



Stocktaking Report on the One UN Initiative UN Country Team in Mozambique

Introduction

The vision for Delivering as One in Mozambique is of a unified United Nations presence that speaks, acts, and delivers as one. The overall goal of Delivering as One in Mozambique is to ensure the delivery of concrete results in support of the national development objectives and priorities through a more coherent, better coordinated, funded and managed UN.

Delivering as One in Mozambique is based upon the following key principles:

- maximising development results and impact, while minimising transaction costs;
- ensuring full ownership and promoting Government's lead role on financial, operational, programmatic and managerial engagement at both national and decentralised levels;
- strengthening the role of an, empowered and accountable Resident Coordinator, who guides the efforts of the UN system in Mozambique, with the support of a cohesive, proactive and fully inclusive UN Country Team;
- promoting continuous consultations with all development partners, through active engagement in all relevant coordination mechanisms;
- building on country UN reform experience and seizing the opportunity of the new momentum that is based on one programme, one leader, one budgetary framework, and a unified country presence that speaks with one voice; and
- ensuring full commitment and support to this initiative by the totality of the UN system at the regional and global levels.

With the aim of achieving this vision, the focus in 2007 of the UN Country Team (UNCT), the Programme Management Team (PMT), the Operational Management Team (OMT), the Communication Working Group (CWG) and the One UN Task Force has been on the *development* of the One UN Concept for Mozambique within the 5 ones (One leader, One Programme, One Budget, One Premises/Services and Communicating as One). The goals for the development process have been to clarify and share the vision and to put in place mechanisms, processes, structures and instruments that are geared to improving UN coherence and effectiveness.

In 2007, the master document for the ONE UN process “**Delivering as One – Operational Plan of the UN System in Mozambique 2007-2009**” ” was finalized. Amongst others the following key deliverables were achieved in a busy and challenging year:

- 11 full joint programmes were developed;
- the One Budget Framework and One Fund through the finalization of the MoU and LoA was established;
- TORs for the UNCT and the RC as well as Core Management Principles were drafted; The feasibility of Common premises was assessed;
- The joint communication strategy and a joint resource mobilization strategy were defined;
- The comprehensive UN staff capacity assessment was prepared,

These processes involved extensive internal consultation and discussions as well as frequent external interaction with Government of Mozambique and Development Partners.

In 2008, the focus will be on the operationalization and effective management of the implementation of the Delivering as One: One UN Operational Plan 2007-2009.

Following the outline suggested by the UNDP Administrator Kemal Dervis in his letter dated 29 October 2007, the following report is divided into three sections:

- IPart I contains a reflection on what was achieved in 2007 and what the goals are for 2008;
- Part II what the potential results have been; and
- Part III a sharing of lesson learned and provides an overview of some of the challenges.

The report will present the above for each of the 5 One UN pillars and has been prepared jointly by the UN Country Team with inputs from the Non-resident agencies.

Part 1: 2007 Overview and 2008 Activities

1.1 ONE LEADER

The vision that has been established for the One Leader in Mozambique is that of an “empowered” and accountable Resident Coordinator. As Team Leader the Resident Coordinator will have the competencies and authority to guide the development and management of the UN in Mozambique, speak with one voice on behalf of the UN and supporting Agency representatives, and lead agency-specific representation in-country. The Resident Coordinator will also explore opportunities for the clustering of representation where this is deemed more effective and efficient.

The governance structure adopted and applied by the UNCT is based on a “Cabinet” model, where the RC and UNCT members – comprised of the representatives of all UN agencies in Mozambique – act as the equivalent of “Prime Minister” and “Ministers”, respectively. Under this model, the Resident Coordinator will remain independent vis-à-vis UNDP (the firewall) and accountable to the UNCT (and vice versa). The RC will also co-chair the One UN Steering Committee to oversee and guide the implementation of the One UN initiative in Mozambique.

In adopting this approach, the UNCT has manifested its commitment to working towards an environment of openness and trust, where emerging issues and concerns are addressed openly and in the true spirit of a team. In terms of substantive outputs, the UNCT has made progress in the implementation of the One Leader concept as evidenced by the following:

- The ToRs of the UNCT were prepared and approved (including the participation of the UN in key UN coordination groups and various development partners’ fora);
- A set of core management principles was defined and endorsed;
- The “Cabinet Model” governance structure was adopted and fully implemented;
- The RC ensured access to national authorities at the highest level national, while individual agencies/organizations retained access to their respective line ministries;
- A draft change management budget was prepared and circulated; and
- The ‘firewall’ principle was implemented by UNDP and the RC.

In 2008, the Mozambique UNCT will be focusing on the following areas:

- Enhancing the effective support that the Steering Committee will provide to the One Leader, including strengthening active and participatory engagement by Government.
- Sustaining the momentum, continuity and engagement of the team spirit in the likelihood of probable changes in the country team (e.g. sensitizing agency HQs to select reform-minded replacements, etc.), and providing appropriate briefing to and induction of newcomers;
- Refining and implementing the Change Management Plan; and
- Ensuring proper staffing at the RCO in order to continue meeting the strategic inclusiveness challenges.

1.2 ONE PROGRAMME

The designation of Mozambique as a „Delivering as One” UN pilot country came after the development and signature of the 2007-9 UNDAF, so the period 2007 to 2009 will be viewed as a transition period, with the UN Country Team working towards the development of One

Country Programme for the next programming cycle and a single Country Programme Action Plan (CPAP). The UN family is committed to the achievement of all results in the UNDAF, but will also place particular focus on a sub-set of results that best demonstrate the added value of the UN in the current aid environment.

Having agreed that the One UN initiative for Mozambique 2007-2009 was a pilot exercise in a transition phase, the UNCT decided that it would not be possible to adapt the entire UNDAF document for its One UN programme. Instead it was decided that the One Programme should focus increasingly on the following four areas: (1) policy and advocacy; (2) normative and technical support; (3) capacity development; and (4) civil society partnerships.

Substantive outputs achieved for the One UN Programme in 2007 include:

- **A revised, all inclusive UNDAF developed.** A 4th UNDAF pillar focusing on Economic Development was developed in order to be more aligned with the PRSP II development pillars and to capture the normative and technical expertise of all specialized and non-resident agencies.
- **A strategic, inclusive One Programme developed.** A realistic, practical and strategic approach was used to develop the One Programme that was based on the revised UNDAF. The One Programme, initially made up of 11 joint programmes, focused on a sub-set of UNDAF outputs that would have an impact on 4 strategic areas in which all agencies working together had a comparative advantage. UNDAF outputs selected for the One Programme offered the greatest opportunity for the agencies to work together.
- **Programme quality assurance strengthened.** The PMT developed a quality assurance checklist that was used to review every joint programme. It worked closely with the M&E Reference group which developed the format for the M&E plan and also reviewed the quality of M&E plans for all joint programmes. The Country Management Team (CMT) had a final quality check on all joint programmes. UN technical staff from all agencies participated in a very successful M&E training workshop.
- **Harmonization and Alignment strengthened.** Common/harmonized programme tools eg. Annual Work Plan, Joint Programme document format, Joint Annual Review template etc. were endorsed. The result is that in 2008 there will be no individual agency annual reviews. The joint annual review is meant to feed into and align with the national PRSP joint review process that takes place in March 2008. The 2008 Annual work planning process started in June/July in order to align with the Government planning process. A focal UN agency selected for each Ministry coordinated the planning process together with Government counterparts.
- **Key Programme management fora established.** A Programme Management Team (made up of Deputy Representatives/Senior Programme Officers) and an M&E Reference Group were established to lead the development and management of the revised UNDAF and the One Programme with the objective of ensuring quality in programme monitoring and evaluation respectively. Terms of Reference for the programme management structure, including the Programme Management Team (PMT), UNDAF Pillar Heads and Joint Programme Convening agencies, were developed.
- **The concept of working together internalized and operationalised.** Agencies successfully worked together during the development of the joint programmes and there was increased understanding and appreciation of the work of sister agencies, including enhanced knowledge of the comparative strengths and approaches of each agency. There was significant increase in inter-agency communication and mutual understanding.
- **Increased agency accountability for results.** As a result of close monitoring and follow up by the PMT, there has been an increased realization by agencies that they have to honour programme commitments and account for development results.

In 2008 the focus will be on:

- Focus more on the substance of the One Programme through implementation of the 11 joint programmes and work closely with the M&E Reference group to ensure effective monitoring of the programme. This includes finalization of M&E framework, core success factors and support to UNEG evaluability mission;
- Intensify resource mobilization efforts;
- Contribute to the capacity assessment of agencies for effective implementation of the One Programme and the UNDAF in general;
- Strengthen coordination mechanisms within the UNDAF pillars;

- Ensure more coordinated participation and better organized contribution to the national joint review of the PRSP.

1.3 ONE BUDGETARY FRAMEWORK AND ONE FUND

The vision for the One Budgetary Framework in Mozambique is of one budgetary framework that brings together all contributions, and that supports the coherent resource mobilisation, allocation and disbursement of donor resources to the Delivering as One UN Operational Plan under the overall guidance of the Resident Coordinator.

In moving forward this vision, the UNCT set the following objectives for 2007, the first year of the Delivering as One UN Pilot in Mozambique:

- Establishment of a Budgetary Framework (for UNDAF and One Programme);
- Development of a Joint Resource Mobilisation Strategy for the Joint Programmes that comprise the One Programme (sub-set of the UNDAF 2007-2009);
- Establishment and Operationalisation of the One Fund
 - ToR of One Fund
 - MoU
 - LoA
 - Criteria for allocation;
- Effective mobilisation of additional resources for the One Fund (One Programme).

The One Budgetary Framework was developed with the objective of providing an overview of the total programme resource availability and requirements for the cycle, with particular focus on:

- core and regular resources of participating partner UN agencies;
- available and committed/firmly pledged extra-budgetary or non-core resources from all sources – bilateral, multilateral and private; and
- funding gap of the UNDAF 2007-2009.

In terms of achieving substantive outputs in 2007, the process in Mozambique moved forward quickly at the onset, with consensus on the scope of the Budgetary Framework, and the establishment, in principle, of the One Fund. The development of the following key documents was deemed critical by the UNCT in terms of moving the process forward:

- the Draft Joint Resource Mobilisation Strategy;
- Terms of Reference for the One Fund;
- the MoU and LoA based on available HQ formats (in April 2007 and to be finalised based on the revised format from Headquarters in November 2007); and
- clear allocation criteria for disbursement of funds to the One Fund.

These key steps were positively supported by a timely mission (April 2007) of the resource mobilisation senior staff from a large number of participating organisations, funds and programmes.

As of November 2007, a first group of 7 Joint Programmes from the planned 11 Joint Programmes that make up the One Programme have been completed and approved, with a clear idea of resources required for their implementation in 2008. At this time, approximately US\$52 million of the total of US\$113 million is yet to be mobilised. This amount represents about 46 per cent of the total requirements of the Joint Programmes in the One Programme.

A budget has also been consolidated to support Change Management activities. It is proposed that a small portion of the One Fund be utilised in support of key change management processes and joint initiatives.

A number of bilateral donors have made firm pledges to the One Fund, and indicated their readiness to disburse resources as soon as the MoU and LoA are finalised utilising the revised format that was agreed upon by the Headquarters interagency resource mobilisation team (in November 2007). It is anticipated that the first allocations to the One Fund will be received and disbursed before the end of the year.

In 2008, the Mozambique UNCT will be focusing on the following areas:

- Full operationalisation of the One Fund – for all Joint Programmes by end March 2008;
- Review (of what??), updating and scaled up action to implement the Joint Resource Mobilisation Strategy;
- Prioritisation of the finalisation and implementation of the Change Management Plan and Fund;
- Agreement on the division of labour amongst the UNCT for resource mobilisation efforts, supported by a UNCT Resource Mobilisation Task Force;
- Designation of a mobilisation and contribution management focal point within the RCO (funded by the One Fund).
- Establishment and management of a tracking and monitoring system for the Budgetary Framework and One Fund (within RCO).

1.4 ONE COMMON PREMISES/SERVICES

The objective of a One Office/common Services pillar is to focus on the harmonization of operational business processes for improved efficiency and programme effectiveness. The expectations for the UN Operational Team have focused on building the strengths and synergies of each Agency, with the aim of creating a more coherent and cost effective working environment to achieve greater programme impact, enhanced economies of scale and reduced transaction costs for both the Government of Mozambique and the UN system. In doing so, the UN in Mozambique adopted an all inclusive team oriented approach, demonstrated at operational level by different UN Agencies accepting the responsibility of leadership for heading different working groups.

The following is a list of highlights in terms of substantive outputs achieved in 2007:

- A revitalized OMT with more focused strategic working groups addressing issues in the areas of Common Premises, ICT, Finance, Procurement and Administration, and HR and Protocol Working groups were established in March 2007;
- A preliminary feasibility study on Common Premises Options was completed in June 2007, approved by UNCT and shared with Government;
- The establishment of a Federation of Joint staff associations in October 2007 with permanent representation at UNCT meetings;
- A proposal for Operational Plans drafted and circulated to all represented and non-represented Agency HQs and feedback incorporated in October 2007, including a corresponding change management budget;
- Medical services outsourced to one provider for all Agency staff in April 2007. Agencies will no longer cost share US\$250,000 annually for the upkeep of the UN Dispensary.

In 2008, the OMT will focus on:

- Full implementation of identified and approved activities on the work plans for 2008 such as:
 - Finalization of the business plan and development of a proposal for the construction of a Common Premises to start;
 - Establish a common procurement plan across the UN Agencies with respect to procurement of Administrative supplies;
 - Establish a common data base for the improved long term agreements (LTAs) in the procurement of goods and services;
 - Launch of the common infrastructure network using the Demilitarized Zone technology;
 - Establish a common VHF Frequency management system and radio room;
 - Establish joint vacancy management for locally recruited positions;
 - Set up a common data base for information sharing on HR matters including spouse employment opportunities and across agency staff mobility;
 - Establish a Government-led task force to address protocol challenges;
 - Undertake a mid-term assessment of cost savings and efficiency gains;
 - Assist in resource mobilization to support the implementation of the Change Management initiatives.

1.5 COMMUNICATING AS ONE

The UN Country Team decided to include Communication as a fifth area of the “Delivering as One” initiative in the country. This decision clearly reflects the vital role that communication plays in the UN reform process.

Through the “Communicating as One” strategy the UNCT aims to communicate the *Who, What, Why, Where* and *How* of the UN in Mozambique, focusing on concrete results and lasting impact on human development. This is to be achieved through the following objectives:

- Articulate the UN Reform Process, namely the “Delivering as One” initiative and the UN unified presence, to external and internal audiences;
- Advocate for poverty reduction measures through the achievement of the Millennium Development Goals and other internationally-agreed development objectives;
- Raise awareness about Mozambique’s socio-economic development and key development issues, through evidence-based information;
- Promote the work of the UN and its positive impact on the overall development process;
- Support resource mobilization efforts through the dissemination of information that demonstrates how the UN achieves better results by *delivering as one*.

A UN Communication Working Group composed of Communication Officers and Focal Points of the UN Agencies in country was consolidated. This has led to greater cooperation among agencies in speaking with “One Voice” during the course of 2007. The UNCWG was involved and worked together on the following activities:

- Development of a draft UN Communication Strategy that can better direct the communication activities in support of the UN “Delivering as One” initiative in Mozambique;
- Development of a corresponding Joint Communication Work Plan that, while taking agency-specific needs into account, focuses on what should be done together to ensure coherence and better use of resources, and that presents the UN as a united family in support of the national development agenda;
- Organisation and coordination of 4 Town Hall meetings involving all UN agencies set up to discuss and share information on the stage and to explore the implications of the “Delivering as One” initiative with the overall objective of ensuring greater staff involvement in the process;
- Editing and distribution of a monthly newsletter entitled “Juntos –Delivering as One in Mozambique” that was established in June 2007 and that highlights the activities, achievements and challenges of the UN Reform piloting experience in the country;
- Establishment of a UN System website.

The highest priorities for 2008 will be to:

- Have the “Communicating as One” Communication Strategy and work plan finalized and endorsed by the UNCT. This will provide the framework for the implementation of all communication activities in support of the “Delivering as One” initiative for the next 24 months;
- Key activities for the UNCWG will be: (i) the documentation and dissemination of best practices and lessons learnt in the UN Reform piloting experience, and (ii) to undertake a communication capacity assessment and capacity development to enhance the ability to apply the communication strategy and implement fully the joint communication work plan.

Part 2: The process thus far and *potential/emerging* results

The One UN initiative for Mozambique has been a positive and challenging experience calling for new and innovative thinking on how the UN can deliver better results in a more cost effective way. However, it is too early to assess or even speculate on what could be the potential results in the future as many key components still need to be established. Bearing this in mind, a number of outcomes already achieved or likely to be achieved have been identified under each pillar.

2.1 ONE LEADER

- The Change Management Plan and Budget will be finalized and resources will be mobilized for implementation. The Change Management Plan will incorporate the conclusions and recommendations of the capacity assessment exercise to be carried out in early 2008.
- The RCO Staffing situation will be temporarily upgraded to adequately meet demand (Change Management Specialist, M&E Programme Officer, NRA Officer) and ad hoc secondment of staff from UN Agencies in Mozambique will be undertaken.

2.2 ONE PROGRAMME

Following the establishment of the PMT, which in itself was an immediate achievement, considerable quick wins were realized as part of the process as outlined below:

- A consensus was reached on key principles for the development of joint programmes. Thus each joint programme had to:
 - project the comparative advantage of the UN and **include a combination of the four priority areas** of support: policy/advocacy, normative and technical support, capacity development and civil society partnerships;
 - **focus on “quick wins/low hanging fruits”** - relatively inexpensive, high-impact initiatives with the potential to generate major short-term gains;
 - **build on existing activities/programmes and demonstrate added value in collaborating;**
 - as far as possible, **be formulated under one primary UNDAF pillar** and **address a number of UNDAF outputs** selected as priority outputs of the One Programme;
 - have a **direct relationship to the PARPA II** and should have strong **Government ownership;**
 - in principle and to the extent possible, be **at least one third funded** (on the basis of *reasonable expectation* of funding);
 - **include three or more agencies;**
 - The sum of the joint programmes should reflect inclusiveness, with **all agencies being involved in at least one selected joint programme.**
- The process of “Strategic inclusiveness” has enabled all agencies (Ex-Com, Specialized and Non-resident agencies) to participate in the development of the One Programme and has helped to create a strong sense of “One-ness” that is indispensable if agencies are to deliver as One. With the addition of the Economic Development Pillar, the total number of agencies that deliver as one in Mozambique and that thus participated in the development of the 11 joint programmes increased from 11 to 16 agencies (UNHCR, ITC, FAO, WFP, UNFPA, UNIDO, UNCTAD, UNEP, WHO, UNDP, UNAIDS, IFAD, ILO, UNIFEM UNCDF and UNICEF). In addition, specialised agencies and non-resident agencies whose technical areas were not fully addressed in the initial UNDAF, were able to increase the representation of their areas of work in the revised UNDAF;
- The One Programme took advantage of an opportunity for funding through the Spanish MDG-Funding windows and submitted five Concept notes to the Spanish Development Cooperation agency. Two joint programmes (Environment & Climate Change and the Culture Diversity windows) were successful in their resource mobilization efforts. The Youth Employment and Migration joint programme is still waiting for a response from the Spanish. The Gender and Governance joint programmes were not successful with their bids to the Spanish Funds but have subsequently intensified resource mobilization efforts locally;
- Maintaining a balance between promoting agency inclusiveness, programme coherence and respecting the programmatic diversity of the UN is a challenge, but remains possible;
- The availability of harmonized programme planning and management procedures as well as financial management processes, rules and regulations would facilitate joint programme planning and implementation;
- The results of the UN Capacity Assessment to be implemented in 1st quarter of 2008, will be used to strengthen the division of labour among the agencies and in turn the capacity of agencies to deliver as one;
- UN agencies have an opportunity to demonstrate their technical capacity as well as comparative and diverse strengths during the implementation process of the 11 joint programmes.

2.3 ONE BUDGETARY FRAMEWORK AND ONE FUND

- The One Fund allows the UN family to focus on a key set of outcome areas from within the UNDAF and ensure a more strategic and focused use of all its assets to meet national priorities;
- The overall inclusive nature of the Mozambique Pilot, has allowed all UN agencies, both resident and non-resident and particularly technical and specialized agencies, to be at the forefront of a number of the Joint Programmes that will be prioritized in the course of resource mobilization. The UNCT is leveraging the collective capacity of the UN agencies to mobilize resources for all agencies participating in the Pilot, and not only for a few;
- It is still too early to assess the impact of the process on overall resources (funding) availability through the UN system to the countries to meet their national goals within the framework of internationally agreed development goals, including the MDGs. However, the increased interest, strong political will and expressed commitment of local bilateral partners for allocation of resources to the One Fund is a clear positive indication;
- While it is also too early to see the actual impact of joint resource mobilization and the One Fund on transaction costs to partners, early assessments indicate that there will be substantial gains in this regard in the course of the coming year.

2.4 ONE COMMON PREMISES/SERVICES

- At OMT level, the strategic inclusiveness approach has facilitated the ‘convenorship’ of strategic working groups, and leadership roles have been entrusted to different participating agencies at country level including Non Resident Agencies, e.g. ILO leads the Human Resource module through their liaison office;
- Through these joint efforts, closer collaboration is very visible at operations support level and through joint ownership of the pilot process by agency staffs and Government counterparts;
- While some initiatives are calling for some once-off investments, it is evident that given adequate support full success can be realized in all the intervention areas;
- Support from the respective HQs, as demonstrated by several missions, video conferences and other communication mediums, encourages all players to aim for results.

2.5 COMMUNICATING AS ONE

- The appetite for information on the One UN process has been overwhelming. Daily requests from donors, both locally as well as at HQ, and missions from UN HQ combined with a huge number of bi-and multilateral One UN missions have been extremely time demanding for communication staff, but at the same time have led to raising the profile of the UN;
- The UN in Mozambique has gained significant local acknowledgement for the fact is taking the UN Reform process, as well as the Paris Declaration seriously and is demonstrating willingness to change and adapt.

Part 3: Lessons learned

The One UN initiative has clearly accelerated the UN Reform in Mozambique and the sense of unity and togetherness among the UN agencies. The UN family feels that the benefits clearly outweigh the costs and in terms of realizing the “delivering as one” concept it is way beyond the point of no return. However, it should also be noted that the process has put significant demand on UN staff members’ time and posed unforeseen challenges in terms of greater involvement and leadership of the Government of Mozambique.

3.1 ONE LEADER

Early gains:

- The RC accountability framework was disseminated and widely accepted among Government and development partners;
- The visibility and capacity for resource mobilization of the UN has been enhanced;
- Leadership and team spirit issues have been fostered and highlighted;
- The UNCT reflected constructively on the strategic composition of and support to be provided to the RCO; and
- The Cabinet Model was portrayed as a ‘best practice’ within the UN.

Challenges and difficulties:

- The staffing situation at and funding of the RCO is insufficient, and this is having a negative impact on its effective functioning as a 'Prime Minister's Office';
- Better formulas for UN representation in wider development fora must be developed;
- Concerns among staff were expressed regarding the need to maintain a healthy work-life balance amidst the rapid increase of stress levels in the face of tight deadlines; and
- The limited engagement of active local counterpart support and insufficient operational capacity for an effective Government coordination of and involvement in the reform process has resulted in a situation in which Mozambique's formal participation as a Delivering as One UN pilot has still not been formally launched or publicised.

Support needed:

- Clarity on the accountability framework for the One Leader, including immediate finalization of the global guidelines on the TOR for the RC, TOR for the UNCT as well as global Core Management Principles;
- HQ to provide support and back up to the RC in leading the One UN process at country level.

3.2 ONE PROGRAMME

Early gains:

- The early completion and signing of the Gender joint programme served as a best practice and a motivating factor for the other 10 joint programmes;
- Providing a forum for Senior Programme officers eg. the PMT, to manage programme development and implementation helps to spur the process forward, ensuring quality assurance, harmonization, consistency across UNDAF pillars and provides a technical advisory body for Heads of Agencies;
- All UNDAF pillars will use the experiences of the UN Team on AIDS to strengthen their coordination mechanisms within the UNDAF pillars.

Challenges and difficulties:

- It is difficult to strike a balance between meeting the urgent demands of stakeholders for programme results related to the One Programme and at the same time ensuring an inclusive, participatory process with quality products, eg. in the development of joint programmes;
- Conceptualization and development of the One Programme would be best done as part of the UNDAF development process in order to avoid having parts of the UNDAF that are not part of the One Programme;
- Working closely with Government technical teams up to the level of Directors without full demonstrable engagement of the Council of Ministers can result in serious challenges at critical points of the process;
- The process put significant demand on the time and energy of technical officers due to tight time lines and having to balance the development of the One Programme with the implementation of the UNDAF. However, it should be noted that delivery indicators available from agencies show that the 2007 programme delivery rates were not jeopardized, and in fact they increased in comparison to the last two years. This achievement in both developing the One Programme and the implementation of the UNDAF is a clear indication of high levels of commitment to the UNDAF as a whole;
- Frustration resulted from the long delay in approval of the revised UNDAF, the Delivering as One Operational Plan, and the signing of the joint programmes

Support needed:

- Greater Government of Mozambique leadership of the One UN process, including establishment of institutional framework e.g. One UN Steering Committee;
- Financial support from donors to fund the unfunded part of the Joint Programmes as well as bilateral political support for the process.

3.3 ONE BUDGETARY FRAMEWORK AND ONE FUND

Early gains:

- The Budgetary Framework and the One Fund provide a unique opportunity for the mobilisation of additional resources for programme results and change management, and have allowed the UNCT to prioritise a clear set of outcome areas from within the UNDAF for this purpose;
- With the full operationalisation of the One Fund in the coming months, there is great potential for a “snow-balling” effect in terms of showing results, mobilising more resources, reducing transaction costs and working towards effective joint programming;
- There is also great opportunity for UN to review new ways of engaging in sector wide fora and lesson learning for the wider family (as recipients and providers of technical support and engagement in budget support environments).

Challenges and difficulties:

- The process in Mozambique, as with many other pilots, has been complicated by the absence of a pre-approved format for MoU and LoA at HQ level, and the subsequent need for seemingly continuous rounds of consultations with various regional and Headquarters bodies. It is hoped that the recent discussions in Headquarters and agreement on a revised format for the MoU and LoA by agency resource mobilisation focal points will allow the process at country level to move forward in a conclusive manner;
- Competing priorities have also hindered strong inter-ministerial coordination and involvement in all aspects of the process of consolidating the One Fund. It is hoped that with the anticipated endorsement of the Operational Plan and first group of Joint Programmes by the Government, the One Fund will be fully operationalised in 2008;
- There is still a difficulty within the UN family with regard to keeping track of changes in the Budgetary Framework, and this has hindered the collection of up-to-date information on the unfunded portion of the UNDAF, and subsequently one Fund. It is anticipated that the planned tracking and monitoring system will assist the UNCT in overcoming this challenge.

Support from the wider UN:

- There is a call for Headquarters and Regional Offices to allow pilots to “be pilots” – in other words to innovate, move forward, implement and learn from the varying and rich experiences and differences on the ground;
- There is also a call for less frequent missions from Headquarters, which will allow more time for action at the country level;
- Finally, there is a strong request for colleagues in Headquarters and Regions to be available to provide the type of support that is needed, when it is needed.

Support from partners at the local level:

- UNCT will review the strategy for even closer collaboration with Government, in the interest of ensuring sustained Government leadership and commitment in the full operationalisation of the One Fund in 2008;
- Continued support from donors at the local level for the prioritisation of Mozambique (globally) and continued/increased allocation of un-earmarked funds to the One Fund.

3.4 ONE COMMON PREMISES/SERVICES

Early gains:

- Closer collaboration and exchange of information between the HQ-based interagency working groups and country based working groups are facilitating more results, e.g. UN agencies have collectively made travel savings worth US\$12,000 in a joint programmatic initiative to bring electricity to a Millennium Village;
- In 2008 UN Agencies will save US\$250,000 which was previously spent annually in support of the UN Dispensary. The medical services were outsourced as a joint procurement initiative in April, 2007;
- Projected 30% cost reduction in the procurement of Administrative supplies, motor vehicle maintenance through adoption of best LTAs;

- The Demilitarized Zone technology will bring about a virtual office set up for the UN in Mozambique well before the Common premises is completed. This will result in significant improvement in information sharing through centrally hosted databases for programme monitoring using DEVinfo, Operational LTAs, internal vacancy announcement etc.;
- Coupled with access to common data bases, the UN system will realize savings in telecommunication, including telephone bills, and VHF frequency management, which is currently running up to US\$450,000 per annum;
- A more powerful UN family arising from the pooling of expertise from different Agencies into a shared “Delivering as One” goal.

Challenges and difficulties:

- Change does not happen overnight. People’s attitude and perceptions can get in the way and transparency and effective communication is key;
- Good time management and planning is essential. Most of the year has been spent in the planning and preliminary steps. It may be difficult to account for time spent in this process especially given delivery and immediate competition priorities at agency level;
- Agencies have different human and financial resource levels and it is therefore useful to assess internal capacity and dynamically supplement these with short term consultants where applicable and funds permitting.

Support needed:

- Continued dialogue and support from the HQs based interagency working groups is important because they can supplement the local capacity in some of the technical areas, and this also helps to ensure compliance with corporate accountability frameworks;
- Financial support from our funding partners.

3.5 COMMUNICATING AS ONE

Early gains

- Communication is a key component of any change process and the establishment of the Communication Working Group has been a critical factor in improving communication among agencies and keeping UN staff members fully informed;
- Increased exchange of information between UN Communication Officers has enhanced the inter-agency understanding and knowledge;
- The joint preparation of the communication strategy/workplan and website has resulted in a sense of stronger togetherness between communication officers.

Challenges and Difficulties

- One of the greatest challenges the Communication Working Group faces is to define and differentiate between the activities that are being undertaken in the framework of the “Delivering as One” initiative from those that are related to the normal functions of the UN System. This has led to delays in the finalization of the Communication Strategy and its endorsement by the UNCT;
- The other challenge is the fact that not all agencies have Communication Officers or Focal Points, and this makes the involvement of those agencies in the UNCWG activities deficient. This also leads to further complexities in consensus building on joint activities related to the “Delivering as One” initiative.

Support Needed

- The medium term vision of the UNCWG is that it be housed in one location and that it develops into a “Communicating as One” Team or Unit. The objective of this unit will be to support the UNCT more efficiently in all communication-related activities related to the “Delivering as One” initiative while also supporting the communication needs of individual agencies. The UN Country Team shares this vision and therefore what is needed now is stronger support in the creation of this Unit.

Part 4: Conclusion

The One UN initiative has clearly accelerated the UN Reform in Mozambique and the sense of unity and togetherness amongst the UN agencies. The UN family feels that the benefits clearly outweigh the costs and in terms of realizing the delivering as one concept, and that the process is way beyond the point of no return.

In 2007, the One UN concept was developed through the finalization of key institutional documents. The master document for the ONE UN process, "Delivering as One – Operational Plan of the UN System in Mozambique 2007-2009", was finalized. The One Programme comprising 11 full joint programmes was developed and the One Budgetary Framework and the One UN Fund were established through the finalization of the MoU and LoA along with the joint resource mobilization strategy. The One Leader, the TOR for the UNCT and the RC as well as Core Management Principles were prepared and the feasibility of a Common premises was assessed and potential cost saving common services were identified. A "Communicating as One" joint communication strategy was also developed.

In 2008, the focus will be on the operationalization and effective management of the implementation of the Delivering as One: One UN Operational Plan of the UN System in Mozambique 2007-2009. The need for greater involvement and leadership of the coordinating ministry will be a top priority for the coming year, in order to support the involvement of line ministries. Expectations are high from the government's side, the donors and the UN family itself. Communication about the process and results is an imperative. Briefings are regularly made with donors and Town Hall meetings with all UN Staff have been held to ensure an adequate level of information sharing about the initiative.

The UN family embraces this initiative with enthusiasm. It should also be noted, however, that the process has put significant demand on UN staff members' time in 2007. Finally it should be noted, that while this process is country-driven, its success depends also on the continued full commitment and support by the totality of the UN system at both regional and global levels.