UNEG
United Nations Evaluation Group

UNEG Evaluation of the Pilot Initiative for Delivering as One

Evaluability Assessment Report on Rwanda

December 2008

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UNEG/RPT/DAO/RW(2008)

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Acronyms and Abbreviations

CAP	Consolidated Annual Work Plan
CCA	Common Country Assessment
CEB	Chief Executives Board
CIDA	Canada International Development Agency
COD	Common Operational Document
DaO	Delivering as One UN
DFID	Department for International Development (UK)
DPCG	Development Partners Coordination Group
EDPRS	Economic Development and Poverty Reduction Strategy
FAO	Food and Agriculture Organization
GoR	Government of Rwanda
HACT	Harmonized Approach to Cash Transfers
HLP	High-level Panel on UN System-wide Coherence
HLCP	High-level Committee on Programmes
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
ITC	International Trade Centre
ITU	International Trade Union
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
NGO	Non-governmental Organization
NRA	Non-resident Agency
OHCHR	Office of the High Commissioner for Human Rights
OMT	Operations Management Team
RC	Resident Coordinator
SIDA	Swedish International Development Agency
SMART	Specific, Measurable, Attainable, Relevant and Time-bound
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS

UNCG	United Nations Communication Group
UNCDF	United Nations Capital Development Fund
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDGO	United Nations Development Group Office
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNSSC	United Nations System Staff College
UNV	United Nations Volunteers
USD	United States Dollars
WFP	World Food Programme
WHO	World Health Organisation

Executive Summary

1.   From 25-29 February 2008, the United Nations Evaluation Group (UNEG) assessed the evaluability of the Delivering as One UN (DaO) pilot in Rwanda. The purpose of the assessment was to review the design and processes undertaken so far, learn lessons, and provide advice to improve the initiative for effective evaluation of its processes, results and impact. This report reviews the quality of the design, stakeholder involvement, sources of information to assess achievements, and national ownership and leadership in the pilot.

2.   The mission encountered some limitations. These included not being able to meet the UN Resident Coordinator (RC) to learn about his experience of leading DaO in Rwanda, the mission's coincidence with a high-level government retreat and thus not being able to meet relevant ministers, limited time for comprehensive data collection, the predominantly qualitative nature of information given, and lack of time for triangulating information. However, at the the exit session, the United Nations Country Team (UNCT) endorsed the main mission findings.

3.   Rwanda is commended in various reports for its successful post-conflict recovery and reconstruction processes since the genocide and civil war in 1994 and for its ambitious, but focused, long-term Vision 2020 and Economic Development and Poverty Reduction Strategy (EDPRS) for 2008-2012. The country is heavily dependent on external aid, which accounts for more than 50 percent of its national budget. The government and its development partners have made significant progress in aligning the development agenda, aid coordination, harmonization and the reduction of transaction costs. However, more needs to be done if the Paris Declaration targets for 2010 are to be met. Key challenges include the following: consolidating peace and democracy while the genocide memory is still fresh; reducing population growth; reducing dependency on donors for budgetary support; improving national capacities; changing the culture to manage for results; and improving accountability systems.

4.   Conceptually, there is clarity and consensus about the strategic intent of the DaO approach, which is supported by a rational implementation framework under the logo 'UNity in Diversity'. The initiative requires the UNCT to function as one management team to design and implement a results-oriented strategy, 'One Programme', guided by national priorities and based on clear comparative advantages of the United Nations, with linkages to budgetary allocations, 'One Budgetary Framework', managed through an integrated oversight structure, 'One Leader', and implemented through a streamlined operational structure, 'One Office'. In addition, there is a common Communication Strategy to promote awareness and understanding of DaO and to ensure that the United Nations speaks with 'One Voice'. DaO in Rwanda aims at aligning UN programming with Rwanda's national priorities, improving coherence, coordination, accountability, effectiveness, positioning and impact of the UN system at the country level. However, although the strategic intent is well understood, it is not necessarily shared by all stakeholders, especially among the UNCT members.

5.   The DaO initiative has high-level government ownership, support and commitment. The One UN Steering Committee that plays a key role in guiding the overall design and implementation of DaO in Rwanda is chaired by the Minister of Finance and Economic Planning. The Committee also includes representatives of three other key ministries, three development partner representatives (two bilaterals and one multilateral), two United Nations Development Group (UNDG) Executive Committee representatives, two UN specialized agency representatives, and the RC. Members of the Steering

Committee represent their institutions at a high level and are responsible for communicating and sharing information with their respective stakeholder groups. It is not clear how, if at all, civil society, including non-governmental organization (NGOs), private sector and the media are represented on the Committee.

6.   There are 27 UN organizations involved in the pilot. These include 10 resident agencies (FAO, UNAIDS, UNDP, UNECA ,UNFPA, UNHCR, UNICEF, UNIFEM, WFP and WHO); four agencies represented by UNDP (UNCDF, UN-HABITAT, UNIDO and UNV); nine non-resident agencies (NRAs) (IFAD, ILO, ITU, ITC, OHCHR, UNCTAD, UNEP, UNESCO and UNOPS); and four UN organizations that are not part of DaO, but are part of the UNCT (International Monetary Fund, World Bank, International Criminal Tribunal for Rwanda, and the UN Mission in the Democratic Republic of Congo)[1].

7.   Significant progress has been made to support the DaO concept with a strategic framework. The development of the United Nations Development Assistance Framework (UNDAF) and Common Operational Document (COD) 2008-2012, which drive the DaO pilot, has been completed. They focus on five priority strategic results areas: governance; education; health, population, HIV and nutrition; environment; and sustainable growth and social protection. The prioritization of UNDAF was agreed upon by the UNCT, the Government of Rwanda (GoR) and other development partners. The COD was discussed, amended and approved by the Cabinet of Rwanda to ensure national ownership and alignment with national plans. The documents were signed by the GoR and UNCT and are ready for implementation. Joint programming is reinforced through common monitoring and reporting mechanisms coordinated by UNDAF Theme Groups and linked to resource allocation. Gender and human rights are pronounced cross-cutting themes in the One Programme.

8.   There has been an effort to make the One Programme strategic, focused and results-oriented with clear outcomes. The UNDAF and COD include costed results matrices, monitoring and evaluation (M&E) frameworks, and M&E calendars. However, there is an array of activity indicators that will not assess the degree to which the intended outcomes will be achieved. While the planning process has been participatory and inclusive, there are several technical weaknesses that need to be addressed including the use of good performance indicators, baselines and targets, data collection methods and the need for M&E systems to monitor, evaluate and report on the performance of DaO.

9.   Partners perceive implementation of DaO as a great improvement in programme-based planning that helps minimize duplication and fragmentation of UN activities. The One Fund has been established and is operational. According to the RC a.i., approximately 50 percent of funds required for 2008 have been mobilized. As of end February 2008, funds have been received from Norway (approximately USD 3.6 million for three years) and the UK Department for International Development (DFID) (USD 15 million for the period 2008-2012). An additional USD 4 million per year until 2010 is expected from Spain. The Netherlands, Sweden and Canada International Development Agency (CIDA) have shown a concrete interest in contributing to the One Fund.

10.   Implementation of DaO is beginning. The Consolidated Annual Work Plans (CAPs) are being finalized and allocation of resources to UN organizations from the One Fund is to be done in March 2008. A skills mapping exercise to look at capacity needs to implement the One Programme is expected to start

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[1] These organizations are spelled out in full in the list of Acronyms and Abbreviations.

soon. A change management workshop will be held in April 2008. However, a number of challenges are still hampering effective implementation of the One Programme. Some of the challenges require action from agency Headquarters.

11.   While there has been progress in a number of areas, the DaO pilot needs to take several measures in order to make meaningful evaluation in future:

a. Refine the UNDAF, COD and CAPs for formulation of specific, measurable, achievable, relevant and time-bound (SMART) outcomes, indicators, baselines, and targets, and strengthen M&E capacities and systems.

b. To further support the GoR in achieving its development goals, efforts should be made to support national capacity building in M&E aiming at strengthening accountability, consistent with the provisions of the Paris Declaration.

c. Headquarters should revisit delegation of authority to country offices

d. The configuration and funding of the RC Office should be examined.

e. Management and information systems should be further simplified and harmonized

f. Pilot strengths and weaknesses should be mapped.

g. Development partners should provide adequate and predictable funding for the pilot.

A. Introduction

12.   At the request of the Chief Executives Board (CEB), the UNEG initiated an assessment of the evaluability of the 'Delivering as One' initiative in the eight pilot countries: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam. UNEG anticipated completing the evaluability study by the end of March 2008. However, the process was delayed, in part due to requests by RCs and UNCTs to postpone suggested mission dates because of country circumstances. This report is a result of the evaluability assessment conducted in Rwanda.

Mission dates and composition

13.   The evaluability mission to Rwanda was conducted during the last week of February 2008. The mission team was composed of Mr. Martin Barugahare and Mr. Jean Serge Quesnel (representing UNEG), as well as two independent consultants, Ms. Janie Eriksen and Ms. Alison King.

Objectives and purpose of the mission

14.   The purpose of the evaluability mission was to assess the design, processes undertaken to date, strategic frameworks, and M&E aspects of DaO, as well as to provide lessons learned and advice to improve the quality of planning of the pilot that would make it possible to effectively evaluate both the processes and results and impact at a later stage[2]. Specifically, the following parameters were assessed:

   a.   Strategic intent of DaO in Rwanda.

   b.   Quality of the design of the DaO pilot for the achievement of results.

   c.   Initial appraisal of processes for the optimal involvement of relevant national and international stakeholders, including the GoR, civil society, the private sector, UN organizations and external aid agencies

   d.   Existence of adequate sources of information to assess the achievement of results and indicators as well as of the required M&E systems.

   e.   National ownership and leadership in the evaluation process, identification of independent and credible evaluators in pilot countries who can be involved in the evaluation of process and results of the DaO pilots at a later stage.

Realized programme of the mission

15.   This report draws on a review of key documents and interviews and group meetings with UNCT member representatives, GoR officials, bilateral and multilateral development partners, and civil society

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[2] See Terms of Reference in Annex 1.

representatives. The detailed mission agenda and a list of persons are included in Annexes 2 and 3 respectively. The mission started with a briefing of the UNCT. It also participated in the One UN Steering Committee meeting on 22 February 2008, chaired by the Minister of Finance and Economic Planning. The One UN Steering Committee is composed of ministry officials, donor representatives and UN organization representatives. It plays a key role in guiding the overall design and endorsement of DaO in Rwanda. The meeting discussed the status of the DaO process in Rwanda, progress since the last meeting, the status of the One Fund, and next steps. It was a good start for the mission and provided a broad picture of where the DaO pilot stands. The mission ended with a debriefing to the UNCT.

Limitations

16.   Some limitations should be noted: The timing of the exercise was not perfect in that it was not possible to meet with the RC/UNDP Resident Representative to hear about his experience in leading DaO in Rwanda. The former RC had left for New York for a new assignment, and the newly appointed RC was expected to report in April 2008. In addition, the mission coincided with a high level GoR retreat outside Kigali. Thus, it was not possible to meet with some of the ministers, especially those in the One UN Steering Committee. However, the Ministry of Finance and Economic Planning, through its Aid Coordination Unit, kindly facilitated meetings with key line ministries (mostly at the Director level).

17.   A further limitation was an inadequate time schedule. Although the mission team tried to strategize by splitting up for various meetings, the five days allocated for the exercise were not adequate for an in-depth review of documents, interviews and group meetings. Also, there was lack of consistence in qualitative information collected from different people. However, at the exit session the UNCT members endorsed the main mission findings.

Acknowledgements

18.   The mission team thanks the GoR, in particular Hon. James Musoni, the Minister of Finance and Economic Planning and Chair of the One UN Steering Committee, for his time. We are grateful to the RC a.i. and UNICEF Representative, Mr. Joseph Foumbi, and the Coordination Adviser, Mr. Frederik Matthys, for the support they gave to the evaluability mission. Without their excellent logistical support, the mission would have been very difficult. Our thanks also goes to donors, NGOs, UN staff and all that spared their time to participate and share their views on the evaluability of the DaO pilot in Rwanda.

B. History, context and scope of DaO in Rwanda

Pre-pilot situation with respect to CCA and UNDAF

19.   With a population of more than 9 million and population density of about 320 people per square kilometre, Rwanda is Africa's most densely populated country. It is a least developed country and according to the 2006 Survey on Monitoring the Paris Declaration, 56 percent of the Rwanda population was living under absolute poverty[3]. The country is heavily dependent on external aid. In 2006, the flow of aid to Rwanda was approximately 27 percent of the country's gross domestic product, which accounted for approximately half of the government budget. In line with Rwanda's 2006 Aid Policy, development partners are increasingly providing funds through budget support mechanisms. They have made significant progress on the alignment with the national development agenda, aid coordination and harmonization.

20.   UN system efforts to support Rwanda in fulfilling its international obligations and implementing national priorities have been ongoing and the UN reform started before the High-level Panel on System-wide Coherence (HLP) recommendations on DaO. In 1999, the UNCT carried out its Common Country Assessment (CCA), which was the basis for the development of the UNDAF for 2002-2006. In 2005, the UNCT took a strategic decision to align the UNDAF programme cycle with the EDPRS for 2008-2012. Since the first UNDAF ended in 2006, this necessitated that UN organizations request a one-year funding bridge to cover the interim period between the two UNDAFs. Throughout 2006 and 2007, the UNCT participated actively in the EDPRS elaboration process to ensure alignment with the national priorities and international commitments. By the end of July 2007, the UNDAF for 2008-2012 was finalized and signed by the United Nations and the GoR.

21.   According to the April 2007 Concept Paper for DaO in Rwanda, the UN system had not been able to have the impact on development outcomes that was required to help Rwanda achieve the Millennium Development Goals (MDGs) and other international commitments. Fragmentation of the UN system had led to an increase in transaction costs and the burden on the government, which often had to deal with many different agencies. Therefore, the DaO initiative aims at aligning UN programming with the national priorities, reducing transaction costs improving coherence, coordination, accountability, effectiveness, positioning and impact of the UN system at the country level.

Request to be considered a DaO pilot and current expectations

22.   On 8 December 2006, the GoR, represented by the Minister of Finance and Economic Planning, wrote to the former UN Secretary-General, Mr. Kofi Annan, expressing its interest in being one of the pilot countries for the DaO initiative. According to the Minister's letter, the DaO pilot was expected to facilitate the implementation of joint programmes under the UNDAF and further advance GoR progress

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[3] The 2006 Survey on Monitoring the Paris Declaration was undertaken in 34 countries that receive aid, including Rwanda.

in ensuring aid effectiveness for poverty reduction in the context of the Paris Declaration, to which Rwanda is a signatory party. In January 2007, Rwanda was selected as one of the DaO pilots.

23.   As the first year of implementation was ending, the Minister of Finance and Economic Planning wrote that important steps had been taken in a very short time-frame towards a more coherent, focused and effective United Nations at the country level[4].

Conceptualization of DaO

24.   When Rwanda was selected as one of the eight pilot countries for DaO, the UNCT started elaborating its second UNDAF for 2008-2012, thus providing the necessary programmatic coherence for the implementation of the One Programme model. The One UN retreat that was held on 27-28 February 2007 in Akagera, Rwanda, marked the starting point of the One UN. The retreat was attended by members of the UNCT, GoR and bilateral and multilateral development partners. During the retreat, participants decided that the UNCT should take steps towards One Programme, One Budgetary Framework, One Leader and One Office. They also agreed to push for better alignment of UN programmes with national priorities. The second UNDAF 2008-2012 is based on and aligned with the EDPRS. The Rwanda pilot is the only one among the eight pilots to synchronize the new UNDAF programming cycle with the national poverty reduction strategy, thus providing an ideal environment for programmatic coherence. The UNDAF is operationalized through the COD, also called the One Programme[5]. It is clear that DaO in Rwanda does not mean a merging of UN organizations into a single entity. Instead, UN organizations work closely and jointly to achieve the four Ones.

Relationship with national policies and planning

25.   The UNCT decided to base the UNDAF 2008-2012 on Rwanda's second Poverty Reduction Strategy Paper, the EDPRS, and Rwanda's long-term development vision as set out in the Vision 2020, rather than on a CCA. The UNCT engaged in a participatory planning process under one planning framework to operationalize UNDAF into a COD. Both UNDAF and the COD provide a collective and integrated UN response to national needs and priorities.

26.   EDPRS has three flagship programmes: Growth for Jobs and Exports, Vision 2020 Umurenge, and Governance. The EDPRS also has eight priority areas: skills for a knowledge-based society; agriculture; infrastructure; financial sector; manufacturing and services promotion; productive social transformation; governance, security and justice; and population and health.

27.   Under UNDAF and the COD, the 10 focus areas are further organized into five strategic thematic areas: governance; health, population, HIV and nutrition; education; environment; and sustainable growth and social protection. It is therefore very clear that the UNDAF and COD are both aligned with national priorities and planning at the results level.

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[4] See letter from the Minister of Finance and Economic Planning of 30 November 2007 to the Chair of the UN Development Group.

[5] COD and One Programme are used as synonyms.

28.   A series of new programme initiatives being taken by the government to streamline and improve governance may facilitate changes in the UN programming practices. Performance Contract Scheme will necessitate UN support in enhancing capacity and development of counterparts at both central and decentralized levels. Along these lines, UNCT included the theme "impact of decentralization on the democratic processes, equitable service delivery and local development, and significance of the UN Contribution" in the evaluation of 2011.

29.   The forthcoming process evaluation might want to assess how well this thematic alignment will translate into alignment with line ministries and sector strategies, as well as use of country systems. There is a challenge for the One Programme to collaborate on sector-wide approaches within the broader development cooperation framework. The challenges appear at the programming level but do not appear to be addressed in the DaO pilot documentation.

Realization of the Four Ones

30.   The UNCT has come a long way in designing a One Programme that prioritizes what the United Nations has to offer to Rwanda. The UNCT has shown a high level of commitment and functions as one management team under the aegis of 'UNity in Diversity'. DaO is realized on four platforms: One Programme, One Budgetary Framework, One Leader, and One Office. The four platforms are supported by a solid communication strategy to ensure that changes are well understood by staff and partners and to help the system to speak with One Voice on important issues. The One UN Steering Committee chaired by the Minister of Finance and Economic Planning, and composed of other ministries, donor representatives and UN organization representatives, provides guidance for DaO.

31.   The UNDAF and COD are road maps for the One Programme. The UNCT has designated two co-chairs per UNDAF result that are responsible for facilitating the elaboration of CAPs and progress reports. Each UNDAF result is supported by a coordination mechanism called a UNDAF Theme Group. The theme groups meet at key moments to ensure coherence and consistency of the programme. The RC Office plays a coordination, facilitation and, to some extent, management role, and enables the system to elaborate coherent strategies and to speak with One Voice on key policy issues. Part 3 of COD, the Code of Conduct, clearly defines roles, responsibilities and accountabilities in DaO.

32.   The One Budgetary Framework is a key element in replacing the past funding driven logic. It includes centralized resource mobilization led by the RC through the creation of a One Fund, and performance-based allocation of resources based on commonly agreed criteria and transparent and fair resource allocation. Core and 'vertical' resources will remain within the control of each participating agency, but their spending will be fully aligned with the One Programme. The One Budgetary Framework is meant to ensure that UN organizations commit to a common results framework based in the One Programme.

33.   The RC is the One Leader, responsible for ensuring implementation of the One Programme, and ensuring effective and coherent dialogue with partners and the wider public (One Voice).

34.   The One Office is meant to improve the efficiency of the UN system at the country level by reducing transaction costs, pooling support services and simplifying and harmonizing procedures.

One Programme characteristics and its relation to other forms of external aid

35.   The estimated total required funds based on the COD are USD 487.60 million for the five-year period, or an average USD 98 million per year (including overhead costs). In comparison, disbursements by the UN system in 2006 amounted to approximately USD 50 million. While budget support is the prefered aid modality by the GoR, project aid still accounts for 60 percent of Official Development Assistance.

36.   Rwanda remains heavily dependent on Official Development Assistance. In 2006, total Official Development Assistance disbursed to Rwanda was USD 602.7 million, equivalent to 26.5 percent of gross domestic product or roughly 50 percent of the public national budget. Approximately 50 percent of Official Development Assistance disbursed to Rwanda originated from multilateral donors and consortia including the African Development Bank; European Union; Global Fund to Fight AIDS, Tuberculosis and Malaria; and World Bank. The Rwanda aid environment is changing rapidly. Development partners are increasingly providing resources through general and sectoral budget support mechanisms. Budget support in terms of external grants increased from 26 percent in 2006 to approximately 30 percent in 2007. This development is in line with the 2006 Rwanda Aid Policy, which sets out the GoR's position on aid and its delivery in Rwanda. A Budget Support Harmonization Group brings together active budget support donors in important discussions and questions of prioritization processes. In terms of positioning, the United Nations should increasingly position itself to participate in the new aid modality set. The Aid Coordination Unit, co-funded by UNDP, has reinforced the capacities of the Ministry of Finance and Economic Planning to coordinate external donor assistance, although the UNDP funding arrangement is expected to end in 2008.

37.   The Development Partners Coordination Group (DPCG) is the highest-level coordination forum in Rwanda, bringing together GoR representatives, heads of cooperation from bilateral and multilateral partners, UNCT members and a number of NGO and civil society organization representatives. Meetings of the DPCG are chaired by the Secretary-General and Secretary to the Treasury and co-chaired by the RC (on behalf of the development partners). The DPCG provided high-level input into the formulation of the EDPRS. It will also play an important role in overseeing its implementation.

38.   The DPCG is supported by Sector Working Groups or Clusters in the areas of education, justice, health, private sector development, rural development, decentralization, gender, HIV/AIDS, infrastructure, social protection, as well as the Cross-cutting Issues Working Group. The Public Expenditure and Financial Accountability Framework is a multi-agency partnership programme involving the World Bank, International Monetary Fund, European Commission, DFID, France, Norway and Switzerland. It intends to increase coordination of public financial management issues between development partners and to reduce transaction costs[6].

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[6]   For more information on aid coordination, harmonization and alignment in Rwanda, visit www.devpartners.gov.rw.

Participation of national and international stakeholders in the DaO pilot

39.   Government ownership and partnership are central to UN reform at the country level. The One UN Steering Committee chaired by the Ministry of Finance and Economic Planning includes representatives from other ministries such as the Minister of Education and the Minister of Local Government, Good Governance, Community Development and Social Affairs. The European Commission, Swedish International Development Agency (SIDA) and the Netherlands currently represent bilateral and multilateral development partners. Switzerland and Belgium will replace the two bilateral donors in 2008. The GoR has provided guidance and strong political support throughout the pilot process. However, there is a need to involve civil society, private sector and the media in policy dialogue around the design and implementation of the pilot.

Composition of the UNCT and relation with specialized and NRAs

40.   There are 27 UN organizations active in Rwanda. These include 10 resident agencies (FAO, UNAIDS, UNDP, UNECA ,UNFPA, UNHCR, UNICEF, UNIFEM, WFP and WHO); four agencies represented by UNDP (UNCDF, UN-HABITAT, UNIDO and UNV); nine non-resident agencies (NRAs) (IFAD, ILO, ITU, ITC, OHCHR, UNCTAD, UNEP, UNESCO and UNOPS); and four UN organizations that are not part of DaO, but are part of the UNCT (International Monetary Fund, World Bank, International Criminal Tribunal for Rwanda, and the UN Mission in the Democratic Republic of Congo).

41.   For most specialized agencies, the process has been iterative without much support from their respective Headquarters. A big challenge is to be all-inclusive and make every one feel that they are part of DaO. Some agencies are attending UNCT meetings upon invitation only. Others had to defend their mandate and argue for inclusion in the priority areas of intervention. Other agencies did not find their specific areas of expertise prioritized. It would be interesting to assess how such issues are being addressed.

What has changed with DaO?

42.   Most interviewees indicated that there is evidence of early gains from the common programming process, which has helped improve the quality, coherence and cooperation within the UN system at the country level. The management structure of the One Programme has resulted in improved understanding of the comparative advantages and capacities of each agency. Development of a communication strategy has increased inter-agency communication, knowledge of agency systems and structures, as well as mutual understanding. Existing services, such as security and dispensary, are shared. The One Programme is starting to gain the trust of development partners as evidenced by several donors, including non-traditional donors such as Norway and Spain, contributing to the One Fund. Cooperation between agencies at the policy level has resulted in early wins, such as the signing of the Sector-wide Approach with the GoR and development partners in the health and education sector. The common planning has enabled the United Nations to identify areas of overlap and duplication. What is not clear is how the One Leader concept is to work for ensuring a difference before and after the pilot. Other than in the planning and programming phase, what mechanisms will ensure coordination in the implementation phase?

C. Assessment of the substantive design of the DaO pilot

National ownership and leadership in the design

43.   Ownership is critical to achieving development results as also stipulated in the Paris Declaration. It is defined as the country's ability to exercise effective leadership over its development policies and strategies. From the onset, when Rwanda was selected as one of the eight pilot countries, the GoR took the lead, providing support and giving guidance. One of the important mechanisms for delivering the One Programme is the One UN Steering Committee[7], which is chaired by the Minister of Finance and Economic Planning. The GoR has also been involved, at a technical level, through discussions and elaboration of the UNDAF and COD to ensure that the entire programming cycle of DaO is aligned with the national programming cycle priorities.

44.   The EDPRS builds on medium-term strategies developed by sector ministries. Some sector strategies are strong, for example in the education and health sector, but others require further development. Meetings with line ministries largely confirmed strong government ownership and leadership. All line ministries met demonstrated a high level of knowledge about GoR priorities and the UN reform process, including the relevance for future collaboration. While most ministries welcomed a centralized approach to planning, some ministries saw options and the need for maintaining and enhancing individual agency collaboration. The Aid Coordination Unit, established in January 2005 to strengthen government capacities, focusing in particular on Ministry of Finance and Economic Planning in the short-term, is currently working on a Performance Assessment Framework, including *inter alia* an assessment of the comparative advantages of individual agencies.

Responsiveness to specific needs and priorities of the country

45.   The United Nations in Rwanda has elaborated a One Programme instead of different agency-specific programmes. The UNCT strategic prioritization exercise of December 2006, which involved the GoR and development partners, identified five priorities areas for the UNDAF. One criterion for defining UNDAF priorities was alignment with national priorities as articulated in the EDPRS and Vision 2020[8]. However, how the alignment will translate into alignment with sector strategies or use of country systems has not be determined.

Articulation of a strategic intent

46.   There is a clearly articulated strategic intent for DaO in Rwanda that espouses the vision developed by the HLP[9]. It is captured in both the Concept Paper and the UNDAF (see Annex 4). The

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[7] See revised Terms of Reference for the One UN Steering Committee.

[8] Other criteria were comparative advantage of the UN system and adequate capacity to deliver.

[9] Which, in turn, has paraphrased and reinterpreted the concepts contained in the 2004 TCPR resolution.

Communication Strategy 2007-2008 has also translated the strategic intent well into key external and internal messages on DaO in Rwanda.

47.   Discussions, interviews and documents reviewed largely demonstrate that the strategic intent of DaO is generally understood by the UNCT, the GoR and development partners. However, despite the general understanding, the strategic intent does not necessarily mean that all relevant stakeholders, particularly within the UNCT, share it equally.

Quality of the design of the pilot

One Programme

48.   The HLP Report, upon which the Rwanda pilot is based, provides useful criteria for assessing the design of the pilot. According to the HLP Report, the One Programme should be country owned; signed off by the government, and responsive to the national development framework, strategy and vision, including Internationally Agreed Development Goals. It should build upon national analyses or a UN CCA and reflect UN added value in the specific country context. Furthermore, it should be strategic, focused and results based, with clear outcomes and priorities, while leaving flexibility to reallocate resources to changes in priorities. The One Programme should also draw on all UN services and expertise, including those of NRAs.

49.   The UNDAF 2008-2012, supported by the COD, is at the heart of DaO in Rwanda. A common programming process to improve quality, coherence and responsiveness to Rwanda needs and priorities as articulated in the EDPRS, MDGs and Vision 2020 has been accomplished. The prioritization of results in the UNDAF was agreed upon by UNCT, the GoR and other development partners. The documents were signed by the GoR and are ready for implementation. At this level, there has been a genuine effort to be strategic and focused on UN roles and priorities. This has not been easy given the number of UN organizations with activities in the country as well as the organizational cultures and agency-specific *modus operandi*.

50.   In the Rwanda context, many development partners have been developing and managing projects in a non-integrated manner. The 2006 Paris Monitoring Survey found 48 parallel project implementation units, the vast majority of which were of the World Bank and the United Nations. The fragmentation of projects increases transaction costs and is a burden to the GoR, which has to deal with different agencies. It has also lead to limited impact of development assistance. With the DaO pilot, significant progress has been made in terms of common programming and alignment of UN activities with national priorities. Given the specific country context and the UN mandate, the mission expected to see a stronger focus on UN comparative advantage in the area of peace and reconciliation included in the common programming.

51.   Regarding building upon the national analysis and CCA, the first UNDAF 2002-2006 was elaborated based on the CCA conducted in 1999. In 2005, the UNCT in Rwanda made a strategic decision to align the UNDAF 2008-2012 with the EDPRS 2008-2012. The elaboration of EDPRS began in 2006 with an independent evaluation of PRSP phase 1 that identified key challenges and opportunities. The Vision 2020 and MDGs provided the basis for the conduct of sectoral self-assessments that assisted in the development of priorities, objectives and strategies.

52.   There has also been an effort to make the One Programme strategic, focused and results-oriented with clear outcomes. The UNDAF includes costed results matrices, M&E frameworks and calendars. The COD builds further on this. It is structured along the 'what' (statement of values, key results, and key activities) and the 'how' (management, resources, M&E). Key activities in the COD are structured along UNDAF results and outcomes, disaggregated by participating agency, and indicative of resources available and to be mobilized. However, the UNDAF and COD have an array of indicators, and this raises doubt about the capacity to collect performance information systematically. The M&E systems will need to be in place to measure and evaluate performance of the One Programme. The GoR and UNCT expressed the need for further refining the COD and clarifying practical aspects of M&E.

53.   In terms of UN added value, the UN system has the mandate, neutral position, policy expertise and technical capacity to support the GoR in achieving its development objectives. The UN system's normative role gives it an entry point to influence policy by providing policy advice to the GoR on strategic planning issues and aligning national policies with the MDGs. There is also a wealth of technical expertise contained in various specialized agencies of the United Nations. An increased focus on each agency's respective comparative advantages is expected to increase efficiency by reducing overlap and duplication of activities. Therefore, it is hoped that the DaO approach will provide adequate and useful technical support to the GoR and its line ministries.

54.   The major part of UN activities is inside the UNDAF and COD. In its Annex 5, the UNDAF lists some UN activities not mentioned in the UNDAF because they are not considered to reflect the UN comparative advantage.

55.   Regarding flexibility to reallocate resources, the COD provides agreed upon criteria for allocation of funds from the One Fund. For effectiveness, the pooled funds will benefit agencies that adhere to the One Programme and reward programmes that are more effective in achieving results.

One Budgetary Framework/One Fund

56.   According to the HLP Report, these are the key features of the One Budgetary Framework:

   a. Transparency, management and effective implementation of the One Programme.

   b. Funding should be linked to the performance of the UNCT in preparing and implementing a strategic One Programme.

   c. The budget should be completely transparent, showing clearly the overheads and transaction costs of the participating agencies.

57.   While the GoR promotes budget support as the preferred aid modality, it also values project aid, provided it is integrated in an agreed budgetary framework, which should be strategic and make project aid less fragmented than in the past. The One Budgetary Framework and the One Fund in Rwanda are linked to the One Programme and are operational. The current budget is an estimated USD 487.60 million

for the five-year period, including USD 155.74 fir core resources, USD 177.40 for vertical funds[10] and USD 155.46 to be mobilized for the One Fund. The budget, however, does not indicate overheads and transaction costs of the participating agencies. In comparison with the other funding sources, the gap funds are important in size (32 percent). Table 1 shows required funds per UNDAF result based on the COD.

UNDAF results area	Total required	Core resources	Vertical funds	To be mobilized (=One Fund)
Governance	96.37	29.21	20.71	46.46
HIV	49.93	10.31	20.39	19.23
Health	70.51	23.48	25.10	21.93
Education	72.31	12.23	39.47	20.61
Environment	40.89	18.91	9.42	12.56
Sustainable growth and social protection	157.60	60.60	62.31	34.68
TOTAL	**487.60**	**154.74**	**177.40**	**155.46**
Percentage of total (percent)	**100%**	**31.74%**	**36.38%**	**31.88%**

58.   In terms of implementation, participating agencies seem optimistic. When compared to earlier disbursements of the UN system in Rwanda, the total budget has almost doubled (from approximately USD 50 million in 2006 to USD 98 million in 2007. Reasons justifying a larger total budget include the following: the GoR's increased absorption capacity, full coverage of country and the poor, and increased core resources from Headquarters for some agencies. Nevertheless, it remains to be seen whether the increase in budget is warranted in light of the intention to integrate and streamline the UN role and its actual capacity to mobilize funds (both vertical and for the One Fund) and to deliver on commitments.

59.   Some agencies, including UN-HABITAT and UNIDO, have considerably increased their budgets compared to real disbursement in earlier years and are seeking a relatively large percentage of total resources from the One Fund (approximately 70 percent of their individual budgets). UN-HABITAT argues that implementation of its recent UN-HABITAT Medium Term Strategic Institutional Plan, approved by its Governing Council in April 2007, calls for more focus on country-level programming and that this has had implications on the new programming and budgets. In terms of corrective measures, the planned skills mapping exercise will help, as will allocation of resources from the One Fund based on performance.

60.   Financing is one of the sensitive issues addressed by the DaO pilot process in Rwanda. According to the COD, the UNCT works together to mobilize resources for the One Fund under the leadership of the RC, whereby strong preference is given to un-earmarked contributions. There are risks associated with this modality. First, if the UN system is not able to mobilize sufficient resources to meet the funding gap, agencies may not see the benefit of working through the common framework and may resort to

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[10] For example thematic trust funds and National Committees.

independent resource mobilization, thereby undermining the coherence of the One Programme. Second, although the COD includes detailed guidelines on the process, frequency and criteria for the allocation of resources of the One Fund, if not strictly applied, donors may lose faith in the common system and revert to traditional funding mechanisms.

61.   The first allocation of funds from the One Fund is expected to take place in April 2008. Participating agencies have signed a Memorandum of Understanding with UNDP as administrative agent to the managing the One Fund. It is not clear whether UNDP has the necessary human resources to administer the fund in terms of volume and level of responsibility, given a budget of approximately USD 155 million.

One Leader

62.   The HLP Report recommends that the One Leader have the following characteristics:

   a. RC authority to negotiate the One Programme with the government on behalf of the entire UN system and to shape the One Programme (including the authority to allocate resources from pooled and central funding mechanisms).

   b. Clear accountability framework for RCs and an effective oversight mechanism for the RC system.

   c. RC authority to hold members of the team accountable to agreed outcomes and for compliance with the strategic plan. The RC should also be accountable to the members of the UNCT.

   d. Strengthened RC capacity with adequate staff support to manage UNCT processes and ensure effective dialogue and communication with partners.

   e. Competitive selection of RC candidates, drawn from the best talent within and outside the UN system.

63.   The UNCT in Rwanda has made significant progress in the design and implementation of the One Leader concept. The former RC, who left for another assignment in New York, was recognized by all Heads of UN organizations as the team leader. In the course of the evaluability mission, many said that his personality and knowledge of the UN system made DaO move forward. He had the authority to negotiate the One Programme with the GoR and to hold UNCT members and donors together, and he spoke with one voice on key policy issues. There are high expectations for the incoming RC if he is to fill the gap.

64.   Regarding a clear accountability framework and effective oversight mechanisms, the Code of Conduct, which is Part 3 of the COD, elaborates clearly the roles, responsibilities and accountabilities of the RC and members of the UNCT. UNDP has recently established a firewall between its role as manager

of the RC system and its country programme[11]. This delineation of responsibilities is regarded as an improvement and is helping to build confidence among UNCT members.

65.   Presently, the oversight of DaO in Rwanda is the One UN Steering Committee. Among other things, the Steering Committee ensures that stakeholders arrive at a common understanding of the One UN concept and agree on a road map for its implementation. It also serves as the forum for the consideration of issues that may impede the implementation of DaO.

66.   Regarding strengthened capacity, the RC Office presently has four staff members, two coordination officers, one communication officer and one human rights officer. A senior Policy Advisor, an M&E Specialist and a Coordination Officer for Operations Management are to be recruited shortly. The funding of RC Office staff, infrastructure and activities typically relies heavily on external sources and is regarded as unsustainable in the long term. The RC Office is not included in the Common Annual Plans.

67.   Regarding competitive selection of the RC, the Code of Conduct stipulates that she or he is selected on the basis of merit and competition, and drawn from the best talent within and outside the UN system. Heads of UN organizations are nominated according to agency-specific rules. In general, the delegation of authority to country offices to design and implement DaO is uneven.

One Office

68.   The HLP recommends that the One Office should have one integrated results-based management system, with integrated support services, joint premises (where appropriate), as well as a common security infrastructure and clear lines of accountability.

69.   The One Office aspect was identified as a key element in improving the efficiency of the UN system at the country level through pooled support services. The One Office is anticipated in the long term to lower transaction costs by harmonizing procedures and facilitating integration. Integrating a results-based management system is a big challenge. Human resource management systems, reporting systems and information technology platforms are still agency specific. Adequate support and guidance from Headquarters of agencies are needed to move the harmonization of management systems forward.

70.   The Operations Management Team (OMT) is responsible for the One Office aspect of DaO. The OMT holds monthly meetings. It is chaired by the UNDP Deputy Country Director/Operations and co-chaired by the UNICEF Chief of Operations who will succeed to the Chair in April 2008. A national officer is being recruited to strengthen the coordination capacities.

71.   The common services aspect of DaO is well documented. However, the mission was not able to assess gains, as the design process is ongoing. Some common services, such as the UN Security Cell and a UN Dispensary[12], were put in place before the pilot. The OMT is also responsible for implementing the

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[11] In November 2007, UNDP issued an interoffice memorandum on the delegation of authority to the Country Director.

[12] An audit was undertaken in October 2007.

Harmonized Approach to Cash Transfers to government partners (HACT) and exploring possibilities for extending HACT modalities to non-UNDG Executive Committee members.

72.   At a February 2007 workshop in Akagera, the UNCT agreed that additional steps towards common services could be made. A letter was sent to the Chair of OMT on 12 April 2007[13]. Subsequently, the OMT organized a workshop on 26 April 2007 to elaborate an action plan for identifying the feasibility of establishing more common services. This was to be done in two phases: in the short term, focusing on services dealing with administration, human resources, procurement, finances and information and communications technology; in the longer term, focusing on services dealing with protocol, transport, warehousing, financial rules, regulations and accounting policies.

73.   In terms of the One House, the GoR, at the request of the UNCT, has allocated a plot of land to build a One UN House that would accommodate most of the UN organizations working in Rwanda under one roof[14]. The UNDG Working Group on Common Premises has suggested that a feasibility study be undertaken in this regard.

One Voice

74.   In Rwanda, the four Ones are supported by the communication strategy for speaking with 'One Voice', which is important in terms of improving the visibility and positioning of the United Nations to enable it to better help Rwanda meet its national development goals. Accordingly, in May 2007, the UN Communications Group (UNCG) was established. According to its ToR, the UNCG comprises UN communication focal points from all UN organizations, including NRAs. The RC Office Communications Officer chairs the UNCG and provides secretariat support and monitoring.

75.   In October 2007, a Communication Strategy 2007/2008 was approved. The strategy is to play a crucial role in ensuring that the United Nations is more coherent in its analysis and messages on key issues, without sacrificing the diversity of the expertise and mandates of the UN organizations, which is important for their advocacy and policy work. The strategy defines nine specific objectives. However, it does not define any success indicators or baselines. It also includes a section on M&E. The UNCG has developed a work plan for 2008 with activities delegated to five sub-groups, linked to the nine objectives of the Communication Strategy, and indicating responsibilities, timelines and budget allocations[15]. The work plan includes conducting a comprehensive priority audience survey to better understand the current UN communication environment, the results of which will form a base for developing indicators and an improved plan for M&E in communications.

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[13] See Annex 3 of the Concept Paper.

[14] An annex to the report on the 26 April 2007 workshop contains an action plan for common premises. However, this has not been updated.

[15] The process to design the One Voice element of DaO started rather late in the reform process due to some delay in recruiting the RC Office Communication Officer. For this reason, 2007 did not see much activity in terms of implementing the Strategy. Neither was an annual review undertaken.

SMARTness of the planning instruments (UNDAF and COD)

76.   The design of the One Programme is an important step towards a more focused United Nations at the country level. Although the UNCT, with the help of the Regional Directors' Team, attempted to apply results matrices in the development of the UNDAF and the COD, they do not pass the SMART test. The objectives and indicators of the One Programme are not SMART. This will make it difficult to effectively monitor and evaluate the One Programme.

M&E systems

77.   The M&E system has not been sufficiently articulated in the design of the One Programme. While the UNDAF and COD provide a basic framework for monitoring implementation, further work needs to be done to refine M&E tools and systems. The present design, at best, could remain at the monitoring of the delivery of outputs and activities, with little means to measure progress towards achieving results. The draft Consolidated Annual Plans are clogged by too many activity indicators, which also raises doubts about how relevant information on programme performance will be collected and assessed.

78.   Internally, an M&E Task Force was set up to provide technical advice to the UNDAF Theme Groups[16]. The Task Force is co-chaired by UNICEF and UNAIDS and is composed of agency M&E focal points and experts. The Task Force is expected to validate the respective indicators and select several that could be measurable. This will depend on the expertise, competency and capacity of the M&E Task Force.

79.   Apart from defining key milestones for 2007 in the Concept Paper, the UNCT has not elaborated a roadmap with specific targets or baseline indicators of achievement for the reform process. The UNCT has recognized this important aspect. Determining baselines, targets and indicators for the reform process could take into account the Donor Performance Assessment Framework that the GoR and development partners are currently developing to facilitate a joint assessment of development partner performance against their stated commitments at both the international and national level in the context of the Paris Declaration[17].

80.   It is also not clear how the UNCT will evaluate as One to provide feedback on the results of DaO with regard to prior objectives, plans, expectations and performance. In addition to the reduction of transaction costs, accountability and transparency, the DaO will need to demonstrate tangible results in impact and sustainability. M&E systems need to be in place as means to collect, analyse and report on performance of DaO. Building such capacity in the government is necessary, as is building M&E capacities of the UN organizations to monitor and deliver as One UN. The One UN Steering Committee, at its meeting on 22 February 2008, recognized the importance of institutionalizing in-country evaluation capacity and decided to establish an evaluation function at DPCG level, asking the RC to work with

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[16] See Terms of Reference for the Planning, Monitoring and Evaluation Task Force.

[17] A first donor survey was undertaken in Rwanda in 2006 (with 2005 data). A second is ongoing.

others toward the design of this function. The idea of establishing country-led evaluations is timely and is in line with Paris Declaration on improving effectiveness of development aid.

Appropriateness of support systems and other substantive evaluability parameters

81.   The design and process of implementing the One UN in Rwanda has not reflected its implications on the policy aspects. The pilot should produce an analytical tool or system to assess sectoral challenges in order to produce a One Programme truly aimed at the attainment of strategic development objectives.

82.   Presently, the United Nations generates a wealth of information on a large number of issues ranging from refugees to environment to human rights. This information is still agency specific and would need to be centralized and incorporated into the One Programme. This may require the development of consolidated country profiles and databases for regular updating and sharing information.

83.   The One UN Steering Committee in Rwanda is designed to include representation of central and line ministries, UN funds and programmes, UN specialized agencies, as well as bilateral and multilateral development partners. However, civil society, as a major agent of change, is not represented on the Committee. The Steering Committee should look into doing so in future.

84.   Reporting requirements differ by agency. This means that the common reporting procedures for DaO are a second round of reporting on top of the agency requirements. There is a need to think of how these reporting requirements will be harmonized and aligned with the GoR reporting on EDPRS.

D. Initial assessment of the DaO processes and implementation

National ownership and leadership in the DaO processes

85.   2007 marked significant progress in the implementation of the DaO initiative. In February 2007, a retreat was held that set the first steps for One UN implementation. This was a consultative meeting where basic lines of implementation and building ownership by stakeholders took place. It was attended by members of the UNCT, the GoR and development partners (bilateral and multilateral donors).

86.   Building on the consensus reached in the February retreat, the RC Office prepared a Concept Paper, which was shared with the UNCT, GoR and development partners. In April 2007, it was signed as a formal agreement between the GoR, represented by the Ministry of Finance and Economic Planning, and the UN system. The Concept Paper details the vision for One UN in Rwanda, objectives of the vision, strategy, level of the government engagement, the road map and key milestones (the latter albeit only for 2007).

87.   The preparation of country programmes of different agencies, with public presentation during workshops, to give comments (especially on alignment with UNDAF) started in April 2007. These documents have been consolidated into the COD. The COD as One Programme was presented to Cabinet Ministers for comments in November 2007. UNDAF and COD were signed by the government and UN organizations on 20 November 2007.

88.   The GoR has demonstrated executive commitment and interest, at least in the design phase of the DaO process. It also has high expectations regarding reducing transaction costs and enhancing alignment to government priorities. This momentum and engagement is expected to continue during the actual implementation phase.

Inclusiveness of national and international stakeholders

89.   The official structure in place at the national level to plan and develop the pilot is the One UN Steering Committee. It is limited to 12 representatives: four of which are from the GoR, including a representative from the Ministry of Finance and Economic Planning (designated Chair); four are representatives of the UN system; three represent the development partners/donor community; and the RC. The members of the Steering Committee represent their institutions at a high level and are responsible for communicating and sharing information with their respective stakeholders groups.

90.   International development partners and interested donors have been consulted and involved in the pilot. Most donor partners in Rwanda are supportive of the DaO initiative as a programme-based approach underlying the importance of coordination among the donors and in line with the Paris Declaration, especially for countries that rely heavily on aid. The One Programme is attracting even the non-traditional donors of Rwanda, such as Norway, which was the first donor to give 10 million Kroner (USD 3.6 million) to the One Fund. The Spanish MDG Achievement Fund has also contributed USD 4 million a year until 2010 (USD 12 million in total). In February 2008, DFID signed an agreement

to contribute USD 15 million for the period 2008 to 2012. Other countries that have shown an interest in contributing to the One Fund are the Netherlands, Sweden (SIDA) and Canada (CIDA).

91.　　Civil society engagement poses an organizational challenge. The inclusiveness and representation of civil society, including NGOs, private sector and media representatives in the DaO pilot (at policy, planning and implementation levels) is not clear. Some partners confirmed that civil society was involved in the formulation of the Vision 2020 and the EDPRS.

Inclusiveness of UN stakeholders, notably specialized agencies and NRAs

92.　　In Rwanda, there has been a serious attempt to make the DaO pilot inclusive of most UN organizations. There are 23 UN organizations participating in the DaO pilot, including nine NRAs. The entire management structure of the One Programme has resulted in an improved understanding of the comparative advantages and capacities of each agency. However, in practice, Heads of UN organizations seem to share the strategic intent to differing degrees and the mission noted an asymmetric participation in the process itself.

93.　　There are 19 UN organizations as signatories of the UNDAF, COD and Memorandum of Understanding with UNDP as administrative agent: FAO, IFAD, ILO, OHCHR, UNAIDS, UNDP, UNEP, UNECA, UNCDF, UNICEF, UNFPA, UNIFEM, UNIDO, UN-HABITAT, UNHCR, UNV, WFP, WHO, UNESCO. UNCTAD is expected to sign very soon. ITC and ITU have signed the Concept Paper, but not the UNDAF, COD or Memorandum of Understanding, due to the nature of their work. The World Bank, one of the largest development partners in Rwanda, is part of the UNCT, but not of the UNDAF/One Programme. It is currently developing its country strategy (to be completed in June 2008).

94.　　Specialized agencies have spent as much as 40 percent to 50 percent of their time on DaO and hope to be able to strike a better balance now that implementation is beginning. For most of them, the reform process has been iterative without much support from their respective Headquarters. Some advantages of participating in DaO, from their point of view, are improved guidance by a strategic framework, enhanced credibility and increased funding. Agencies need to address the how to scale up required capacity if funding increases.

95.　　NRAs have been closely involved in the elaboration of the One Programme as well as in wider reform issues. The only NRA interviewed during the evaluability mission, UNEP, expressed how involving the pilot initiative has been. Challenges faced in participating in all issues of DaO in Rwanda include the distance, the amount of staff time, travel and funding necessary, as well as organizational and procedural differences. For humanitarian work and non-technical agencies such as UNHCR, DaO has given new impetus thanks to cross-fertilization and mainstreaming of their subjects.

96.　　UN national staff members have been instrumental in the formulation of the EDPRS and have actively participated in the DaO pilot processes. They are aware of their comparative advantages *vis-à-vis* international staff - institutional memory, established contacts with national stakeholders, knowledge of local languages - and feel that they play an important role in raising awareness for the United Nations and facilitating the DaO process. Staff members emphasized the increased workload due to DaO and the need for training and capacity development as part of the change management process. Representatives of UN staff associations in Rwanda noted that one important outcome of DaO has been the creation of an

inter-agency staff federation to discuss common issues and to jointly pursue common interests, such as remuneration, promotion, training, staff mobility and work-life balance.

Relationship with other forms of external assistance

97.   Approximately 30 agencies providing external assistance (including UN organizations) are represented in Rwanda, underscoring the importance of coordination and harmonization in order to minimize the burden on the GoR of managing aid. Although harmonization is still relatively limited, steps are being taken to improve the situation. At the 2006 GoR and development partners meeting, Rwanda's donors presented a joint statement of intent with respect to the implementation of Rwanda's Aid Policy and the Paris Declaration.

98.   Partners perceive implementation of DaO as an improvement in programme-based planning that helps minimize duplication and fragmentation of projects. In 2006, out of 48 aid financed projects that were implemented as single projects in Rwanda[18], the World Bank (with 11 projects) and the United Nations (with 30 projects) accounted for a vast majority. Development partners and the GoR argue that excessive focus on projects has led to fragmentation of the UN system, which increases transaction costs and becomes a burden to the country and other development partners that have to deal with many different agencies. This fragmentation has undermined the efficiency of the United Nations at the country level, sometimes leading to excessive overhead costs. DaO, if successful, will reduce transaction costs of the GoR, development partners and UN organizations.

Support received from UNDG and Headquarters/regional structures of UN organizations

99.   According to the UNCT, there has been some support and guidance from United Nations Development Group Office (UNDGO) and Headquarters and regional structures of UN organizations, although not always in a coherent and timely manner.

100.   In the past, the UNCT has requested support and guidance from Headquarters regarding elaboration and the format of the One Programme; assessing the capacity required for delivering the UNDAF/One Programme; and implementing change. Some support from Headquarters includes the following: a) UNDAF retreat (UNSSC and UNDGO, December 2006); b) Towards One UN Retreat (UNSSC, February 2007); c) One Programme (inter-agency mission and UNDGO, May 2007); d) One Programme (Working Group on Programming Policies, July 2007); e) One Budgetary Framework (inter-agency mission, September 2007); f) Finalization of One Programme (inter-agency mission and UNSSC, September 2007); and g) Financial accountabilities and audit (inter-agency mission, October 2007).

101.   UNDG has introduced HACT as a new transfer modality, and it will be used in Rwanda effective 2008. The OMT is reflecting on how to roll out HACT in the context of the pilot.

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[18] See 'Survey on Aid Effectiveness 2006: Monitoring the Paris Declaration'.

102.   Concerning agency-specific Headquarters, timely guidance and support were particularly crucial regarding harmonizing and localizing rules and procedures to deliver the One Programme in an effective manner as well as regarding delegation of authority to the respective agency country offices. Not only do agency-specific rules and procedures differ, they are generally disconnected from the country situation and are not aligned with national systems. They therefore prevent real progress towards common services and are not optimized to effectively deliver the One Programme.

103.   A number of structural constraints at Headquarters level will need to be addressed in order to accelerate the implementation of DaO at the country level and consolidate the reform. These include the following: agency specific approval processes for planning documents, which force each agency to elaborate its own planning documents on top of the One Programme; differing reporting requirements, which means that the common reporting procedures for the One Programme will come on top of existing ones; agency-specific human resources management and contract modalities that do not encourage pooling of support services; and incompatible information technology platforms.

Joint programming and its importance with reference to CCA and UNDAF

104.   The COD is a programme document specifying how the United Nations in Rwanda will operationalize the UNDAF, which is the common strategy of the United Nations at the country level under DaO. The UNDAF provides a collective, coherent and integrated UN response to national needs and priorities as outlined in the GoR's EDPRS and Vision 2020. While CCAs normally provided the basis for elaboration of the UNDAF, in 2005, the UNCT made a strategic decision to fully align the UNDAF programme cycle with the EDPRS 2008-2012. The documents have been prepared through participatory and inclusive processes involving the GoR, development partners and the UNCT.

105.   The UNDAF and the COD took effect in January 2008. They are expected to: improve coordination of the activities and programmes of UN organizations; enhance the strategic focus and impact of the UN system; help UN organizations become more responsive to the GoR's emerging planning and implementation capacity; and seek more cost-effective administrative arrangements for the UN system. Ultimately, joint programming is intended to reduce transaction costs, increase efficiency by reducing duplication, focus on comparative advantages and pool expertise.

Assessment of progress in the implementation of the four Ones

One Programme

106.   The UNDAF 2008-2012 and the COD and are both aligned with the EDPRS. They have been signed by the GoR and the participating agencies. Six UNDAF Theme Groups are elaborating CAPs per UNDAF result. For the first time, agencies have discussed each other's activities, aiming at finding complementarily and avoiding duplication. The CAPs are being developed in collaboration with GoR counterparts. They are expected to be finalized by early March 2008. After the first year of the implementation of the DaO initiative, a stocktaking exercise was carried out in a participatory manner that assessed the strengths, weaknesses and proposed the way forward.

107.   Looking at the CAPs and the large number of agency activities planned for 2008, it is not clear how the UNCT will ensure consolidation of activities in order to make certain that key areas are covered to achieve UNDAF results, both within individual CAPs and across the board. It is also not clear whether there has been a move from a funding driven approach to a strategic needs-based approach. Moreover, it is not clear how the delivery of the One Programme will be monitored and evaluated. The UNDAF and COD have merit in planning but face challenges in implementation and M&E.

108.   The Human Rights Task Force is responsible for advising the UNDAF Theme Groups to ensure that human rights are mainstreamed in the planning and implementation processes. UNDP and UNICEF are the co-chairs of the Human Rights Task Force and, in October 2007, OHCHR recruited a Human Rights Adviser for the RC Office to act as secretariat. According to its ToR, the Task Force meets at least once a month and is expected to invite relevant GoR counterparts to its meetings twice a year. Based on the ToR, the RC Office has drafted guidelines to guide the work of the Task Force. Despite human rights being the *raison d'être* of the United Nations, the Task Force is not yet effective due to unclear responsibilities, a lack of time and other prevailing priorities. Strengthened attention to and reflection of cross-cutting themes, including human rights, gender, reconciliation and good governance are required. In addition, the Theme Groups need capacity building, strategic guidance and state-of-the-art technology.

One Budgetary Framework/One Fund

109.   The One Fund was established and is operational. According to the RC a.i., approximately 50 percent of funds required for 2008 have been mobilized. As of the end February 2008, country-level funds have been received from Norway (approximately USD 3.6 million for 3 years) and DFID (USD 15 million for the period 2008 to 2012); USD 4 million per year until 2010 is expected from Spain. The Netherlands, Sweden and CIDA have shown a concrete interest in contributing. Predictability of donors is a problem for the planning process of the United Nations. Moreover, there is a need to ensure compliance with the mechanisms agreed upon under DaO for the One Fund without losing the flexibility to raise important resources for the One Programme when opportunities arise.

One Leader

110.   The UNCT is committed to working together in order to deliver as One UN to assist the people of Rwanda in fulfilling their development aspirations. Each member of the UNCT commits to participate to the Code of Conduct detailed in COD, which also highlights the responsibilities and roles of RC, Heads of UN organizations and agency representatives. Most stakeholders appreciated the work of the RC, who left at the beginning of February. His leadership qualities were instrumental in the wide support and buy-in by stakeholders. The new RC is scheduled to arrive in April. Participating agency representatives hope that he will come empowered to function as the RC and delineated from the function of UNDP Resident Representative.

111.   The work of the RC Office is also appreciated, although its capacity and size is an issue for some UNCT members who fear an additional bureaucratic layer. Some think the RC Office should have the facilitation and coordination role, while others maintain the RC Office should carry out the management role as stipulated in the Concept Paper. The RC is currently located in the same building as UNDP; the RC Office, however, is in a different building in the same compound. A potential risk for the pilot is that the funding situation of the RC Office is not sustainable given that it relies heavily on external resources

for its staffing, infrastructure and activities. There is a need for the RC to mobilize and direct resource allocation for strengthening his office.

One Office

112.   In the past, the OMT and the UNCT took important steps to establish some common services. A plan for a Joint Office in Rwanda was launched in 2006. With the DaO initiative, the UNCT has reconfirmed its commitment to move towards other common services as a way to promote a more unified presence at the country level, reducing costs, and building closer ties among UN staff. The plan also includes building new premises in Kigali for all UN organizations. The GoR has defined the location of the plot (Plot 1754, 4.9 Hectares) at Gisozi-Kagugu (North-West of the International Airport of Kigali).

113.   In April 2007, the OMT organized a workshop to identify the feasibility of establishing more common services. Forty UN staff participated in the workshop. Five sectoral working groups covering information and communications technology, finances, human resources, procurement and general administration were established. They work under the guidance of the Chair of the OMT who reports monthly to the Heads of UN organizations on progress.

114.   To date, progress has been made. However, there are still some barriers. More progress could be made if some corporate inter-agency commitments, agreements and support are reached at the Headquarters level. This is especially true in the areas of standardizing and harmonizing information technology, financial and accounting procedures, human resources management and procurement.

One Voice

115.   In addition to the four Ones, a Communication Strategy was developed to promote awareness and understanding of the reform process both internally and externally as well as ensuring that the United Nations speaks with One Voice on key policy issues. The UNCG had a workshop in September 2007 to decide on the contents of the strategy with the aim of assisting in prioritization, building synergies and guiding in every-day communication. The strategy was finalized in October 2007.

116.   There is a need for more communication, especially to partners like the media who are still not clear about DaO and need to educate the public. Donors and governing bodies are a further important target group for communicating country-level experiences. The UNCG should strike a balance between explaining DaO and the substance of the UN work in the country. In general, as time goes by, it will become increasingly important to focus communication on what the United Nations delivers.

Positive changes attributed to the DaO pilot

117.   The following are highlights of some of the positive changes attributed to the DaO pilot:

   a.   The common planning process has enabled a coherent strategy (UNDAF) geared towards development results rather than limited agency mandates.

   b.   Overlap and duplication in programmes have been identified.

c. There is better alignment with national priorities in EDPRS and Vision 2020.

d. There is improved division of labour between participating agencies and complementarity with other donors at the policy level.

e. For the first time, the GoR and the UNCT now have a complete overview of the UN contribution to the country's development.

f. There is a strategic representation of participating agencies in EDPRS Sector Working Groups.

g. There is a clear understanding of overall financial needs and fund mobilization requirements.

h. There is gain of trust in the One Programme as evidenced of non-traditional donors contributing to the One Fund.

i. Inter-agency communication and mutual understanding have improved.

j. There is better inclusion of NRAs in programme formulation and implementation.

118.   The UNCT considers change management an important element of the pilot and a priority for 2008. It has recently embarked on a skills mapping exercise with the support of UNDGO, which has hired a team of consultants to assist the eight DaO pilot countries in the change management exercise and capacity assessment skills mapping. The idea is to compare the capacity needed to deliver differently with what is currently available. Based on the findings, an action plan will be elaborated to reduce the gap or overlap. A change management workshop is expected to take place mid-April 2008 to coincide with the arrival of the new RC.

Assessment of investment and transaction costs

119.   There is no formal system in place for capturing investment and transaction costs incurred because of DaO. There are is no baseline information or cost-benefit analyses available regarding common services and no estimate on projected costs for the One House. Other costs such as staff time spent on design and planning are very high. They are not measured or monitored in order to track their trend. The working assumption is that transaction costs will eventually reduce because of DaO.

Other parameters to assess

120.   Other parameters to assess include the following: Whether or not the One Programme in Rwanda is coherent and based on UN organizations' comparative advantages; whether or not the Programme is complementary to and harmonized with other development partners' programmes; what the success criteria for DaO should be; if institutional arrangements for the Programme are adequate and structured for achieving results; if the Programme contains adequate mechanisms for effective mainstreaming of cross-cutting issues; what the risks are of the reform and how they could be mitigated; and what would happen if the required funds are not forthcoming.

E. Identification of national resources to support a future evaluation

Existence of independent and credible evaluation institutions

121.   Managing for results is key to enhancing aid effectiveness. The Paris Declaration recommends that development partners work with countries to manage resources based on desired results and use information effectively to improve decision making. On reviewing the transparency and monitorable performance assessment frameworks by the World Bank's 2005 Comprehensive Development Framework assessment, Rwanda scored a C rating. This puts the country within the reach of the target of achieving a B or an A by 2010.

122.   The GoR has completed a National Statistical Development Strategy and established the Rwanda National Institute of Statistics. The World Bank notes significant progress made through sectoral M&E systems. However, it cautions that capacity constraints in most sectors will need to be overcome if effective performance monitoring processes are to be established. The GoR has recognized the need to establish national evaluation systems to promote understanding of evaluations, create an evaluation culture and use evaluations to manage for results. The systems will also facilitate learning from experience to inform future programmes. Additionally, effective evaluation systems will promote accountability, transparency and good governance.

Key documents reflecting the substantive design and pilot processes

123.   DaO in Rwanda is well documented. Following is a selection of key documents that reflect the national context as well as the substantive design of the pilot and pilot processes:

   a.   'Rwanda Vision 2020', July 2000.

   b.   'Rwanda Aid Policy', 26 July 2006.

   c.   'Economic Development and Poverty Reduction Strategy', 2007.

   d.   'Strengthening Partnerships for Economic Development and Poverty Reduction', November 2007.

   e.   Letter from Minister of Finance and Economic Planning to the UN Secretary-General of 8 December 2006 requesting nomination as pilot.

   f.   'Report on One UN Retreat in Akagera', 27-28 February 2007.

   g.   Concept Paper describing the main principles of a governance structure for DaO, signed April 2007.

   h.   'Report on One Programme Workshop in Akagera', 28-30 May 2007.

i. UNDAF, the common strategic framework of the UN at country-level, signed November 2007.

j. Common Operational Document (COD) 2008-2012, refines the Concept Paper and operationalizes the entire UNDAF 2008-2012, adopted by the One UN Steering Committee on 9 November 2007 and signed on 20 November 2007.

k. 'Terms of Reference – One UN Steering Committee'[19].

l. Memorandum of Understanding between Administrat.ive Agent (UNDP) and Participating Agencies to the One Fund.

m. Standard Administrative Arrangement between the Donor, RC and the Administrative Agent for Contributions to the One Fund.

n. Guidelines for Allocation of Resources of the One Fund (as part of COD).

o. Code of Conduct – UNCT Rwanda (as part of COD).

p. Delegation of Authority to the UNDP Country Director, 22 November 2007.

q. Communication Strategy 2007/2008.

r. Various action plans, ToRs and meeting records.

s. Letter of Minister of Finance and Economic Planning to Chair of UN Development Group dated November 2007 regarding stocktaking report by One UN Steering Committee.

t. Letter from Minister of Finance and Economic Planning to UN Deputy-Secretary-General dated December 2007 regarding key issues and lessons emerging in the One UN pilot countries.

Identification of stakeholders to be consulted during a future evaluation

124. In preparation for the process evaluation, the list of persons met (Annex 3) are a guide when formulating a stakeholder analysis. The following stakeholder groups are considered important:

a. Ministry of Finance and Economic Planning:

- Minister of Finance and Economic Planning.

- Individuals involved in budget formulation and those working in the External Finance Unit.

- Individuals who prepare the investment budget.

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[19] This is part of the COD. It was revised following a decision by the One UN Steering Committee in May 2007.

- Director/Head of National Statistical Office.

b. Other counterpart national ministries:

- Ministry of Health and Population.

- Ministry of Agriculture.

- Ministry of Lands and Environment.

- Ministry of Local Government.

- Ministry of Education.

c. Bilateral and multilateral development partners.

d. Co-chairs of EDPRS Sector Working Groups.

e. Local government authorities in locations where activities are implemented.

f. Selected principal beneficiary groups.

g. RC and RC Office.

h. Heads of UN organizations and staff of resident participating UN organizations.

i. NRA representatives and local staff.

j. Co-chairs and members of UNDAF Theme Groups.

k. Co-chairs and members of M&E, Gender and Human Rights Task Forces.

l. Chair and members of UN Communications Group.

m. Co-chairs and members of OMT.

n. UN Policy Advisors.

o. Representatives of UN organization staff associations.

p. Regional Directors' Team.

q. NGO/private sector partners.

r. Focal points at agency Headquarters.

F. Overall evaluability of the Tanzania DaO pilot

125. The UNCT has come a long way in designing a One Programme based on national priorities and comparative advantages of the UN organizations. The UNCT has shown a high level of commitment to the DaO and functions as One under the aegis of 'UNity in Diversity'. From the GoR, the UNCT and development partners, there is clarity and consensus around the strategic intent of DaO, although not equally committed to by all UNCT members.

126. The strategic intent is supported by a logical strategic framework. The UNDAF and COD are aligned with national priorities, in particular the EDPRS and Vision 2020. It is worthy to note that Rwanda is the only country among the eight pilots where the One Programme and the national poverty reduction strategy cover the same period, that is 2008 to 2012. However, some agencies have a two-year programming cycle, which complicates alignment of their agency programming with the DaO programme cycle of five year.

127. There has been an attempt to make the One Programme strategic, focused and results-oriented with clear outcomes. However, there is an array of activity indicators that will not assess the degree to which the intended outcomes will be achieved. There are several technical weaknesses that need to be addressed including the use of good performance indicators, baselines and targets, data collection methods and the need for M&E systems that will make meaningful evaluation of the DaO pilot at a later stage.

128. Several measures need to be taken including: a need to refine UNDAF, COD and CAPs for formulation of SMART outcomes, indicators, baselines, targets, and strengthening M&E capacities and systems; further support for the GoR in achieving its development goals, including efforts to support building national capacity in M&E aiming at enhancing performance, learning and accountability, consistent with the provisions of the Paris Declaration; further integration/harmonization with other development partners, including the Bretton Woods Institutions, and through participation in all relevant aid coordination; Headquarters need to revisit delegation of authority to country offices; the configuration of the RC Office needs to be examined; simplification and harmonization of management and information systems; the need for mapping strengths and weaknesses of the pilot; and the need for development partners to provide adequate and predictable funding for the pilot.

129. Other issues that need reflection include: mechanism to ensure that the process remains demand driven *vis-à-vis* national needs; how to determined the 'right' agencies for participating and how 'inclusiveness' is to be handled; processes related to empowering the One Leader and the need for consensus seeking; how transaction costs will be reduced; and how the One UN is contributing to the Paris Declaration Principles. UNDG have agreed to use HACT in cash transfers. There is a need to integrate it in One Budgetary Programme.

Annex 1: Terms of Reference

UNEG Evaluation of DaO UN Pilots

Terms of reference for evaluability study in eight DaO Pilot Countries

(January -March 2008)

Background

In November 2006, the Secretary-General's High-level panel on UN System-wide coherence published the report 'Delivering as One'. It put forward a comprehensive set of recommendations including the establishment of One UN pilot initiatives at the country level, with One Leader, One Programme, One Budget, and where appropriate, One Office. The recommendations were largely grounded in General Assembly resolution 59/250 adopted in 2004, which provided guidance for joint offices and a rationalization of UN country presence.

The recommendations to establish pilots at the country level were met with great interest in the UN system, and by the end of December 2006, eight governments had expressed interest in joining this initiative. By February 2007, eight countries had asked the UNDP Administrator in his capacity of chair of the UNDG to support their pilot initiatives: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam.

Following discussions by the High-level Committee on Programmes (HLCP) on 20-21 March 2007, the Chief Executives Board, in its meeting in Geneva, Switzerland, on 20 April 2007, called on UNEG to undertake an evaluation of the pilots that would focus on design and progress, to be followed at a later date by an evaluation of results and impact[1].

To this end, UNEG established a management group to oversee the design and implementation of the evaluation, co-chaired by the heads of the evaluation services of UNICEF and FAO[2]. A comprehensive process of consultations was initiated that resulted in the basic design of the evaluation. Main elements of the design were, as a first step, an evaluability study to be reported in March 2008 covering country and UN systemic mechanisms put in place for implementing the reforms. A second step would be a process evaluation of the pilot experience to be accomplished by September 2009. The last step would be an evaluation of the results and impacts of the pilot experience, for delivery to the HLCP by September 2011.

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[1] Exact phrasing "called upon UNEG to urgently establish the substantive parameters and process for the evaluation of pilots, and requested to be kept fully informed of progress."

[2] A DaO evaluation interim manager/coordinator was appointed as from 1 January 2008 who is a senior staff member of the Evaluation Office of UNICEF.

At its meeting on 20-21 September 2007, the HLCP endorsed the overall evaluation in its report to the Chief Executives Board as well as the first step, an assessment of the evaluability of the Delivering as One Initiative by March 2008. This study would assess the process to date, plans, targets and tools. The study would provide lessons and independent advice to country teams to improve the quality of their planning. UNEG agreed that "the evaluability study to be completed in March 2008 would be substantive and would examine both the scope of the plans drawn up by country teams and criteria such as those indicated by members of the HLCP (including, inclusivity, diversity, openness of the process and how the single programme corresponded to national priorities)". This same meeting stressed the need for timely feedback from evaluation for management decision making on the future of Delivering as One.

The evaluability studies to be conducted by UNEG will benefit from a separate initiative launched by the Deputy Secretary-General to request governments of the eight pilot countries to provide additional information on the anticipated benefits and impact on national ownership so far. These assessments by governments will be complemented by a 'stocktaking' exercise to be conducted by the chair of the UNDG with UNCTs and organizations overseeing the pilots.

The new resolution of the Triennial Comprehensive Policy Review adopted by the General Assembly on 18 December 2007 encourages the Secretary-General to support programme country pilots countries to evaluate and exchange their experiences with the support of UNEG. The emphasis is hence on UN system support to the evaluation by the programme countries themselves. In addition, the resolution calls for an independent evaluation of lessons learned from these efforts for consideration of Member States, without prejudice to a future inter-governmental decision.

The self-assessments of the DaO pilots by the governments of the eight countries are now fully mandated by the Triennial Comprehensive Policy Review and provide an important frame of reference for the UNEG evaluability studies. On the one hand, the UNEG evaluation process will closely follow these self-assessments and possible exchanges of experiences among DaO pilot countries. On the other hand, emerging findings of the UNEG evaluability studies can be brought to the attention of DaO pilot countries and contribute to the self-assessments.

Evaluation of the DaO Programme and pilots (2007-2011)

The main elements of the evaluation design include the following:

a) An evaluability study to be carried out at the country and UN systemic levels, that is, a technical assessment of design of the pilots and mechanisms put in place for implementing the reforms (mission reports are to be made available as soon as possible and the synthesis report is due in March 2008)[3].

b) In 2009, a synthesis of the self-assessments done by the pilots during 2008 and a UN systemic process evaluation of the pilot initiative for delivery to the HLCP (the synthesis

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[3] Due to a delay in the start-up of the DaO evaluation process and constraints to the planning of country visits the overall study is not likely to be completed before the end of April 2008.

report is due in September 2009 and will contribute to the preparation of the Triennial Comprehensive Policy Review[4] of 2010).

c) An overall evaluation of the results and impacts of the pilot experience, for submission to the HLCP (due in September 2010/2011).

First step: Conduct of evaluability studies (January-March 2008)

The evaluability study of the Delivering as One of each of the pilots and as a whole is a technical assessment of the basic parameters that will make it possible to fully evaluate at a later stage both the results of the programmes and of the pilots, and of the processes that will lead to these results. These parameters comprise:

a) Quality of the design for the achievement of results, that is, the existence of clear objectives and indicators to measure results at a later stage.

b) Initial appraisal of processes for the optimal involvement of relevant national and international stakeholders (including the governments of recipient countries; civil society; the private sector; UN funds, programmes and specialized agencies; and external aid agencies).

c) Existence of adequate sources of information to assess the achievement of results and indicators as well as of the required processes.

d) National ownership and leadership in the evaluation process, identification of independent and credible evaluators in pilot countries who can be involved in the evaluation of process and results of the Delivering as One pilots at a later stage.

The purposes and objectives of the evaluability study include the following:

a) Support governments and other stakeholders in the pilot countries as well UNCTs and the UN development system in identifying strengths and weaknesses in the design of their respective Delivering as One initiatives to inform immediate corrective measures, monitor progress and enable self-assessments.

b) Allow governments, other stakeholders as well as the UNCT and the UN development system to receive immediate feedback on processes for the involvement of relevant and international stakeholders.

c) Allow stakeholders to establish baselines and progress measurement during the implementation of the pilots for the assessment of results achievement.

d) Allow governments, other stakeholders, and the UN development system as well as UNEG to identify national evaluators in pilot countries.

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[4] The Triennial Comprehensive Policy Review was undertaken by the Economic & Social Committee of the United Nations.

e) Allow UNEG to compile information from all eight pilot countries and to synthesize information as part of a comprehensive evaluability study that will facilitate the planning of subsequent stages of the overall evaluation.

Conduct of evaluability study field missions to pilot countries (January-March 2008)

The field missions to pilot countries will take place within a very short timeframe (January-March 2008). Due to time constraints, some will have to take place in parallel.

The field missions to pilot countries will be consultative of the national government, other national and external stakeholders, all members of the UNCT and, where possible, NRAs and funding agencies.

The mission will begin its work with a series of briefings on the UNEG evaluation and will hold wind-up sessions to share its main findings and conclusions with the main stakeholders in line with purposes and objectives described above.

The reports of the missions will be provided to the UNEG coordinator within 10 days of the completion of the country visit (period to be adjusted where country visits are organized back-to-back). The reports will be structured around the parameters of the evaluability study described above. UNEG will share the reports with concerned stakeholders as soon as possible.

Requests from UNCTs to address weaknesses and shortcomings in the design and process of the Delivering as One will be shared with appropriate support mechanisms, for example UNDGO.

Conduct of the evaluability study of the UN system support to Delivering as One (January-March 2008)

Measures taken by the UN organizations to support the Delivering as One initiative will be mapped. The evaluations done by UN organizations in order to distill lessons and best practices will be reviewed. The information gathered will enable UNEG to prepare the evaluation design of the process evaluation to be conducted during 2008-2009 on the readiness of the whole UN system to support the Delivering as One Initiative.

The report to be submitted in March 2008 will cover the adequacy of the scope of the plans drawn by the UNCTs and the UN system as a whole. It will include the criteria indicated by HLCP (for example, response to national needs and priorities, inclusiveness, diversity and openness of the process).

Annex 1.a Mission checklist and coverage of the reports of the field missions

A. Basic facts—history, context and scope of the DaO pilot

a. What was the pre-pilot situation with respect to CCA, UNDAF and the RC system?

b. When and how was the DaO pilot conceptualized and how has it been implemented? Which national stakeholders are involved in the process (government, civil society, private sector)?

c. What are the priorities of the government concerning DaO?

d. What has changed since the pilot started? What has been the progress in the implementation of the 'Ones'?

e. What organizations are members of the UNCT? What is the role of NRAs?

f. What is the size of the UN programme, its main characteristics and its relative importance to the country (taking into account ODA, South-South cooperation, etc.)?

B. Assessment of the substantive design of the DaO pilot (4-5 pages)

a. What is the vision of the government and other national partners concerning DaO and what are specific expectations?

b. To what extent does the UN system respond to specific needs and priorities of the country? How 'tailor-made' is the UN contribution?

c. What is the relationship of the DaO pilot with national development plans and strategies (including poverty reduction strategy papers, sector-wide approaches, and national plans related to internationally agreed development goals, including the MDGs)?

d. To what extent is there a strategic intent for the totality of the contribution of the UN development system?

e. What is the relationship of the DaO pilot with other forms of external aid (e.g., budget support)?

f. How 'SMART' (specific, measurable, achievable, relevant and time bound) are the objectives and indicators of the DaO pilot?

g. How adequate is the M&E system?

h. What other parameters need to be taken into consideration to assess the design of the DaO pilot?

C. Initial assessment of the DaO pilot processes and implementation (4-5 pages)

a. To the extent that is there a formal agreement between the government and the UN development system concerning the objectives, the plan, and at what level in government decisions are being taken, what are the scope and main features of that agreement?

b. What is the process in place at the national level to plan and develop the pilot concerning, for example, interaction between various parts and levels of government and the UN system, interaction of the UN system with other national stakeholders (civil society, private sector), and interaction between the UN system and other external aid agencies?

c. How does the UN system interact with other forms of external aid (OECD-DAC and South/South)? How is the UN system perceived by other partners?

d. How are needs and priorities of the countries reflected? What needs to be responded to by NRAs of the UN development system?

e. How is joint programming conducted (CCA/UNDAF)? What is the importance of joint programmes?

f. What support has there been to the process from UNDG, UNDGO and from UN regional teams and Headquarters?

g. What has been the progress in the implementation of the Ones (One Programme, One Leader, One Budgetary Framework, One Office)?

h. To what extent do the support systems (for example, financial and administrative procedures, human resources, information technology, procurement) support the DaO?

i. How can the cost of the DaO pilot be assessed? How is the cost perceived by different stakeholders?

j. What are the basic parameters that need to guide an ulterior evaluation of process?

D. Assessment of the adequacy of sources of information

a. What are the key documents that guide the DaO pilot (government policies and strategies, UN programme documents, budgetary frameworks, documents of individual UN organizations, etc.)?

b. What national and international stakeholders need to be interviewed for a full-fledged process evaluation?

c. What other methods (apart from document review and interviews) should be considered to allow for greater triangulation and objectivity of information (e.g., field visits, surveys)?

Note: The mission will also contact national institutions and individuals that are specialized in evaluation and that can potentially play a role in subsequent stages of the evaluation process.

Annex 1.b Views of stakeholders on the start-up process

The mission will meet with representatives of government, the UN system and other major stakeholders, including donors and seek their views on the following.

Objectives and strategic intent of the One UN pilots and the coordinated or joint programme:

   a. Are all agencies and the government well aware of the objectives and strategic intent?

   b. Do all agencies and the government agree on what the objectives of the pilot are?

   c. If not, what are the divergent views?

   d. Do all partners fully subscribe to the objectives?

With respect to plan(s) for achieving the objectives of the pilot, the coordinated or joint programme, budget and relationship to the government and UN priorities:

   a. Are all partners fully aware of the content and the implications?

   b. Do all partners subscribe to the plans, budgets, etc.?

   c. If any, what are the divergences of view?

One Leader:

   a. How is this working in practice?

Participation and process:

   a. What is the level of participation as viewed by each of the stakeholders, for their own participation and for the participation of others?

   b. What is the level of satisfaction of each of the stakeholders with the system in place for development of concepts and plans and for decision making?

Support:

   a. What is the level of satisfaction with the central UN system guidance, support with tools and methods, and monitoring and reporting requirements?

   b. Individual agencies of the UN system?

   c. How do concerned government departments view their roles in the pilot?

Annex 2: Evaluability mission programme 25-29 February 2008

Friday 22 February 2008 (17h) One UN Steering Committee
Friday 22 February 2008 (18h) Meeting with the Minister of Finance and Economic Planning

Time	Monday 25 February		Tuesday 26 February		Wednesday 27 February		Thursday 28 February		Friday 29 February	
8h00	Installation workspace in the UNDP Conference Room and discussion on the agenda with the RC Office						8h00 Coordinator of the National Decentralization Implementation Secretarial (NDIS), Népo Rugemintwaza (MINALOC)		8h00 Director of Planning in Minisanté Claude Sekabaraga (MINISANTE)	
8h30					8h30 CIDA (Annamaria Scotti)	8h30 Belgium (Francois Roux)	8h30 Meeting with DfID (Sandra Pepera)			8h30 Malifa Balde (WHO)
9h00			9h00 Meeting with the current and future chair of the OMT (UNDP Conference Room)							
9h30										
10h00	10h UNDP (Safiou Esso)		10h00 UNCT meeting (OCHA Conference Room – UNDP Compound)		10h UNIDO (Emmanuel Kalenzi)		10h Meeting with Staff (UNDP Conference Room)		Debriefing with the UNCT (OCHA Conference Room – UNDP Compound)	
10h30										
11h00					11h Meeting with co-chairs of UNDAF Theme Groups (UNDP Conference Room)		11h Meeting with UNCG (OCHA Conference Room)	11h Meeting with the UN Staff Federation		
11h30	11h30 UN Communication Advisor (Hillevi Ekberg) (RC Office)	11h30 Jean Quesnel and Frederik Matthys – discussion on national evaluation unit								
12h00										

Time	Monday 25 February		Tuesday 26 February		Wednesday 27 February		Thursday 28 February		Friday 29 February	
13h30		13h30 FAO (Elisabeth Balepa)	13h30 Meetings with the Aid Coordination Unit (Robin Ogilvy) and the External Finance Unit (Christian Shingiro) (MINECOFIN)		13h30 Netherlands (Jan Bade)					
14h00	14h Human Rights Advisor (Oumar Kane) (tbc)					14h tele conference with UNEP (Bob Kakuyo and Louise Sorensen)		14h00 Ignace Amoussougbo (WFP)		
14h30		14h45 WFP (Maarit Hirvoonen)					14h30, Mrs Oda Gasinzigwa (President of the National Women's Council) (MINAGRI)			
15h00	15h00 UN-Habitat (Monique Sevumba)				15h USAID (Christophe Tocco)	15h Frederik Matthys - CAPs				
15h30										
16h00			16h00 Meeting with the co-chairs of the M&E Task Force (Elisabetta Pegurri and Pacifique Ruty) (UNDP Conference Room)		16h30 Director of Planning of the Ministry of education Claver Yisa (MINEDUC)	16h European Commission (David MacRae)	16h Civil Society Platform (UNDP)			
16h30	16h30 SIDA (Arne Strom) (UNDP Conference Room)	16h15 Florentin Donadje (UNFPA)						16h30 UNICEF (Valérie Taton)		
17h00										
17h30		17h30 UNHCR (Annette Nyekan)	17h30 Concert Yvonne Chaka Chaka, UNICEF Goodwill Ambassador in Hotel Serena			17h30 UNAIDS (Kekoura Kourouma)	17h30 World Bank (Victoria Kwakwa)	17h30 Maniza Ntekim (UNICEF)		
18h00										
19h00	Cocktail RC a.i. (House of the RC a.i.) (pick up at the hotel at 18h45)									

UNEG Evaluation of the Pilot Initiative for Delivering as One: Rwanda Evaluability Assessment

Annex 3: People consulted

Government of Rwanda

Dr. Bassirou Chito, Adviser, Capacity Development, National Institute of Statistics

Mr. Joseph Gatariya, Director, Planning, National Institute of Statistics

Mr. James Musoni, Minister, Ministry of Finance and Economic Planning

Mr. Kato Ninyetegeka, International Organisation Department, Ministry of Foreign Affairs

Mr. Népo Rugemintwaza, Coordinator of the National Decentralization Implementation Secretariat

Dr. Louis Rusa, PBF Coordinator, Ministry of Health, Directorate of Planning

Dr. Claude Sekabaraga, Director, Ministry of Health, Directorate of Planning

Mr. Christian Shingiro, Budget Support Specialist, Ministry of Finance and Economic Planning, External Finance Unit

Mr. Claver Yisa, Director of Planning, Ministry of Education

RC, RC Office and UNCT

Ms. Gifty Addico, Policy Adviser, UNFPA

Mr. Ignace Amoussougbo, Finance and Administration Officer, WFP

Mr. Ignace Rusenga Mihigo Bacyaha, Senior Operations Officer, Rwanda Entrepreneurship Development Programme, PEP-AFRICA, IFC

Dr. Mamadou Malifa Balde, Representative, WHO

Ms. Elisabeth Balepa, Representative, FAO

Mr. Patrice Demoustier, Chief of Operations, UNICEF

Mr. Amadou Lamine Diallo, Coordination Officer, Office of the Resident Coordinator

Ms. Florentin Donadje, OIC and Programme Officer, UNFPA

Ms. Hillevi Ekberg, Communications Adviser, Office of the Resident Coordinator

Mr. Joseph Foumbi, RC a.i. and UNICEF Representative

Mr. Laurent Gashugi, Programme Assistant, FAO

Ms. Maarit Hirvonen, Country Director and Representative, WFP

Mr. Bob Kakuyo, Coordination South-South Cooperation, UNEP

Mr. Emmanuel Kalenzi, Head of UNIDO Operations, UNIDO

Ms. Donnah Kamashazi Gazani, National Programme Officer, UNIFEM Central Africa Regional Office

Mr. Oumar Kane, Human Rights Advisor, Office of the Resident Coordinator

Dr. Mr. Kékoura Kourouma, Country Programme Director, UNAIDS

Ms. Victoria Kwakwa, Country Manager, AFCC2, World Bank

Mr. Frederik Matthys, Coordination Adviser, Office of the Resident Coordinator

Ms. Jeanne d'Arc M. Matuje, Programme Assistant, FAO

Mr. John Musemakweri, Head of Unit, UNDP

Ms. Augustin Mutijma, Policy Advisor, FAO

Mr. Charles Nabongo, Head of Education, UNICEF

Mr. Eugène Nkubito, Programme Specialist, Governance Unit, UNDP

Ms. Maniza Ntekim, Education Policy Specialist, UNICEF

Mr. Isaac Nyarwaya, UNOPS

Ms. Annette R. Nyekan, Representative, UNHCR

Mr. Robin Ogilvy, Programme Specialist, Head of Aid Coordination Unit, Officer of the Resident Coordinator

Mr. Safiou Esso Ouro-Doni, Deputy Resident Representative Operations and Officer in Charge, UNDP

Ms. Elisabetta Pegurri, Monitoring & Evaluation Adviser, UNAIDS

Mr. Pacifique N. Ruty, Adminstrateur de Projet Suivi et Evaluation, UNICEF

Mr. Emmanuel Safari, Programme Officer & Head of Sub-Office, WFP

Ms. Monique Sevumba, Programme Manager, UN-Habitat

Mr. François Sobela, HIV/AIDS Medical Officer, WHO

Mr. Honorine Sommet-Lange, Senior Protection Officer, UNHCR

Ms. Louise Sorensen, Task Manager/UNDP-UNEP Poverty and Environment Initiative, UNEP

Ms. Valérie L. Taton, Programme Coordinator Officer, UNICEF

Ms. Christine Umotoni, Programme Specialist, UNDP

Mr. Cyridion Usengumuremyi, Programme Officer, WFP

Mr. Ahmed Zakaria, Deputy Country Director, WFP

Development partners

Mr. Jan Bade, First Secretary Economic Development, Embassy of the Kingdom of the Netherlands

Mr. Dirk Brems, Premier Secrétaire Coopération, Embassy of Belgium

Mr. David Macrae, Head of EU Delegation, European Commission

Ms. Sandra Pepera, Head, DFID Rwanda/Burundi

Mr. François Roux, Ambassador of Belgium, Embassy of Belgium

Ms. Annamaria Scotti, Head of Office and Head of Cooperation, CIDA

Mr. Arne Ström, Head of Mission, SIDA

Mr. Gertjan Tempelman, Deputy Head of Mission, Embassy of the Kingdom of the Netherlands

Mr. Christophe Tocco, Supervisory Programme Officer, USAID

Civil society

Mr. Elifhaz Bahizi, Permanent Secretary, Rwandan National Commission for UNESCO

Mr. Al Hadj Gatikabisi, Chargé de l'Administration et Finance, Association des Musulmans au Rwanda, A.M.U.R

Mr. Emile Namsemon-N'koa, Country Director, Save the Children

Mr. Eugène Rwibasira, Spokesperson, Rwanda Civil Society Platform

Annex 4: One UN Rwanda at a glance

Objective:

The objective of the One UN pilot is to improve the *impact, coherence, efficiency and positioning* of the UN system in Rwanda to help Rwanda meet the MDGs and Vision 2020.

Strategy:

Turn the funding-driven operational logic that has encouraged fragmentation, competition, and focus on projects, into a results-driven logic through *an incentives system that rewards coherence, performance and results.*

One Programme

- UNDAF + annexes drives the One Programe
- UNDAF Theme Groups ensure coordination and peer review
- UN Policy Advisors guide and monitor UNDAF implementation

One Office

- Efficiency gains through pooled support services
- Lower transaction costs by harmonizing procedures
- Common premises for One UN to facilitate integration

One UN Rwanda

One Budgetary Framework

- Core resources and vertical funds aligned with UNDAF
- Additional resources mobilized by RC through Pooled Fund
- Allocation based on performance, and adherence to One UN framework

One Leader

- RC responsible for ensuring implementation of One UN
- UNCT responsible for achievement of UNDAF Results
- An integrated communication strategy for the UN system

Communication

Internal

- Monthly e-newsletter to inform staff on changes and process
- Webpage for staff with essential information
- Newsbriefs and briefing materials for RC and UNCT

External

- Coordinate communication strategies around MDGs
- Harmonize branding and publications at country level
- Provide information to partners through newsletters, website, etc.