***

29. The participants confirmed that One Voice is a key and inseparable component of DaO and call on UN country teams to establish joint and effective communication strategies thereby increasing public awareness and transparency as well as strengthening coherent messaging of the UN's core normative agenda and delivery thereof.

### ***III.5) One Office***

30. Harmonization of business practices and simplification of procedures, including among others common framework for assessment of efficiency and cost-savings, unified cost-effective procurement and greater transparency in

human resource management, are essential in order to ensure greater coherence and efficiency in implementing DaO.

31. The Participants recognized the urgent need for renewed commitment at UN Agencies' Headquarters to One Office, with a clear definition of expected results and timelines for implementation.

#### **IV) Acknowledgements**

32. The participant express their gratitude to the Government of Uruguay for the hospitality and excellent arrangements of the Conference and in particular they thanked H.E. Mr. Jose Mujica, President of Uruguay, for opening the IV High Level Conference on Delivering as One.

33. The Participants also thanked the High Officials and Representatives from the programme and donor countries, as well as H.E. Dr. Asha-Rose Migiro, Deputy Secretary-General, H.E. Ms. Helen Clark, Chair of the UN Development Group, H.E. Ms. Michele Bachelet, Executive Director of UN Women and H.E. Ms. Alicia Bárcena, ECLAC Executive Secretary. Their presence at the Conference was reassuring to the DaO initiative and UN reform.

34. The participants also thank the Conference Facilitator, Ms Cristina Lazo, and the staff of the UN who jointly organized the Conference for their work in making it successful.

35. The participants welcomed the announcement by the Government of Albania to host the next intergovernmental meeting on Delivering as One in 2012.



## IV High Level Intergovernmental Conference on Delivering as One Closing Statement by Development Partners

Montevideo, 10 November 2011

*Delivered by H.E. Mr John Richardson, Australian Ambassador to Uruguay  
on behalf of Australia, Canada, European Union, Finland, France, Germany,  
Ireland, the Netherlands, Norway, Spain, Sweden, Switzerland and United  
Kingdom*

Thank you Mr Chair

Deputy Secretary General  
Deputy Minister of Foreign Affairs and Cooperation of the Republic of  
Mozambique  
Madam Resident Coordinator  
Excellencies  
Ladies and Gentlemen

I have the honour of delivering these closing remarks on behalf of the development partners present here in Montevideo at the Fourth High Level Intergovernmental Conference on Delivering as One.

First let me begin by warmly thanking the Government of Uruguay for hosting this important meeting and for your wonderful hospitality throughout the week. As has been said, this conference marks a critical stage in the Delivering as One process over the next year.

I also want to thank and congratulate the governments of all the Delivering as One countries – both the eight pilots and the self-starters – for the critical investment you have all made in this process, and the essential leadership, advocacy and conviction you continue to show.

Certainly a key message of this conference has been the common commitment from program countries to ensure Delivering as One is regarded as the only way forward for the UN system. Together with the strong support of the UN country teams, you have helped build the foundation for a new way of working.

We development partners remain fully committed to the Delivering as One process, which we agree is ready to move from the pilot phase to be institutionalised in the UN system. We think this is critical for three main reasons.

First and foremost, Delivering as One enhances the effectiveness of the UN system in accelerating progress towards the MDGs, delivering better results and sustainable development for the world's poor. This is our central, and our most important goal. As we approach Busan we are reminded of the important contribution the Delivering as One agenda is playing in the broader discussion around development effectiveness and coherence. The UN development

system should approach Busan with a firm commitment to contribute to the effectiveness agenda.

Secondly, Delivering as One strengthens national ownership, leadership and participation in development. It represents a flexible model which positions the UN to respond to the individual challenges and priorities of all developing countries – whether they are low income or middle income countries, LDCs, landlocked countries, small islands, countries in conflict or fragile states. It's for this reason that we see Delivering as One as best supporting the universal and multilateral nature of the UN system.

Thirdly, Delivering as One increases efficiency and value for money – for program countries as well as for donors and the UN system. It is vital that we maintain public support for development cooperation in donor countries, particularly in today's economic climate.

Mr Chair

We eagerly await the results of the independent evaluation of the pilot countries, which will provide important evidence to guide our deliberations in the lead-up to, and during, the QCPR process.

The country-led evaluations presented to us in Hanoi last year, and their synthesis presented in Montevideo, represented a valuable opportunity for us to take stock of the progress after just a few short years.

We already have a lot of key information and lessons learned which can help us to focus on what needs to be done next, at the headquarters and country level, to build on successes so far and keep the momentum for reform. These lessons learned should immediately be taken up in preparation for the QCPR.

Most importantly, we need to demonstrate improved development results for the world's poorest people. This is fundamental to ensure support is maintained and expanded. Guided by program countries, the UN needs to define its comparative advantages. The UN system must also improve its communication and reporting on the Delivering as One process - showing strong links between reform and results in ways that are clear and understandable to all, as well as harmonised across agencies.

Development partners remain particularly focused on the challenges of UN leadership at all levels. To ensure coherence at the country level, Resident Coordinators must be empowered as the primary UN authority. A strong RC Office will support the RC to ensure inter-agency coordination and synergy, appropriate agency representation and accountability for progress on the implementation of the One Program.

Existing institutional frameworks need to be implemented and respected. UN organizations should take ownership of and contribute to the RC system, both financially and with technical expertise. More work is also needed to strengthen

the functional firewall, ensuring the role and accountability of the RC remains clearly distinct from the operational activities and programs of UNDP itself.

At the headquarters level, we call for stronger and reinvigorated efforts by the members of the undg to pursue coherence within and among their respective organisations. There is a collective responsibility to ensure all elements of the UN system, including the specialized agencies, are prioritising the Delivering as One process, including contributing financial resources for coordination and looking for ways to ensure better alignment and coordination at all levels. We shall look for opportunities to further these issues in the governing bodies.

We acknowledge the efforts that have been made so far in this regard, but more must be done. Harmonisation and simplification of business practices, including common reporting and effective human resources management, must be accelerated at headquarters level.

Meanwhile, at the country level, UN organisations, in support of the One Programme and the One Budgetary Framework, should work towards results and impact. Cooperation and coordination should be more functional, pragmatic, and based on added value.

Mr Chair

The responsibility is on all of us to ensure the success of Delivering as One. We as development partners fully recognise the important role we have to play in reducing fragmentation and ensuring coherence in our own approach to enhance the sustainability of the Delivering as One process. Now, more than ever, we need to take a fresh look at how we engage with the UN development system, including the issue of the increasing proportion of earmarked funding. We acknowledge that predictable, flexible, multi-year and unearmarked funding is a catalyst for reform. Likewise the donor base should be expanded to include new donors, South-South and triangular cooperation, public-private partnerships and innovative mechanisms of financing for development.

Delivering as One needs strong political support. This is most essential over the next year as we prepare for the QCPR. We need a clear and coherent voice in New York from those member states who support Delivering as One. We recognise the leadership and demand shown by developing countries as the driving force in the success of Delivering as One. In New York more advocacy is required to build consensus and full political will.

Mr Chair

In closing, we the development partners confirm our strong support to the Delivering as One approach. Together with program countries and with the UN system, we are ready and willing to take the necessary next steps and to build on the momentum and enthusiasm we have seen during this conference. With better coherence, better national ownership and better efficiency we enable better results for the worlds poor.

I thank you.