

How DELIVERING as **ONE** Adds Value

Stories and **Testimonies** from
Eight Programme **Pilot Countries**

Albania
Cape Verde
Mozambique
Pakistan
Rwanda
Tanzania
Uruguay
Viet Nam



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Acronyms

IFAD: International Fund for Agricultural Development

ILO: International Labour Organization

IOM: International Organization for Migration

MDG: Millennium Development Goals

OCHA: Office for the Coordination of Humanitarian Affairs

UNAIDS: The Joint United Nations Programme on HIV/AIDS

UNCDF: United Nations Capital Development Fund

UNDP: United Nations Development Programme

UNESCO: United Nations Educational, Scientific and Cultural Organization

UNHCR: United Nations High Commissioner for Refugees

UNFPA: United Nations Population Fund

UNICEF: United Nations Children's Fund

UNIDO: United Nations Industrial Development Organization

UNIFEM: United Nations Development Fund for Women

UNWTO: United Nations World Tourism Organization

UNV: United Nations Volunteers

WFP: World Food Programme

WHO: World Health Organization

Introduction

In early 2007, eight UN programme countries voluntarily agreed to pilot the “Delivering as One” approach. Tremendous commitment and energy have gone into making this element of UN reform a reality.

Under the principle of “one size does not fit all,” and through national leadership and ownership, each UN pilot country has been able to innovate and make choices based on national context and priorities. Configurations of Delivering as One in Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam all vary accordingly, although they share some foundational guidelines. Besides being driven by a heightened degree of national leadership, they aim for increasing UN relevance, coherence, efficiency, effectiveness and impact in achieving development results at the country level.

This short booklet presents a collection of programme stories and testimonies about on-the-ground experiences with Delivering as One. It synthesizes a series of stories¹ on programme results produced by the UN country teams in all eight pilots. These are grouped around five overarching achievements that are apparent so far: faster progress towards the MDGs, strengthened national ownership, more visible advocacy for human development, built-in emergency responses and delivering more for less through efficient operations.

Common development issues encompass poverty reduction, HIV and AIDS, education, health, gender equality, governance, children’s rights and crisis intervention. The most widely used programme strategies speak to UN agencies’

strengths in working with national partners to enlarge national capacities, to convene diverse constituents around solving mutual concerns, to provide policy inputs informed by cross-agency expertise and to demonstrate innovative practices.

While the Delivering as One pilot exercise is only in its fourth year, with the first year taken up primarily with programme planning, some significant programme results are already emerging. Highlights include:

The UN country team in **Albania** supported increases in women’s political participation during an election that more than doubled the number of women in Parliament.

Cape Verde’s UN country team mobilized expertise and resources to stop a 2009 dengue fever outbreak, and put in place capacities to reduce the chance of recurrences.

Mozambique has three UN agencies jointly bringing their distinct skills into strengthening each link in the chain between agricultural production and commodities markets, securing better livelihoods for over 11,000 farmers.

UN agencies in **Pakistan** set up a crisis response team equipped to confront the different dimensions of humanitarian emergencies.

In **Rwanda**, the UN country team has put together a multi-faceted HIV and AIDS programme that supports some of the highest prevention and care coverage rates in sub-Saharan Africa.

¹ The full stories are available at www.undg.org/hanoi2010.

Tanzania's UN country team is making inroads in addressing maternal mortality, with a decline in deaths in one of three provinces where a joint programme operates.

UN agencies in **Uruguay** are working closely with government partners to shape the country's first formal vision for a stronger business climate, and fostering progress in that direction through initiatives to reduce red tape in public administration.

In **Viet Nam**, Delivering as One has helped the government bring new social protection policies into national development plans, and design a framework national policy on climate change that has drawn a strong response from international funders.

This booklet provides a synthesis of these and other emerging experiences. It is not based on the formal evaluations being carried out in the pilot countries during 2009-2010, and should not be seen as drawing conclusions based on the weight of that kind of rigorous scrutiny. But the stories it relates do provide room for some early observations on the value of Delivering as One.

The first of these is that *coordination is systematic in the pilot countries*. While other forms of UN coordination are being tried and have been successful, such as joint programming in non-pilot countries, coordination is built into the fabric of operations in the pilots. It does not depend on individual agency support for partnerships within the UN system, which can vary over time. Making coordination systematic and formalized has been critical in propelling

changes in institutions and mindsets as people make the shift into new ways of doing business.

Delivering as One programmes are more consistently driven by national priorities. Delivering as One consolidates UN support in joint planning exercises and programmes with common funding mechanisms and leadership, it makes clear what the UN is doing as a whole and in a more orchestrated way. The steering committees created in most pilot countries involve UN representatives and government counterparts—as well as donors and civil society representatives in some cases—who sit together to set priorities and provide oversight. This allows for much closer alignment between UN development programmes and national development plans. It also makes it far easier for the government, including national leaders, to see the big picture of which agencies are doing what and where, and how much programmes cost.

Transparency, predictability and accountability have increased. Transparency has grown through clarity about the full scope of UN development support. Predictability has been enhanced through common budgetary frameworks and country funds, which reveal the resources UN agencies as a whole will contribute to meeting national priorities, and how much has yet to be mobilized to achieve results articulated in programmes. The accountability bar has been raised through agencies defining the division of labour; each agency knows what it must contribute to achieve joint objectives. All of these aspects of Delivering as One are useful both for national counterparts and for international donors.

Delivering as One helps unleash synergies required to produce and sustain development results.

UN agencies have made significant individual contributions to development over their histories. But an added value comes when people with different forms of expertise routinely collaborate. The stories in this booklet repeatedly underscore that Delivering as One programmes, while targeted in their interventions, can also be more ambitious in their scale and outreach—and can deliver far-reaching results. Coordinated inputs on different development challenges can be powerful in bringing people together for the first time, in building on the many ways that policies inform practices and vice versa, in helping to make humanitarian relief into a stronger bridge to development, and in providing capacities to manage mutually reinforcing initiatives on the central and sub-national levels.

Innovation is more apparent as people who put their heads together—both UN and national partners—start to think in new ways. Several Delivering as One teams have found greater room not only to create innovative programmes, but also to work with national partners on embracing innovation and shifting entrenched patterns in institutions and mindsets. At times, the UN’s willingness to reconfigure its own institutions has had a demonstration effect. Some government partners have begun to look for new channels of communication and coordination within their own ranks.

Both large and small UN agencies report benefits from the added political visibility that comes from working

together on programmes that national partners, including at high levels, can readily view as part of the larger national development agenda. Taking joint “ownership” of different issues means operating in an arena where many stakeholders have a vested interest in working on them. This lends credibility and momentum to achieving results as a whole.

A repeated refrain about the Delivering as One pilots is that their success depends on multiple forms of support—especially from governments in programme countries, from donors and from the leadership of individual UN organizations. In shedding some early light on what it is possible to achieve in Delivering as One, this booklet may contribute to considerations by a variety of constituencies on both the future of the pilots, and the possible absorption of their lessons in other countries and institutions.

“So much is possible if we act together. Together, we are here to take risks, to assume the burden of responsibility, to rise to an exceptional moment, to make history.”

—UN Secretary-General Ban Ki-moon

I. Faster Progress Towards the MDGs

Through strong joint programmes and common programme planning mechanisms, the Delivering as One pilots are helping to hasten the achievement of national and international development goals, including the MDGs. When UN agencies work together, they bring diverse forms of expertise into tackling many sides of complex, multifaceted development issues. The coordinated combination of interventions goes far in unleashing progress. It becomes possible to concentrate human and financial resources around priority goals, and to aim for greater outreach and larger scale results in a shorter timeframe.

More women in Parliament

The Delivering as One model was key to success in 2009 in increasing women's political participation in Albania, after many years when women's presence in Parliament remained stubbornly low. The percentage of women parliamentarians is one of the indicators for measuring progress under MDG 3 on achieving gender equality.

In Albania three UN agencies were active on the women and elections component of Albania's UN Joint Programme on Gender Equality: UNIFEM, UNICEF and UNDP. UNIFEM took the lead by working with political parties to promote a quota for women in the new Electoral Code—it was adopted in 2008. In early 2009, before the poll, the three agencies jointly sponsored a national survey on women's participation as voters. It found that nearly a quarter of women—compared to 10 percent of men—were choosing not to vote.

As election preparations swung into high gear, the agencies focused on activities where each was best



A representative from the Women Forum Elbasan talks to local women about the importance of voting in last year's election in Albania.

equipped to promote women's political participation as candidates and voters. UNIFEM drew on long relationships with women's groups and gender advocates within the government to mobilize women and monitor the application of the quotas. UNICEF worked through Albania's system of youth parliaments to spread messages about the importance of women as candidates and voters—youth are not only often more open to new ideas, but also willing to convince their parents and other adults to adopt them. UNDP and UNIFEM came together to work with journalists on fair media coverage of gender equality issues relevant to the elections, and of women as candidates.

On the day of the elections, more voters turned out than ever before in Albania's fledgling democracy; in regions where UN agencies advocated for women's political participation, half the voters were women. When the results had been tallied, the percentage of women in Parliament had more than doubled, from 7 percent to 16.4 percent.

These powerful impacts will be with Albania long into the future. Not only are more women sitting in Parliament, but the extensive outreach helped shift women's perceptions about the roles they play in their society. Bardha Gura, a high school teacher from Elbasan, noted: "We came to understand one key issue—women must be united in order to have a strong voice. This voice must be heard and we must claim our legitimate right. We will do so from now on."

In Uruguay, UNDP, UNFPA and UNIFEM have worked together with the Feminine Joint Caucus to help foster agreements among women parliamentarians that are changing national legislation and political discourse. Politicians from different parties have come together to work on strengthening a gender equality perspective in issues under consideration by Parliament, as well as in its procedures and practices. The joint support of the three agencies has allowed access to a range of institutional, political and technical experiences from other countries engaged in gender-based legislative processes. Operating together has also helped in creating a neutral arena for women politicians to come together to discuss new initiatives. One notable sign of progress has been the adoption of gender-responsive budgeting by the Ministry of Finance.

An Uruguayan woman politician commented, "Just as the agencies worked jointly, gathering their knowledge and overcoming the limitations of their own competencies, parliamentarian women set aside their own party limitations. To do so,

the technical contributions made by the agencies were key, to be able to build arguments, based on technical criteria and on other countries' previous experience, to support the initiatives we wanted to carry out, where we felt women's rights were at stake, independently from our political affinity."

Expanded HIV prevention, care and support

Stopping the spread of HIV is a primary development concern in a number of countries, and another aspect of the MDGs. Combined expertise and coordinated interventions under the Delivering as One model are geared towards covering the social, economic, human rights and health dimensions of HIV and AIDS.

In Rwanda, different UN agencies are active on the policy, planning and service delivery fronts, each with tasks that are discrete but mutually reinforcing. UNFPA has worked with the Government on systems to distribute male and female condoms. UNICEF helps insert HIV education into youth centre activities. WFP supports adherence to anti-retroviral drug regimes through the provision of a porridge that improves nutrition. UNAIDS assists the National Network of People Living with HIV in coordinating activities across 1,304 organizations and 466 cooperatives; this fosters a community of support and education. WHO works with the health system on developing technical guidelines, while UNIFEM tracks the integration of gender issues across HIV programmes. UNHCR aids in extending HIV services to refugees. Joint UN agency efforts have gone into helping Rwanda access its first funds from the Global Fund

to Combat AIDS, Tuberculosis and Malaria. These will go towards the 2009-2012 National Strategic Plan.

All of these efforts stand behind national initiatives that are providing antiretroviral treatment to 70 percent of people in need, one of the highest coverage rates in sub-Saharan Africa. Prevention services reach more than 60 percent of the population, with a target of 80 percent by the end of 2010.

Since UN agencies have an established and trusted reputation in addressing HIV in Rwanda, in 2009, they joined national partners in successfully advocating that Rwanda protect human rights by dismissing proposed legislation criminalizing the act of men having sex with other men. This was a sensitive task requiring support from many quarters; achieving it would have been far more difficult for a UN agency acting alone.

In Mozambique, Delivering as One has allowed the UN country team to tap the best expertise from across its different agencies for a joint HIV and AIDS programme in Gaza Province, where the HIV prevalence rate among adults was as high as 27 percent in 2007—and growing. Collaboration in mobilizing resources has enabled the UN team to make a strong contribution on the subnational level—in line with Mozambique’s policy of decentralization.

A first step was convening provincial and district officials to develop a coordinated set of 11 district action plans under an umbrella provincial plan. The IOM, UNFPA, UNICEF, WFP and WHO then helped the provincial Governor organize a resource

mobilization meeting involving officials and over 100 participants from civil society, the private sector and the UN agencies. It resulted in more than \$2 million to implement the plans. These resources are funding a gamut of activities from prevention to care and treatment—80 percent of those planned for 2009, the first year of the programme, have been implemented.

Coordinated planning, focused expertise and adequate funding have sparked enthusiasm and commitment among provincial authorities, who believe that a more comprehensive, scaled-up approach will pay off. “The assistance provided by the UN agencies and development partners to support HIV prevention and control activities have reached substantial (levels); we are satisfied (and) confident that we will altogether defeat HIV in the province of Gaza,” said the provincial Governor.



At the Nyagatare Youth Center in northern Rwanda, young people learn about HIV prevention, and sexual and reproductive health.

A representative from MONASO, the main national network of NGOs, commented: “It is the first time I’m (seeing) district authorities take the leadership and present clearly the progress made and the constraints they face in the fight against AIDS at the district level. The positive interaction I am seeing between government provincial authorities, UN agencies, civil society and the private sector makes it a process which will make a tremendous difference.”

Crunching better numbers

Delivering as One has proven an effective mechanism for helping national partners develop some of the core capacities required across development planning, including for the MDGs. One of these entails the collection and analysis of statistics that provide solid evidence for policies, laws and programmes. Individual agencies have expertise on different statistical issues—in tandem, they can work across statistical systems as a whole.

In Viet Nam, five UN agencies—UNFPA, UNDP, UNICEF, UNIFEM and UNAIDS—acted together to assist the collection of high-quality data during the 2009 Census. The Vietnamese Government has prioritized data management as an area for UN support that will benefit the ministries of finance, education, health and public security, among others. UN agencies and other international donors will also turn to census data to inform their assistance.

Initially, UNFPA brought its long experience with census design into helping develop census questionnaires, train enumerators and test data



More than 40 United Nations staff from five UN agencies in Viet Nam worked with staff from the national statistics office and other partners to help monitor the 2009 Population and Housing Census in 21 provinces last year.

capture. Once the census began, staff from all five agencies participated in joint monitoring missions, reaching triple the number of locations as individual agencies did in the 1999 Census. Staff from different agencies viewed the monitoring through different lenses—those from UNIFEM, for example, quickly picked up that the low number of women enumerators was a missed opportunity for women to learn new skills and earn an income, and for the census to draw out detailed information that women might feel more comfortable sharing with other women. This gap can be corrected in future statistical exercises.

In Albania, UNICEF, WHO and UNFPA have backed living standards and measurement and demographic health surveys; a census is on track for 2011. Data are being used to target public spending to citizens’ needs—and linked into other UN programmes, such

as the UN Joint Programme on Child Food Security and Nutrition. It focuses on ending malnutrition among high-risk children—a critical contribution to the MDG indicator on under-five mortality.

A similar bridge is being built in Rwanda, where UNDP, UNICEF, UNFPA and UNIFEM support the development of national statistical capacities to map needs of individual communities and provide evidence for public planning. These efforts are coordinated with community level interventions by UNDP and UNCDF that facilitate access to capital for local infrastructure, foster entrepreneurship, and develop capacities for gender equitable planning and budgeting—all elements of poverty reduction and the emergence of capable local governments.

II. Strength in National Ownership

In the Delivering as One countries, there is a direct path running from national priorities to programme implementation. Programmes are agreed with the government, and funded by a single stream of resources under the common leadership of the Resident Coordinator. Agencies work together to achieve joint programming goals by carrying out activities most in line with their capacities and expertise.

This approach ensures that programming is driven by national demand, rather than international supply. Since the process is more straightforward and consolidated, there can be more transparency, predictability and accountability. Surveys in Rwanda and Tanzania have already found government partners reporting that the UN system there is easier to work with than in the past.

Greater coherence on the part of the UN agencies allows them not only to carry out priority national programmes, but more generally to align with national agendas as a whole. UN support in Albania adheres closely to the larger picture of EU accession objectives. In Viet Nam, the focus is on the requirements of transitioning into a middle-income country. To determine priorities for joint programmes in Pakistan, the UN team carried out far-reaching consultations with government officials across development sectors at both the national and provincial levels.

Whole sectors, comprehensive programmes

Joint planning and programmes under the Delivering as One model are typically aligned with broad

national priorities—staunching the spread of HIV, ensuring higher quality education, advancing gender equality, and so on. This encourages agencies to take a sector- or issue-based approach that reflects a full range of national needs, and make links that

“Our experience so far has shown that delivering as one is possible. It improves national ownership and strengthens national leadership in the development process. It permits realignment of the UN assistance with national priorities and streamlines business transactions... I appeal to our developing partners to support fully this reform initiative.”

—H.E. Jakaya Mrisho Kikwete,
President of the United Republic of Tanzania

lead to more effective and sustainable interventions. Overall, national partners, who have to view a handful of consolidated interventions rather than dozens of initiatives scattered across agencies, gain a big-picture understanding of UN activities. This enhances their ability to make choices about their own programmes and priorities, and about the parameters of engagements with other international partners.

In Rwanda, UN agencies support the education sector through Child Friendly Schools—now a model that the Government plans to scale up nationally. Different agencies carry out a variety of tasks all connected to ensuring that children go to school and receive a high-quality education once they are there. Since hunger is a reason for children to leave school, WFP provides free meals of maize and beans. FAO conducts agricultural programmes that teach communities how

to best raise crops, plant vegetables that improve child nutrition, and sell agricultural products for money that supports schools. UNESCO is active in devising programmes targeted to girls, who are half as likely to complete their education as boys. UNICEF supports teacher training and partners with the Rwandan government to install “smartware” in schools—such as child-centred curricula and clean sanitation facilities.

In Mozambique, FAO, IFAD and WFP are jointly implementing a programme to reduce poverty by getting agricultural goods to market—a critical link in a country where 80 percent of the population works in the agriculture and fisheries sectors. So far, the programme has helped over 11,000 farmers in five provinces improve the quality and quantity of their harvests. Each agency supports a set of activities in a sequence designed to build the market value of agricultural commodities. FAO provides infrastructure—such as inexpensive silos to prevent grain losses—and technical assistance on post-harvest handling and storage. IFAD broadens access to credit that can be used to store grain while waiting for optimum market prices. WFP is helping to set standards for marketable commodities and construct warehouses. In procuring some produce at higher-than-market prices for use in food distribution programmes in Mozambique, WFP also provides an initial incentive for farmers to adopt new practices.

In the first year of the programme, land used for cultivation has doubled. Provincial and district authorities, who have been systematically engaged in planning and implementing the programme, have given glowing endorsements. “This is a district



FAO, IFAD and WFP jointly implemented a programme in Mozambique’s Sofala, Manica, Zambezia, Nampula and Tete provinces to improve the agricultural production for over 11,000 farmers thus far, and to get their goods to market.

programme; it is not a central government programme or a UN programme,” said one district administrator, before announcing the provision of land for one of the warehouses. The Governor of Nampula, one of the provinces, noted, “The programme is still young, but we are very satisfied already. We are so satisfied that we want it in more districts.”

Maternal mortality has been an intractable issue in a number of countries, where rates remain high. In 10 districts of Pakistan, WHO, UNICEF



UN Tanzania’s joint programme to reduce maternal and newborn mortality supports government institutions and civil society organizations to provide crucial resources, including ambulances to improve expectant mothers’ access to health centers.

and UNFPA are piloting an integrated package of services to strengthen existing government initiatives and introduce new innovations. The programme covers many aspects of the journey to safe motherhood: more skilled local birth attendants, access to family planning, advocacy for health care during pregnancy, management and administrative reforms of health care providers, and monitoring and evaluation to guide the changes. In the last year, it has resulted in a 39 percent increase in the number of skilled birth attendants and a 5 percent decline in maternal death rates.

A similar programme in Tanzania involves the ILO, UNESCO, UNICEF, WFP, WHO and UNFPA. It operates in three regions; in one, Dodoma, maternal deaths have fallen by 20 percent since 2007, while in-hospital deliveries have risen from 50 to 67 percent. The project has trained health care workers—operating

amidst Tanzania’s extreme shortages of skilled staff—and encouraged a system of task shifting, where health professionals move from less urgent priorities when emergency obstetric and newborn care is needed. New funding has been leveraged for staff and supplies, and eight ambulances ferry women from community facilities to better-equipped district and regional hospitals. Health care planning has improved through the adoption of new data management tools.

In Cape Verde, UN agency support to national action for children is gaining in scope and efficiency, as illustrated by a recent integrated immunization campaign. UNICEF, WHO and UNFPA worked with the ministries of health, education and justice



UN agencies supported Cape Verde’s ministries of health, education and justice to carry out an Integrated Immunization Campaign this year, which includes polio vaccination, birth registration, and data collection of household sanitary conditions and the number of girls enrolled in schools.

to cover multiple bases at the same go: polio vaccination for all children under five years of age, a general survey of immunization coverage, the collection of accurate information on the number of girls in secondary schools and the identification of possible sources of dengue fever outbreaks.

Bringing the UN example home

One strong testament to the sense of national ownership and value of Delivering as One has come through countries applying its lessons to their own institutions. As UN agencies demonstrate the merits of coordination and the streamlining of structures, some governments have begun to examine their own systems for opportunities to reduce overlap, and orchestrate closer coordination and communication.

In Pakistan, Delivering as One has helped develop new ties between the ministries of health and population, which used to work with limited understanding of what the other was doing. Now they have formally agreed on collaborative interventions under a joint UN programme on health and population.

Viet Nam's Ministry of Education and Training decided to establish an inter-departmental coordination committee on HIV after witnessing the achievements of UN joint efforts. "This is a clear impact of the UN working as one with our ministry," said Vice Minister Nguyen Vinh Hien. "Greater UN coherence has motivated us to strengthen our internal coordination. This committee will help us avoid duplication, address potential gaps and have a better overview of the sector response to HIV. I can see the UN is better

meeting the demands of the education sector."

In Uruguay, an official in the Office of Planning and Budget, noted, "The Government in Uruguay plays a big role, and it has a very complex structure. The United Nations reform has allowed many of these institutions to share their problems and their resources to solve them. Many times, one State agency cannot confront a problem by itself, but working within a common approach where human resources, infrastructure and contacts with civil society are shared, very important results are attained."

Another Uruguayan official echoed: "From inside the State machinery, we also see how the logic of joint projects encourages technical experts as well as managers to interact more, which builds trust among their institutions. Knowledge of the different organizations has increased, and this has generated an environment where consensus is reached in a more efficient and participative manner. It is from this effort that innovative ideas, changes, and a whole new method of working are born."

One step that Uruguay has recently taken, with UN assistance, is to better coordinate and streamline public administrative procedures. A series of new Citizen Centers are located in high-population-density areas that are far from public offices. Each allows people ready access to any of 150 procedures, such as birth registration and tax payments. An average of 1,200 people a day take advantage of the new system.

Broadening national participation

National ownership draws strength from a broad base of engagement and support. Delivering as One allows UN agencies to reach out to a larger number of development stakeholders and cultivate interactions among existing partners of individual agencies.

The greater scope of joint plans and programmes matches well with the growing involvement of civil society groups—and to some extent the private sector—in both shaping development policies and contributing to their implementation. In Uruguay, Analía Bettoni from the National Association of Non-governmental Organizations commented that “the joint projects, where the UN organizations are involved in diverse and broad areas, have generated multiple spaces for participation.”

Close collaboration between UN agencies and youth networks in Tanzania has led to the formation of hundreds of UN clubs across the country that advocate for achieving the MDGs. In Mozambique, UN agencies have collaborated on strengthening the capacities of civil society. UNESCO, ILO, UNIFEM, UNDP and UNICEF have collectively helped 300 groups cultivate management and advocacy skills. Agencies have also facilitated greater dialogue between civil society groups and government officials: Civil society representatives are now active voices in the development observatories that the Government has set up to encourage input on decisions related to poverty reduction. As advocates, they have already put new skills to work in backing the recent passage of two significant pieces of legislation—the Children’s Act and the Law on Domestic Violence against Women.

III. A Visible Advocate for Human Development

When UN agencies “Deliver as One” they can “speak as one.” Their advice and advocacy can be informed by their combined specialized knowledge. They can also bank on a joint history of trust and neutrality. These advantages help make a compelling and visible case for effective development policies and strategies.

Advocacy that stems from joint UN programmes rooted in national priorities further fuels engagement with government and civil society partners, and aids in mobilizing broad public support. Common advocacy positions are also advantageous in putting forward innovative practices that are promising but not yet widely understood, or that are politically or socially sensitive.

Informing new policies

Development policies have a direct impact on public budgets and services, and on people’s lives. Formulating them is a critical exercise that, to be effective, depends on up-to-date technical knowledge and data, often on a variety of fronts. It calls for concerted attention to national priorities, and to distributional concerns so that development opportunities are evenly available to diverse population groups. In Delivering as One, UN agencies have a greater capacity to offer the full range of support services that national policy makers may need.

In Viet Nam, the Government has called on UN agencies to help shape policy positions during the transition into middle-income country status. Working through a set of Programme Coordination Groups,

UN development experts develop research and evidence for new policy directions, and common positions for policy advocacy. The Social and Economic Development Policies group, for example, conducted significant research and advocacy to assist the Government in drafting Viet Nam’s new national socioeconomic development plan. The strategy now reflects issues related to social protection



A new curriculum integrates reproductive health and HIV into core lessons and extra-curricular activities for secondary schools in Viet Nam.

and the reduction of child poverty, two priorities for agencies such as UNDP and UNICEF that have come to fruition through coordinated UN support.

Joint UN efforts by UNICEF, UNFPA and UNESCO have helped Viet Nam’s Ministry of Education and Training develop policies to guide a comprehensive HIV education programme. Various aspects of HIV education have been in place since 1995, often

separately supported by different UN agencies— UNICEF backed a life skills programme, UNFPA assisted with HIV prevention education and UNESCO aided a pre-service training programme for teachers on HIV. Lessons learned from these experiences were used to create an integrated curriculum. It combines reproductive health and HIV awareness in classroom lessons and extracurricular activities, and

“We recognize the UN achievements, and we now see a more effective UN, engaging with us ‘as One’ on key policy priorities; we see a UN ready to take steps to simplify and harmonize their procedures; we see the One UN working better together to ensure they build programmatic linkages and synergies for enhanced development impact and taking concrete steps to avoid duplication. The UN now clearly is not the same as the UN three years ago.”

—*Vice Minister of Foreign Affairs
Nguyễn Quốc Cường*

even offers training to parents so they can better discuss these issues with their children. A major shift has come in the curriculum’s move away from simply transferring facts and information to proactively empowering young people to think and make informed choices about their reproductive health.

“This is a unique experience with the UN I’ve never seen elsewhere,” said Lisa Sherburne, an HIV specialist with Save the Children, a non-governmental organization that backs the programme. “We can

continue with the curriculum development because of this joint effort (by the UN). It allows more resources, more cohesive actions and a more powerful voice to the Viet Nam education sector. I think the UN in other countries should have the same model.”

Climate change is a development issue with potentially huge future ramifications; both national and international bodies have embarked on concerted efforts to put in place essential institutions, policies and forms of expertise. In Viet Nam, UN agencies have worked closely with the Government in identifying and analysing the policy dimensions of climate change, culminating in a 2009 policy paper and recommendations. UN inputs have also fed into a framework national policy on the issue—it has already attracted substantial international finance. Coordination among UN agencies has brought new aspects of climate change to the fore—such as possible gender ramifications. This facet had received limited attention until the Programme Group on Gender moved to highlight it. Through research and advocacy, awareness has grown among officials in different ministries and the National Assembly. At the 2009 meeting on climate change in Copenhagen, the Vietnamese Prime Minister met with the Executive Director of UNIFEM to discuss future steps.

In Uruguay, UNDP, UNEP and UNESCO have combined efforts to strengthen the National Response System for Climate Change, which spans all relevant national institutions. With national officials in a process of deliberating the possible dimensions of climate change, UN agencies have shared knowledge

and helped link national and UN climate change initiatives. A strategic response plan is now in place.

Ending gender-based violence

Gender-based violence is an issue that requires multiple, coordinated actions, and ongoing advocacy. Despite some progress in creating new laws and services in many countries, gender-based violence remains entrenched and prevalent around the world—often propped up by deep-seated attitudes that tolerate or accept it.

In Albania, the Government called for UN assistance in formulating a new law and strategy to curb domestic violence, both of which stress improving and coordinating medical, social and judicial services. The UN agencies now support implementation through the joint gender equality programme. UNDP is training police officers and judges, while UNFPA helps doctors and nurses understand the law and methods for detecting domestic violence. UNICEF has engaged school councillors in identifying child victims and initiating referrals.

Drawing on lessons learned from these initiatives as well as research on successful strategies already employed in Albania and other countries, the UN country team has begun advocating for “one-stop” community service models by demonstrating how they work. Pilot centres have been set up in four municipalities, offering real-world proof of the merits of giving survivors of violence ready access to prevention, protection and support services.



A workshop on domestic violence detection for social service providers in Durrës, Albania last year.

In Rwanda, UNICEF, UNIFEM and UNDP spoke with a unified voice to urge the passage and revision of laws to stop gender-based violence, and are now piloting integrated service provision based on a request from the National Police. Rwanda has almost no history of this kind of initiative. Strong social stigma against reporting cases of violence means that survivors hardly ever receive adequate treatment.

A breakthrough came when the UN country team helped set up the ISANGE One Stop Center in Kigali—ISANGE means “feel free, feel welcome” in the Kinyarwanda language. UNICEF, UNFPA and UNIFEM are assisting in stocking the centre with necessary materials and training a full complement of community police, judicial officials, health care professionals and psychosocial service providers. Looking forward, the three agencies are working to make the Kigali model one that can be readily replicated in other parts of

the country. This will be consistent with Rwanda’s move towards decentralized service provision, and the human right to live free from violence.

Opening the door to innovation

When UN agencies come together, they view issues from different angles, a process that can open the door to innovation. Broad-based partnerships can then nudge forward the uptake of new ideas. This was the case when the Uruguayan Government sought UN assistance in thinking through how it can best integrate into the global business environment. For years, businesses had called for a clearly articulated state policy that would attract investment and foster a positive international image of Uruguay’s potential.

Working together, UNIDO, FAO, UNDP, UNEP, UNESCO and UNWTO were able to engage an array

of public and private sector partners in developing a common vision. Once this was agreed, the Government began sponsoring public and private sector representatives to participate in international trade fairs, where they could send the message that Uruguay is serious about business. A move towards having more secure and transparent administrative systems will begin to inspire confidence among businesses inside and outside the Uruguayan borders.

A complementary Delivering as One programme has already helped link the efforts of three national ministries and the Office of Planning and Budget to reduce red tape in setting up a business in Uruguay. Two new initiatives, “Create Your Business in One Day” and the Business Portal, allow business people to set up the most common types of companies in three short steps—a huge reduction from the 40 days, 29 conditions and 13 procedures that used to be the norm.



Public and private sector representatives participated in international trade fairs last year to send the message that Uruguay is serious about business.

IV. A Built-in Emergency Response

The UN system as a whole has made progress in coordinating the humanitarian emergency responses of multiple partners through the cluster system, where UN agencies and other partners work in teams formed around different issues. In the Delivering as One countries, a coordination capacity is inbuilt within the country programme, whether or not an emergency is at hand.

Most of the pilot countries are not currently facing a crisis, but some have recent experience with conflict, and natural disasters and disease outbreaks remain ongoing risks. There is a potential for disasters to grow in magnitude depending on the course of climate change and the scale of efforts to adapt to it.

Stopping an outbreak

One type of emergency is a sudden epidemic of disease, where the Delivering as One model has proven effective in coordinating the combined responses typically required. These can involve efforts to provide health care, slow disease transmission rates, coordinate first-line responders from national and international institutions, and carry out public education and outreach. There is generally also scope for instituting changes in different development sectors that will help prevent renewed outbreaks over the longer term.

In Cape Verde, there had been no history of dengue fever, but in 2009 a massive outbreak loomed. In some municipalities, such as Sao Filipe, 15 percent of the population was soon affected by what can be a deadly illness. The number of cases in the capital,

Praia, zoomed to 15,000. With the health care system under tremendous strain, the Government declared a national emergency, and called for UN assistance.

The UN agencies on the ground in Cape Verde mobilized quickly, marshalling human and technical resources, and funding from diverse sources of nearly \$1 million. Under a joint resource mobilization drive,

“‘Delivering as One’ provides for an excellent time and money saving mechanism... (It) has marked an excellent track record in my country due to the coherence and better coordination of the activities of the United Nations bodies with those of the national authorities in particular—with regard to aligning international projects with (the) country’s priorities.”

—Mr. Sali Berisha, Prime Minister of Albania

UNDP, UNICEF and UNFPA released some of their own funds, while UNICEF, WHO and OCHA formulated a UN Central Emergency Response Fund request that was soon approved. Both WHO and UNICEF secured additional bilateral funds from three governments.

WHO led efforts to field experts in case management and epidemiology, and to train national health workers on responses to severe cases of dengue fever—these capacities will remain in place in case of future epidemics. Both UNICEF and UNDP collaborated to support the Municipality of Praia and the National Civil Protection Services in house-to-house visits to eradicate mosquitoes—the transmitters of the diseases. Joint efforts went into

communicating vital disease prevention and care information to the public, and eliminating mosquito breeding grounds such as open cisterns. The common UN procurement channel facilitated ready access to bed nets for prevention, and inexpensive supplies of Temephos to fight mosquito larvae.

As the threat began to wind down, a UNICEF water and sanitation expert recommended that the government develop a new national sanitation plan with clearly defined responsibilities for national and municipal governments in addressing persistent sanitation problems that could make dengue fever endemic to Cape Verde. The Prime Minister's office is now moving ahead with such a plan, in close collaboration with local authorities and with support from UNDP.

Unity when crisis breaks

In countries with ongoing instability, systematic UN coordination is integral to keeping abreast of what can be stark development and humanitarian challenges. When different agencies align themselves around a core group of the most urgent priorities, they collectively channel more resources and reservoirs of expertise into greater impacts. Pakistan's Prime Minister Yousaf Raza Gillani, at a 2009 event where the Government and the UN country team signed the One UN Programme for Pakistan, noted that especially "in light of the very difficult times that the country and its people have been through and are still going through, a more unified and effective response by the development sector and in particular the United Nations will greatly benefit the people."

Early in the winter of 2009, the UN system was called on for an urgent response to the plight of people in the Pakistani village of Sultanwas. A clash between military forces and the Taliban had led 5,000 villagers to flee for their lives. When the conflict subsided and they returned, they found many homes had been leveled. "There was nothing left, nothing! I walked on the ruins of my house... (and saw) the shreds of our life lying helplessly on the ground," said villager Mohammad Ikhtiar.

Acting in concert, UN agencies had all the skills to get Sultanwas up and running again—starting with the life-sustaining basics of food, shelter and health care. UN Habitat, UNDP, FAO, WFP, WHO and UNICEF formed a team. They started by



A jirga or community council in Pakistan convenes to identify their immediate needs.

assisting local people to form a jirga or community council to identify priority needs. The community presented its ideas to UN agencies at one forum.

With all agencies apprised of what was required and what each could do to help, they mobilized resources from Pakistan's One UN Fund. Each agency then carried out an assigned role in supplying temporary shelters, sanitation kits, health care services, generators for electricity, and seeds and fertilizer for agriculture. Basic infrastructure was repaired, and food and cash for work and training programmes were offered to satisfy immediate needs and improve people's economic options over the longer term.

A smooth transition to development

The imperative of restarting development after a crisis as central to the restoration of peace and stability is now well understood. Delivering as One strengthens this link. As the UN agencies that have provided humanitarian relief step down and those skilled in development step forward, their different activities can be balanced and strategically managed. This fosters a smooth transition, reduces gaps in support and ensures that development interventions build firmly on what was accomplished in the humanitarian phase.

In north-western Tanzania, where the decades-old influx of refugees from neighbouring countries is finally subsiding, 12 UN agencies with humanitarian and development expertise are involved in a joint programme designed to maintain and expand infrastructure developed for the emergency phase, and maintain service continuity for the local population.

Adela Madjoro used to visit the refugee camp near her village in north-western Tanzania to obtain medical care for her child that was not otherwise available.

When the camp closed in 2007, she worried that the services she depended on were gone for good. Instead, facilities like the one she used—as well as schools, water and sanitation systems and other basic public services—are being rehabilitated. They are then handed over to local authorities, and service providers are trained to manage and sustain them.

With UN agencies Delivering as One, the programme is able to cover other areas as well. More than 14 million tree seedlings have been planted to alleviate environmental concerns. Border posts are being rehabilitated, and capacities developed to manage asylum cases. Systems are being put in place to foster longer term economic development. The Government has signaled its strong commitment to the direction of the programme by allocating funds to complement UN activities—including the maintenance of former camp services. In some of the poorest districts, public funds are now available to encourage families to send girls to secondary school.

V. Delivering More for Less

Integral to the Delivering as One pilots is their potential for cost effectiveness and operating efficiencies, such as through shared premises, staff and business systems. This can free more resources for programmes and extend their impacts, and is consistent with the international aid effectiveness agenda. While the transition process has required additional upfront costs, and systems are still being designed to accurately evaluate cost savings, there are early indications of what the pilots may achieve.

Streamlined operations benefit the development partners of UN agencies in a variety of ways, with fewer reports to file and programmes to track. Interactions between high-level UN agencies and government leaders can be channeled through the Resident Coordinator, avoiding the more splintered approach of engagements with multiple agencies. In some cases, pilots are using national systems for finance and procurement, and some government transaction costs have already declined. All of these elements are important both to middle-income countries, where international assistance is being reframed and reconsidered, and in lesser developed countries, where resources must stretch far in the face of still gaping needs.

Preliminary estimates in Cape Verde where a fully integrated joint office was established, suggest that operating expenditures fell significantly between 2005 and 2008. One source of efficiency has come from donors in Cape Verde, almost all of which have agreed to contribute unearmarked funds to the country's One UN Fund.

In 2010, Mozambique pioneered the first Common UN Information and Communication Technologies platform. It is expected to reduce costs while improving technology services and boosting collaboration and the sharing of information across agencies. Mozambique's Science and Technology Minister, Venâncio Massingue, hailed the initiative. "The Government wishes to learn from this model because it provides easier and faster ways to communicate among the UN agencies and with the partners, while at the same time lowering transaction costs," he said.

Lowering procurement costs

Common procurement has already demonstrated its value in saving money and facilitating faster, more effective programme support. It reduces parallel processes and transaction costs; increases value for money, such as through bulk purchase discounts; and fosters efficiencies through information sharing. The Delivering as One pilot in Tanzania has introduced a common procurement plan for joint programmes that is expected to lower overall procurement costs. Twenty-five long-term agreements with suppliers provide programmes with efficient access to services and supplies, with significant annual savings.

The pilot in Mozambique has estimated that by introducing harmonized procurement procedures and long-term agreements, it will eventually reduce the costs of procurement per purchase by up to 89 percent, going from the current average of \$687 to about \$102 per purchase order. Eight UN agencies are part of Mozambique's joint Procurement and Administration Working Group; they share a web portal

for procurement and a common supplier database. Using the same pre-screened suppliers simplifies sourcing. Costs savings resulting from reduced bidding costs, such as for advertising and preparing bid documents, are predicted to fall by 12.5 percent.

Beyond cost savings, more straightforward procurement is also a boost for transparency, because processes are fewer in number, more consistent in their approach, and can be more readily tracked and appraised.

Communicating as one

A reorientation of administrative structures to support Delivering as One programmes has taken place in Viet Nam, where UN agencies formed a joint communications team. Working under one manager, communications staff from UNDP, UNFPA, UNICEF, UNAIDS and UNV combine well-honed professional skills to craft and reinforce messages on common UN positions. This strengthens the visibility of UN advocacy—including by reducing competition for scarce media time. It makes advocacy more clear and consistent, and thus more effective. And there is greater potential for engaging a broader spectrum of policy makers, the media and the general public.

In 2010, to launch the Human Development Report for Asia and the Pacific, the UN Communications Team coordinated a joint UN press launch. With gender equality as the theme of the report, agency heads from UNDP, UNFPA, UNIFEM and the ILO, along with the UN Resident Coordinator and the UN Gender Advisor, answered questions from more than 40 members of the press. They spoke



At the launch of the regional Human Development Report for Asia-Pacific last year, agency heads from UNDP, UNFPA, UNIFEM and ILO, along with the UN Resident Coordinator of Viet Nam and the UN Gender Advisor, fielded questions from the media.

on a range of issues connected to achieving gender equality, from reproductive rights to equitable employment options. At the same time, they emphasized a set of key common messages.

In the extensive media coverage that resulted, including prime time reports on national television and on the front pages of national newspapers, these messages were drummed home—stop violence against women, value girls and boys equally, support women’s economic contributions, and make women and men equal partners in decision-making. As Viet Nam moves towards middle-income country status, and women are making essential contributions to national development, messages flagging the ways forward are something that many people want to hear.

For the complete versions of the Delivering as One stories used to create this publication, see: www.undg.org/hanoi2010.

This short booklet, prepared by the UN Development Operations Coordination Office, thematically synthesizes the collection of programme stories and testimonies about on-the-ground experiences with Delivering as One prepared by the pilot countries. For the detailed stories please visit: www.undg.org/hanoi2010