

V High Level Intergovernmental Conference on Delivering as One Tirana Conference

27-29 June 2012, Tirana, Albania

Outcome Document

Delivering as One

“The United Nations we want- our commitment to the way forward”

I. Introduction

Representatives of the Governments of the eight “Delivering as One” (DaO) pilot countries (Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam), representatives of governments of countries that have voluntarily adopted the DaO approach (herein after referred to as “self-starters”¹) (Bhutan, Comoros, Ethiopia, Kenya, Kyrgyzstan, Liberia, Malawi, Mali, Montenegro, Namibia, Papua New Guinea and Laos DPR), representatives of governments willing to adopt the DaO approach (Madagascar, Moldova, Morocco), representatives from donor governments (Australia, Austria, Belgium, Czech Republic, Denmark, Finland, France, Germany, Greece,

¹ Botswana, Bhutan, Comoros, Kiribati, Kyrgyzstan, Lesotho, Malawi, Maldives, Montenegro, Papua New Guinea, Sierra Leone, Benin, Liberia, Ethiopia, Mali, Indonesia, Namibia, Kenya, Uganda, Laos PDR, Zambia, Seychelles, Samoa

Hungary, Italy Netherlands, Norway, Romania, Spain, Sweden, Switzerland, Turkey, United Kingdom, United States of America), representatives of governments invited by the Government of Albania, (China, Egypt, Kuwait, Macedonia, Russian Federation, Serbia,) and the representatives from the United Nations, UNDG Chair, Ms. Helen Clark, UNFPA Executive Director Mr. Babatunde Osotimehin, WFP Executive Director, Ms. Ertharin Cousin, and other senior UN officials met in Tirana, Albania, from 27-29 June 2012 in the framework of the Fifth Intergovernmental Conference on Delivering as One.

II. Our commitment to change

Representatives of the Governments of the eight “Delivering as One” (DaO) pilot countries and representatives of the Governments of the following self starters Bhutan, Comoros, Ethiopia, Kenya, Kyrgyzstan, Liberia, Malawi, Mali, Montenegro, Namibia, Papua New Guinea and Laos DPR, agreed on the following:

- 1. We reaffirm that Delivering as One (DaO) constitutes an important and unique reform initiative for achieving a more coherent, efficient and effective UN, as the most legitimate, universal and representative forum to address the global development agenda. Applied by multiple Member States with the ultimate goal of achieving better and faster national development priorities, the Internationally Agreed Development Goals (IADGs), including the Millennium Development Goals (MDGs), DaO is leading the way to a fundamental reform of the UN mechanisms and processes of delivering development assistance at the country level.*
- 2. We reaffirm our commitments made at the successive intergovernmental conferences in Maputo (2008), Kigali (2009), Ha Noi (2010) and Montevideo (2011), as reflected in the respective outcome documents. We emphasize in particular that there is no going back to the doing business in the manner prior to the DaO initiative. Through sharing best practices and lessons learned, we have highlighted the benefits of the DaO process, have identified the challenges encountered in its implementation and have built a process upon the experience gained, aiming at the same time to mobilize wide-spread support to those efforts in helping to reinforce delivering of better development results at country level. We note that our continued efforts are feeding into a process of a more comprehensive reform of the UN development assistance, which is being*

tailored to cater for the development needs and priorities of different countries.

- 3. In this context, we recognize the importance and take note of the Report on the Independent Evaluation of the Lessons Learned from Delivering as One of 2012², which clearly highlights the benefits and challenges of the DaO approach for all three partners at the process: the national governments, the UN system and the development partners. We take due note of the recommendations and the lessons learned as well as of the remaining challenges towards full implementation of DaO approach, in particular the crucial and urgent need to tackle and appropriately deal with systemic issues of the reform of the UN operational activities for development.*
- 4. We acknowledge the challenges of evaluating the DaO approach, given the diverse experiences of the pilot countries and the absence of a commonly agreed framework for assessment. We recognize the limitations of the study, in particular the non inclusion of the self- starters' experiences, and full analysis of the second generation of the reform under the One Program including contributions to policy coherence and the longer term impact on development priorities in the host countries.*
- 5. We note with satisfaction that through the lessons-learned and experience-sharing exercise, the number of countries that are implementing the Delivering as One approach has reached 32. We welcome the fact that many more countries have expressed interest of adopting the DaO approach and we encourage them to engage in making best use of lessons learned and results achieved and contribute to the reform process.*
- 6. We highlight the strong ownership and leadership by national governments to implement the DaO approach and recognize the continuous efforts by the UNCTs in this process. We emphasize the need for further consolidation of the gains made. We also acknowledge the contribution made by the development partners and urge for their continued and enhanced support.*
- 7. We strongly reaffirm that the principle of national ownership and leadership has proved to be a powerful driving force for reform at the country level. We underline the continuous need for the UN development assistance to be rooted*

² The independent Evaluation of lessons learned from delivering as One was mandated by United Nations general Assembly, as expressed in resolutions A/62/208 (para 139) and A/64/289 (para 21)

in and fully aligned to the national development policies, plans and strategies. Therefore, the consolidation of joint decision-making mechanisms, including for monitoring and evaluation at country level, as a means to enhance relevance, effectiveness, and sustainability of the UN development activities is of utmost importance.

- 8. We reaffirm that “no-one-size-fits-all”, recognizing the particularities of the individual countries and the specificities dealt with in the implementation of the DaO process in different political and economic environments. Nonetheless, for the DaO approach to further consolidate and expand we recognize the need for the adoption, through a UNDG-led process, of Standard Operational Procedures that would enable the effective functioning of the UNCTs in the countries that apply DaO approach.*
- 9. As a strategic inclusive process, DaO has managed to successfully bring together resident and nonresident UN Funds, Programs and Agencies in the joint programming and implementation processes. We encourage the UNCTs to effectively enable the Nonresident Agencies to lead different pillars of the One Programme, in accordance with their comparative advantages, when appropriate and feasible. The right balance between inclusiveness and the need to maintain the overall strategic focus of the UN action at the country level is an important aspect of the successful implementation of DaO.*
- 10. The One Fund has proven to be an important tool to advance the Delivering as One approach. One Fund approach has strengthened Government leadership role and has enhanced interlinkages between DaO components. We are convinced that the extension of use of the One Fund for channeling funds, including by emerging development partners, will enhance coherence and efficiency.*
- 11. We acknowledge the particular results achieved in the mainstreaming of normative crosscutting issues such as gender equality, human rights, HIV AIDS and sustainable development, which solidify UN comparative advantage and constitute a significant contribution to the objectives of the UN system-wide coherence reform agenda.*
- 12. We believe that while DaO approach is further consolidated, our focus should increasingly concentrate on managing for measurable results.*

13. *As the pilot phase is coming to an end we reiterate our determination to carry DaO beyond the current stage. Our resolve is based on real achievements at the country level and the open prospects of wider reform of the UN activities for development. Notwithstanding some coordination efforts by specific UN Funds, Programs and Agencies, it is evident that reform at country level has not been duly replicated at the Headquarters level, revealing complex systemic issues that affect the development of a consolidated vision and approach of the UN system. Mindful that the progress on reforms at the country level has reached the peak of what can be done with a bottom up approach, for the momentum of the UN reform to be maintained, fulfilled and strengthened, we call for a resolute quick concerted action by the UN Member States and the UN system to successfully carry DaO approach forward.*
14. *The length and depth of further reform towards full implementation of Delivering as One should become a key priority of the Member States and the United Nations system. In this regard, we welcome the call of the UN Secretary-General for a second generation of the DaO, increased search for effectiveness and accountability in his Plan of Action for the next five years, and look forward to working together towards the successful design and implementation of the next phase of the DaO process.*

III. Concrete recommendations for future action, including through Quadrennial Comprehensive Policy Review process.

Determined to move forward with the Delivering as One and bring about an important reform in the way UN delivers its development assistance, while calling to consolidate what has been already achieved, we agree to recommend as follows:

15. *The UN agencies HQ must commit to a change management process as one of the most important aspect of implementing the DaO approach, involving timely review of the way UN funds, programs and agencies conduct their activities. We further stress the need for the formulation of policy directives, particularly on simplification and harmonization of business practices, financial management, evaluation and reporting and setting of mutual accountability RC/UNCT. UN Programs, Funds and Agencies should as appropriate revise and/or conclude Standard Basic Agreements (SBAs), in accordance with their approved mandates, with the host countries to align their respective strengths*

and comparative advantages towards the DaO approach.

- 16. In this respect, we urge the setting up of a process of thorough analysis among heads of UN Funds, Programs and Agencies, in order to come up with proposals for establishing the appropriate framework at the HQ level that will enable the UNCTs to fully and successfully implement the DaO approach. This process should lead to the formulation of Standard Operational Procedures for the UNCTs. We call on the UN Secretary General to mandate the UNDG Chair to initiate and lead the process. The first report should be presented before the end of the 2012, preferably in time for Quadrennial Comprehensive Policy Review negotiations.*
- 17. We urge for a timely re-orientation at all levels of the UN system towards a new mindset in which the DaO approach is appreciated as an inclusive participatory scheme of different UN Funds, Programs and Agencies, still maintaining their identity and making the best use of specific comparative advantage.*
- 18. A well-functioning UNCT is critical to the implementation of the DaO approach. The UNCT should have clear Standard Operational Procedures compatible with the requirements of DaO. In particular, it should include a single format for work plans, progress reports, joint monitoring, evaluation, mutual accountability within the UNCT and the harmonization of agencies' result-based management. In this regard, we recommend that major efforts be made at headquarters level to harmonize reporting and performance evaluation practices, combined with incentives.*
- 19. The presence of a clearly assigned accountability and delegated authority, the implementation of the appropriate management and accountability frameworks and the provision of necessary human and financial resources are key to ensure the quality of leadership effectiveness of the Resident Coordinator system. We call for the full implementation of the Management and Accountability System and its review overtime so as to ensure its improvement. We recommend further exploring possibilities to strengthen the role and the responsibilities of the Resident Coordinator in accordance with the specific requirements of successful implementation of the DaO approach.*

20. *The UNDG regional teams should be fully functional, ensuring an important regional layer of management oversight, common accountability, technical support and policy guidance to UNCTs. Relation between UN Regional Commissions and UNDG Regional Teams should be explored further so as to avoid duplication of mandates and tasks to be performed.*
21. *Full implementation and further dissemination of the DaO approach calls for changes in system-wide policy reorientation and country-level modalities for the UN Development system's operational activities in order to reduce the UN system fragmentation and provide the necessary support for the UN on the ground. This should be achieved jointly through a proactive process of internal reform by the UN funds, programs and agencies and through policy guidance resulting from an inter-governmental process.*
22. *DaO approach is a demand driven process and the UN must respond to the countries' needs and priorities. The UN should therefore be fully prepared to provide development assistance, under the countries' leadership, with a ready-to-go and easy to adopt process for countries joining the DaO approach.*
23. *As we move forward and more countries adopt the DaO approach, we recognize the strong need to clearly define the core elements of each of the Ones and establish very clear criteria, including a Standard Operational Procedures for the successful work of UNCTs in countries joining DaO.*
24. *The core elements of the Ones are:*
- *One Programme jointly developed and implemented within the framework of the national development agenda, guided by a Joint Steering Committee of the government and the UN, results-based, monitored and assessed through a joint M&E system and reported on in a single results report for governments, development partners and the UN.*
 - *One Leader, an empowered Resident Coordinator and accountable UN Country Team through the full implementation of the Management and Accountability System of the UN development and Resident Coordinator system and Standard Operational Procedures for the UN Country Team.*

- One Budgetary Framework, reflecting available and expected funding resources of the One Programme, and a strategy for joint resource mobilization where feasible.

- One Fund, complementing traditional core and non-core funding for individual organizations with un-earmarked or “softly” earmarked, predictable, multi-year funding in support of implementation of national priorities and cross-cutting issues within the framework of One Programme.

- One Office, a clearly defined core set of harmonized business practices and common services and additional harmonized services and common premises where feasible.

- One Voice, a common approach for coherence in advocacy and policy dialogue of the UN Country Team to advance a unified UN position on specific policy and cross-cutting issues, to be implemented by the entire UN Country Team depending on the issue in accordance with mandates and expertise and supported by dedicated communications capacity.

25. We strongly recommend that joint programming, a proved effective tool in promoting greater coherence and a pivotal component of the DaO approach, should be further strengthened.

26. We particularly stress the crucial need for a continuous funding of the One Programmes through predictable, non-earmarked funds. We recognize the valuable contribution of the existing and emerging development partners into financing the Delivering as One initiative and we call on them to increase their contribution through the One Fund.

27. We agree the DaO approach requires the implementation of the Ones in unison, collectively and simultaneously rather than individually, given the strong interlinkages among them, in a process that allows for the necessary flexibility of particular focus on any given pillar, tailored to the country needs and priorities.

28. We recommend the adoption of procedures that provide for the approval of the One Programmes through joint board/council meetings of the UN Funds, Programs and Agencies with a view to reduce transaction costs. Further we recommend increasing decentralization as an effective way to substantially shorten the approval time to allow timely implementation. We also recommend

the strengthening of their monitoring and oversight functions at the countries' level.

29. We urge countries developing new UNDAFs to consider adopting the DaO approach. They have already drawn significantly from the One UN pilots as a way of delivery through One Plan and One Budgetary Framework.

30. These issues represent the core challenges to the overall reform of the UN development assistance and they require immediate redress. We undertake to bring these issues to the attention of the UN operational activities review processes of ECOSOC and QCPR of the UN General Assembly

31. We commit our continued firm support to the DaO approach as a new and more effective way of UN delivering sustained assistance for development, bringing relevance, effectiveness, coherence to the operational activities of the United Nations for development. In this regard, as strong advocates of what DaO has achieved at the country level and of what it can further achieve if properly pursued and expanded, we have agreed to set up a DaO coordination mechanism in order to better reach out to the large UN membership.

IV. Acknowledgments

1. The participants expressed their gratitude to the Government of Albania for the hospitality and excellent arrangements of the Conference and in particular they thanked H.E. Mr. Sali Berisha, Prime Minister of Albania, for his participation and contribution to the Fifth High Level Conference on Delivering as One.

2. The Participants also thanked the High Officials and Representatives from the programme and development partner countries, H.E. Ms. Helen Clark, Chair of the United Nations Development Group, H.E. Mr. Babatunde Osotimehin, Executive Director of UNFPA and H.E. Ms. Ertharin Cousin, Executive Director of the WFP, as well as other UN senior officials, for their presence and contribution at the Conference

3. The participants also thanked the Conference Facilitator, H.E. Mr. Ferit Hoxha, Permanent Representative of Albania to the UN and the staff of the Government of the Republic of Albania and the United Nations who jointly organized the Conference, for their work in making it successful.