ECOSOC Dialogue on the "longer-term positioning of the UN development system"

"UNDG Perspectives on Organizational Arrangements", 19 May 2015

"...the United Nations system is committed to working more collaboratively to leverage the expertise and capacities of all its organizations in support of sustainable development. At the country level, United Nations country teams will provide coherent support to national stakeholders to implement their new post-2015 development strategies, while accelerating implementation of the standard operating procedures for "delivering as one" in order to achieve greater results for sustainable development. Emphasis will also be placed on using data and evidence more effectively and transparently and developing greater analytical capacity for addressing inequalities, risks and vulnerability. The United Nations system will continue to pursue the development of more innovative and integrated business models and the implementation of modern operational practices to gain efficiencies and enhanced impact."

UN Secretary-General's Synthesis Report[1]

1. Introduction

This paper presents initial "UNDG perspectives on organizational arrangements", developed in advance of draft papers on organizational arrangements, prepared by UN DESA and by independent consultants. The paper will be provided as an input to, and complements, the UN DESA background paper, and will serve as "UNDG perspectives on organizational arrangements" for the fourth ECOSOC Dialogue workshop to be held on 27th May 2015. As the topic of "organizational arrangements" is very broad, and in line with the focus of the UNDG, the paper will primarily focus on *interagency* organizational arrangements, *at the country level*.

2. Definitions

This paper takes as its focus the "organizational arrangements" that support the UN development system's operational activities for development. The term "organizational arrangements" is broad in scope[2]: for the purposes of this paper it is defined as formal interagency structures, processes, accountabilities and systems– in other words the way the UN development system (UNDS) collectively organizes itself (the how) to support a new sustainable development agenda and deliver results on the ground (the what). The term "operational activities for development" as defined in the QCPR is understood to encompass the normative and policy advisory role the UNDS plays at the country level, the technical assistance and advice it provides, and the operational support and direct service delivery it undertakes[3]. These terms are often misunderstood and therefore clarity on their definition and scope is important to the discussion that follows.

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[1] The road to dignity by 2030: ending poverty, transforming all lives and protecting the planet (A/69/700)

[2] Organizational arrangements are typically understood to include formal organizational structures and processes, as well as job definitions, metrics, and physical lay-out and environment. The JIU has defined organizational arrangements as "plans, relationships, accountabilities, resources, processes and activities". Some of these elements, such as job descriptions and metrics, will be covered in the "UNDG perspectives" paper on capacity, impact and partnership approaches. Physical layout and environment is discussed briefly in this paper in the context of DaO (common premises) and business operations. This paper focuses primarily on organizational structures and processes that support the "operational activities" of the UN development system.

[3] In its technical note to the 2015 QCPR report, UNDESA defines "operational activities for development" as "those activities of the United Nations development system entities which promote the sustainable development and welfare of developing countries

3. Current status of organizational arrangements of the UNDS in support of "operational activities for development"

The 2012 QCPR sets out detailed mandates for the organizational arrangements of the UNDS, including the functioning of the UN Resident Coordinator (RC) system, the United Nations Development Assistance Framework (UNDAF), the role of regional UNDG teams, "Delivering as One" and common business practices. This section therefore provides a brief snapshot of the "current state of play" with regard to these organizational arrangements, in particular at the interagency and country level.

i) UN Country Teams, UN Resident Coordinators and the UN RC system

The QCPR calls for the strengthening of the UN Resident Coordinator (RC) system and mandates UN RC's to ensure the coordination of UN operational activities for development at the country level. The QCPR also urges all UN agencies, funds and programmes to support the RC system financially, technically and organizationally, and fully implement the management and accountability system and functional firewall.

Currently, UN Country Teams (UNCTs)[4] are present in 134 countries. UNCTs are responsible for ensuring interagency coordination and decision making at country level, planning and working together to deliver results in support of national priorities. As of April 2015, there were 120 UN Resident Coordinators (UN RCs) deployed, and 30 Humanitarian Coordinators, 8 of whom were also serving as DSRSG (Deputy Special Representative of the SG), excluding vacant posts.

The Management and Accountability System sets out the responsibilities, and accountabilities of Resident Coordinators and UNCT members, including the functional firewall for the RC system[5]. Within this framework, UN Resident Coordinators are responsible for reporting on UNCT results, and UNCT members have direct accountability to their own organizations, as well as horizontal accountability for achieving the shared results set out in the UNDAF. According to the 2015 QCPR report, 11 of the 21 participating agencies had fully implemented the mutual accountability criteria, 8 had implemented some of them and one had implemented none[6]. Further, a Guidance Note on UNCT Conduct and Working Arrangements was approved by the UNDG in 2014. At the end of 2012, 38 UN country teams had such codes in place[7].

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and countries in transition. They cover both longer-term development- related activities as well as those with a humanitarian-assistance focus and relate to the work of those United Nations funds, programmes, specialized agencies, departments and offices which have a specific mandate in this regard." See http://www.un.org/en/ecosoc/qcpr/pdf/technical_note_on_funding.pdf

[4] UNCT membership includes representatives of the UN funds and programmes and specialized agencies including non-resident agencies (NRAs), as well as other UN entities accredited to a given country. In some countries it also includes representatives of Bretton Woods institutions.

[5] This includes the responsibility of the UN RC to report on UNCT results, achieve agreed RC results drawn from the UNCT workplan, and implement the RC/UNCT code of conduct, while UNCT members are also responsible for UNCT results where they have agreed to lead the team, for implementing the code of conduct, and for agency results. See https://undg.org/wp-content/uploads/2014/06/Management-and-Accountability-system.pdf

[6] The actions required are as follows: i) revise job descriptions of UNCT members to recognize the role of the UN RC in strategically positioning the UN in each country; ii) clearly define the requirements for reporting obligations of agency representatives, as UNCT members, to the UN RC on resource implementation and programme implementation of One Programme elements led by the agency; iii) include a role for the UN RC in providing an assessment of performance relating to the UNCT members with respect to their contribution to the UNCT activities as formal input to each agency's performance approval process; and iv) include UNCT results in agency performance appraisal systems.

[7] *Synthesis of 2011/2012 Resident Coordinator Annual Reports.* Note that data drawn from this report will be updated for the second phase, once the 2013/2014 data, together with the UNDOCO 2015 coordination survey results, are available.

Following a review of the funding of UN coordination in the development sector, as mandated in the QCPR, the UNDG cost-sharing arrangement for coordination became effective on 1 January 2014, with the objective of providing predictable, and sustainable funding to coordination of development activities. This replaces previous funding arrangements from UNDOCO which supported the function of the RC and UN Resident Coordinator's Office (RCO), as well as ad hoc arrangements and requests for funds at the country level – unless UNCTs and/or specific agencies agree that such arrangements are useful and necessary to support joint work.

Globally, the funding of the RC system and coordination function amounts to an estimated $121 million each year, adjusted for inflation, of which UNDP – as the manager of the RC system – provides $88 million to support "backbone costs"[8]. The remaining $34 million is cost-shared by UNDG members, including UNDP. This arrangement supports 10 core coordination functions[9], which underpin the coordination system at the global, regional and country level and are being carried out in all regions. In 2014, the overall budget for the RC system at global, regional and country levels was $122 million, including costs for some 400 staff positions across 134 Resident Coordinators Offices, 6 Regional UNDG Chair Offices, and UNDOCO. UN RCs report to the UN Secretary-General, through the Chair of the UNDG, and are accountable, through the Regional UNDG Teams and UNDG Chair, to the CEB[10].

ii) UNDAFs and other programme instruments

The QCPR calls on the UNDS to ensure that UN RCs supported by UNCTs are accountable for delivery of results in the United Nations Development Assistance Framework (the UNDAF)[11]. The QCPR requests the UNDS to further improve and simplify the UNDAF, and further strengthen joint programming processes at country level, where appropriate, as a useful way to promote greater coherence. Further, it calls on agencies to simplify and harmonize agency-specific programming instruments and processes in alignment with the UNDAF.

UNCTs are responsible for developing an UNDAF or equivalent (One Programme or Integrated Strategic Framework in mission countries), as the main strategic framework of the UN's operational activities for development at the country level. In line with the UNDAF, the UNCT is required to ensure an optimal division of labour for achieving high impact results at country level, under the leadership of the UN RC. The UNDAF is developed in close consultation with government and partners, and is reviewed with government on an annual basis.

According to the 2015 QCPR report, the UNDAF has helped improve alignment with national priorities and ensure a clearer division of labour: 93 percent of governments agree that UN activities are closely aligned with national needs and priorities, and 67 percent agree that there is a clear division of labour between UN agencies at the country level[12]. Agencies are making progress in simplifying agency-specific

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[8] A/70/62 – E/2015/4, para 129
[9] These functions include: strategic planning, oversight of UN programming, representation and support to the UN secretariat, agencies and NRAs, support to national coordination systems and processes, shared operational support services, crisis management preparedness and response, communications and advocacy, human rights and development, joint resource mobilization and fund management and general UNCT oversight and coordination.
[10] See the updated UN RC job description for these reporting and accountability arrangements:
https://undg.org/main/undg_document/resident-coordinator-job-desciption/
[11] See https://undg.org/wp-content/uploads/2015/01/Approved-Guidance-Note-on-UNCT-Conduct-and-Working-Arrangements-Feb_2014.pdf
[12] A/70/62 – E/2015/4, para 75-76

programming instruments and processes in alignment with the UNDAF. In 2014, the Executive Boards of UNDP, UNFPA, UNICEF and WFP approved a modified format and procedures for country programme documents, including a simplified approval process[13]. Other agencies are also revising their country programme guidance in line with the UNDAF guidance.

An estimated 60 UN Country Teams will be planning their development partnerships with governments in 2015-2016, just at the time when Member States are finalizing the new generation of sustainable development goals. Many UNCTs are building on the experience of the UNDG sponsored consultations and dialogues on the post-2015 development agenda, using participatory approaches and new technologies to increase the openness and accountability of the UN at country level, and to innovate in both programming and operations. UNCTs beginning design of their UNDAFs in 2015 are focusing on developing strategic plans that begin to unpack sustainable development, are better informed by data, and aim to increase public participation and multi-stakeholder engagement.

For example, UNCTs in Jordan, Mauritania, Mozambique and Benin are developing real-time monitoring frameworks for their new UNDAFs. In Chad, Gambia, Thailand and Malawi, UNCTs are focusing on decentralizing and verifying data collection. UNCTs in Albania, Bangladesh, Cameroon, Central African Republic, Lesotho and the Lao People's Democratic Republic are engaging citizens in the design of their UNDAFs, while UNCTs in India, Montenegro, Uganda and Uruguay are using future-casting and foresight to unpack the future orientation of sustainable development as part of their strategic planning process. In business operations, UNCTs in Pakistan and Tanzania are integrating human rights and environmental sustainability into their procurement processes, while the UNCT in Moldova is engaging people living with disabilities in the design of access to the UN House and UN website.

The last decade has also seen significant growth in the number of joint programmes[14] within the framework of UNDAFs, although more recently this has been in decline. This initial increase in joint programmes is largely in response to i) the report of High-level Panel on System-wide Coherence (2006) and the "Delivering as One" pilots (2007); ii) the establishment of the MDG Achievement Fund, which funded 130 joint programmes from 2007 with a contribution of $720 million, and iii) the growth of the Multi Partner Trust Fund Office[15] as a high quality mechanism for financial management of donor funding to multi-agency programmes. An estimated 1031 separate joint programmes were established between 2002 and 2012, rising from 36 in 2003, to 149 in 2005, and standing at around 130 per year from 2007-2009, declining from 2010 onwards. According to the 2015 QCPR report, from 2011-2013, joint programmes accounted for around 2 percent of total non-core funding

While joint programmes are seen as a useful modality, in particular for cross-cutting, horizontal issues requiring efforts by multiple partners, the modality has also been viewed by some UNCTs as cumbersome, leading to a growth in joint programming efforts that do not necessarily result in formal joint programmes

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[13] A/70/62 – E/2015/4, para 114
[14] These findings are cited in the 2013 review of Joint Programmes conducted for the UNDG https://undg.org/wp-content/uploads/2015/02/JP-Mechanism-Review-Consolidated-Final-Report-February2013.pdf .A joint programme is defined as a joint set of activities set out in a common work plan and budget, within the framework of a joint programme document that details roles and responsibilities of the partners, and consolidated reporting to donors. https://undg.org/wp-content/uploads/2015/02/Guidance-Note-on-Joint-Programmes.pdf Joint programming refers to the collective effort of the UNDS and partners to prepare, implement, monitor and evaluate development activities at the country level. See the earlier guidance on joint programming (2003) available at http://www.who.int/hdp/publications/5d.pdf
[15] Formerly the Multi-Donor Trust Fund Office

as defined above – though an element of formality is perceived to be important to formalize the commitment to work together. UNDG guidance on joint programmes, revised in 2014, sets out criteria for the appropriate use of the joint programme modality[16].

iii) Support in different country settings

The QCPR calls on the UNDS to find more effective ways to identify, mobilize, and deploy the assistance necessary to achieve tangible results in programme countries, bearing in mind their differentiated needs, and also calls on the UNDS to tailor its support in different country contexts.

Preliminary analysis of CEB data[17] shows that, in 2013, UN staff presence was concentrated in low income and fragile and conflict affected settings. 30 percent of UN professional staff are located in low income countries, 26 percent in low-middle income countries, 16 percent in upper middle income countries, and only 3 percent in high income countries. These figures exclude countries with major agency HQ presence[18]. Further, UN staff presence is inversely proportional to the level of human development, as measured by the HDI. While staff are concentrated in low-income countries, this is even more the case in countries where a UN mission is present, or which are experiencing humanitarian crises (countries where there is a DSRSG or HC). Similarly, and as highlighted in the 2015 QCPR report, programme expenditure is also largely concentrated in LDCs, humanitarian and fragile settings[19].

In humanitarian settings, a separate Humanitarian Country Team (HCT) is established, under the leadership of the Humanitarian Coordinator (HC), or if a separate HC position is not established, under the leadership of the RC/HC. The HCT is an operational decision-making forum involving the relevant humanitarian organizations (both UN and non-UN), who are members of the Inter-Agency Standing Committee (IASC) and is responsible for coordination within the cluster approach, as well as strategic planning and decision-making related to humanitarian action in country. The HCT and the UNCT exist in parallel and do not replace each other: the membership of the HCT is broader and includes non-UN organizations. The RC or HC is responsible for ensuring complementarity between them[20].

The HCT is responsible for developing a humanitarian/strategic response plan (HRP/SRP), the primary planning tool for the HC and HCT, which also serves as a fundraising tool: pooled funding mechanisms such as the Central Emergency Response Fund (CERF) and Country-based Pooled Funds (CBPFs) allocate resources against these plans[21]. For example, in the wake of the cyclone which hit Vanuatu in March 2015, affecting several hundred thousand people, the UN RC in Fiji was appointed as Humanitarian Coordinator for a three month period, and the UN and humanitarian partners prepared a Flash

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[16] Joint programmes are most appropriately used when two or more organizations are working towards common strategic results, to address multi-sectoral challenges, when roles and responsibilities are clearly defined based on comparative advantages, when there is adequate capacity to implement, and when a strong supportive architecture for coordination is in place together with a functioning results system. They are not appropriate when these conditions are not met, or where smaller projects and budgets are involved, as the transaction costs for developing and implementing joint programmes can be significant. See https://undg.org/wp-content/uploads/2015/02/Guidance-Note-on-Joint-Programmes.pdf

[17] Every year the CEB Secretariat surveys the human resources within each member organization and generates statistical reports. Statistics are a snapshot of staff as at 31 December of the reporting year. Statistics are collected from 33 member organizations.

[18] 2013 CEB data cited here excludes HQ countries as follows: USA, Switzerland, France, Germany, Australia, Italy and Denmark.

[19] A/70/62-E/2015/4, para 35

[20] See IASC 2010 "Handbook for RCs and HCs on Emergency Preparedness and Response".

[21] http://www.unocha.org/what-we-do/humanitarian-financing/overview

Appeal Emergency Response Plan in support of the Government of Vanuatu, setting out the priorities and coordination structure for the response, and as the basis for fundraising efforts[22].

Further, there are currently 16 peacekeeping, and 11 political and peacebuilding, missions worldwide[23]. The Policy on Integrated Assessment and Planning, approved in 2013, outlines the process for integrated assessment and planning in conflict and post-conflict settings where an integrated UN presence is in place or is being considered. In sum, the purpose is to ensure *strategic integration:* a common analysis, and set of common strategic objectives, are in place across the political, humanitarian, human rights and development entities of the UN. In some instances this is also supported by *structural integration*, including through the creation of a "triple-hatted" DSRSG/RC/HC[24]. The policy applies in all cases where a multi-dimensional peacekeeping operation or political mission is deployed alongside a UNCT[25].

Modalities for working together, including integrated or joint structures, joint programmes, and so on, can take different forms in different country settings. At minimum, there is a requirement to jointly conduct strategic assessments, articulate a common UN vision, priorities and respective responsibilities, establish integrated mechanisms for joint analysis, planning, coordination, monitoring and decision-making, and conduct integrated monitoring and reporting on the implementation of Integrated Strategic Frameworks (ISF). The ISF sets out priorities, programmatic functions, results and the monitoring and evaluation framework for the UN's peace consolidation efforts. In some instances, the UNDAF may serve as the ISF; in other cases, it serves as an overarching strategic framework.

iv) *"Delivering as One"*

The QCPR recognizes the achievements and experience of the "Delivering as One" (DaO) pilots, and notes that the DaO approach can contribute to enhancing UN operational activities at country level. It calls on the UNDS to address challenges and bottlenecks, in particular at HQ level, that have prevented UNCTs from fully realizing efficiency gains from the DaO approach, and requests the UNDS to develop standard operating procedures for "Delivering as One" for countries wishing to adopt this approach.

"Delivering as One" was originally piloted in eight countries, in response to the findings of the 2006 High-level Panel on System-wide Coherence. As originally conceived, "Delivering as One" was designed to change "how" the UN operated at country level, to achieve greater coherence, efficiency and effectiveness. Four "Ones" were piloted by the original eight countries and several self-starters: One Leader, One Programme, One Fund, and One Office (where appropriate) which included both common premises and harmonization of business practices to reduce transaction costs. Pilot countries also experimented with "One Voice" – joint policy advocacy and communications. With regard to oversight, high-level coordination and steering committees were established in all the pilots, usually chaired at Deputy

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[22] reliefweb.int/sites/reliefweb.int/files/resources/Vanuatu-TCPam_flash_appeal_final%2024MAR2015.pdf
[23] For a list of these missions see: http://www.un.org/en/peacekeeping/documents/bnote0315.pdf and http://www.un.org/wcm/webdav/site/undpa/shared/undpa/pdf/ppbm.pdf
[24] UN field leadership and management is particularly challenging and complex in settings where the RC wears "multiple hats". The new job description for the UN RC integrates these multiple dimensions, where the UN RC may also be HC, Designated Official for Security (DO), DRSRG, and responsible for leading the rights up front approach. As highlighted in the "UNDG perspectives" paper on capacity, impact and partnerships, serving as UN RC in the context of a fragile state, in a conflict-affected or insecure setting or humanitarian contexts entails significantly complex leadership and management responsibilities.
[25] See UN Policy on Integrated Assessment and Planning, 2013; http://www.un.org/en/peacekeeping/publications/2014-IAP-HandBook.pdf

Prime Minister or Ministerial level, and co-chaired by the UN RC, and were responsible for determining the strategic positioning and priorities of the UNDS within the context of national development objectives.

The independent evaluation of "Delivering as One"[26] found that while strong progress was made with regard to One Voice, progress with regard to One Leader, One Programme, and One Fund was moderate, and progress towards One Office was more limited[27]. The evaluation found that the first generation of the "Delivering as One" initiative enhanced national ownership and enabled the UN system to deliver better support to countries, thereby increasing the relevance of UNDS support to countries. However, progress towards greater effectiveness and sustainability was moderate, and progress on reducing transaction costs for UN Agencies and related efficiencies was weak. Finally, there was a sense in the pilots, echoed in the independent evaluation, that further progress could not be made without greater coherence and investment at Headquarters – a finding that has been substantively addressed in the second generation of DaO.

"Delivering as One" has evolved significantly since the original pilots. 45 countries have now adopted this approach, which is becoming the preferred modality in many programme countries. As requested by Member States in the QCPR, guidance on how to implement DaO is encapsulated in the Standard Operating Procedures for "Delivering as One" (summarized in Annex A), which have been approved by the UN SG and the UNDG and endorsed by UN Agency Heads. This "second generation" of "Delivering as One" is an opportunity for governments and the UNDS to work together to improve coherence and manage change. The DaO approach is voluntary and the decision to adopt the DaO modality lies squarely with host governments. To be considered as a "DaO" country, there must be an official government request, and commitment to implement the core elements of the Standard Operating Procedures, though this remains flexible according to the country context.

"Delivering as One" is based on the guiding principle that coherence in "how" the UN delivers helps better strategically position the UN, enabling the UN system to better deliver results and impact at the country level. As set out in the approved Standard Operating Procedures for DaO UN Country Teams can achieve this through:

- A new generation of One Programmes, which align UNCT efforts at the strategic level, accompanied by annual/biannual Joint Work Plans where feasible that set out how these results will be achieved jointly, allowing greater flexibility and adaptability in planning and implementation, and monitored and reported in joint annual UN Results Reports.

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[26] The following findings are cited in A/66/859.

[27] The evaluation found that i) *One Voice* improved coherence of communications within and outside the UNCT, especially with governments, and organizations gained increased profile. One Voice also helped generate internal buy in among UN staff and supported the UN's advocacy on normative issues; ii) The *One Leader* increased coherence among organizations, helped UNCTs coordinate the One Programme, strengthened collaboration with Governments, and through the RCO was able to better assist both resident and non-resident agencies. Challenges included the full implementation of the firewall and limited horizontal accountability within UNCTs; iii) *One Programmes* were more coherent, delivered results, achieved improved coverage of cross-cutting issues such as gender equality and human rights, enabled participation of NRAs, and reduced transaction costs for government – but UNCTs experienced increased transaction costs and difficulties in demonstrating the added value and impact of the joint approach; iv) "*One Budget"* increased transparency of resource requirements for the entire UN system at country level, but use of one Budgetary Framework across the pilots was uneven. *One Funds* increased flexibility for governments and UNCTs and enabled non-resident agencies to participate – but these funds remained largely residual, with One Programmes still heavily reliant on non-core funds; and v) *One Office* saw some progress made towards common services, economies of scale and improved services, but operational costs remained high, and only a few UNCTs were situated in common premises.

- A new architecture which includes strategic oversight by Joint National/UN Steering Committees, and implementation, monitoring and reporting by Results Groups. These groups are chaired by Heads of Agencies, are responsible for integrated policy support as well as programme implementation, and aligned with national coordination mechanisms.

- An empowered UN Resident Coordinator and UN Country Team that make joint decisions, working towards common results and mutual accountability.

- A Common Budgetary Framework (CBF) aligned to the One Programme, and Annual CBF (as part of Joint Work Plans) that transparently shows all financial resources required, available, expected and to be mobilized; accompanied (where relevant) by a Joint Resource Mobilization Strategy, and One Fund; and monitored and reported on in the UN Country Results Report each year.

- A joint Business Operations Strategy, where relevant, and an empowered Operations Management Team, working together to leverage efficiencies, and maximize economies of scale – including common premises where relevant.

- A joint communications strategy and Country Communications Group, supporting joint communications and advocacy including on policy and normative issues[28].

"Delivering as One" is making a significant difference to the UN's strategic positioning, impact and results on the ground and is perceived by programme countries to be increasing national ownership, alignment and effectiveness. In the 2014 survey of programme countries conducted for the QCPR, 66 percent of governments indicated their interest in some or all elements of the approach. 73 percent of those interested in the approach said that it had made it easier for their government to deal with the UN in their country. Governments in DaO countries were more likely to agree that the UN was effective in ensuring adequate attention to the poorest and most vulnerable in society (53 percent strongly agreed in DaO countries compared to 27 percent in non-DaO countries); these governments were also more likely to agree that the UNDAF has ensured greater alignment with national priorities (63 percent strongly agreed in DaO countries compared to 42 percent in other countries); and that the UN has become more effective in developing national capacities (half of governments in DaO countries strongly agreed, compared to a quarter in other countries)[29].

In line with the increasing interest of governments, many UNCTs are considering or already implementing the DaO approach. In the 2014 QCPR survey of Resident Coordinators, of the 78 respondents, 17 were pilots or self-starters implementing all elements of DaO, 39 were implementing some or all elements of DaO while 7 reported that their government was considering adopting the DaO approach. Countries were most likely to be implementing Communicating as One and One Leader, and least likely to have in place a common budgetary framework or One Fund [30].

A new generation of One Programmes are being developed by UNCTs in countries such as Bosnia and Herzegovina and Jordan, as well as "second generation" One Programmes in many of the pilots. For example the UN Assistance Framework (UNAF) 2015-2017 for Jordan is a strategic rather than an operational document with a focus on high level results, in line with the latest guidance on "Delivering as

[28]https://undg.org/wp-content/uploads/2014/06/SOPs-for-Countries-Adopting-the-Delivering-as-one-Approach-August-20141.pdf

[29] http://www.un.org/en/ecosoc/qcpr/pdf/qcpr_programme_country_survey_%20analysis-2014.pdf

[30] http://www.un.org/en/ecosoc/qcpr/pdf/desa_rc_survey_analysis_2014.pdf

One". With the inclusion of the refugee component and additional emphasis on resilience programming, the UNAF enables the UN system to provide a comprehensive, coherent and synergistic response to nationally identified needs and priorities. Countries such as Mauritania and Malawi are implementing Joint Workplans, replacing agency specific workplans in some or all areas. Countries such as Pakistan, Albania and Mozambique are using common budgetary frameworks, and in the case of Mozambique, are building on the framework to incorporate information on the source of funds, and apply the gender marker to track resources spent on gender equality in a transparent manner. In countries where governments have not chosen to adopt the DaO approach, operations continue to be coordinated by the UN RC and UNCT, within the framework of the UNDAF.

v)   Global and regional levels

The QCPR encourages the UN System Chief Executives Board for Coordination (CEB), and the United Nations Development Group to make efforts to enhance the coherence, effectiveness and efficiency of the UNDS. It encourages closer cooperation and coordination between the regional commissions and the UNDS at regional level, requests the UNDS at regional level to enhance support to UNCTs, and encourages UN RCs and UNCTs to draw upon the expertise and support of the regional commissions and UNDG Regional Teams.

At the global level, the three pillars of the CEB – the High Level Committee on Programme (HLCP), the High Level Committee on Management (HLCM), and the UN Development Group (UNDG) are individually and collectively oriented to ensuring greater coherence and alignment with a common vision at global, regional and country levels, as well as strengthened integration for common programmes and common operations[31].

The UNDG[32] has been reconfigured to be ready for the post-2015 era. In 2014, the UNDG developed a vision and framework for actions for UN operational activities in support of the post-2015 agenda[33]. This vision is translated into concrete action in the updated Strategic Priorities of the UNDG 2013-2016: with the overarching goal of delivering effective support to countries for sustainable development under national ownership and leadership. Entry points include implementation of the Standard Operating Procedures for "Delivering as One"; and positioning the UN development system to optimally contribute to the post-2015 development agenda, including through the ECOSOC dialogue process. Key priorities include i) promoting coherent development results across the UNDS to improve transparency and accountability; ii) ensuring the participatory, collegial and mutually accountable functioning of the RC system; iii) accelerated simplification and harmonization of business practices in close conjunction with the HLCM; iv) developing effective partnerships and multi-stakeholder engagement; v) strengthening capacity development as a core function of the UNDS: and vi) enhancing planning, programming and policy integration. The UNDG Chair

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[31] The three pillars have complementary roles in this regard: the HLCP advises the CEB on strategic planning, policy and programme matters of system-wide importance, the HLCM promotes and coordinates global management reforms, while the UNDG addresses country level implementation.

[32] The UNDG was established in 1997, and has since 2008 been one of the three pillars of the UN System Chief Executives Board for Coordination. It brings together the 32 UN funds, programmes, specialized agencies, departments and offices that together play a role in development in over 150 countries.

[33]https://undg.org/wp-content/uploads/2015/01/UNDG-Vision-and-Framework-for-Action-for-UN-Operational-Activities-in-
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reports to the UN Secretary-General and the CEB on progress in implementing the UNDG work plan, and on the management of the Resident Coordinator System.

Structurally, the UNDG has reorganized its working mechanisms[34], to deliver these strategic priorities, fostering system-wide norms, standards, and policies, and operational effectiveness, and will also work much more horizontally than in the past, in order to support countries to implement a universal, integrated post-2015 development agenda. UN DOCO acts as the Secretariat and technical and advisory support unit of the UNDG, under the leadership of the UNDG Chair and guidance of the UNDG. The DOCO team supports coordination efforts at all levels including support to the UNDG, UNDG-RTs and UN RCs and UNCTs, and provides field evidence to inform policy, facilitates the achievement of shared results, and promotes excellence in UN leadership and coordination. While beyond the scope of the current paper, it is worth noting that individual UN organizations are also reforming and restructuring to be ready for the post-2015 development agenda and the SDGs.

The UNDG has significantly accelerated efforts to ensure full implementation of the current QCPR and remove road-blocks at the headquarters level to "Delivering as One". Of the current 50 actions included in the SOPs Headquarters Plan of Action, developed by the UNDG and HLCM, and designed to accelerate coherence in DaO and non-DaO settings, 29 have been completed, 14 are ongoing and for 7 circumstances have evolved to the extent that they are no longer relevant and have been put on hold.

At the regional level, there has also been significant progress towards greater coherence. Regional cooperation is recognized as essential for promoting region-wide awareness of the values and normative standards and commitments of the UN, and for supporting their implementation at country level. An average of some 30 UN agencies, funds and programmes, in addition to the UN regional commissions, are operating at the regional level. UN regional commissions are mandated to convene the Regional Coordination Mechanisms (RCMs)[35] to improve coordination among the organizations of the UN system. RCM meetings have been convened since 1999, focusing on policy and programming issues of a regional nature, and guided by regional priorities.

Six regional UNDG Teams help play a critical role in driving the UNDG strategic priorities, supporting UNCTs with strategic priority setting, analysis, and advice, including i) technical support to UNCTs, ii) quality assurance of UNDAFs; iii) performance management of UN RCs; and iv) troubleshooting in difficult country situations. The UNDG Regional Teams engage closely with Regional Commissions and other regional bodies, and provide support to UNCTs to set priorities and cross-fertilize best practices among countries. Further, Regional UNDG Teams have supported the roll-out and implementation of the Standard Operating Procedures for Delivering as One, given their role in providing leadership, strategic guidance and support to UN RCs and UNCTs. Currently, cooperation between the Regional UNDG Teams and Regional Commissions varies between regions: while interaction is already active in some regions this will need to be up-scaled and replicated across all regions in support of the post-2015 agenda and the SDGs.

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[34] https://undg.org/wp-content/uploads/2015/02/UNDG-Functioning-and-Working-Arrangements1.pdf

[35] RCMs act as a high-level policy forum, promote UN system policy coherence, devise coherent regional policy responses and provide regional perspectives in response to global priorities, provide a forum for exchange of best practices and lessons learned, and for interagency analysis and elaboration of interagency normative and analytical frameworks, promote joint programming, UN system interaction with non-UN regional and sub-regional organizations, and policy coherence and joint programming in support of regional and sub-regional integration and initiatives.

vi) Agency coordination mandates

The QCPR recognizes the contribution that individual agency coordination mandates, such as that of UN Women, can make to system-wide coherence. Itself a product of UN reform, UN Women was established by the UN GA in 2010, and has a normative, operational and coordination mandate. This includes leading and coordinating the UN system's work on gender quality and women's empowerment at all levels, as well as promoting accountability for gender equality and women's empowerment, including through regular monitoring of system-wide progress. Instruments such as the UN System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP) are important in this regard: the UN-SWAP sets common performance standards for the gender-related work of all UN entities, ensuring greater coherence and accountability. UN Women monitors and reports on the performance of more than 50 agencies, entities and units on an annual basis.

Similarly, the mandate of the High Commissioner for Human Rights[36] includes a responsibility to coordinate human rights promotion and protection initiatives throughout the UN system. Mainstreaming of human rights within the UN system has been central to UN reform initiatives since 1997. The UNDG, with the guidance and leadership of OHCHR, plays a central role in ensuring coherent and coordinated support to UN RCs and UNCTs to integrate human rights in their operational activities and in response to the needs of Member States.

The Joint United Nations Programme on HIV/AIDS (UNAIDS), co-sponsored by 11 UN system organizations, has the mandate to ensure a collaborative, multi-sectoral, response to the complex and multi-faceted HIV epidemic. UNAIDS policy and operational coherence is underscored by an explicit division of labour that ensures reciprocal accountability among cosponsor agencies and the UNAIDS Secretariat. At country level, UNAIDS efforts are operationalized through UN Joint Teams on AIDS, and Joint Programmes of Support, under the overall leadership of the UN RC. At national level, Joint Teams support countries to ensure effective coordination through the implementation of one national AIDS action framework, one coordinating authority, and one monitoring and evaluation system. UNAIDs is itself an example of "Delivering as One", as recognized in the 2015 ECOSOC resolution on UNAIDS, which affirms that the Joint Programme offers the UN system a useful example, for the post-2015 period, of *"enhanced strategic coherence, coordination, results-based focus, inclusive governance, and country level impact, based on national contexts and priorities."*

The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) is responsible for bringing together humanitarian actors to ensure a coherent response to emergencies. At global level the coordination function is carried out through the Inter-Agency Standing Committee (IASC), chaired by the Emergency Relief Coordinator, the ERC, as USG for Humanitarian Affairs. All humanitarian agencies, including UN system agencies, funds and programmes, the Red Cross, and NGOs, are members of the IASC. OCHA acts as a member of and secretariat to, Humanitarian Country Teams, and supports Humanitarian Coordinators and sectoral/cluster coordinators.

Many other sector specific coordination mandates are supported by UNDS agencies, funds and programmes. These include coordination mandates of Specialized Agencies in sector specific areas – such as food security, education, and so on, as well as existing coordination and interagency mechanisms under the CEB and its subsidiary mechanisms, which include a clustering approach on specific themes and areas.

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[36] Established by UN General Assembly resolution 48/141, adopted following the 1993 World Conference on Human Rights.

For example, UNCTAD coordinates the CEB interagency cluster on trade and protective capacity, officially launched by the UN Secretary-General in 2008.

vii) "Operating as One" – common business practices

The QCPR calls on the UNDS to further invest in the inter-agency rationalization of business operations, and to accelerate efforts to establish common support services at the country, regional and global levels.

While the independent evaluation of "Delivering as One" found progress towards "one office" remained limited in the pilots, since the pilot phase, progress towards consolidation of support services has been made at both country and headquarters levels. At country level, Operations Management Teams (OMTs) are responsible for managing and coordinating development and implementation of common business services, under the guidance of the UNCT and UN RC. As shown in the UNDESA 2014 survey of OMTs, common services (as opposed to existing interagency agreements) have been established (in order of frequency), in security services, travel services, cleaning services, medical services, courier services, common internet provider, telephone land line provision and mobile phone provision. Further, common premises (referring to any kind of co-location) have been established in 68 percent of respondent UN country teams[37].
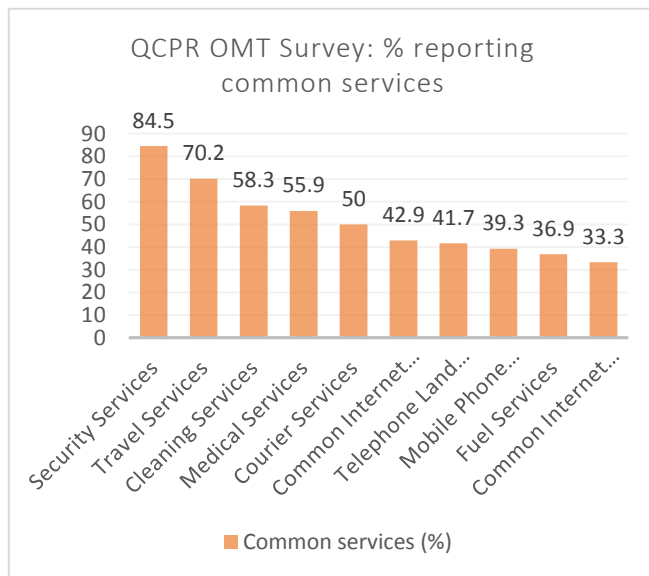
Progress is being made on a number of fronts. Under the auspices of the HLCM, common banking contracts have been established in 10 countries; common recruitment has been piloted in Brazil, Uruguay and Viet Nam and is being extended to all DaO countries and an Enterprise Resource Planning (ERP) interoperability feasibility study is underway. Under the auspices of the UNDG and HLCM, pilot joint audits have been conducted in 4 countries. The Business Operations Strategy (BOS) is a voluntary tool for UNCTs that are looking for opportunities to enhance cost effectiveness and quality of operational support processes. Business Operations Strategy (BOS) pilots have been completed in 10 countries, with three still in progress, and the HLCM and UNDG are currently evaluating the outcomes of this exercise. The pilots report significant progress in establishing common business practices and identifying opportunities to work more efficiently together in security, procurement, travel, and the harmonized approach to cash transfers (HACT), among others[38].

The Joint Operations Facility (JOF) in Brazil is another example. This pilot project utilizes a Business Operations Strategy (BoS) to streamline key operational areas, to provide an integrated operational service delivery platform within a single common location. Participating UN Agencies already situated within the joint facility expect to realise a reduction of redundancies, and lower administrative and transaction costs

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[37] See http://www.un.org/en/ecosoc/qcpr/pdf/qcpr_omt_survey_analysis_report-2014.pdf   Note that the response rate was 84 OMTs.
[38] The top common services areas being piloted in the BOS approach are common ICT and common procurement, common human resources, and common finance.

over the long run. The Joint Operations Facility in Brazil will provide common services in procurement, human resources, information and communication technologies (ICT) and travel to the United Nations participating agencies. A Joint Operations Steering Committee comprising the UN RC and the heads of all the participating agencies will oversee the facility. A cost-benefit analysis is underway and will be important to inform the way forward.

4. Principles

As set out in earlier UNDG perspectives papers on "functions" and on "funding", the purpose and functions of the UN development system are fundamental. Form must follow function, and the future "organizational arrangements" of the UN development system must enable the UNDS to effectively support countries to deliver the new generation of sustainable development goals, and do so in a coherent and integrated manner.

In the context of a transformative, universal, rights-based sustainable development agenda, the UNDS will need to be more flexible, nimble and adaptable, and able to provide support in different country contexts according to country need and demand. The UNDS will also need to work in a much more integrated manner across the pillars of the UN, the three dimensions of sustainable development, and the normative, coordination and operational mandates of the UN. "Organizational arrangements" will need to be strengthened and must continue to evolve in order for the UNDS to provide this support and deliver results for the governments and people it serves in the most effective manner. In this context, and based on experience to date and lessons learned, key principles for the "organizational arrangements" of the UNDS could potentially include:

- **Form must follow "purpose" and function -** the future organizational arrangements of the UNDS should enable the UNDS to achieve sustainable development results on the ground at country level, and deliver its agreed priority functions and mandates.

- **Principle based approach** – all operational activities of the UNDS should promote and be based on the norms and standards of the United Nations.

- **Coherence and integration** – organizational arrangements of the UNDS should promote high-impact results through coherence, and provision of integrated policy support, to the fullest extent possible, including the full participation of non-resident agencies.

- **Diversity** –the diversity of the UNDS is a strength, including the different organizational models and structures of UNDS agencies, funds and programmes. Organizational arrangements must respect and value this diversity, while ensuring it is effectively and coherently managed and leveraged to achieve common goals and deliver results.

- **Differentiation** – no one size fits all, and there is a growing need for differentiated support in different country contexts, based not only on income but on other factors such as human development, conflict and fragility, vulnerability and risk, and sustainability challenges. Organizational arrangements must enable UN Country Teams (UNCTs) to provide coherent and coordinated support that is demand driven and nationally owned.

- **Inclusiveness and participation** – organizational arrangements must promote inclusiveness and participation of all stakeholders, as appropriate, with the overall aim of "leaving no-one behind".

- **Accountability and transparency** – organizational arrangements must enable and promote increased vertical and horizontal accountability of UNDS agencies, funds and programmes at country level – as well as transparency, openness and effective communication between UN Agencies and with all external partners.

- **Effectiveness and efficiency** – organizational arrangements must ensure greater efficiency, reduce transaction costs, and ensure the ability of the UNDS to deliver results on the ground for those who need it the most.

- **Delegation of decision-making to the field** – to the fullest extent possible, decision-making should be decentralized to fully empowered and mutually accountable UN RCs and UN Country Teams.

- **Knowledge sharing** – organizational arrangements must promote much more effective knowledge management and pooling of the knowledge and expertise of the UNDS at all levels.

- **Adequate and sustainable resourcing** – the structures, processes, systems and accountability mechanisms of the UNDS must be properly financed, including through sufficient agency investment of human and financial resources.

5. Implications of the post-2015 development agenda and the SDGs for organizational arrangements

As set out in the "principles" above, in order for the UN development system to effectively support Member States to implement the new generation of sustainable development goals, and as highlighted by many Member States in the first three ECOSOC workshops, it will be critical that "form follows function". The transformative nature of the post-2015 development agenda, with more ambitious goals, a much broader and integrated focus on the three dimensions of sustainable development, which is universal, applying in all countries, and global, with collective action required at all levels requires a UNDS that is ready to support implementation on the ground. The longer-term "organizational arrangements" of the UNDS must be purpose driven, in support of SDG implementation, and should support the key priority functions discussed in the first workshop and outlined in the background papers.

This section briefly discusses the organizational arrangements required for the UNDS to effectively deliver these priority functions, as well as the "enabling environment" required for these organizational arrangements to function in an optimal manner.

i) "Delivering as One" is the preferred approach for future strategic country level support

A universal, transformative, rights-based and integrated sustainable development agenda requires a UN that can "deliver as one", working in a coherent and coordinated manner to support countries to implement a new generation of development goals that is much more integrated and horizontal than were the MDGs. The Standard Operating Procedures for "Delivering as One" now being rolled out globally, provide the framework, tools and mechanisms for providing this support in countries that request it. Elements of the DaO approach can also be used by UNCTs as relevant, even in countries that choose not to formally adopt the DaO methodology. Accelerated implementation of the SOPs is strongly encouraged to help strategically position the UNDS in the post-2015 era.

Further, the DaO approach is consistent with the evidence on best practice in achieving collective impact. According to studies[39] of collaborative efforts outside the UN system that have achieved substantial impact on large scale social problems, successful collaborative initiatives involve five key conditions that achieve collective rather than individual impact: a common agenda, shared measurement systems, mutually reinforcing activities, continuous communication, and the presence of a backbone organization. Taken together these five conditions offer *"a more powerful and realistic paradigm for social progress than the prevailing mode of isolated impact…The complex nature of most social problems belies the idea that any single program or organization, however well managed and funded, can singlehandedly create lasting large-scale change"*[40].

While direct attribution of improved development results to the "Delivering as One" approach requires proper programme evaluation, emerging practices indicate that the DaO approach adds value. For example, in Uganda, UN Agencies teamed up to streamline sectoral services so that victims of violence can access medical services, legal aid, and follow-up support to ensure they are safe if they return to their communities. In Costa Rica, and Uruguay, UNCTs are seeing promising results from joint advocacy efforts for human rights, justice reform and equity for indigenous people.

Looking forward, critical to the success of the second generation of "Delivering as One" is continued strong national ownership, the leadership of the UN RC and fully realized Management and Accountability Framework - including implementation of the functional firewall - and full participation of the UNCT and staff. This will require a strong and adequately funded RC system, with the right capacity and expertise in the UNCT and RCO, effective support from well-functioning UNDG Regional Teams, and full completion of the HQ Plan of Action, as discussed above. Further, adequate and sustainable resourcing including through the use of non-residual One Funds, where appropriate, will be key.

ii) Much more differentiated country office models and support are needed

In the context of a new development agenda, and where country needs and demands are increasingly complex and individualized, the UNDS must develop much more differentiated models of support, tailored to individual country needs, based not only on income status, but also on human development achievements, fragility, vulnerability and risk and sustainability challenges, and so on, in line with the development effectiveness principles of national ownership and demand. Where LDCs and fragile and conflict affected states will continue to need a combination of policy and technical advice and direct service delivery, middle-income countries are increasingly calling on the UNDS to provide a mix of technical and policy advisory support[41].

Agencies are already developing more differentiated approaches to providing country support, based on country need and demand. UNFPA's Strategic Plan 2014-2017 outlines its business model whereby differentiated support is provided in different settings. UNFPA has identified four critical programming strategies – advocacy and policy dialogue/advice, knowledge management, capacity development, and service delivery. Modes of engagement are based on country specific need, and the ability of a country to finance its own interventions. Based on this analysis and country-level dialogue about

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[39] See Hanleybrown, F., Kania, J. and Kramer, M. 'Channeling Change: Making Collective Impact Work, *Stanford Social Innovation Review*, January 26, 2012. Available at: http://www.ssireview.org/blog/entry/channeling_change_making_collective_impact_work

[40] Hanleybrown, F., Kania, J. and Kramer, M.

[41]http://www.unwomen.org/~/media/Headquarters/Attachments/Sections/Executive%20Board/EB-2012-JointMtg-MiddleIncomeCountries-en.pdf

national priorities and needs, the highest level of engagement and support – involving all four programming strategies - is provided to low-income and lower-middle income countries with the highest need and lowest ability to finance, while high-income countries with the lowest need are provided with advocacy and policy support. UNFPA's physical presence is limited in high-income countries, and in upper middle income countries with low needs. The deployment of human and financial resources and capacities is aligned with this framework and ideal staffing complements have been identified for different country settings. Importantly, this model enables UNFPA to maintain broad country presence with limited resources[42].

UNICEF also adopts a differentiated approach to country programming and the Strategic Plan allows Country Offices to adapt the most relevant approach. In MICs for example, where UNICEF resources are limited, UNICEF aims to increase the quality and impact of its influence by focusing on six core roles as follows: i) Support monitoring of children's and women's rights, ii) Strengthen national and local capacities in key institutions and public sector and/or civil society organizations promoting children's rights; iii) Advocate for pro-child and gendered policies, laws and/or budgets; iv) Promote and enhance partnerships for children; v) Promote and support attention to major issues of disparities, exclusion and discrimination; and vi) Facilitate the documentation and evaluation of experience and exchange of knowledge. These six core roles constitute a "core minimum" of UNICEF roles in its strategic cooperation in Middle Income Countries, based on emerging experience, current good country examples, and the overall strategic intent to continue to move "upstream" in UNICEF cooperation for the rights of children and in support of national development results.

UNESCO operates through a varied field network which includes multi-sectoral regional offices, national offices, and desks and "project antennas" which are hosted in UN RCOs and resident agencies. Multi-sectoral regional offices have full authority in their respective regions for coordination of programme design, implementation, monitoring and reporting, within the overall medium term strategy and approved programme and budget[43]. UNESCO also operates through a diversified network of partners, including UNESCO professional groups, UNESCO specialized institutes, UNESCO Chairs in countries, and National Commissions.

The Office of the High Commissioner on Human Rights provides a differentiated but universal approach through four types of field presence, including in developed countries: namely, fully-fledged country offices, regional offices, human rights elements in integrated missions, and human rights advisers in RCOs. Human rights advisers are deployed at the request of the RC and UNCT, and managed and substantively supported by OCHCR, with system-wide backstopping by the UNDG Human Rights Working Group. They are considered as RCO staff and act as a resource to the entire UNCT.

WHO works with all Member States to support their national health development process, regardless of whether WHO has a physical presence. The WHO Secretariat includes WHO HQ, and six regional offices[44] and WHO has 149 offices in countries, territories and areas, in addition to WHO offices covering more than one country, such as PAHO/WHO for the Eastern Caribbean Coordination (Barbados)

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[42] See UNFPA Strategic Plan 2014-2017, Annex 3 Business Model, available at https://executiveboard.unfpa.org/execDoc.unfpa?method=docDetail&year=2013&sessionType=SRS

[43] These office assume an expanded role in strategic analysis and policy development, and are responsible for providing policy guidance, substantive support, technical backstopping and knowledge management in all of UNESCOs priority areas and on cross-cutting themes requiring a multi-sectoral and inter-disciplinary response.

[44] WHO HQ is in Geneva, and WHO has regional offices for Africa, for the Americas, for the Eastern Mediterranean, for Europe, for South-East Asia and for the Western Pacific.

and an office in the South Pacific (Fiji)[45], among others. To facilitate coverage of WHO activities in large federated countries, countries in fragile situation or polio affected countries, for surveillance and monitoring, 153 sub-offices have been established across regions[46]. WHO, considering countries' specificities, has developed Country Cooperation Strategies (CCS)[47] with countries where WHO does not have a presence, such as Cyprus and Portugal, as well as high income countries such as Switzerland.

Looking forward, the challenge is to much more deliberately do this system-wide as a UNCT. Hence, further consideration by the UNDG of appropriate UNCT modalities for providing support in different country contexts is required.

iii)   A universal agenda requires universal support – but not necessarily universal presence

In the context of a universal agenda, organizational arrangements will need to evolve to support Member States to implement, monitor and report on the SDGs, and to meet and report on, normative commitments. However, universal support does not necessarily mean universal presence[48]. Various approaches are currently under discussion within and among agencies. Looking forward, modalities for providing support to developed and high-income countries will require further exploration by the UNDG and Member States.

Many Specialized Agencies of the UNDS have a universal mandate. Further, UN Women is mandated to provide support to all Member States on gender equality, the empowerment of and rights of women[49], and OHCHR has a universal mandate to monitor and address human rights issues in all countries.

UNICEF contributes to the achievement of results for children in high-income countries through its partnerships with UNICEF national committees, and through its Global and Regional Programme. UNICEF National Committees support children in their own countries through child rights education and advocacy, while UNICEFs' Global and Regional Programme contributes to results for children through monitoring and analysis, development of global normative guidance, and strengthening relevant international policy and coordination bodies[50].

Support to high income and developed countries experiencing humanitarian crises will also be increasingly important in the context of climate change and increasing natural disasters. In 2011, the World Food Programme provided humanitarian support to support the Government of Japan's delivery of relief in the wake of the earthquake, tsunami and nuclear crisis. Without a country programme presence in Japan, WFP was able to deploy logistical expertise, and delivery of mobile warehouses, to store relief items, working with TNT to help to transport items to areas hit by the quake and tsunami. The entire US$1.17 million required to support WFP's operation was raised through donations.

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[45] To guide WHO's work in 21 countries and territories in the Pacific a WHO Multi-Country Cooperation Strategy for the Pacific (2013–2017) has been developed.

46 WHO presence in countries, territories and areas. 2015 Report, World Health Organization.

[47] CCS is a medium-term vision for its technical cooperation with a given Member State, in support of the country's National Health Policy, Strategy or Plan. It is the WHO's key instrument to guide its work in countries and the main instrument for harmonizing WHO cooperation in countries with that of other UN Agencies and development partners.

[48] As highlighted in the "UNDG perspectives on funding" paper, the bulk of UNDS financing must continue to be focused on LDCs and conflict-affected and fragile countries, while support to higher-income countries should be financed through government cost-sharing, fees for service, etc.

[49] A/RES/64/289 Para 51(b)

[50] http://www.unicef.org/about/execboard/files/2015-PL6-UNICEF_work_MICs_to_HICs-18Dec2014.pdf

iv) Organizational arrangements need to facilitate greater coherence and integrated policy support

As identified in the "UNDG perspectives on functions" paper, greater substantive integration across the pillars of the UN, the three elements of sustainable development, and the normative, operational and coordination mandates of the UNDS will be critical in the post-2015 era. Looking forward, there are several dimensions to this.

- Provision of **integrated policy support** to governments, including on critical cross-cutting and multi-sectoral development challenges, will be a key future function of the UNDG. UNDAFs, together with joint programme and joint programming approaches, have been an important modality in support of such integration, supported by the country level architecture of the UNCT, thematic groups (on issues such as gender equality), and/or results groups in the context of "Delivering as One", and communication working groups and/or teams. A 2011 UNDG study on UNCTs engaging in policy dialogue[51] found that UNCTs are using the UNDAF as a vehicle for collectively addressing policy issues in their programming, and that there is good analysis of policy gaps that contribute to national development challenges. In some instances the UNDAF process itself helps drive policy dialogue, for example in the DaO context.

  Having in place an agreed normative framework and shared methods and tools for policy analysis, having already established ways of working on the issue either programmatically, at policy level or in an existing thematic or results group, with a clear agency lead, and having light but clear mechanisms in place for coordinating policy advice and recommendations are critical. Ensuring policy analysis and advice to Member States is tailored to countries' particular national and regional needs and circumstances is key.

  Also key to achieving substantive impact is being able to draw on sound analytic frameworks based on global expertise and thought leadership, strong evidence and analysis from national data and UN programmatic experience, the ability to frame policy issues and options in ways that speak to national policy makers' priorities and context, and effective leveraging of the different relationships that UNCT member agencies bring to bear – with government, civil society, and international partners that shape policy on the issue. For example in Vietnam, where the UN will shortly move to common premises – a Green One UN House - the UNCT has agreed to co-locate staff in thematic clusters to facilitate the work of existing results groups and policy teams.

- Strengthened **operational and normative linkages**. An ongoing study commissioned by the UNDG shows that at country level, UN country teams are using human rights instruments and the human rights based approach as an entry point for joint interventions and support, in a diverse range of areas (including gender equality, labour rights, indigenous rights, rights of people with disabilities, and tackling discrimination and exclusion), and in both development and conflict affected settings. The case studies show that support is typically provided at four levels, a) targeted advocacy to build awareness and support; b) capacity development to operationalize normative changes; c) legislative change to ensure national laws are consistent with international normative agreements, and d) pilot community-based initiatives to operationalize policy and legislative changes at the local level. Further, UNDS Specialized Agencies play an important role in normative and standard setting work on technical issues.

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[51] http://cbuilding.org/sites/default/files/field_expertise_products/UNDG%20Policy%20Engagement%20Study_0.pdf

There are many examples of such support. For example, ILO provides technical support to Member States through integrated Decent Work Country Programmes (DWCPs) which are developed in consultation with ILO constituencies. A recent ILO review of 43 active UNDAFs and One Programmes from five regions found that 26 included references to international labour standards and normative commitments, with a strong focus on employment generation, access to income and social protection. UNESCO and its partners work at all levels to promote the 1972 convention on the protection of cultural heritage, including raising awareness on the importance of the convention, and its relationship to national policy initiatives, with a focus on including principles of the convention in national strategies and plans. UNESCO also provides support to Member States to develop activities that support the objectives of the convention, building capacities of line ministries to support the preservation and sustainable use of heritage, and also assists Member States to protect and preserve individual heritage sites. With the aim of supporting Member States to accelerate efforts to address Non-communicable diseases, WHO and UNDP have developed a Guidance Note on the integration of Non-communicable diseases into the UNDAF, in line with the "WHO Global Action Plan for the Prevention and Control of NCDs 2013-2020" and other relevant mandates[52].

- Looking forward, joint programming approaches, delivered within the framework of "Delivering as One" wherever possible, will be important to support and enable common efforts to promote and operationalize normative change on the ground. UN RCs and UNCTs will need to play a stronger role in promoting global norms and standards at country level. Already, many UNCTs preparing their UNDAFs in 2015-2016 are building in support to countries to transition to the new sustainable development agenda. For example, UNCTs are planning to support national partners to localize and implement the SDGs, and are reflecting this in new UNDAFs and One Programmes under development. They are focusing on supporting national institutions to follow up on internationally agreed commitments, and are addressing intersecting inequalities and exclusion, including through strengthening the evidence base for policy development, and supporting capacity development for implementing normative commitments at the national level. A number of UNCTs are also focusing on supporting countries to develop sub-national approaches to addressing inequalities and exclusion.

- As discussed in the first workshop on functions, greater **integration between development and humanitarian efforts** is required at the country level to build a holistic and comprehensive approach to addressing shocks and building resilience, and strengthen the humanitarian-development nexus. This has implications for organizational arrangements, planning, and financing at country level. While these need further exploration and discussion, these may include for example: i) the need for qualified and experienced UN RCs in contexts when the RC assumes the HC (and/or the DSRSG) function and must exert leadership within the HCT as well as the UNCT; ii) the need for much more joined up analysis, planning, implementation and monitoring, whereby, for example, the UNDAF focuses explicitly on assessing risks and vulnerabilities and building resilience and national capacities and assets for responding to crises, and iii) as highlighted in the "UNDG perspectives on funding" paper, the need to ensure more integrated financing mechanisms at country level. Further, given the increasing prevalence of chronic and protracted crises, humanitarian programming must shift from a short term focus to taking a longer view and must be much more closely aligned with UNDAFs and national planning frameworks to better plan for key risks, vulnerabilities and needs. A shift from responding to crises, to anticipating

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52 For more information visit: http://www.who.int/nmh/ncd-task-force/guidance-note.pdf

and planning for crises, is needed by development and humanitarian actors alike[53]. Enabling financial frameworks are critical in this regard.

- **Regional UNDG teams** will also need to play a stronger role in the post-2015 era. This will be all the more critical in light of the rising importance of regional integration processes, and the many forms of inter-country cooperation and growing number of trans-boundary and cross-border issues. The regional architecture of the UNDS can also play a role in follow-up and review of SDG implementation, in particular the Regional Commissions and their subsidiary bodies. In some regions, the regional forums on sustainable development, convened by the Regional Commissions and partners, could assume this function. Further, there is a need to strengthen the role of regional UNDG teams in supporting country offices in an integrated manner. Greater coordination and cohesion and provision of enhanced joint issued-based policy support and technical backstopping to UNCTs will be key, as will a strengthened role in monitoring and analyzing cross-border policy issues and trends. The regional UNDG teams and RCMs can also work more closely together, including to ensure the policy analysis undertaken by RCMs helps inform UN country programming, and that the regional UNDG feeds country experience into the RCM, to better inform new policy and normative work and support strengthened policy coherence at the regional level. Greater integration and coherence, including more consistent participation of RCMs in the regional UNDG, and exploration of opportunities for co-location, where it makes sense, will also be important in this regard.

v)   Organizational arrangements in support of the data revolution

Globally, discussions are underway under the auspices of the CEB on how to ensure a coherent and integrated UN system-wide approach to the data revolution. Looking forward, at country level, consideration also needs to be given to ensuring organizational arrangements support an integrated and transparent approach on the ground. Joint advocacy for, and capacity development support to, National Statistical bodies, including through joint programming approaches will be key. For example, the UNCT in Djibouti is developing a joint programme on statistics to support the current national statistical system. In Azerbaijan the UNCT is intensifying joint support to further nurture and strengthen national monitoring and evaluation and statistical capacity for greater disaggregation of national data, in particular at the subnational level, drawing on the technical expertise and capacities of the UN system, while in Thailand, the UN has developed an application that monitors discrimination in services for people living with HIV/AIDS.

Looking forward, it will be very important to build on the recommendations of the forthcoming independent system-wide evaluation of the UNDS contribution to strengthening national capacities for statistical analysis and data collection, including regarding how best to build stronger and more responsive statistical systems, and ensure open data becomes a tool for social change, tracking vulnerabilities and inequalities, and engagement of people at all levels. New partnerships to obtain data sources, make data inter-operable across sectors and systems, and democratize access to, and use of, data for development will be key.

Also important will be stronger capacity for monitoring and evaluation at the country level, including increased capacity to support data disaggregation, support national statistical offices, explore new sources of data, and promote the use of data for accountability. Several UN Country Teams are moving in this

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[53] United Nations 2014 Saving Lives Today and Tomorrow: Managing the Risk of Humanitarian Crises, OCHA, Policy Analysis and Innovation Sector, New York

direction, as are governments, which are increasingly setting up data innovation labs. In Lesotho, the UN Monitoring and Evaluation Working Group is developing an inter-agency Electronic Management Information System (EMIS) to increase transparency and track progress towards results. A similar system is in place in Tanzania and Uganda. In Malawi, the UN developed a real-time monitoring framework, to provide management and programme staff with real-time information for decision-making as well as ensuring that the UN has relevant and up to date data and evidence for advocacy and reporting. The UNDG is currently developing guidance on a UN joint approach to frequent monitoring for equitable results, which aims to support UNCTs to more frequently measure progress against the UNDAF. In order to develop more nimble programmatic responses to changing country circumstances, the UN system will need to put in place joint approaches to obtaining and analyzing data, on a more frequent basis, to fill administrative and survey data gaps.

vi)   Enabling partnerships and outreach

A critical function, identified in the first workshop on functions, is the role of the UN development system in convening issues based coalitions and partnerships in support of the SDGs and national priorities, as well as in greatly extending outreach and engagement with all stakeholders. While partnership approaches will be discussed in more detail in the "UNDG perspectives" paper on capacity, impact and partnership approaches, it is worth briefly noting here the organizational arrangements currently utilized by UNCTs in convening and supporting such partnerships and outreach.

Where existing government and donor partnership mechanisms exist, UNCTs are actively engaged. For example, in Albania, the UNCT has played a critical role in supporting policy dialogue between government and the donor community, as co-chair of the "Territorial Reform", "Anti-corruption", and "Social Inclusion" Sector Working Groups, supporting forward-looking, upstream planning of assistance, joint actions and capacity development of key line ministries. Where existing mechanisms are not in place, and in line with the DaO approach, UN Results Groups can also serve as coordination mechanisms in support of partnerships with government and other stakeholders, depending on the country context. According to the survey of Resident Coordinators for the 2015 QCPR, 54 percent of UN RCs reported that results groups had been established, in line with the Standard Operating Procedures for "Delivering as One", and 45 percent indicated that at least some of these results groups were part of a national coordination mechanism.

With regard to outreach, UNCTs are increasingly developing joint communications strategies, and establishing communications groups to support this critical function, building on the experience of the UNDG-sponsored country consultations on the post-2015 development agenda and dialogues on implementation. In the 2014 QCPR survey of UN RCs, RCs in all DaO countries, and 92 percent of non-DaO countries, reported that a UN Communications Group exists, while 88 percent of DaO countries and 47 percent of non-DaO countries had a joint communications strategy, and 92 percent of DaO countries and 73 percent of non-DaO countries had a common UN website. In the post-2015 era it will be important to build on this strong foundation, to ensure UNCTs are able to keep pace with demands for data, expand opportunities for engaging with all constituencies, and ensure information on sustainable development is made available publically.

In India, for example, the UNCT has established thematic task teams, which undertake joint advocacy, develop evidence-based policy options and knowledge products, and facilitate joint programming. Each month the UNCT conducts dedicated outreach around a Task Team theme, including public lectures, 'op eds', social media, civil society events, and advocacy briefs. This is supported by common UNCT branding

which has helped raise the profile of the UN and driven a hundred-fold increase in traffic to the UNCTs website. The UN's public lecture series is being webcast to thousands of universities. The UNCT estimates that at least 17 major pieces of legislation and policy have been positively impacted as a result of this joint campaign.

Further, the UN development system has opened new channels for public engagement during the UNDG-sponsored post-2015 consultations, and many UNCTs see the value of maintaining these channels on an ongoing basis. During 2013-2014 UNCTs in almost 100 countries sought the views of people on the post-2015 development agenda, using approaches that ranged from SMS messaging to e-discussions, to surveys to community-based focus groups. Millions of people from different walks of life have been engaged in these consultations. At 7 million people and counting, the MY World survey, supported by the UN Millennium Campaign, is the largest survey of people's views on global development priorities ever conducted. Many UNCTs see this process as having generated proof that this kind of public outreach is possible, and are looking for ways to leverage the massive reach of mobile phones, and the increasing scope of the internet, to enhance participation and engagement as a regular part of the way the UN engages stakeholders and defines its country programming.

At the global level, the UNDG has established a Communications and Advocacy Working Group, which will support UNCTs to roll out the UNDG guidance on communicating as one, build and share knowledge on UNCT communications practices, and support advocacy and public engagement around the SDGs. Looking forward it will be important to significantly strengthen these partnership and outreach mechanisms and ensure more consistent, continuous and modern UNCT engagement and outreach in all programme countries.

vii)   Accelerating common business practices

Creating an environment where UN Agencies have mutual acceptance of each other's processes will allow Agencies to smartly leverage each other's comparative advantages, reducing transaction costs and creating efficiencies over time. Ensuring such an enabling environment will have far-reaching impact across the system, at country, regional and global levels. Looking forward, it will be important to accelerate all efforts towards this vision, at the Agency level as well as through the CEB, in particular the HLCM and UNDG.

viii)   Joint assessment and management of risk

Also critical will be a significantly stepped up, joint approach, to assessing and managing risk. For example, the Programme Criticality Framework provides a common UN system framework for balancing critical programme activities against security risks. The programme criticality assessment is undertaken by UN senior management at country level. Further the UNDG has developed a Risk Management framework to support the UN and its partners to manage programmatic risk in fragile environments, using pooled funding instruments in support of better programme delivery in fragile settings.

ix)   Inter-linkages with other issues to be discussed in the ECOSOC workshops

Finally, there are implications for other issues to be discussed in the ECOSOC workshops. For example, it will be critical for UN RCs and UNCTs to effectively manage and leverage the diversity of the UNDS at the country level, drawing on the different expertise and comparative advantages of UNDS agencies, including Non-resident Agencies. Regional and HQ offices have a key role to play in making such expertise available to UNCTs in a much more consistent and systematic way. Linked to this, and

discussed in more detail in the "UNDG perspectives" paper on capacity, impact and partnerships, it will be vital to ensure that UN RCs, UNCTs and staff have the right mix of capacities, skills and experience to effectively deliver the new priority functions, and to work in a coherent and integrated manner within the UNCT and with partners. Change management, including behavior change among leadership and staff, will be key and requires investment and the right incentives.

In addition, it will be important that governance of the UNDS continues to provide strong strategic guidance and oversight, while ensuring UN Agencies and UNCTs have the necessary space and flexibility to manage organizations and the work of the UNDS in country in the most effective and efficient manner.

Looking forward, it will also be important to take into account the findings of the various reviews and assessments underway including the three peace and security reviews, and the review of humanitarian financing, with a view to considering their implications for the UN development system, in the second phase of the ECOSOC dialogue.

6. Questions

The following questions are included for discussion by Member States:

- *How can the UN Development System best provide differentiated support at country level as UN Country Teams?*

- *What new and adapted organizational arrangements are required in support of a universal post-2015?*

- *What else can Member States do to support adoption and implementation of the "Delivering as One" approach at country level?*

- *What else can be done to enhance regional coherence and ensure integrated regional policy analysis and support?*

Annex A: Overview of Standard Operating Procedures for "Delivering as One"

DELIVERING AS ONE: INTERRELATIONSHIP BETWEEN THE PILLARS OF UN SUPPORT TO A "DELIVERING AS ONE" COUNTRY

Government of Programme Country

One Leader*

Resident Coordinator and UN Country Team

| Results Groups | Operations Management Team | Country Communications Group |

Joint National/UN Steering Committee

Common Budgetary Framework

Medium-term Common Budgetary Framework

Joint Resource Mobilization Strategy

One Fund and Funding Allocation Mechanism

One Programme

UNDAF

Joint Results Groups' Annual or Biennial Work Plan(s)

Monitoring

Operating as One

Business Operations Strategy (BOS)

Finance and Audit	Common Premises
Human Resources	HACT
Transport and Logistics	ICT
Procurement	

Communicating as One

Joint Communications Strategy

Common Tools

Common Messaging and Advocacy

ONE UN COUNTRY RESULTS REPORT

* Main elements are: Management and Accountability System, UNCT Conduct and Working Arrangements and mutual accountability framework of Results Groups, OMT and CCG conveners and members.