



14 - 16 JUNE 2010, HANOI

# High Level Tripartite Conference

DELIVERING AS ONE: LESSONS FROM COUNTRY-LED EVALUATION AND WAY FORWARD

## STATEMENT OF OUTCOME AND WAY FORWARD<sup>1</sup>

Adopted in Ha Noi, 16 June 2010

1. Representatives of the governments of the eight “Delivering as One” (DaO) programme 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 (Bhutan, Comoros, Kiribati, Kyrgyzstan, Lesotho, Malawi, Montenegro and Papua New Guinea), representatives from governments invited to learn of experiences from “Delivering as One” (Cambodia, Ethiopia, Jordan, Laos, Mali, Moldova, and Nepal ), representatives from donor governments (Australia, Austria, , Belgium, Bulgaria, Canada, Denmark, European Union, Finland, France, Germany, Ireland, Japan, Luxembourg, Netherlands, New Zealand, Norway, Spain, Sweden, Switzerland, United Kingdom and United States), representatives from the Asian Development Bank and World Bank, and representatives from the United Nations met in Ha Noi from 14-16 June 2010.

2. The representative of the governments of the eight “Delivering as One” programme pilot countries and representatives of governments of countries that indicated voluntary adoption of the DaO approach (herein after referred to as “the participants”) thanked the Government of the Socialist Republic of Viet Nam for hosting the meeting and in particular H.E. Mr. Nguyen Tan Dung, Prime Minister of Viet Nam, for his opening statement at the High Level Segment. The role of the meeting chair assumed by H.E. Mr. Vo Hong Phuc, Minister of Planning and Investment, was gratefully acknowledged.

3. 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, and H.E. Helen Clark, Chair of the UN Development Group. Their presence at the Conference was most encouraging and reassuring to the Delivering as One initiative and UN reform.

4. The Conference expresses appreciation to the Conference Facilitators H.E. Ambassador Dr. Augustine Mahiga, Mr. Steven Woodhouse, and the staff of the Government of the Socialist Republic of Viet Nam and the UN who organized the Conference for their work in making it successful.

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<sup>1</sup> This Outcome Statement by the representative of the governments of the eight “Delivering as One” (DaO) programme pilot countries and by representatives of governments of countries that have indicated voluntary adoption of the DaO approach is complemented by the Closing Statements made by Norway on behalf of the donors and by the Deputy Secretary-General on behalf of the UN development system, reflecting the tripartite nature of the Conference.

## **I INTRODUCTORY COMMENTS**

5. The participants noted that the DaO initiative was initiated and adopted at the beginning of 2007 by eight pilot programme countries with the strategic objective of bringing about a UN development system that is more relevant to their needs, more coordinated, coherent, efficient and effective—all elements called for in the Triennial Comprehensive Policy Review (TCPR) (GA Resolution 62/208)—to place the UN development system in a better position to support the governments in achieving internationally agreed development goals, including the Millennium Development Goals (MDGs).

6. They reaffirmed that this approach has been entirely voluntary, decided and led by each national Government, taking into full account the national particularities and conditions, and is in-line with the principle of “no one size fits all.” They recognized that the DaO approach allowed better access by Governments to resources and mandates of UN Funds, Programmes and Specialized Agencies, while preserving their respective mandates, roles and unique expertise.

7. Participants stressed the importance of South-South Cooperation as an emerging modality in the context of DaO.

8. UN reform has benefited from the participation of middle-income countries, as the lessons that are being drawn from them are relevant and applicable to a large number of countries to achieve System-wide Coherence. They provide a much-needed perspective on how the priorities for cooperation shift as countries move towards higher levels of human development. For the UN to have a relevant MDG agenda, it needs a coherent strategy that encompasses middle-income countries, as the majority of poor people live there.

9. The DaO approach has evolved significantly and much progress has been made across the pilots. The participants reaffirmed the outcomes of their deliberations on the progress, experiences and lessons from the design and implementation of DaO at inter-governmental meetings in Maputo in 2008 and Kigali in 2009. They noted that the DaO approach has since then attracted additional countries to voluntarily adopt this approach.

10. The pilot countries recalled their agreement at the Kigali meeting to conduct their country-led evaluations and to share the outcome at the High Level Tripartite Conference in Ha Noi in June 2010. The outcome of the Ha Noi Conference is expected to inform the inter-governmental processes related to System-wide Coherence, as well as the independent evaluation of the DaO approach requested in the 2007 TCPR Resolution (GA Resolution 62/208; Para.139), preparations for which are currently under way.

## **II ACHIEVEMENTS AND LESSONS**

11. Participants of the Conference took note of the findings, lessons and recommendations of the country-led evaluations carried out in Albania, Mozambique, Rwanda, Tanzania, Uruguay and Viet Nam, and in Malawi as a voluntary adopter of DaO, which have demonstrated the success of the DaO approach and the principle of “no one size fits all.” Notwithstanding the varying approaches to the country-led evaluations, some common findings and lessons emerged from the evaluations and deliberations at the Conference.

12. The implementation of the DaO approach has given renewed government leadership to UN programmes, led to better alignment to national priorities, and brought about enhanced coherence and effectiveness to UN support.

13. Substantive progress at the country level has led to increased expectations that reform be pursued with equal vigor at the regional and global levels. Expectations are high that the role and contribution of the United Nations system to national development will become more coherent, effective and relevant, thus better supporting Governments in achieving internationally agreed development goals, including the MDGs.

14. The Conference also reaffirmed the relevance of the DaO approach in middle-income countries in addressing their development challenges. They provide a much-needed perspective on how the priorities for cooperation shift as countries move towards higher levels of human development.

### ***National leadership and ownership***

15. National ownership and leadership drove the adoption of the DaO approach and has reinforced, in a sustained manner, national commitment and interest in this new approach. DaO has had impact on a transformative relationship between the United Nations development system, partner governments and civil society at the country level. Via the strengthened partnership between the UN, Governments, civil society, and social groups, the role and contribution of the UN system is better integrated in national development processes, while the UN system has become more responsive to national needs and priorities. This has been the single most important success factor in DaO although further improvement is required.

16. For effective national leadership, governments also need to participate as one. Effective national ownership needs a well-developed strategy and framework, and an aid coordination agenda and body to decrease fragmentation and duplication. Line ministries need to work and speak in a coordinated way in support of DaO in national and inter-governmental fora to ensure that the approach is being implemented across the board in the countries.

### ***One Programme/One Plan***

17. The One Programme/One Plan approach is a significant improvement from the earlier way of programme planning and delivery. It has allowed the UN system to be more relevant, coordinated and coherent than the previous approach, to focus on upstream policy advice in support of government needs and to address cross-cutting issues such as gender equality, HIV/AIDS, environment and others. The approach permits alignment of the UN development activities with national strategies and priorities, and provides wider access to the whole range of UN system mandates, expertise and resources, including those of Non-Resident Agencies.

18. The efficiency of the One Programme/One Plan has been facilitated through setting up co-ordination mechanisms between the Government and the UN for the implementation of programmes. They allow for improved planning, programme delivery, monitoring and evaluation, and accountability for results, yet should not generate new layers of management within the UN system.

19. Furthermore, critical factors that have contributed to better programmes include: joint programming; mutual accountability; an empowered UN Country Team; effective monitoring and evaluation mechanisms; and performance based funding.

20. For the UN to deliver better, it needs to allow and support rapid restructuring of the agencies' human resource profiles and to meet priorities and expectations, ensuring greater strategic focus based on its comparative advantages.

### ***One Budgetary Framework and One Fund***

21. The One Budgetary Framework and One Fund are the bedrock for achieving relevance, coherence and a more strategic focus of the UN system at the country level. The One Fund has facilitated the UN's improved programming and brought about better management for results, as well as enhanced its compliance with the spirit and principles of mutual accountability established in the Paris Declaration and Accra Agenda for Action. This mechanism provided further space for Governments and UN Country Teams to effectively prioritize programming on the basis of national needs in a more coherent manner.

22. Coordinated mobilization of resources through the One Funds has reduced competition and, therefore, fragmentation among UN agencies. The One Fund governance structures have enabled Governments to lead the decision-making process on issues related to the implementation of One Programme.

23. The pilot programme countries and others voluntarily adopting the DaO approach expressed their appreciation for the support from donor countries for the DaO initiative.

24. During the piloting phase, donors through One Funds have provided funding to meet the funding gaps in UN development activities, effectively complementing resources that are being provided through core funding to agencies. Varying performance-based criteria have been used in allocating resources from the One Funds, which have the potential for improving the prioritization of activities allowing the UN to be more dynamic and responsive to national priorities and budget cycles, while recognizing implementation capacities and permitting assessment of programme effectiveness.

25. Although the One Fund mechanism has increased the predictability of funding from donors to the UN and, in turn, improved the UN's predictability to the Government, this has proved to be true only in the short-term. Commitments to the One Funds have generally been signed on an annual basis, reducing UN capacity to make better and longer term planning, and limiting UN capacity to provide accurate and timely inputs in national planning. Moreover, partner Governments have a critical role to play in leading decision-making in the effective allocation of resources from the One Funds.

### ***Harmonized business practices and common premises***

26. Harmonized business practices provide important opportunities for economies of scale covering areas such as common services, common procurement, information communication technology, and the harmonization of management rules and procedures between the Government and the UN. Progress has been noted in the country-led evaluations, yet further attention is required by Governments, UN Headquarters and their respective field offices to accelerate the achievements of increased efficiency, in particular human resources and finance. The experience of "joint offices" needs to be studied for wider applicability.

27. Common premises are being implemented in some countries, while others are still facing various constraints which need to be addressed such as financing new structures, and relocating and consolidating existing offices. National governments, UN agencies and donors should explore all avenues for addressing this constraint to achieving efficiencies under the DaO approach.

### ***One Leader***

28. The establishment of the Resident Coordinator System with a formally empowered One Leader is essential for the successful implementation of the DaO approach. Pilots learned that the concept of One Leader, accompanied by streamlined decision-making and accountability, is critical to strengthening the coherence, effectiveness and efficiency of the UN at the country level. It is also evident that without effective leadership by the UN Resident Coordinator and system-wide ownership of the Resident Coordinator System, incentives for better coordination remain limited.

29. Furthermore, the empowered leader needs to be supported by a Country Team with increased authority appropriately delegated by Headquarters in order to allow for a decentralized, effective and timely decision-making.

### ***One Voice***

30. As an additional element to the DaO approach, developed by and within the UN system, the value of the UN speaking with one voice on policy issues such as gender equality, environment, and impact of international economic issues and advocacy on normative causes has been noted. The DaO approach has provided the opportunity for the UN to speak with one voice.

## **III OPPORTUNITIES, CHALLENGES AND WAY FORWARD**

31. The achievements and lessons learned so far in implementing the DaO approach has brought about valuable opportunities to further strengthen the relevance, coherence and comparative advantages of the UN system in direct support of the priorities and interests of programme countries. The increased visibility and popularity of the DaO initiative, evidenced by the rising number of countries voluntarily adopting it, also provides opportunity to further promote this important initiative.

32. The impact of the DaO initiative must, in the end, be seen in better development results towards the achievement of the Millennium Development Goals and other internationally agreed development goals. It is recognized that some impacts have been recorded in pilot countries and that actions taken by the pilot countries are moving in a positive direction; the development impacts will be better seen and measured in the medium- to long-term.

33. The challenge is now for all pilot countries and others voluntarily adopting the DaO approach, the United Nations, and donors to continue to support the DaO approach in a more enhanced and committed manner. The reporting of programme results should be further streamlined, avoiding multiple and duplicate reporting to governments, donors, agency headquarters and governing bodies.

34. Noting the declining trend of ODA, but recognizing that development results require multi-year predictable funding, including in middle-income countries, donors are called to provide sustainable

funding for One Funds. Discussions on DaO should be part of broader dialogues on funding for development and the funding architecture of the UN.

35. Recognizing the achievements thus far and challenges still to be overcome, the programme pilot countries welcome the call in the TCPR Resolution 62/208 and 63/311 for an independent evaluation based on the principles of national ownership and leadership, and conducted in the context of UN norms and standards for evaluation. They reiterate the request to the General Assembly made in Kigali to organize the independent evaluation in such a manner that national ownership and leadership by programme pilot countries is fully respected in the evaluation process. They also recommend that all the experiences, lessons and best practices shared at this Conference be duly considered and reflected in service of the ongoing UN reform process and in the context of the forthcoming Quadrennial Comprehensive Policy Review (QCPR) in the General Assembly.

*To accelerate the implementation of General Assembly resolution 62/208 (TCPR 2007) and specifically for the success of the DaO initiative, the participants of the meeting, including from the countries voluntarily adopting the DaO approach:*

- Reaffirm the Kigali Statement that “there is no going back to doing business in the manner prior to the ‘DaO’ initiative.” The momentum should be maintained and the process should only be taken forward in a strengthened manner addressing the challenges. Much has been achieved, more needs to be done. Delivering as One is the future for UN development activities.
- Acknowledge that DaO is ensuring coherence, improved strategic focus and simplified programming at country-level, and ensuring aid effectiveness. A single planning document has proved critical in the realization of these aims and increases the effectiveness of the UN in delivering development results. The representatives of the pilot countries and countries that voluntarily adopted the DaO approach encourage the General Assembly to decide on modalities for approval of Common Country Programmes, as called for by the General Assembly Resolution 63/311 on System-wide Coherence.

36. Based on:

- the central principles of national ownership and leadership, and “one size does not fit all”;
- the recognition of the critical importance of mobilizing timely, predictable, unearmarked and multi-year funding through the One Funds; and
- the recognition that the old way of doing business is no longer an option.

The pilot programme countries and others voluntarily adopting the DaO approach call on UN Member States to promote the DaO approach across programme countries.

37. Call on donors to provide multi-year, predictable, un-earmarked funds to One Funds, and to make the DaO approach sustainable and attractive to UN Member States for UN development activities.

38. Noting the fundamental importance of One Funds for coherent and coordinated UN development activities in programme countries, call upon the Secretary-General to examine, with UN Member States, the modality for their set-up and sustainable operation in programme countries.
39. Call for full empowerment of the RC and call on the UN system to equip the RCs with a level of authority matching the responsibilities and accountabilities placed on her/him. Furthermore, partner Governments have an important role to play in supporting a fully empowered RC.
40. Recommend that incentives for the harmonization of business practices to reduce administrative costs be established at country-level and in headquarters. Furthermore, in certain areas such as finance and human resources, request that the UN system implement critical changes to take place in rules and procedures at headquarters.
41. Pursuant to the General Assembly Resolution 62/208 and 63/311 and the Ha Noi Outcome Document, request the UN Secretary-General to consult with programme pilot countries, drawing from their commonalities established in country-led evaluations, to develop guidelines, benchmarks and results to be achieved in the implementation of the DaO approach, taking into account the principles of national ownership and “no one size fits all.”
42. Welcome the announcement by the Government of Uruguay to host the next inter-governmental meeting on Delivering as One in 2011.