
COUNTRY LED EVALUATION
DELIVERING AS ONE ALBANIA

FINAL REPORT
7 JULY 2010

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The findings, analysis and recommendations made in this report reflect the views of the independent evaluation team and do not necessarily reflect the views of the United Nations, the Government of Albania or other stakeholders involved in the programme.

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ACKNOWLEDGEMENTS

We wish to express our special appreciation to the UN Resident Coordinator, Ms. Gülden Türköz-Cosslett and the staff of the RC's, Office, particularly Ms. Charlotte Hjertström, for their support. We also thank the Government of Albania, particularly H.E Mr. Genc Pollo, the Minister of State, Ms. Valbona Kuko, the Director of the Department of Strategy and Donor Coordination of the Council of Ministers, government ministers and Friends of the UN who gave so generously of their time.

Our gratitude also extends to the UNCT members for their availability and all other interview participants for the time they shared with the mission. We also thank the members of the NGOs who gave time to participate in a focus group discussion.

The team appreciates the guidance and courtesies of our hosts during our site visit to Berat.

Lastly, we appreciate the pro bono support provided by Ms Pooja Daga and Mr. Sagar Sachdeva for enthusiasm in collating huge amounts of financial data into easy tables and graphs to facilitate the analysis.

We hope that our contribution will be useful to our UN colleagues and their partners in Albania.

Most sincerely,

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LIST OF ACRONYMS

AA	Administrative Agent
AWP	Annual Workplan
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSO	Civil Society Organization
DAC	OECD Development Assistance Committee
DaO	Delivery as One
DFID	UK Department for International Development
DHS	Demographic and Health Survey
DOCO	Development Operations Coordination Office
DSA	Daily Subsistence Allowance
DSDC	Department for Strategy and Donor Coordination
DV	Domestic Violence
EAMIS	External Assistance Management Information System
ECOSOC	UN Economic and Social Council
EU	European Union
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GMC	Government Modernization Committee
GoA	Government of Albania
HACT	Harmonized Approach to Cash Transfer
HDI	Human Development Index
HIV/AIDS	Human Immuno-Deficiency Virus/Acquired Immuno-Deficiency Syndrome
HQ	Headquarters
ICT	Information and Communication Technology
ILO	International Labour Organization
IMWG	Inter Ministerial Working Group
INSTAT	Institute of Statistics
IPA	Instrument for Pre-Accession Assistance
IPH	Institute of Public Health
IPS	Integrated Planning System
IPSIS	Integrated Planning System Information System
JEC	Joint Executive Committee
JP	Joint Programme
LPAC	Local Procurement Advisory Committee
LSMS	Living Standards Measurement Survey
LSSC	Local Salary Survey Committee
LTA	Long Term Agreement
M&E	Monitoring and Evaluation
MADA	Mountain Area Development Agency
MDG	Millennium Development Goal
MDTF	Multi Donor Trust Fund
METE	Ministry of Economy Trade and Energy
MoES	Ministry of Education and Science
MoF	Ministry of Finance
MoH	Ministry of Health
Mol	Ministry of Interior

MoLSAEO	Ministry of Labour, Social Affairs and Equal Opportunities
MoTCYS	Ministry of Tourism, Culture, Youth and Sports
MTBP	Medium Term Budget Programme
NAIS	National Agency for Information Society
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organization
NRA	Non-Resident Agency
NSDI	National Strategy for Development and Integration
NSGE-DV	National Strategy on Gender Equality and Domestic Violence
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OMT	Operations Management Team
PIU	Project Implementation Unit
PWG	Programme Working Group
RCO	Office of the Resident Coordinator
SAA	Stabilisation and Association Agreement
SG	UN Secretary General
SWAP	Sector Wide Approach
SWG	Sector Working Group
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	UN Development Group
UNDP	United Nations Development Programme
UNRC	United Nations Resident Coordinator
USD	United States Dollar

EXECUTIVE SUMMARY

1. The Delivering as One (DaO) UN Programme builds on the existing reform agenda developed by UN member states to guide the UN system towards a more coherent, effective and relevant role and contribution at the country level, through a common UN presence, consisting of elements such as “DaO Programme, One Budgetary Framework, One Leader and One Office.”¹ The DaO was launched in 2007 in eight countries: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam.
2. The Government of Albania signed the DaO Programme on 24 October, 2007 with the aim to enhance development results and impact in support of national priorities including the country's EU accession goals, by bringing together the comparative advantages and strengths of the U.N. family with a common purpose, a unified and coherent management system and expected greater cost efficiencies. The system-wide UN reform and Albania's DaO pilot was a timely coincidence with the Government of Albania's decision to harmonize all its external development assistance, of which the UN system was an active part. The ratification of aid effectiveness declarations and the immediate rationale of dealing with a DaO system instead of several agencies individually made it a sensible and obvious decision for the Government to volunteer for the pilot UN exercise.
3. The DaO Programme Framework aligns and supports Albania's development and EU integration goals as per the policy framework of the country, the Stabilization and Association Agreement Action Plan, National Strategy for Development and Integration and its sector and cross cutting strategies and the Integrated Planning system. The DaO programme build on the previous UNDAF (2006 – 2010) as well as previous agency commitments and agreements with the Government of Albania. The UN development assistance is focused on five priority areas, also known as the outcome Areas or Pillars:
 - More Transparent and Accountable Governance;
 - Greater participation in Public Policy and Decision-making;
 - Increased and more equitable Access to quality basic services;
 - Regional development to reduce regional disparities; and
 - Environmentally Sustainable Development.Gender and Capacity development are cross-cutting principles in the programme.
4. The UN advocates its normative, rights-based framework by policy support assistance to Albania in complying with international conventions. Albania has ratified eight out of nine core human rights conventions as well as numerous ILO conventions, and has signed the Convention on the Rights of Persons with Disabilities with an intention to ratify this Convention shortly. Albania has adopted a series of national laws to put these Conventions into practice, including the Law on Gender Equality and an Anti-Discrimination Law. Further, Albania has adopted and ratified a number of Multilateral Environmental Agreements (MEAs).
5. The DaO programme implementation strategy has two important features: Strategic Inclusiveness and Joint Implementation. There are fourteen UN agencies funds and programmes, of which six non-resident agencies (NRA's) participating in the DaO Programme in Albania. Resident agencies include: UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UNIFEM, UNV and WHO. The six NRAs are: FAO, IFAD, ILO, UNEP, UNESCO and UNIDO, who are facilitated by a common focal point in the country. At the time of the evaluation, the UN One Programme included eight key Joint programmes, characterized by programming and implementation by two or more UN agencies. Joint resource mobilization; joint reviews and joint monitoring characterize the essential principle of joint implementation of the One Programme.

¹ Delivering as One Programme Framework Document, 2007 – 2010, Council of Ministers of the Republic of Albania in partnership with the United Nations

6. The DaO Programme was costed for a total delivery of USD 75.8 million for 2007-2010, and subsequently extended by another year on request of Government, with an overall funding envelope of USD 99.6 million until 2011. The Programme started off with a funding gap of USD 34.6 million, which was to be progressively bridged through a pooled fund, termed the DaO Coherence Fund which has to date received un-earmarked contributions from Spain, Switzerland, Norway, the Netherlands, Austria, The European Commission, Sweden and from the Expanded Funding Window. Further, Switzerland is supporting DaO change management efforts and results-based management and Sweden is providing coordination support (through a Special Assistant post). The Development Coordination Office (DOCO) has increased funding to support the reform efforts in Albania.
7. Programme implementation is supported jointly by the UN Country Team working collegially under the overall leadership of the UNRC. Programme Working Groups (PWGs) under the five outcome areas provide the institutional support and are responsible for planning, prioritization, monitoring implementation and reporting on results. The RC Office supports coordination and has drafted many of the key tools and instruments under DaO in Albania and maintains a repository of lessons learned and knowledge on Delivering as One.
8. The Governance mechanism for the programme consists of: the Government Modernization Committee (GMC), headed by the Minister of State; and the Joint Executive Committee co-chaired by the Department of Strategy and Donor Coordination (DSDC) and the UN Resident Coordinator with the membership of UN agencies. The Programme also receives support from other structures such as the Inter-Ministerial Working Group (IMWGs, composed of Secretaries General of the line ministries); sector and cross-cutting sector working groups (SWGs), and Donors. On the initiative of the donors contributing to the Coherence Fund, a donor consultation mechanism, "Friends of One UN" has been established for dialogue on issues related to the implementation of the programme.
9. The DaO has brought about changes in modus operandi. The previous UNDAF 2006-2010 was signed by only four UN agencies only as opposed to 14 agencies under DaO. The UNDAF was not clearly costed and the resources of individual UN agencies were not widely known or shared as there was no common budgetary framework. There was no trust fund (Coherence Fund), joint communication strategy, common annual work plan, nor a common annual report that provided a holistic overview of work and achievements against measurable plans. Prior to DaO, there were only specific programme or project reports against unspecific indicators under the UNDAF. The previous UNDAF M&E system was not fully developed whereas the current M&E system is now colour-coded indicating the status of the activity, the situation analysis, mid year and annual reviews, making it clearer how the tools fit together. Another issue is the locus of ownership with a shift towards a demand driven approach.
10. The DaO Integrated Results Matrix and Budgetary Framework, Monitoring & Evaluation Framework, the Coherence Fund, Joint Resource Mobilization Strategy, Fund Allocation Criteria, and the Working Principles UNRC/UNCT, represent the planning, resourcing, implementation and monitoring mechanisms of the DaO pilot. A joint M & E system has been created with results and indicators for programme and reform process and procedures for monitoring. An interagency M & E group has been established consisting of members from participant agencies, but with only one full time position.
11. Structures and procedures for the One Budget/One Fund have been established. Predictable, i.e. multi-annual and un-earmarked fund raising, were the two guiding principles for the resource mobilization strategy into the Coherence Fund, which was set up at the end of 2007. Despite the initial lag in funding, contributions to the Coherence Fund increased significantly to over USD 23 million in 2009, with disbursements of over USD 11 million. Fund mobilization and allocation

criteria have been formalized with JEC decisions using transparent allocation criteria and allocations.

12. A United Nations Communications Group, drawn from Communication officers (focal points) from all participating agencies, and specialist staff has been established and has drafted a unified communications strategy, with mini-strategies for each Pillar, including cross-cutting themes of Gender Equality and Social Inclusion.
13. An Operations Management Team (OMT) is in place for the UN Albania and initial preparations have included the preparation of a Common Services Strategy, Terms of Reference and Delegation of Authority to the Local Procurement Advisory Committee (LPACs). The role of the OMT has evolved during the DaO in support of harmonized and common business practices. Since DaO, eight areas were identified for the scope of common services, to examine the potential for cost savings from collective negotiations and joint procurements through inter-agency Long Term Agreements. By the end of 2009, inter-agency long term agreements have been concluded for: communications; travel services: interpreters: translations; fuel consumption; and event management. Evaluations are underway for more areas like vehicle fleets, printing and steps toward common banking have progressed. Further, Common consultancy rates for local consultants have been established for a unified approach by UN team. The big ticket items- DaO House and ICT systems still remain to be realized pending corporate guidelines and harmonization of systems. The UN Agencies are located in different premises with relatively close proximity.
14. Despite commitment on the part of the UNCT to increase the levels of national execution of projects, use of national procurement remains limited due to the assessed inadequacies of Albania's public procurement systems in some areas. In this regard, the GoA has requested the UN to conduct an independent assessment of the Government's procurement system following the internationally recognized OECD/DAC methodology. This request reaffirms the GoA's commitment to deepen its reform and promote transparency and accountability.
15. Under DaO Albania, the Resident Coordinator is tasked to provide strategic leadership throughout the programming process, and bring together relevant analytical capacities, and developing synergies among the various UN assets and mandates. The UNRC is expected to provide ongoing guidance and support to UNCT members during programme implementation, including mobilization of additional resources.

Perceptions of partners

16. The government counterparts have experienced a number of improvements and benefits from the DaO. There is an increased level of government ownership, reflected in the design as well as the governance mechanisms, particularly the terms of reference of the GMC and the fund allocation mechanisms of the JEC, which have placed the government in the driver seat. The DaO has been seen as better aligned and complying with national priorities of Albania, and responds directly to those priorities in which the government and the UN agencies jointly identified a comparative advantage and avoidance of duplication and overlap with other external assistance interventions. For instance, there has been an increased emphasis on gender equality, youth employment, food and nutrition and social inclusion, which has also made it easier for line ministries to take an increased role. Further, it has enabled a shift from UN agencies responding to individual ad-hoc requests from line ministries, to a more strategic programme linked to the national development outcomes and indicators.
17. Furthermore the DaO Programme represents a very large part of the UN system's activities in Albania (85% of UN work in the country as per information from UN team), and has simplified the government's engagement with the UN. At the same time, the strategic inclusiveness of

agencies was determined in accordance with government's identified priorities and gaps that could be filled by specific agencies based on their mandates and specializations. The Government institution in charge of national coordination has expressed that the DaO programme has facilitated improved coordination among line ministries through the useful and transparent mechanisms and tools - the One Programme/Fund/ Budgetary Framework, and the JEC mechanisms, which contribute to improved understanding of the overall resource allocations and linkages to national budget and priorities. Government counterparts emphasized the vitality and usefulness of the strengthened UN RC in leading and coordinating the UN system in Albania, and the positive changes they have experienced in their engagement with the UN under the DaO.

18. The Government's reaction to changes under DaO has been positive as expressed by the Public Health agency, "before, the UN was leading the process, now agencies are drawn into the priorities of the public and government. According to the Ministry of Economics, the DaO has made a "big difference in helping Government take ownership of donor support and in facilitating communication among Government and agencies."
19. The government has recommended that the UN have fewer but larger programmes in support of a programme based approach. The Government and donors have emphasized the need for improved linkages between the UN programme mechanisms and the existent national mechanisms such as the Sector Working Groups.
20. Donors interviewed by the evaluators have expressed appreciation for the progress achieved in putting together and implementing the programme in an unexplored landscape. It must be stated that this achievement is also to be credited to country officers in donor agencies who have advocated support at headquarters for the DaO pilot, particularly toward the successful installation and operation of the Coherence Fund, which is a significant departure from traditional arrangements.
21. Given the graduation of Albania into a mid-income country and progress toward EU candidature, a readjustment of donor strategies and allocations for Albania are inevitable, which will necessitate a more involved dialogue among government, UN and donor country offices, to develop appropriate strategies for continued support for the One UN programme. There is recognition that the development agenda is still incomplete despite Albania's increased GDP.
22. Donors welcome interventions under DaO that focus on the UN system's normative agenda and deal with important social issues and also build capacities for the greater involvement of other non-government stakeholders in setting national priorities which is expected to enhance the overall country ownership of the development agenda, and effectiveness of interventions.

Findings and Conclusions

23. The evaluation finds the DaO pilot in Albania as having succeeded in its initial mission, and has transformed the orientation and engagement of the UN system in Albania. Overall, the DaO pilot has been received positively by development partners, government ministries, agencies and their counterpart line ministries, and some sections of civil society as well. There is greater awareness and better understanding of the UN system's broad and deep expertise, which enable a better identification and matching of needs and priorities. At the same time the experiences with the UN's neutrality and support of EU accession, advocacy on gender issues, as well as the improved coordination with counterparts, have been the most memorable indicators of the improved response of the DaO to Albania's priorities.
24. The credit for this successful installation of the One UN approach in the DaO programme must go to all stakeholders: a committed UNCT under the stewardship of the UNRC; counterparts in

the Government of Albania with the leadership of the DSDC; and last but not least, the donor community, particularly the Friends of the One UN. The evaluation's specific conclusions under the four evaluation criteria appear below.

Relevance

25. The evaluation finds the programme strategy of the DAO pilot in Albania to be highly relevant and responsive to the needs and priorities of Albania as confirmed by Government and other partners, and that the Albania pilot has been designed in accordance with the principles of aid harmonization of the Paris Declaration and with the objectives of the system wide UN reform. Further, the programme design has enabled the combined UN presence in the country to work with unity of purpose through its DaO programme framework and common advocacy themes, coherence in management with One Leader guiding and representing the team and Governance structure established and improved efficiencies in the field through common services established.
26. The evaluation found that the UN presence and composition in the country programme has been developed relying on a principle of strategic inclusiveness, with the inclusion of agencies working on national priorities in accordance with agency specific expertise and comparative advantages such as in the area of gender equality and sustainable environmental development. At the same time, the DaO Programme strives to provide adequate funding across priorities without diluting the thrust and balance of the programme.
27. The evaluation team assessed that DaO has provided a context to advocate with a stronger and more united voice on human rights issues, including but not only gender equality and several of the Joint Programmes under DaO adopt a rights-based approach. The Office of the High Commissioner for Human Rights provided a Human Rights Advisor to facilitate the One UN's normative focus, particularly with regard to social inclusion.
28. Another aspect of the UN's comparative advantage is its ability to respond swiftly to Government requests for short-term, specific technical assistance which has helped the UN find a 'sweet spot' by virtue of its being flexible as well as resourceful in bridging small but critical gaps. This has enabled unprecedented working partnerships with the World Bank (the first fee-for-services model) and the European Commission (among the first two contributions² through the MDTF).
29. The Delivering as One approach and its attendant mechanisms are found relevant and appropriate to the national context in enabling more effective delivery of UN system's activities in accordance with the Aid Effectiveness principles and system reform objectives. Furthermore, the mechanisms have the potential under the right circumstances to add value from the synergies of the One Programme, One Leader, One Fund and One House, including Speaking with One Voice and the interdependencies among the Ones reinforce one another in achieving improvements in the direction of system reforms as well as process results. From a design perspective, considerable attention has been given to each of these elements.
30. Looking forward, the evaluators note that DaO will need to further sharpen its relevance and comparative advantage in order to effectively address the next level of development challenges for Albania considering its upgraded profile as a middle income country. As stressed by donors, during the next period, policy support will need to be closely aligned with EU accession requirements and GoA's social-economic development agenda in anticipation of reduced donor support. In this regard, the evaluation notes that considerable attention has been given in reviewing the relevance.

² Iraq being the other

31. The DaO team considers its most significant and unique future contribution to be in: Strengthening government capacities and evidence based policy support; democratic governance; social Inclusion; environment and reducing informality. In each of these areas, the evaluators assessed that the UN's most valuable contributions are likely to come from policy advice, technical assistance, and advocacy. This will require the UN system in Albania to provide increased policy advice with a declining focus on programme and project management. However, implementing this directional shift could be difficult, particularly for some agencies where capacities need to be reduced in some areas more than in others.

Effectiveness

32. The evaluation found that the DaO pilot in Albania has come a significant distance in implementing the necessary structures to deliver on the principles as well as operating the programme without much deviation from the agreed intent as specified in the DaO programme document, amidst uncertainty, lack of prior experience and constraints beyond resolution at the country level. The excellent team spirit in the UNCT has been an important factor contributing to the successful implementation of the DaO pilot in Albania. This pilot has flown its course mainly on the force of self-propulsion, and without a clear corporate flight plan from Headquarters.
33. The evaluation team noted that the UNRC system continues to evolve under the system wide reforms and has yet to fully receive its institutional authority and accountability mechanisms from headquarters. The evaluation found that in Albania, the Resident Coordinator is considered an effective leader of the team, and as the representative of the UN system in the country before government as well as other development partners. The UNRC in Albania has earned the trust and confidence of large section of stakeholders- within the UNCT, non-resident agencies, government counterparts and donor community. However, this flows mostly from personality and individual traits of the current RC and less from official institutional authority. Being the voice of the UN team, representing the breadth, depth, and acting on behalf of the entire system, is not easy as it calls for the RC to have a sufficient understanding of each agency's specialization at more than an ambassadorial level. In Albania's case, the evaluators assessed from is interviews that is has been done very well according to many agencies, and stated more emphatically by the smaller and non-resident agencies. While the issue of ensuring institutional authority is crucial for UN team, the evaluation found that the perception from external partners is that it is already in place.
34. The evaluation assess that the processes, systems and tools created under the DaO are designed for a more effective delivery, and indeed the tools have demonstrated their usefulness as planning and review mechanisms for the Programme. The fact that Annual Work Plans as well as six-month and annual reviews take place with the complete involvement of participating agencies is adequate proof of the utility of these arrangements. However, some of these tools, particularly the PWGs and Annual Reviews, are not being used to their full potential or in full accordance with their intent, and could be improved along with tighter budgeting forecasts for the One Budget for better predictability and allocation request representing full year funding to extent possible.
35. The DaO M&E system with processes for monitoring and reviews by PWGs, with colour coding indicating the status of the activity, the situation analysis, mid year review were found to be a good practice developed under DaO. Evaluators were not able to fully determine the effectiveness of the M&E system as the UN team would need to further document how the M&E system is used for management decision and adjustments in plans and portfolio. National

systems for data collection, monitoring and analysis remain weak, particularly inside the line ministries and capacities need to be strengthened.

36. The early indications from some Joint Programmes (Gender Equality in particular) are encouraging, and evaluation found that the JPs have been an enriching experience for implementing partners. There is considerable evidence throughout the documents and in discussions, where synergies among the Joint Programmes and PWGs contributed to mobilizing the agenda in support of upstream policy development. Successes under the Joint Programme for Gender Equality can be highlighted as a flagship development initiative in Albania in this area. Important policies and laws have been adopted under gender equality and domestic violence and a first public shelter for domestic violence victims has been established. Additionally, there a strong consensus that the gender profile has been raised in the country.
37. Based on the findings, the evaluators assess that the Joint Programmes have the potential to deliver better results for a clearly defined need or problem area in a sector, through a simultaneous, multidimensional approach encompassing the comparative advantages of several UN Agencies. Joint Programmes offer cost-effective entry points for non- resident, specialist agencies to assist in development needs and without adding fixed costs, and enable teamwork and cross-fertilization of expertise and working culture among agencies at the field level. Challenges faces by Joint programmes have included complex administrative procedures, coordination among line agencies as well as additional reporting requirements, as different agencies still have different financial and administrative requirements.
38. The evaluation team also note that, joint programmes should not become ends in themselves, and should be based on a sound business case with clear focus of the UN's comparative advantage in a sector which is also stressed as important by Government.
39. Under DaO, the evaluation found a clear demonstration of improved programming, joint implementation and monitoring of programmes, reduced duplication and fragmentation in external relationships. More could be done, however, to reduce duplication of work and reporting processes, contingent on head quarters approval. More importantly, the evaluation found that the DaO approach has formally joined agencies to work together in a structured as opposed to a best-efforts and informal manner of collaboration. The programme has enabled a perceptible increase in the profile of gender, using the synergistic approach of the programme in the effectiveness of joint delivery, joint advocacy and stakeholder engagement.
40. A United Nations Communications Group, drawn from Communication officers (focal points) from all participating has developed a unified communications strategy, with mini-strategies for each Pillar. Each year, one or more dominant themes are chosen for the Communications thrust and evaluators found evidence that the Joint advocacy positions through communication team's efforts and Joint Programmes had resulted in increased public awareness and affected policymaking. Examples include the adoption of the women's quota in the electoral law as well and increased coverage of women issues around the electoral campaign. There is broad agreement among the UN agencies that their respective voices have been evenly represented in the media in joint advocacy planning through their agency focal points. The evaluators concur that the presence of agency focal points and the joint advocacy planning results in a balanced communications agenda and the UN speaking with "One Voice.
41. The DaO programme design recognizes the importance of building the capacity of civil society, to promote the empowerment of rights-holders and to raise awareness about the Government's obligations for the implementation of social policy. The evaluators found a number of actions directed at and involving civil society organizations in the programme, particularly in the Participation pillar. Meetings with civil society stakeholders indicated positive and encouraging experiences with the One UN, both as beneficiaries and as implementation partners in a number of programme activities. It has strengthened their capacities for canvassing on rights based

approaches on issues dealing with gender equality, domestic violence and child protection, besides access to basic services. As a result, some CSOs interviewed expressed that the collaboration under DaO has enhanced their 'competitiveness' on a broader domain of social issues.

42. The DAO pilot has successfully implemented the One Programme and One Budget/Fund elements, while the One Leader and One House/ Common Services, although fully operational and demonstrating benefits have not yet attained their full potential. Full implementation of the One House/Common Services depends on directions and decisions pending at Headquarters and is hence, beyond the control of the UN team in Albania and the authority of the One Leader needs to be fully institutionalized corporately. However, these unfilled gaps have not led to any major impediments in the operation of the pilot and the pilot has not been challenged on issues of institutional authority and jurisdiction among participating agencies and the RC system. Features like common reporting, reduced administrative charges and administrative aspects of the Coherence Fund find considerable acceptance and support from donors, agencies and government.
43. The DaO Coherence Fund was designed in accordance with aid harmonization principles. Overall, allocations by the JEC from the Coherence Fund have followed due process and clearly laid down guidelines with allocations based on consensus as assessed by the evaluators. Despite the evidence found by evaluators, a couple of members within the UNCT have expressed concern on the consistent application of the process. The Coherence Fund has outperformed expectations in terms of bridging the funding gap, whereas conventional pledge funds have been below expectations.
44. The mechanisms provided under the JEC as well as the UNRC/UNCT Working principles are found to be adequate and should be used to address any residual or emerging concerns on processes and allocations. Some adjustments in the budgeting and allocation criteria can result in more effective allocations toward improved programme delivery while ensuring the overall balance of programme priorities as proposed in the evaluation.
45. The evaluation noted that the effectiveness of the DaO as a multi-agency field organization unit under a UNRC/UNCT mutual accountability framework remains largely dependent on the Working Principles, which are more of a covenant among willing individuals than official instruments. Due to this, it lacks formal authority and structure, which are critical ingredients for effective leadership, delegation, control and accountability. Unfortunately, remedies lie beyond the jurisdiction of the country level.
46. Programme delivery for the three year period 2007 – 2009 (the reference period for the evaluation) has been at USD 44.3 million against a target of USD 61.5 million, i.e. a delivery completion rate of 72%. In part, this is a cost of a pilot, learning by doing, rather than following a clear cut, well prescribed approach driven from headquarters. However, the shortfall in delivery is also due to a persistent funding gap in the programme. While external factors can be held partly responsible, the possibility of a programme over-design should not be overlooked. In this regard, tighter forecasting, monitoring and resource mobilization would enable greater levels of predictability in implementation³. In addition, programmes with smaller funding gaps are likely to focus the UN response toward the very highest priorities with predictable funding.

Efficiency

47. The evaluation found that the DaO pilot in Albania has come a long distance in taking advantage of opportunities for cost reduction, due to the initiative and cooperation demonstrated by the

³ The budget for 2010 has been set at USD 35 million, where as the targeted delivery is USD 20 million

UNCT and the OMT, and has demonstrated a readiness for higher level milestones with regard to harmonized business practices (common recruitments, common ICT, and others), but remains restrained by the absence of matching progress in reforms at higher levels.

48. The evaluation team observe that all possible areas of efficiency increases have been considered for common services and harmonized business practices, and a number of areas have been selected on the basis of clear evidence of gains from appropriate cost-benefits analyses. There have been some tangible savings in costs and time from these endeavours, through volume leverage and stronger negotiation power and simplified work procedures as individual bids, quotations and reviews by various committees for each service are no longer required.⁴ The time savings, while not representing major cost savings, provide opportunity for enhanced responsiveness to programmes. It was noted by the evaluators that the experiences from the DaO Albania have since been used substantially by the DOCO Task Team in creating Joint Procurement and Contracting Guidelines for DaO countries.
49. It was noted that the OMT continues to search for efficiencies through the economies of scale and collective bargaining on behalf of all participating agencies while revisiting interagency LTAs for further possibilities of cost optimization.
50. In the absence of methodologies for transaction cost reduction, an estimation of actual benefits in terms of reduced processes are not possible to fully quantify even though there is considerable agreement on the benefits from the new arrangements. Further the full potential of cost savings will manifest over time, with increasing use of the agreements put in place. There are demonstrable savings for donors. A uniform seven percent administrative and indirect cost for all agencies and the one percent charge for the services of the Administrative Agent are tangible reductions in transaction cost for donors which can be fed into programming. Furthermore, all donors receive a single report on the coherence fund, which provides a holistic view at a strategic level on the results obtained.
51. For government, improved coordination and a comprehensive view of the UN presence, resources and support, along with simplified results reporting, represent a visible benefit of the DaO approach. However, reduction in transaction costs for the government from harmonized business practices (of donors using common national procurement and public financial management systems) has not been realized yet due to perceived weaknesses in systems. The on-going procurement assessment and HACT operationalization through macro and micro assessments should be further pursued to allow enhanced use of national systems for efficiencies and cost savings.
52. The benefits from the implementation of Common Services are below their potential, in the absence of a UN House, and non-implementation of big-ticket items like ICT harmonization. The aggregate potential for savings from the Common Services and the DaO House are estimated to be close to USD 700,000 per year. Unfortunately, nearly 90 percent of this is tied to the DaO House. Also, some agencies are unable to benefit from some common services due to other existing agreements negotiated on a regional or global basis. ⁵ The UN House, provided grant free by Government of Albania, is the ultimate symbol of a DaO presence in the country, but has not yet been realized despite demonstrated savings potential, due to UN agencies' lack of capital funds for the renovation of existing building and lack of guidance and policies on capital investment under the Public Private Partnership (PPP) framework.

⁴ On mobile communications as per information from OMT the figures amount to almost 31.87 % reduction of cost for UNDP, 14.42 % for UNICEF, 31.72% for WHO, 30.17% for UNIFEM and 26.74% UNHCR. On event management; (example UNDP) the effective time is expected to reduce with 7 hours and 15 min per service. Response time when an LTA is in place is estimated to be reduced from 29 days to 8 days which is an estimated reduction time in responsiveness with 21 days.

⁵ Such as travel in case of WHO, and ICT procurements by UNDP/ UNICEF

53. In this regard, the evaluators would like to show the entire savings potential from common services as actualized by the UN pilot, but simultaneously treated as an impediment cost⁶ (of the DaO reform process globally) debited to headquarter reforms. The aggregate estimated value from the eight pilots, all linked to a specific issue, may represent a level significant to initiate headquarters to formalize procedures and guidelines.
54. The evaluation noted that savings from Common Services and Business Practices are presently too insignificant to be transferred to programming. However, they represent a big mind-set change within the UN country team and prove the intent of the UN to coordinate itself better internally and control costs to the extent possible through constant search for practical and commercially feasible improvements and enhanced responsiveness in support of programmes.
55. The new tools and processes of the DaO have demonstrated their usefulness, but in the short term, they have added to the processes rather than reduced them, due to multiple reporting requirements of individual agencies, and lack of a uniform policy or direction from Headquarters. As a result, individuals have faced pressures in implementing the pilot without commensurate rewards and recognition. However, most of these constraints are likely to be resolved by 2011, as headquarters actions are moving in a positive direction in reducing duplication processes for pilots.
56. Not all constraints are external, and the process of change has individual as well as institutional aspects which need to be addressed through appropriate change management interventions both at local and Headquarters level. On the other hand, Albania and other pilots may have borne disproportionate costs in the learning and the process of implementing system wide reforms, as their experiences enable others to have a more informed and ready selection of models and best practices drawing from the pilots.

Sustainability

57. The DaO approach has established a strong foundation in Albania in its initial experience, and has the complete support and continued leadership by the government, which has positive implications for its structural continuity. The growing interest in DaO approaches by a number of countries, and the increasing attention of headquarters, indicate an overall increase and acceleration of the reform process in the future. As stated by the Government of Albania there is no going back to business as usual and, as such, UN reform is not a reversible experiment but must be accelerated building on the experience of the pilots. It was further stated that it is crucially important for the Secretary General to provide focused support and maintain the DAO high on the UN agenda recognizing the support it will need in its transition to middle income status.
58. The Government's ownership of the programme is the first step to sustainability of development results. The Government has taken this step by acknowledging its commitment to sustaining the development path created by the Delivering as One Programme, stating, however, that "We are now at half road. We have to make sure we can continue on this path and further build on what has been achieved." The Government emphasized its ownership of national development and repeated that it was now driving development through the DAO institutional and management structure. There is broad agreement that government ownership has been increased at the highest levels of Government, however there is less ownership and capacity in some line ministries.

⁶ The term "impediment cost" refers to putting a cost "into dollars and cents to help translate the problem into something that stakeholders better understand, namely profit and loss.

59. Albania being at a critical juncture as a middle income country, there are still significant reasons for continued development support from donors due to⁷: (i) remaining pockets of poverty, in particularly in mountainous regions, and among vulnerable groups; (ii) the need to consolidate and make irreversible the development progress already achieved;(iii) to bolster the Albania efforts to contribute to international and regional public goods, such as environmental sustainability, financial stability, prevention of contagious diseases, and regional security and stability. The DaO can provide a vehicle for continued engagement in Albania for donors that are reducing their presence in the country.
60. The probability of continued long term benefits from the DaO approach will depend critically on two factors: a) the quality of inter-agency relationships in the UNCT and the effectiveness of the UNRC in cementing the team into a cohesive DaO team supported by committed UN Headquarters giving consistent messages to heads of agencies and incentive mechanisms; and b) the role of the UN in a more developed Albania moving closer to the MDGs and increasingly focused on EU accession which will impact the composition of the UN country presence.
61. Meanwhile, Government ownership needs to translate into increased financial allocations for its own priorities considering reduced external assistance due to Albania's middle-income status. Co- sharing will become a litmus indicator of real priorities, and will be a pre-condition for IPA assistance. This necessitates greater attention to national capacity development necessary for development sustainability. For the DaO initiative, there will also be greater challenges to retain the balance between funding of stated priorities and normative needs. The DaO should be prepared to be even more selective and focused in its assistance to maintain its balance of 'strategic inclusiveness' of agencies. This will mean that the sustainability of the UN presence in Albania will have to be based on the principle of "Delivering More with Less".

Recommendations

62. The findings and conclusions of this evaluation have resulted in a number of recommendations, which have been divided into six groups: i) Programme Formulation; ii) Implementation arrangements; iii) Results Matrix and Budgetary Framework; iv) Resource Mobilization and Allocations; v) Performance Appraisals; and vi) Decisions to be implemented at higher levels. These are summarized below and details can be studied in the Recommendations section.

63. Programme Formulation

- Sharpen needs assessments and UN interventions based on evolving EC assistance (IPA) to ensure that the UN work complements the EU accession support without much overlaps.
- Focus on more upstream policy advisory and less programme management, based on expertise in: strengthening government and evidence based policy; Democratic governance; social Inclusion; reducing informality and environment.
- The new UNDAF structure should be based on a programme and sector approach with activities clustered under a large number of sub outcomes, which correspond to and can be readily linked to agencies' reporting: line items, budgets and resources.
- Develop realistic programmes with manageable funding gaps.

Responsibility: UNCT in consultation with GoA, DSDC and SWGs

64. Arrangements for implementation

⁷ Intergovernmental Conference on Middle Income Countries, Madrid, 1 March 2007 gave a number of critical reasons for development support in middle income countries which overall applies also to Albania.

- Convene a facilitated strategic planning retreat among key stakeholders including Government, donors and civil society to steer the process and channel energies towards a coherent strategic framework for second phase building on experience and evaluations carried out.
- Use the established informal and formal mechanisms within UNCT/RC (heads of agency level) to air issues of concern in spirit of the collegial approach
- Undertake structured programmes to address Change Management Issues and Capacity Development and mobilize budget support
- Revisit composition of UNCT based on strategic inclusiveness principles, and also based on minimum threshold of co-financing of proposed programme activities by participants

Responsibility: RC in consultation with the UNCT, GoA and development partners

65. Integrated Results Matrix and Budgetary Framework

- Revised Results and Budgetary Framework tools should allow tracking past history, deviations from previous plans and remediation/contingency measures
- A budget under the M & E system be included to develop national capacities (a small team of national consultants or diaspora that could eventually be absorbed into the DSDC or line ministries and funded by government.

Responsibility: Heads of PWGs and UNCT

66. Functioning of Sector working groups and PWGs

- SWG need to be strengthened by GoA and regularly convene to serve as a coordination mechanism for sector dialogue and should be more closely linked with the PWGs
- PWGs should adopt a more strategic guidance role aligned with government's sector working groups in line with terms of reference instead of compilation and information sharing forum and possibility of having smaller sub groups for coordination at substantive level considered
- Redefine nomenclatures and cluster results/activities under a few broad UNDAF Outcomes (pillars), with longer lists of sub outcomes and outputs which are clustered more homogeneously based on agency and ministry substantive work planning
- Results Monitoring Portfolio Analysis should be used rigorously; review mechanisms should be more robust at result level, with contingency and action plans to adapt to variations

Responsibility: GoA, UNCT

67. Resource Mobilization, Allocation and Reporting

- Pre JEC meetings should take stock of agency-wise, result-wise performance, and also overall composition of delivery, funding gaps and dependencies on coherence fund, using the Portfolio Analysis and recommended additional analyses
- Coherence Fund allocations should take into account the relative size of delivery, proportion of funding gaps, and levels of dependency on Coherence Fund of pillars and agencies
- JEC allocation criteria should be amended to include additional criteria and also review overall balance of allocations based on national priorities, and full year funding of activities as far as possible
- As much as possible, allocation requests should represent full year funding linked to the Results Matrix. While allocations can be for annual amounts, disbursements can still be made at half year point so that there is control as well as flexibility in case of slippages.
- It is critical that donors continue supporting UN initiatives, particularly with social and normative issues through un-earmarked, multi-annual funding linked to national priorities despite Albania's transition into a middle income country.

- The opportunity for Government co-financing should be explored, particularly for higher priority result areas and themes having large funding gaps.
- Increasing use of national public procurement and financial systems should be made with concrete guidance by GoA on how to better align with national systems, and UN and other donors should harmonize disbursement procedures as well as seize opportunities for simplified reporting and joint evaluations as per Paris principles.

Responsibility: RC, UNCT, GoA, Donors/Friends of the One UN

68. Performance Appraisals in DaO environments

- Develop new performance evaluation and reward systems among all agencies participating in Delivering as One, recognizing the special conditions of working in DaO pilots, including participation in appraisals by UNRC/ UNCT.
- Provide incentives for individuals by giving additional points in resumes for experience in pilot countries (will get equalized with time) in competitive selection.
- In DaO pilots, evaluation of performance of agency heads should include fund raising on behalf of programme or pillar as a performance criteria instead of fund raising for the agency

Responsibility: UN Agencies' Headquarters with support of the SG

69. Implementation of Reforms at higher levels

- Expedite UNDG decision on Directives for One Results Report in 2011 for all DaO pilots
- Expedite decisions on Common Services and Harmonization of Business Practices:
 - Uniform CRC review limits for all agencies in country
 - Guidelines on Public Private Partnerships on capital investment to be fast tracked.
- Expedite Management and Accountability Framework Implementation Plan (clear authority in line with responsibilities and accountability for the RC and UNCT)
- To facilitate common administration and inter-agency mobility of UN staff, the possibility of a harmonized UN performance appraisal system could be explored by UN HQ.

Responsibility: UN Agencies' Headquarters with support of the SG

Lessons Learned

70. The Delivering as DaO Pilot in Albania provides some useful lessons to serve the cause of system-wide reforms, which, together with lessons from other pilots, would serve as useful guidance as well as reality checks, for countries that wish to consider DaO approaches, which are as challenging as promising.

- **Lesson 1:** Commitment of the UN Country Teams/HQ, Government and donors are the most critical pre-requisites for DaO pilots.
- **Lesson 2:** Delivering as DaO still means different things to different people.
- **Lesson 3:** The Ones are interdependent and any Cherry-picking among the Ones would undermine the DaO principle.
- **Lesson 4:** A DaO approach requires a major shift in mindsets- individual as well as institutional for all partners.
- **Lesson 5:** In absence of eased corporate requirements and incentive mechanisms - Pilots impose costs on the individual without matching rewards.
- **Lesson 6:** DaO does not imply a bigger UN.
- **Lesson 7:** DaO models are not 'reversible experiments'.
- **Lesson 8:** Accountability and Responsibility warrant matching levels of Authority and Enforcement.

- Lesson 9: Individuals will still make the difference.

1 INTRODUCTION

71. Albania is one of eight countries around the world selected in January 2007 to pilot the ‘One UN’ Programme. As a DaO pilot country, Albania signed an agreement on 24 October 2007 to draw on the strengths and comparative advantages of the various U.N. agencies in working towards a common UN presence in implementing the principles of Delivering as One UN (DaO), characterised by elements such as “DaO, One Budgetary Framework, One Leader and One Office.”⁸

1.1 ALBANIA: A COUNTRY IN TRANSITION

72. Albania has made great strides over the last decade in its transition from a closed society followed by an interim state of conflict and anarchy to become a stable democracy with sustained economic growth. This rapid transition has resulted in its rise from a low-income to a middle-income ranking country. For the first time Albania moved into the group of countries with a high human development index as reported by the UNDP’s Global Human Development Report (69th position with the HDI of 0.807). Albania is also progressing satisfactorily toward achieving its MDG targets for 2015.

73. Although the country has been impacted by the global crisis, it has continued to demonstrate economic growth through 2009 while minimizing domestic inflation. Its openness to markets has encouraged private sector initiatives, although growth in the economy has been mainly through internal engines of construction and services. Expansion and sustainability of the economy over the longer term will depend on the growth of export industries, competitive import businesses and sound business practices and fiscal policies.⁹ Notwithstanding its limited industrial base, major structural and economic reforms have resulted in a decline in the poverty rate from 25.4% in 2002 to 12% by 2008 with the extreme poverty rate falling from 5% to 3.5%.¹⁰ These accomplishments position Albania to advance towards its goal of European Integration. However, despite sustained economic growth, Albania remains a relatively poor country, with a GDP per capita at the level of USD \$5,884 (PPP, 2006). Reforms have tackled all sectors of economy as well as basic services such as education, health and social care, insurance and other protection systems.

74. Following the enactment of the Stabilisation and Association Agreement (SAA), Albania officially applied for EU membership in late 2009 and delivered the answers to the EU questionnaire on April 2010. During 2009 Albania’s membership to NATO was accepted and ratified by the alliance members. The EU integration process is accepted by all parties as the country’s highest priorities, and the SAA and the National Strategy for Development and Integration (NSDI), define the broad framework for medium and long term development of Albania. Implementing the SAA calls for strengthening rule of law, increasing effectiveness and assisting economic and institutional reforms, in order to become an Associate and eventually qualify for membership of the EU.

75. At times, economic progress can also pose challenges in terms of continued development support. Albania faces a challenge due to its middle-income classification, which limits donor assistance based on income and development criteria, even though some of its national development priorities are far from being attained.

1.2 NATIONAL DEVELOPMENT PRIORITIES

⁸ Albania 2009 Progress Report accompanying the Communication from the Commission to the European Parliament and the Council

⁹ Ardian Fullani, Governor of the Bank Albania, “The current performance and development prospects of the Albanian economy,” 23 November 2009

¹⁰ World Bank, Albania Country Brief, September, 2009

76. Twenty years following the change of communist regime, Albania has made significant progress in terms of Euro-Atlantic integration as well as economic development. Albania's EU membership application - one of the country's major priorities, will likely be largely influenced by its progress in areas such as good governance, judiciary reform, and public administration, fight against corruption and organized crime. Whereas Albanian economy has grown at a steady pace during the last years, sustainable growth requires stronger public administration and institutional and administrative capacities; continued efforts against corruption and informal economy, as well as equitable economic and social development. The National priorities under the leadership of a popularly elected government are articulated in four strategic goals (NSDI):
- Engagement in the long and difficult process of integration in EU and NATO;
 - Development and consolidation of state, the foundation for fundamental rights and freedoms of the individual;
 - Fight without compromise against corruption and other phenomena that obstruct the development and integration of the country and application of the law in equal way to all individuals; and
 - Rapid, balanced, and sustainable economic, social and human development.
77. The National Strategy for Development and Integration (NSDI) sets out the government's strategic framework, covering 37 sectors and crosscutting strategies. Although its cost estimates and performance indicators by sectors remain uneven, the Integrated Planning System (IPS) reflects improvement in the Government's planning process. The government's first priority set out in the NSDI is implementation of the Stabilization and Association Agreement (SAA) under European integration. The two additional macro level priorities are Democracy and the Rule of Law and Economic and Social Development. Democracy and Rule of Law addresses justice, property rights, anti-corruption, organized crime, public order, public administration and decentralization. Economic and Social Development addresses strategies for infrastructure, market economy, social policy and urban, rural and regional development.
78. The Government's attention to the MDGs is reflected by the MDG revision process in September 2008. The process, supported by UN Agencies, the World Bank and DFID resulted in a more proactive and ambitious MDG agenda. Further, the Government's increased attention to the MDGs reflects its recognition that, despite its economic growth, the level of social and economic development in Albania requires monitoring based on MDGs.

1.3 U.N. SYSTEM WIDE REFORMS

79. Several reforms and restructuring within the global United Nations system over the years provide the foundation for the implementation of the DaO pilot. The Millennium Development (MDGs), with specific, measurable targets for the first 15 years of the century establish a common vision for member states and leads the reform agenda.
80. The United Nations Country Team (UNCT) brings together the UN agencies that are involved in development, emergency, recovery and transition in programme countries. The UNCT, as part of the Resident Coordinator system, ensures interagency coordination, cooperation and decision making in the country in support of the Government's agenda.
81. The United Nations Development Assistance Framework (UNDAF) guides the programme strategy of the UNCT. Under UNDAF, the UNCT brings together the comparative advantages of individual agencies in areas of advocacy, capacity development, policy advice and programming to assist the Government's achievement of the MD/MDG national development priorities

82. The Triennial Comprehensive Policy Review (TCPR) in 2004 elevated the need for enhanced UN System-wide coherence and effectiveness. The TCPR was followed in 2005 by the General Assembly's request to the Secretary General to promote improvement management and coordination of UN activities. As a result of these actions, and building on the UN reform agenda, the pilot "Delivering as One" was initiated in 2007 in eight countries to test how the UN family can provide development assistance for more relevant, effective, efficient and sustainable programme delivery. Like the UNDAF, the DaO Programme is expected to support the design, execution and evaluation of public policies; support capacity building and implement the pilot experiences with emphasis on citizen participation and share lessons learned. The DaO is further expected to be owned by all national stakeholders.

1.3.1 DELIVERING AS ONE UN PILOTS

83. The eight pilot countries include Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam. The pilot countries are experimenting ways to deliver assistance by capitalizing on the strengths and comparative advantages of each UN agency under one programme structure. The pilot is based on five principles: one leader, one programme, one budget, one office and later added, One Voice. The pilot builds on the existing reform agenda set by UN members states, which urges increased acceleration in delivering more coherent and effective field operations through the establishment of joint offices.

84. The DaO pilot, now seen as the cutting edge of the UN reform agenda, is changing the world of the U.N. Guidelines and mechanisms are changing and new ways of doing business are shaping the implementation of the pilots. New work plans based on UN agencies' collaboration and participation are making sure that everyone is on board and are helping to sort through the issues and set the agenda. The Resident Coordinator Office (RCO) staff support increased coherence in the working of the UNCT for the effective implementation of the DaO.

85. The governments of pilot countries met in Maputo in 2008 and Kigali in October, 2009 and have continued to exchange their experiences and lessons learned. Three key lessons for a successful UN reform effort at country emerged from the Kigali conference: (i) a government that is committed to guiding and aligning external assistance in line with national priorities; (ii) a UN Team working differently in a more harmonized manner for better development results, and (iii) international partners and development partners contributing to the key principles of the Paris Declaration. In order to capture and document the lessons learned in the first two year of implementation of the Delivering as One (DaO) initiative, the coordination officers from the eight pilot countries (Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam) were invited by the Development Operations Coordination Office (DOCO) to convene in New York and compile a Lessons Learned Paper. These lessons learned, therefore, are from the perspective of a group closely involved in the design and implementation of the piloting exercise.

86. When preparing the paper, the pilot countries further outlined the following lessons learned in addressing the implementation challenges:

- Initiating the DAO process at the same time as the UNDAF roll-out to ensure strategic focus, programme coherence and improved alignment to national priorities;
- Starting the DAO process once UNDAF is completed and CPAPs/CPDs approved can improve synergies, however it doesn't simplify the process
- Integrate the UNDAF, DaO, Country Programme Action Plans (CPAPs) and Country Programme Documents (CPDs) into a single document;

- Ensuring Resident and Non-Resident Agencies' inclusiveness in the programmes need to be balanced by the need to ensure programmes' strategic focus and coherence;
- The One UN Fund mechanism is a key driver of programme coherence
- M&E and Results Based Management culture and tools need to be strengthened to ensure programme coherence and strategic focus.
- Functional and effective governance architecture is a critical driver to ensure programme simplification, harmonization and alignment.

1.4 THE DAO IN ALBANIA

87. Fourteen agencies, funds and programmes, which include six non-resident agencies, are participating in the DaO. Resident agencies include: UNDP, UNFPA, UNHCR, UNICEF, UNIFEM, UNV and WHO. Six NRAs include FAO, IFAD, UNEP, UNESCO, UNIDO and ILO. The UNDG has enhanced the capacity of NRAs to participate in the programme through the support of an NRA focal point. The main function of the NRA focal point is to provide support for the inclusion and equal participation of the NRAs. Teleconferencing has been used widely and effectively to involve NRAs in meetings including during the evaluation mission. Their contribution has been significant, including their participation with the UNCT in developing programming and has increased funding opportunities through the One UN Coherence Fund in Albania.
88. The DaO builds on existing reform agenda developed by UN member states in guiding the UN system towards a more coherent, effective and relevant role and contribution at the country level. The overarching goal of the DaO is to enhance development results and impact in support of national priorities including the EU accession goals by bringing together the comparative advantages and strengths of the U.N. family with a common purpose, a unified and coherent management system and greater cost efficiencies. Through its collective roles, neutrality, policy expertise and technical capacities, the DaO complements the development assistance of other multilateral and bilateral partners with the intent of improving the lives of Albanians.
89. Specifically, in addressing Albania's social development agenda, the DAO brings together the collective efforts of UN agencies, not only in support of its own normative agenda but to support and complement Albania's EU integration goals. Albania is a potential candidate for European Union membership with the Stabilization and Association Agreement (SAA) between Albania and the EU entered into force in April 2009. The Stabilization and Association Agreement provides a framework of mutual commitments on a wide range of political, trade and economic issues.
90. The government focal point of the DaO is the Department for Strategy and Donor Coordination (DSDC) at the Council of Ministers, the organization responsible for strategy and policy coordination. The government's leadership in the DaO was clearly demonstrated throughout the evaluation mission by the Council's commitment to national priorities and strategic reform. DSDC has taken the lead in developing the programme for modernization and establishing the Integrated Planning System. Other key partners are the European Integration and national and local ministries that have the leading management role of several key planning and policy areas. Through the DaO, the UNCT is expected to strengthen the existing partnerships and agencies with whom they work.

1.5 STRUCTURE OF THE REPORT

91. The report is structured under six sections. Section I provides the introduction of the evaluation, the national context, the U.N. presence in Albania and U.N. system wide reforms. Section II states the evaluation scope, objectives, methodology and the data collection, analysis process and procedures including the intervention and the logical framework approach in the evaluation

design and the expected results. Section III describes the “five ones,” of the DaO: *one budget, one programme, one leader and harmonized business processes, including speaking with one voice*. Section IV presents the findings and conclusions, providing the substance and process of the evaluation. Section V provides the recommendations based on the findings and conclusions. Section VI outlines the lessons learnt during the evaluation period based on documents and participants’ responses.

2 EVALUATION SCOPE AND METHODOLOGY

2.1 PURPOSE

92. The purpose of the evaluation as defined in the Terms of Reference is to assess the progress made by the One UN pilot against the strategic intent, and to assess its role and contribution to the support of national policies and strategies for achievement of national development results. Further, in attention to programme delivery for the period 2007-2009, the evaluation shall examine the value added by the One UN which aims to bring together the expertise and resources of the entire UN system including resident and non-resident agencies in delivering development assistance and technical cooperation under a single, unified programme.
93. The broad objective of the evaluation is to provide an early assessment of programme results, identify areas for improvement and remaining challenges and distil lessons to inform decision making processes at the country level to contribute to the second cycle planning and implementation of the Delivering as One UN/UNDAF in Albania (2012-2016).
94. Further, the evaluation is expected to provide useful feedback toward a larger-scale UN reform within the UN system. Therefore, the emphasis of the evaluation will focus on the process aspects of the Delivering as One, dwelling on the attainments and constraints in addressing the five ones. The evaluation involved a study of the internal dynamics of DaO, a review of the progress and constraints involved in the change management process, as well as the actual and perceived benefits of the change in the way the UN is doing business under the new arrangement. The primary audience is the Government of Albania and the United Nations in Albania with a wider audience of interested parties such as development partners, implementing partners, UN Headquarters and other pilot countries and self-starters.
95. Additionally, the evaluation examines how the outcomes were influenced by the external environment as well as the programme’s contribution and interaction with key partners. The evaluation also focuses on the relevance, efficiency, effectiveness, and the degree of change and sustainability of results and outcomes.

2.2 SCOPE OF THE EVALUATION

96. First and foremost, the evaluation considers the pilot initiative in its national context and covers initiatives implemented during the period from 2007 to the end of 2009. The focus of the evaluation is the DaO’s contribution to Albania’s national development goals and priorities and its strategic intent, relevance and comparative advantages of the UN system as reflected in the programme. In assessing the contribution, the evaluation analyzes the implementation of the DaO approach under the five ones, One Leader, One Programme, One Budgetary Framework, and One harmonized set of business practices, including how the UN has spoken with One Voice. The evaluation also examines the extent to which development priorities and the DaO adequately include cross-cutting issues of gender equality, human rights and social inclusion.
97. The evaluation is composed of six stages: (i) Inception Phase (ii) Field Missions; (iii) Analysis of information and feedback collected; (iv) Tabling of Preliminary findings; (v) Revisions and

submission of Final report and summary report and (vi) Communication strategy for dissemination of the final report.

2.3 METHODOLOGY

98. The evaluation follows the Results Based Framework in examining the programme strategy, the institutional structure, the sectors and thematic areas to assess the progress towards outcomes and to identify the inter-relationships of a number of development interventions. The evaluation also assesses the relevance, effectiveness, efficiency and sustainability under the five ones: *One Programme, One Budget, One Leader, Harmonized Business Processes and One Voice*.
99. While the evaluation adheres to the UNDG guidelines, it is understood that there is no one precise way to conduct an evaluation. Rather collection and integration of data sources converge in an assessment of results. The evaluation looks first at what is working well that can be strengthened. In this regard, the assessment will focus on where the programme has been most effective, what systems, processes and mechanisms are working well and where the greatest congruencies are among the participating agencies. However, throughout the evaluation, a balanced approach has been maintained in identifying weaknesses, challenges and constraints that are inhibiting the constructive forces.
100. The path of the evaluation starts with the outcome and works backwards,¹¹ analyzes factors contributing to progress and then assesses the programme's contributions to achievements of the national priorities. The analysis considers how the policy, institutional, environmental and cultural factors influence the activities of the government and key partners in achieving the results of objectives. Further, the evaluation examines how the outcomes were influenced by the external environment as well as the RC's contribution and interaction with key partners.

2.3.1 DATA COLLECTION METHODS

101. The data collection process began with a comprehensive desk review of over 65 documents prior and during the mission, covering the national context, stakeholder participation, tools and implementing mechanisms, programme descriptions and progress reports and budget documents. Over 75 face to face one on one interviews, stakeholder meetings and focus group discussions, as well as tele-conferences, were conducted over a period of two weeks with UN participating agencies, the World Bank, the EC Delegation, the Government of Albania Council of Ministers, senior government and local officials, NGOs, and DOCO. Interviews were guided by a detailed evaluation matrix with a number of sub questions drawing from the questions specified in the Evaluation TORS, and the detailed matrix forms a part of the Inception report. A field visit to Berat provided the opportunity for direct observation to understand processes, infrastructure/services and their utilization. Focus group discussions and group interviews allowed for analysis of specific, complex problems and to identify attitudes and priorities in smaller groups. An In-depth review of selected joint programmes was undertaken as case studies for a clearer understanding of implementation processes.
102. The evaluation has been conducted by a team of two international evaluation professionals and one national evaluation specialist with data collection, analysis and draft reporting done in the period 1 March to end of April 2010.

2.4 CONSTRAINTS

¹¹ UNDP Guidelines for Evaluations

103. One of the constraints of the evaluation was the rather short time for field missions, given the onset of Easter holidays. To be able to accommodate interviews with targeted stakeholders, focus group discussions were set up for the meeting with development partners and civil society. Another challenge was the delay in the recruitment of the national evaluator which came on board the first days of the field work.
104. The absence of a methodology of measuring transaction costs for government and UN renders an accurate estimation of cost-benefits of some initiatives difficult and beyond the scope of this evaluation. However, to the extent possible, areas of improvement, and order of magnitude level assessments have been made on a best-efforts basis.
105. Based on the findings and the understanding gained by the evaluators, specific recommendations have been made, under areas of programme formulation, implementation, reviews, fund allocation, performance reviews, and areas requiring head quarters intervention.

3 DELIVERING AS ONE UN ALBANIA

3.1 THE UN'S WORK IN ALBANIA PRIOR TO DAO

106. In order to appreciate the significant successes of the DaO in Albania during its first programme cycle, it is important to understand how the UN system was working prior to the programme and how the DaO has made a difference. Despite the implementation challenges along with the very nature of a pilot travelling in uncharted waters, the DaO brought significant changes in modus operandi and received widespread approval. The previous UNDAF 2006-2010 was signed by four UN agencies only (UNDP, UNICEF, UNFPA and WHO) as opposed to 14 agencies under DaO. The UNDAF was not clearly costed and the resources of individual UN agencies were not widely known or shared as there was no common budgetary framework. There was no trust fund (Coherence Fund), joint communication strategy, common annual work plan, nor a common annual report that provided a holistic overview of work and achievements against measurable plans. Prior to DaO, there were only specific programme or project reports against unspecific indicators under the UNDAF and the previous UNDAF M&E system was not fully developed. Another issue is the locus of ownership with a shift towards a demand driven approach.
107. Under DAO, there is a common UN work plan in line with national priorities agreed upon by government that indicates activities linked to results. There is a budgetary framework with core and pledged funds, identifying funding gaps per result areas. The current M&E system is now colour coded indicating the status of the activity, the situation analysis, midyear and annual reviews, showing how the tools fit together. The functions of the Programme Working Groups are clearly articulated in their TORs as opposed to the UNDAF theme groups. The Governance structure closely aligning the GMC, the JEC with the GoA representative and the Inter-ministerial working group with the RC and the UNCT provides a structural and strategic framework for common advocacy, resource mobilization, and a common logo that has had a significant impact on programme results and on the way the UN system and its partners work together.
108. Further, while the Government's ownership of development existed prior to the DaO, as indicated by the Government's setting national priorities in the NSDI, there is evidence to indicate that the DaO has strengthened ownership, particularly by DSDC (the central coordinating body for external assistance) and some line ministries As indicated during

meetings with the Ministry of Health, “before, the UN was leading the process, now UN agencies are drawn into the priorities of the public and government.” According to the Ministry of Economy, Trade and Energy, the DaO has made a huge difference in helping Government take ownership of donor support and in facilitating communication among Government and agencies.”

3.2 ONE PROGRAMME

109. In responses to the call from member states, the United Nations launched the “Delivering as One” initiative in 2007 to respond to the changes and needs of the global environment and to explore more coherent and effective processes for the development assistance of the UN family system in eight countries. The eight pilots are based on five principles: One Leader, One Budget, One Programme and One Office including the UN family speaking in one voice.
110. The One Programme was signed by the Government of Albania on October 24, 2007 to more effectively support Albania’s national development priorities in its path towards European integration as described in the National Strategy for Development and Integration (NSDI). From the onset of the evaluation, the government’s ownership and role in leading the DaO process was clear as is reflected throughout the evaluation. The programme was developed focusing on UN’s comparative advantage advocating for the national application of international norms, standards and actions on human rights and global issues, and a shift towards intensified efforts in policy advisory services. Capacity development and Gender equality have been identified as cross cutting themes to be adopted throughout the programme.

3.2.1 PROGRAMME RESPONSIVENESS TO THE NEEDS AND PRIORITIES OF THE COUNTRY:

111. The UN was guided by the national development priorities of the Government of Albania in developing the One Programme in Albania. The One Programme drew from the Stabilization and Association Agreement (SAA) for EU Integration, the National Strategy for Development Integration (NSDI) and the Paris Declaration principles of aid effectiveness and harmonization of development efforts.ⁱ The DaO also reflects UN normative values and builds on the UN’s experiences in Albania. In the words of a senior UN agency respondent, the programme priorities are “80% in line with the EU *acquis*.”
112. The formulation of the One Programme overlapped with the development of the NSDI, thereby creating an opportunity for the programme to draw on national priorities as well as on aspects of social dimension and MDG targets. The One Programme plays an important complementary role to the EU integration agenda throughout its programmes for governance and policy making, regional development and environment, while maintaining the UN’s independent role and focus at policy level based on lessons learnt from grass roots participatory processes. According to respondents, the DaO is flexible and able to adapt to changing priorities in Albania’s dynamic environment through its collegial participation and partnerships with government, development partners, and civil society.
113. The One Programme incorporates the UN’s normative agenda in addressing gender equality, human rights and social inclusions under the Millennium Development Goals. The UN system’s comparative advantage in its neutrality, collaborative partnerships and policy expertise position it to support Albania’s national development priorities and EU accession goals.
114. Development assistance in the next programme cycle will need to be even more strategically sharpened under a few outcomes areas in order to sustain the early DaO results and to address Albania’s challenges as a middle income country. While social and economic progress is

apparent in Tirana, the picture is quite different in rural and remote areas urban areas. Strengthening Albania’s enabling environment in addressing the needs of vulnerable populations, economic disparities, human rights and social inclusion will require the support of the UN family and its partners. There are still significant reasons for continued development support from donors due to¹²: (i) remaining pockets of poverty, in particularly in mountainous regions, and among vulnerable groups; (ii) the need to consolidate and make irreversible the development progress already achieved;(iii) to bolster the Albania efforts to contribute to international and regional public goods, such as environmental sustainability, financial stability, prevention of contagious diseases, and regional security and stability. The DaO can provide a vehicle for continued engagement in Albania for donors that are reducing their presence in the country. This rationale is consistent with the five reasons for continued development support in middle income countries, emphasized at an Inter-Governmental Conference, as follows:

- i. two-fifths of the world’s people who live on less than two dollars a day, live in these countries;
- ii. to consolidate and make irreversible the development progress already achieved;
- iii. capacity to serve as hubs for development;
- iv. to bolster their efforts to contribute to international public goods, such as environmental sustainability, financial stability, prevention of contagious diseases, and peace building, and
- v. to ensure that the system for international development cooperation does not discriminate against those who have made advances.¹³

3.1.2 PROGRAMME APPROACH AND INTERVENTION LOGIC

115. The One Programme aligns and supports Albania’s development and EU integration goals, building on the previous signed UNDAF (2006 – 2010) as well as previous agency commitments and agreements with the Government of Albania. The UN development assistance is focused on five priority areas, also known as the outcome Areas or Pillars:

- More Transparent and Accountable Governance (Governance Pillar)
- Greater participation in Public Policy and Decision-making (Participation Pillar)
- Increased and more equitable Access to quality basic services (Basic Services Pillar)
- Regional development to reduce disparities (Regional Development Pillar); and
- Environmentally Sustainable Development (Environment Pillar)

Gender and Capacity development are cross-cutting themes in the programme, and have been addressed in a number of outcome areas.

116. The One Programme was budgeted for a delivery of USD 75.8 million for 2007-2010, with an initial funding gap of USD 34.6 million, which was to be progressively reduced through a pooled fund, termed the One UN Coherence Fund- one of the salient elements of the Delivering as One approach. In 2009, the programme was extended by another year with an overall funding envelope of USD 99.6 million through 2011. There is an overall balance in the budgets across pillars, although governance is the biggest pillar accounting for 30% of programme expenditure/delivery. The Programme implementation strategy has two important features: Strategic Inclusiveness of UN agencies and Joint Implementation.

¹² Intergovernmental Conference on Middle Income Countries, Madrid, 1 March 2007 gave a number of critical reasons for development support in middle income countries which overall applies also to Albania.

¹³ Statement by Mr. Jose Antonio Ocampo, Under-Secretary General for Economic and Social Affairs to the Intergovernmental Conference on Middle Income Countries, Madrid, 1 March 2007

117. The strategic inclusiveness approach under the Delivering as One involved an assessment of relevant UN agencies by government that could contribute a comparative advantage to Albania's national development and EU integration priorities. Some agencies (UNIFEM, UNEP) were brought on board at the specific request of the government in line with specific priority areas related with their domain expertise and mandate. Under, DaO, the Programme has progressively become more inclusive. By the time of the evaluation period in April of 2010, fourteen agencies were participating with the addition of IFAD and UNIDO in 2009. The eight resident agencies are: UNDP, UNFPA, UNHCR, UNICEF, UNIFEM, UNV, UNAIDS and WHO. The six non-resident or regionally based agencies (NRAs) are: FAO, IFAD, ILO, UNEP, UNESCO and UNIDO, who are facilitated by a common focal point in the country. The environment pillar is even led by UNEP, an NRA.
118. Several UN agencies consider the Delivering as One UN approach to be a positive experience toward bringing coherence and effectiveness and as a means to share experiences and practices with one another. One agency member indicated that UN agencies have always worked with each other, but often missing a common framework, vision and strategy to guide their work and to enable effective implementation of activities. This respondent stated that a one integrated framework is a means to a better response to our clients in a coordinated and integrated manner. Another UN agency member indicated that the "whole purpose of United Nations reform is greater coherence and focus on key issues."
119. Joint implementation is another important feature emphasized in the DaO, pointing out that "joint programmes reflect complementarities and synergy of support among UN agencies to collectively work together on common national development priorities, and provide an effective mechanism for coordinated support to the nationally led DaO, and reduce duplicative activities between the UN and its development partners. Joint programmes allow for joint needs assessments, joint missions, joint implementation and joint monitoring. Joint programmes enable the UN (agencies) to blend their respective strengths and resources to implement key priorities reflected in the NSDI while reducing the transaction cost."¹⁴ There are eight joint programmes under various stages of implementation.

TABLE 1: DAO COSTING INITIAL AND REVISED BUDGETS (VALUE IN USD)

Pillars	2007	2008	2009	2010*	2011*	Total
Original Programme Document						
Total Delivery	15,547,645	24,858,447	21,103,700	14,328,128	-	75,837,920
Governance	4,961,447	8,578,757	6,476,440	3,100,200	-	23,116,844
Participation	933,431	2,252,360	1,877,920	1,441,660	-	6,505,371
Basic Services	5,550,912	4,399,960	4,459,560	3,540,630	-	17,951,062
Regional Development	2,844,270	4,493,370	4,193,780	2,405,638	-	13,937,058
Environment	1,257,585	5,134,000	4,096,000	3,840,000	-	14,327,585
Revised in end 2009, to add one more year of delivery and enhanced budget						
Total Delivery	11,873,959 (76%)	14,683,081 (59%)	17,748,115 (84%)	35,051,503	20,238,788	99,595,446

¹⁴ DaO- Albania, Page 24, Para 111 -112.

Governance	3,201,974 (65%)	4,124,741 (48%)	5,854,438 (90%)	12,798,302	4,339,465	30,470,920
Participation	784,841 (84%)	1,188,114 (53%)	1,748,261 (93%)	2,776,203	2,125,970	8,623,389
Basic Services	3,583,265 (65%)	5,496,863 (125%)	4,549,005 (102%)	6,987,460	5,925,200	26,541,793
Regional Development	3,488,020 (123%)	1,812,393 (40%)	2,733,688 (65%)	5,718,222	3,617,153	17,369,476
Environment	815,859 (65%)	2,060,971 (40%)	2,862,723 (70%)	6,771,316	4,231,000	16,741,869

Source: One UN Budgetary Framework October 2007; One UN Budgetary Framework Results - Version F, February 2010

120. On the whole, programme delivery remained challenged in 2008, due to the process intensive initial stages, often marked by uncertainty and lack of past experience in similar settings. Many UNCT members spent considerable time discussing and designing processes and engaging in consultations using the mechanisms of the One UN. However, the processes have been established, and increasingly, the focus has shifted to implementation, and the increased delivery level across pillars of 2009 is a clear indication of the pilot's maturity.

TABLE 2: DAO DELIVERY RATES -OVERALL (VALUE IN USD) ¹⁵

Description	2007	2008	2009	Total (2007-09)
As per Original Document	15,547,645	24,858,447	21,103,700	61,509,792
As per Annual Work Plan (AWP)	15,547,645	25,128,562	33,757,750	74,433,957
Attained (as per Version F, Feb 2010)	11,873,959	14,683,082	17,748,115	44,305,156
% attainment/completion	76.37%	59.07%	84.10%	72.03%
% attainment/completion against AWP	76.37%	58.43%	52.57%	59.52%

Source: One UN Budgetary Framework October 2007; Annual Work Plan 2008, April 30; Annual Work Plan October 2009; One UN Budgetary Framework Results - Version F, February 2010

121. There was a significant increase in the programme budget for 2009, from the originally estimated USD 21.1 million to USD 33.76 million, targeting higher levels of delivery. However, actual delivery was significantly lower at USD 17.75 million, partly due to 2009 being an election year and a change of government. However, delivery was more than 2008, as many operational processes and mechanisms had been put in place. Overall aggregate delivery completion rate until 2009 stood at 72.03% of original targets and 59.52% of Annual Work Plans indicating modest levels of completion. In this regard, tighter forecasting, monitoring and resource mobilisation would enable greater levels of predictability in implementation (Pillar wise analysis of delivery appears in Table 3, in Section 3.3.1).

3.2.3 PROGRAMME ELEMENTS AND OUTCOME AREAS (PILLARS)

3.2.3.1 GOVERNANCE PILLAR

¹⁵ The delivery rates are compiled as actual expenditures vs. targeted outlays for outcomes as per the Integrated Results/ Budgetary framework.

122. The main focus of the DaO under the Governance Pillar was providing support to government in policy support and advocacy for gender, human rights and economic development. Agencies participating in activities under the Pillar include UNDP (chair), UNFPA, UNIFEM, UNICEF, ILO, UNESCO, WHO, UNESCO and UNHCR.

Outcome 1: Systems of governance and public administration at central and local level are able to respond to requirements of EU accession and implementation of the IPS and public institutions are more results and performance oriented, with stronger capacities for policy development and coordination.

123. The results under the pillar contribute to MDG 1, Eradicate Extreme Hunger; MDG 3 Promote Gender Equality and Empower Women; MDG 3, 4 Child and Maternal Health and MDG 8 Global Partnership for Development.

Outcome 1.1. National institutions and public sector able to respond to the requirements of the EU accession process, including implementation of the IPS.

124. The thrust of this component is to ensure that national development priorities are determined based on qualitative and quantitative data, policy assessments and reviews, and strengthening capacities for collection, analysis and use of data for evidence-based policy making. The strategic interventions under the Governance Pillar in support of Outcome 1 and the sub-outcomes have been significant in strengthening the government's capacity to address human rights treaties and conventions in response of the EU accession process.
125. Albania significantly improved its human rights record in a number of key areas that respond to the requirements of the EU accession process and, at the same time, address important national social inclusion issues. Albania made a major step forward in addressing the needs of the disabled s by signing the Convention on the Rights of Persons with Disabilities (CRPD). Additionally, an evaluation of the National Strategy for Children, commissioned by MOLSAEO's, found that the Child Rights Units and Observatories had a positive impact with the government and civil society conscious of child rights in those regions where they had been established and additional. Child Rights Units and new regional observatories to monitor and report on children's rights were supported by UNICEF. This finding provides the basis for the development of the new child poverty strategy. Building on previous work in this area, UNICEF supported two additional Child Rights Units and four new regional observatories to monitor and report on children's rights and ILO provided support to MOLSAEO to establish and strengthen child labour monitoring systems in five selected areas. Further, the law on the "Protection of the Rights of the Child" as the legal and institutional framework was passed to enforce the Childs Rights Convention (CRC) and related domestic legislation.
126. Another step forward in addressing the needs of youth was the development of the National Plan on Youth funded by the MDG fund under the Joint Programme on Youth Employment and Migration (YEM). Delivery and financing mechanisms for innovative employment programmes were established in Kukës and Shkodra. The Joint Programme also provided support for data collection and analysis to provide evidence based data for YEM policies.
127. Another major achievement in the area of human rights is the government's and civil society's increased focus on gender equality. Under the Joint Programme on GEL Violence, MOLSOE drafted sub-legal acts under the Gender Equity Law which were endorsed by the Council of Ministers. The Joint Programme (UNDP and UNIFEM) and in collaboration with NGOs also provided capacity building to media professionals to strengthen their reporting skills on gender equality during the national elections to increase awareness in support of women. The results also contribute to MDG 1, Eradicate Extreme Hunger; MDG 3 Promote Gender Equality

and Empower Women; MDG 3, 4 Child and Maternal Health and MDG 8 Global Partnership for Development.

128. The capacity building strategy in support of the Government's IT needs involved support for a number of inter-related surveys and studies to provide disaggregated baseline data on social and economic conditions. The UN capitalized on initial contributions to Albania's information system by continuing to support the country's information communication technologies for evidenced based policy making to identify national priorities and to more effectively target social and economic development spending. Improved statistics has provided a concrete foundation to address the needs of socially excluded people as well as those at risk of exclusion in order for equitable distribution of benefits and achievement of MDGs. The national data system was significantly strengthened by critically needed baseline data for policy development through the Living Standards Measurement Survey (LMS), the Demographic Health (DHS), Assessment of the Child Poverty Measurement mechanism, the National Human Development Report (NHDR), support to INSTAT to manage the census and a Foreign Direct Investment Survey (FDS).
- The results of the 2008 Living Standards Measurement Survey (LSMS), launched by INSTAT, with UNDP and World Bank support, was finalized in April, 2010 creating a new poverty map for Albania, providing the data to update MDG areas in education, health, labour, water and sanitation, and serving as a powerful tool for evaluation and targeting social spending.
 - A comprehensive Demographic Health Survey Report was published in March, 2010 by INSTAT and the Institute for Public Health (IPH) with the support of UNFPA, UNICEF and WHO. The findings under the survey have contributed to the updating of key MDG indicators related to households and population, education, health and women's empowerment and illuminating the development path for poverty reduction interventions. Further, the DHS data collection and analysis support strengthened national capacities for future surveys. INSTAT's capacity to manage the preparation of the 2011 census was strengthened through a number of initiatives supported by UNFPA including the purchase of GIS. The National Human Development Report (NHDR) was finalized in 2009 as another contribution to evidence based policy development. UNDP, in the preparatory stage, supported the development and establishment of the legal framework, regional census management structures and methodological framework to ensure an accurate picture of the Albania population.
129. The joint effort of development partners in supporting the Demographic Health Survey (DHS). The DSDC and agencies were invited to discuss INSTAT's needs to initiate the surveys resulting in each agency contributing in their area of expertise. The UNRC was present throughout the discussions to elicit capacity building needs and to ensure coordinated technical capacity building assistance. Sixteen new technical assistance experts have been hired and compatible IT equipment purchased under the One UN Coherence Fund. A Comprehensive DHS Report, providing needed data to address human rights issues, has been published in March, 2010 for wide distribution. The results of the survey provide critical evidence based information for upstream policy development, laws ensuring human rights and downstream social and economic development interventions.
130. UNICEF's impact assessment of child poverty reduction mechanisms indicating that only minor needs were being addressed, provided critically needed data to improve mechanisms linked to policy development, planning and provision of basic services.
131. UNFPA provided Geographic Information System (GIS) equipment to support INSTAT's capacity to carry out the census and UNDP provided support for development and establishment of the legal and methodological framework to ensure accurate results of the census. The results of

the GIS and the census will assist the Government in identifying specific social, economic and environmental issues contributing to regional disparities.

132. The PWG Governance Annual Report finds that results have been achieved by the Joint Programmes on Culture and Development, Youth Employment and Migration, Economic Governance and in Gender Equality that fall under Governance Pillar. The Governance PWG reports that the joint work under the PWG helps to make sense of agencies' combined needs, new interventions and directions. The pillar continues to focus on streamlining the UN's work on social inclusion to assist the Government in designing, implementing and monitoring a nationally appropriate social inclusion strategy that is also relevant to the European Social Agenda and to the MDGs. According to UNIFEM, "the Programme Working Group wants to increase the integration of national gender equality priorities into broader sectoral programmes and approaches. The UNCT's recent agreement to undergo a Gender Audit of the UNDAF/One UN Programme will support this."
133. Strengthening of the public sector was realized in a number of key areas. A major contribution to the Government's capacity needs was UNDP Brain Gain initiative supporting the return of 78 Albanians trained and living abroad to fill critical gaps in academia and public administration.
- UNESCO provided capacity support to the Inter-Ministerial Advisory and Technical Working Groups in the launching of the Sector Strategy on Science, Technology and Innovation (STI) strengthening the Government's capacity to respond to the EU accession process in this area.
 - UNDP in partnership with the EU supported the establishment and strengthening of an ICT network with government institutions. UNDP also provided policy advice and facilitated technical twinning arrangements with Estonia's e-academy for capacity development of the new National Agency for Information Society (NAIS). The twinning arrangements provided a rich opportunity to exchange and build on each others' knowledge management and technological capacities.

Outcome 1.2. Government policies and practices necessary to promote social inclusion and reduction of regional disparities are strengthened.

134. The emphasis of this component is to strengthen governance structures and mechanisms to implement the NSDI to adequately reflect issues related to gender, minority equality, decentralization, reproductive health, environment, child rights, and other issues related to MDGs. UN support is directed toward strengthening national, regional and local capacities to better coordinate, monitor and revise policies.
135. The UN provided technical assistance to strengthen national mechanisms for monitoring social conditions, particularly the conditions of vulnerable groups, women and children. Harmonized indicators on gender equality and the status of women were developed through the support of UNIFEM in coordination with the Inter-Ministerial Working Group under the leadership of MOLSAEO ensuring consistency in the use of statistical processes at central and local levels. The Government is able to monitor its national and international gender commitments for the first time with the indicators providing a credible basis.
136. Another contribution under the Governance Pillar is a new tool for the introduction of National Health Accounts, supported by WHO, providing a system for estimating the resource flows in the country's health system. The tool will make it possible to track health care expenditures trends leading to more informed health policy decisions as it becomes institutionalized.

Outcome 1.3. Government adopts economic policy, regulatory & institutional frameworks that promote pro-poor growth, socially inclusive legal & economic empowerment

137. This component aims at supporting government and national institutions to more effectively address challenges of trade agreements and to strengthen measures and mechanisms for trade promotion, foreign investment mobilization, development of industrial zones, and business policy reforms.
138. A Foreign Direct Investment survey (FDIS) was conducted and an annual report in compliance with international standards was completed for the first time in Albania. Technical Assistance support for the drafting an operational manual promoting international best practices was provided to the Ministry of Economy, Trade and Energy (METE). Thirty-five Albanian companies joined the UN Global Compact to align their operations and strategies with universal human rights, labour, environment and anti-corruption principles.
139. The UN continued its support to Albania's rich culture and heritage to enhance the country's social and economic development. The Government's capacities in this area were strengthened, through UNESCO support, by the graduation of twenty experts from Tirana's National Centre for Restoration and Conservation of Monuments. Additionally, UNESCO supported the restoration of 18 buildings and the home of the national author, Ismail Kadare, in the historic town of Gjirokastër. UNESCO, in partnership with the Albanian Music Council, also continued its support to the promotion of folk iso-polyphony.
140. The UNESCO and UNDP Joint Programme on Culture and Development, financed by the MDG Achievement fund, supported a new governance framework and management structure for the National History Museum. Additionally, the programme provided capacity development support as well as improvement of visitor facilities to enhance the economic potential of Apollonia and Antigonea archaeological parks.
141. A feasibility study for the inclusion of a Masters-level programme on Cultural Resource Management in the University of Tirana was completed and the course content was prepared. A tour guide training course was also established at the University of Tirana as additional capacity building in the area of culture and development. Additionally, UNESCO worked with the Government to implement the National Strategy for the Alliance of Civilizations to promote Albania's rich experience in interreligious and intercultural harmony.
142. In summary, the PWG Governance Annual Report, 2008 and the 2009 Annual Report find that results have been achieved by the Joint Programmes on Culture and Development, Youth Employment and Migration, Economic Governance and in Gender Equality that fall under Governance Pillar. The Governance PWG reports that the joint work under the PWG helps to make sense of agencies' combined needs, new interventions and directions. The pillar continues to focus on streamlining the UN's work on social inclusion to assist the Government in designing, implementing and monitoring a nationally appropriate social inclusion strategy that is also relevant to the European Social Agenda and to the MDGs. According to UNIFEM, "the Programme Working Group wants to increase the integration of national gender equality priorities into broader sectoral programmes and approaches. The UNCT's recent agreement to undergo a Gender Audit of the UNDAF/One UN Programme will support this."

3.2.3.2 PARTICIPATION PILLAR:

143. The Pillar addresses greater inclusive participation in public policy and decision making. Participating agencies under this pillar include UNFPA, UNIFEM (co-chairs), UNICEF, ILO, UNDP and UNV. Due to the cross-cutting nature of inclusive participation, the pillar links with all of the MDGs and also attempts to link to human rights such as equality and non-discrimination in

line with the Pillar's Outcome 2 and its sub-outcomes. The focus of this pillar is the support for the development of an enabling environment for public participation on part of women, youth and marginalized groups.

Outcome 2: Mechanisms in place to support people's participation and empowerment to take active part in policy formulation and decision-making that shape their lives and capacity of civil society increased to advocate for state-citizen accountability.

Outcome 2.1 Civil society better able to participate in public debate and advocate for state-citizen accountability

144. The key indicators for this outcome as reported in the updated Results Matrix are the increased involvement of civil society in service provision for social protection and in prioritization of social protection provisions by local authorities. The thrust of programme actions under this component is enhancing partnerships with civil society media, youth, women's and minority groups to build their capacities to dialogue with government; participate in policy formulation and decision making at all levels; working with government for effective implementation, and establish appropriate stakeholder consultative mechanisms for meaningful consultations with government. The evaluation found several examples to substantiate good progress in this regard.
145. The annual report (2008-2009) indicates results under a number of strategic interventions in the participation portfolio, particularly in widening participation among youth and women in the elections and dialogue leading up to the elections and ensuring that the voices of the disadvantaged are heard. The UN's advocacy strategy in 2009 under the Joint Programme on Gender Equality and Domestic Violence contributed to a better understanding of the real causes of domestic and gender based violence by contradicting traditional myths and by increasing awareness of domestic violence and the cost to society as a whole in order to change attitudes in the country.
146. A significant accomplishment in supporting the rights and voices of minorities was realized under the UN Joint Programme on Empowering Vulnerable Communities of Albania (EVC), increasing opportunities for Roma participation in decision making and access to services. The programme provided technical assistance to MOLSAEO and its Secretariat for Roma in revising the National Roma Strategy and in preparing the National Action Plan for the Roma Decade of Inclusion. Eleven community-based organizations (CBOs) of Roma and Egyptians, with the support of UNDP and UNV, were established in three regions and their capacity to participate in local decision-making, to prioritize needs and to enhance collaboration with local government in the implementation of small-scale infrastructure projects was increased. CBOs in the three regions identified infrastructure projects which are being implemented with co-financing by the UN and local government. Vulnerable Roma and Egyptian communities received training in employable skills following an assessment of labour market needs.
147. The Voices of Youth were strengthened in several strategic and inter-dependent programmes, addressing child labour abuses, youth employment needs, leadership and advocacy, healthy life style campaigns, youth governance and including the voices of the ROMA youth. The Model UN Initiative and Conference strengthened youth's skills in international relations, democracy, negotiation and public speaking.

Outcome 2.2: Institutions and Forums in place to support people's participation and empowerment to take active part in policy formulation and decision-making.

148. Capacity of the National Steering Committee at the Ministry of Labour (NSC) and of the National Labour Council (NLC) has been built. Support was provided to MoTCYS to strengthen

access to information on youth employment and other issues related to youth and a coordinated advocacy campaigns on Gender Equality Legislation (GEL), women leadership and core gender equality issues were realized under the pillar.

149. Technical assistance to local government units, supported by UNIFEM, contributed to better link local and national gender related policies. Local gender needs and priorities for assistance were provided line ministries and agencies for consideration in policy improvements and budgeting reforms. Assistance was provided to MOLSAEO in the preparation of the National Action Plan for Roma in line with the Roma decade strategy. Further, UNIFEM technical assistance to local government increased capacities in five government departments of Elbasan Municipality to integrate gender in local policies and budgets, with the initiative starting to be replicated in other municipalities.
150. An Integrated Programme on the Worst Forms of Child Labour, supported by ILO, was initiated in three selected areas of Albania to develop the capacity of trade unions and other key stakeholders to implement and monitor the Joint Agreement for the prevention and elimination of child labour, enhancing the tripartite social dialogue between employers' and workers' organizations and national authorities.
151. Strengthening the Media's capacity to report on development issues in more systematic and quality way has been a priority under the One Programme. The Joint Programme on Gender Equality and Domestic Violence in cooperation with the Albanian Journalist Group, provided capacity building to media professionals to improve media's skills in reporting around the national elections. Extensive work with the media in Tirana and six regions in partnership with NGOs was undertaken in organizing talk shows, preparing promotional material to increase women's participation in the electoral processes as voters and as candidates. A UN Press Club has further been established and policy recommendations provided based on an on-line media assessment. The Youth Reporters project, supported by UNICEF, produced a youth television show stressing the importance of democratic processes and encouraging young people to vote. The Life campaign addressing healthy life styles among adolescents and teenagers supported by UNICEF, UN, Parliament and the private sector continued through 2009.
152. Youth Parliaments in twelve prefectures, under the UN Joint Programme for Gender Equality and supported by UNICEF, were provided assistance in a number of areas including the development of local plans to promote community awareness campaigns on increasing women's participation in public life.
153. During the evaluation, several stakeholders raised with the evaluation team that "participation" crossed all sectors and could be addressed under all pillars. One stakeholder commented that a pillar describing participation does not link with any Government SWG. Nevertheless, In terms of delivery completion rates, the pillar has delivered over 73% of its original targeted delivery for 2007-2009, with significant performance improvements over 2008 levels.
154. In summary, several stakeholders felt that "participation" crossed all sectors and could be addressed under all pillars. One stakeholder commented that a pillar describing participation does not link with any Government SWG.

3.2.3.3 BASIC SERVICES PILLAR:

155. This pillar addresses a broad array of inter-related social service issues including primary health care, HIV/AIDS, child nutrition, domestic violence, youth employment, regional education targeting the Roma community and pro poor economic development. Agencies working under the pillar include: UNICEF (chair), UNFPA, UNAIDS, WHO, and UNDP.

Outcome 3: Increased use of integrated quality basic services in health, education and protection, delivered in an efficient, transparent, accountable and equitable manner.

Outcome 3.1. Government is able to provide quality affordable primary health care at all levels.

156. The One Programme has supported Ministry of Health and relevant government departments to put in place inclusive policies, regulatory and institutional frameworks and standards for delivery of services for maternal and child health, adolescent health, family planning STIs and HIV/AIDS, and surveillance and control of major non-communicable and communicable diseases.
157. Policy support and assistance was provided to the development of a national Strategy for Reproductive Health, antenatal standards and protocols and national contraceptive forecasting and distribution plans. Progress was made in the implementation of health care reform, with the costing of service delivery for child health. This has enabled more effective planning and resource allocation in the health care sector. A national manual for Implementation of national standards for residential and day care for elderly is in place. Technical support has gone towards the revision of the new Law on HIV/AIDS prevention and the development of the national strategy on HIV/AIDS, providing the Line Ministries which a framework for national implementation of efforts in this area. Technical assistance has facilitated the a national multi-year immunization plan, addressing financial sustainability of basic Expanded Programme on Immunization (EPI) vaccines and introduction of new vaccines.
158. Further, the One UN Programme's contribution to family health was realized through UNICEF's assessment of maternal and child health prevention services which identified gaps and provided recommendations for improvements in standards of service provision and human resources. Doctors and nurses in selected districts have been trained in the treatment of childhood illnesses and community based interventions and health volunteers in these districts provided health education and promotion and growth monitoring sessions for mothers and children younger than six years.
159. Another major contribution to health disease prevention nation wide was achieved through the approval of the Universal Salt iodization Law in 2008. UNICEF continued its support in strengthening of the quality assurance system and facilitated inter-sectoral collaboration through the National Iodine Deficiency Disorder Committee. New by-laws and joint administrative orders were issued by MOH, Ministry of Agriculture, Food and Consumer Protection (MAFCP) and Customs to ensure all salt produced, imported and marketed is adequately iodized. Today, only iodized salt is sold in Albania.
160. Increased awareness on mental health issues was addressed through WHO's policy and technical support to MoH in several areas of mental health including the publication of a survey on attitudes to mental health, decentralization of service provision to primary health care, an assessment on how to deinstitutionalize children with disabilities, the identification of obstacles to health care for Roma and training of prison staff on mental health related issues. This has promoted increased awareness of service provision as a basic human right for people with mental disabilities and will serve to support policy-making on mental health related issues.

Outcome 3.2: Institutional framework for education in place that promotes inclusive education for all children

161. The One Programme has supported the establishment of the first national trainer's school and drafting of trainers's standards in education. Through the support of UNICEF and the World Bank, The Ministry of Educations added 150 pre-school classes and 100 more are under negotiation to ensure pre-school attendance for all five to six year old children. UNICEF supported early childhood development centers in the north with children in the Roma communities showing a 70% improvement in their Albanian language skills.
162. Educational and employment opportunities are expanded through the introduction of ICT in schools. With support from UNDP, all 2,100 public primary and secondary schools of Albania were equipped with modern computer labs and continued internet access is being provided through a public private partnership. A new Information and communication technology (ICT) curriculum and a training and certification for all public ICT teachers have been developed and implemented.

Outcome 3.3: Government adopts policies, regulatory and institutional frameworks that promote provision of integrated quality services, with special emphasis on strengthening the social protection system

163. The One Programme has advocated and provided technical assistance so that stateless persons, in particular Roma, can be registered and legalized in order to benefit from social services. Assistance has gone towards the Law on birth registration which has significantly reduced the number of children who are not registered improving access to social and economic assistance, health care, education, and political participation.
164. Institutional, legal and community services on domestic violence are being improved and awareness is being raised the on negative impact of domestic violence in families and in communities. The first national survey on domestic violence was initiated and the baseline data will be used as a future reference point and as an advocacy tool. A first national DV shelter was designated. Community coordination response systems have been established in selected municipalities and a "Platform for Community Coordination Response (CCR) to Domestic Violence" developed to support communities in building a referral system.
165. UNFPA provided capacity building assistance to 12 State Social Service Regional Offices and their sub-offices at municipal and commune levels to deliver quality social services to the disadvantaged particularly the elderly and disabled. Through this initiative, 650 administrators and specialists were trained in social protection policies, competencies and responsibilities including the management of the cash benefit programme resulting from the decentralization process.
166. A major step forward in addressing the issues of the marginalized was realized in juvenile justice. A child oriented Juvenile Justice system is being established offering alternative and educational measures to detention and promotes prevention programmes and social rehabilitation of child. Through UNICEF support, detention alternatives for young offenders were implemented under the establishment of the new probation system. Under the pilot initiative, 42 percent of juvenile offenders were referred to alternative detention and a new facility was opened for young offenders.
167. In terms of achievements, the pillar has made significant advances in the provision of basic services delivering almost 95% of its original targeted delivery for 2007-2009.
168. During the evaluation meetings, the Basic Services Programme Working Group reiterated the concerns in the Annual Reviews, indicating the difficulty in aligning its work processes with the GoA led Sector Working Groups (SWG). The pillar's scope is very broad with 13 sectors involved under clusters that are not aligned with government sectors. Further the PWG indicates that

the SWG mechanism led by line ministries are weak and do not include timeframes that development partners can work with. Nevertheless, the strategies under the pillar are aligned with national development priorities with Interventions under this pillar provide building blocks for improved access to basic services and opportunities for policy development based on downstream lessons. Despite the challenges of the pillar, several important results are noted under the outcomes in the Results Matrix that contribute to MDGs 1 through 6.

3.1.3.4 REGIONAL DEVELOPMENT PILLAR

169. This pillar's strategy supports institution building at national and central levels to ensure that the structures and mechanisms are in place to address the issues of regional social and economic disparities. The initiatives are complementary in strengthening the capacities for decentralization in two regions, training of social services staff, tourism promotion and income generation advisory services. Agencies involved in the PWG Regional Development Pillar include UNDP (chair), FAO, IFAD, WHO and UNFPA.

Outcome 4: Central and Regional Governments are Strengthened; disparities among regions are reduced

170. The pillar indirectly links to all of the MDGs, but specifically MDG 7 Ensure Environmental Sustainability and MDG 8 Develop a Global Partnership for Development. In 2009, the UN launched its programmes in support of regional development and cross-border cooperation. These were critical steps towards in that a coherent regional development policy with adequate institutional implementation arrangements is one of the key requirements for Albania to receive IPA regional development funds.

Outcome 4.1: A national strategy on Regional Development, with linkages to sector strategies, the NSDI and the MTBP, is adopted and implemented aiming at promotion of social inclusion and reduction of regional disparities.

171. UN support under this pillar includes support to drafting a law of Regional Development, and institutional structures to implement the Strategy on Regional Development; and piloting of two regional development programmes: National Programme for the Development of Regions, and the Disadvantaged Areas Development Programme.

172. Through the IFAD loan supporting sustainable development in the mountainous regions, mountain area forums continued to assist mountain populations in mobilizing resources for development including institution building, social and economic development and regional and international cooperation. NGOs and local institutions and businesses participated in the forums. Through this strategy, eight new mountain area forums were established with 16 forums now established.

173. The strategy to strengthen tourism resulted in the implementation of two programmes, the Kukës Region Tourism and Environment Promotion (KRTEP) Programme and Kukës Region Cross-Border Cooperation (KRCBC) Programmes to strengthen sustainable development in the areas of tourism, culture and environment. In this regard, activities included the drafting of strategic plans by MADA with loan assistance, and fora were established in 16 mountain areas to assist mountain people participate in local development.

Outcome 4.2: Policy and legal frameworks and best practices adopted in the areas of agricultural policy, land consolidation and food safety processing

174. The UN support under this component focuses on aligning implementation of rural development with the EU model, and gradually approximate its policies and legislation to the *acquis*. Considerable integrated land use practices were initiated through FAO's support. FAO contributed to sustainable land use policy development through assistance in the development and implementation of the Strategy on plant genetic resources for food and agriculture. FAO also supported the capacity development of more than 20 public and private sector institutions to assess existing research and extension services.
175. Capacities were strengthened for the identification, collection, conservation and management of cultivated plant genetic resources for food and agriculture through increased use of biotechnology tools. Additionally, an agriculture research and extension systems assessment was completed in 2009 to provide more effective technical assistance to small landholder farmers. A SWOT analysis was also completed in agricultural research and extension.
176. In 2009, for improved food safety, WHO supported a review of legislation on import controls at border points and recommendations provided on linking the current import control system with EU related standards and procedures including veterinary checks at border inspection points.
177. This was the only pillar that had a reduction in budgets compared to the original programme. In terms of delivery completion rates, the pillar has delivered close to 70% of its original targeted delivery for 2007-2009, and over 80% against revised plans.

3.1.3.5 ENVIRONMENT PILLAR

178. The pillar supports national environmental policy development through feasibility studies, climate change assessments, support to the Environmental Commission and national strategies and capacity building for cleaner and efficient production. Specifically, the UN's environment strategy supports sustainable development and compliance with international conventions to which Albania is a signatory and supports the EU accession process. The pillar addresses MDG 7, Ensure Environmental Sustainability and MDG 8 Develop a Global Partnership for Development. Participating agencies under the pillar include UNEP (chair), UNIDO, UNESCO, UNICEF, UNDP, and UNFCC.

Outcome 5: Environmentally Sustainable Development through incorporating of environmental issues in national policies and strategies, greater participation in decision making, more effective environmental governance, and strengthened capacities in management and regulatory enforcement.

179. The pillar indirectly addresses all of the MDGs, but specifically MDG 7 Ensure Environmental Sustainability and MDG 8 Develop a Global Partnership for Development. UNDP provided extensive policy and technical advice to support the GoA's actions in response to climate change including the preparation of strategic documents presented at the Copenhagen Climate Summit in December 2009. A comprehensive Inventory of priority hotspots throughout the country for remediation was finalized with the support of UNDP and UNEP.

Outcome 5.1. Government meets environmental requirements of EU accession process and of multilateral environment

180. The One UN Programme accelerated its policy and technical assistance in support of national actions required for climate change. Expertise has been provided on the establishment of

legislative, regulatory and institutional frameworks to mitigate negative effects of climate change. In this regard, two key strategic documents were prepared with the support of UNDP and presented at the Copenhagen Summit in December 2009. Albania's greenhouse challenges were outlined in the documents and identified potential areas for greenhouse reduction. Support has gone towards building capacities and legal frameworks for accessing Carbon Financing opportunities to support environmental investments under the Kyoto Protocol. The Carbon financing Paper provides the outline for Albania's participation in the carbon finance and carbon markets.

181. Feasibility studies for selected transboundary protected areas were completed and legal environment action plans and activities, including transboundary ecosystem monitoring systems. Risks have been reduced to human and environmental health from the remediation of hot spots. Inventory, prioritization and remediation of environmental hotspots, including mines and railway lines were undertaken and pilot projects using technical measures for risk reduction from three prioritized mining sites were implemented.
182. The UN, through UNDP/UNEP supported the development of solar water heating to facilitate new solar energy collectors. Significant reductions in the use of fossil fuels and green house gas emissions are expected to increase through this initiative.
183. UNDP continued its support for the development of local environmental action plans at the commune level in Prespa Park. Additionally, studies on species and habitat conservation were prepared with nine small grants provide to local civil society organizations to support environmental initiatives in the Prespa area.

Outcome 5.2. Environmental management improved to protect natural resources and mitigate environmental

184. Communications programmes focusing on communities' and children's behavior to preserve environment were initiated and more than 1,300 teachers trained enabling them to introduce environmental education in their class rooms including initiating re-cycling of plastic waste.
185. Efforts are underway to support legal and regulatory mechanisms and fiscal incentives in place to reduce environmental degradation and to promote energy efficiency and sustainable natural resource utilization. In 2010, a new joint programme started under the Environment Pillar - the UNIDO-UNEP National Cleaner Production Programme (NCPP) was signed by all parties in July 2009 and launched during the evaluation mission in March, 2010. The Joint Programme will provide assistance for companies to adopt Resource Efficient Cleaner Production (RECP) options to enhance their resource productivity and reduce pollution intensity.
186. The annual report of the Environment PWG indicates that progress in environmental legislation has been slow as noted in the EU Progress Report. The draft law on Integrated Waste Management was expected to be finalized and passed supported by a National Waste Management Plan in early 2010, however legislation has been slowed due to the election.
187. On the whole, the evaluation observed that the One UN has generated a number of results/outputs under all the five pillars and is moving satisfactorily toward completion. Interventions in each of the pillars are in line with the approaches outlined in the One Programme document, and focus on the creation of policy and implementation structures within the government, and are linked with the national priorities expressed in the NSDI. The interventions target not only government stakeholders, but also other key stakeholders in the

development dialogue, particularly women, youth and marginalized minorities. The extension of the programme by one year will further enable the programme to substantially achieve its objectives, with an enhanced overall delivery. However, given that the programme is still under implementation, a detailed evaluation of results and outcomes to be measured under each of the indicators appearing in the Results Matrix is beyond the scope of this evaluation and should be covered under future evaluations.

3.2.4 JOINT PROGRAMMES

188. A number of agencies mentioned that joint programmes represented an efficient approach, involving closer collaboration and intensive dialogue in areas where there was enough scope for complementary actions by two or more UN agencies, working together towards the achievement of national priorities while at the same time saving transaction costs. According to the 2008 Stocktaking Report, Joint Programmes provided a rational division of labour among agencies under one management and coordination structure bringing together the expertise and comparative advantages of each agency. In working together, Joint Programmes provide an opportunity for a more coordinated focus on cross-cutting themes, as illustrated in the case of Gender Equality.
189. Under the One UN framework eight joint programmes have been developed and were under various stages of implementation at the time of evaluation:
- (i) Gender Equality; Lead: UNIFEM; participating UNDP, UNFPA, UNICEF; National partners: MoLSA, local governments, civil society organizations; Budget: \$3.86 million, crosscutting.
 - (ii) Empowering the Vulnerable Communities of Albania: Support to the Implementation of the National Strategy for Improving Roma Living Conditions; Lead: UNDP, participating implementing agencies: UNICEF; UNFPA; advisory: UNHCR, UNV; Counterparts and partners: Terre des Hommes, Tirana Legal Aid Services (TLAS), UN Resident Coordinator Fund, the Albanian Red Cross, the Spanish Red Cross, Regional Environmental Center (REC) and government-related structures; Budget: \$846,438, Participation Pillar.
 - (iii) Economic Governance, regulatory reform, public participation, and pro-poor development in Albania (Starting early 2010); Lead: UNDP, participating World Bank; National counterparts: Ministry of Economy, Trade and Energy, Ministry of Public Works, Transport and Telecommunications, Ministry of Social Affairs, Labour, and Equal Opportunities; Budget: \$2,097,564, Governance Pillar.
 - (iv) Culture and Development; Lead UNESCO, Participating UNDP; National counterparts: Ministry of Tourism, Culture, Youth and Sports; Ministry of Foreign Affairs; local governments; civil society organizations; Budget: \$3,260,000, Governance Pillar.
 - (v) Youth Employment and Migration; Lead ILO; participating UNDP, UNICEF, IOM; National counterparts: MoLSA, National Employment Service, local authorities; Budget: \$3,310,000 (Governance Pillar).
 - (vi) One Environment Albania: Integrating environmental sustainability in development priorities of a One UN country in Europe, Ministry of Environment, Forestry and Water Administration, Agency for Environment and Forestry, Ministry of Public Affairs, Transport and Telecommunications, UNDP, UNEP, WHO, \$8,210,000.
 - (vii) National Cleaner Production Programme; Lead UNEP, participating UNIDO; Counterparts: Ministry of Economy; Environment Pillar.
 - (viii) Child Health and Nutrition (starting early 2010); Lead UNICEF, participating UNFPA, WHO, FAO; Counterparts: Ministry of Health, Ministry of Agriculture, INSTAT,

specialized institutions, regional authorities, and civil society organizations; Budget: \$4,000,000, Basic Services Pillar.

190. The evaluation examined two of these programmes as case studies to assess their usefulness and effectiveness, in line with the expectations set out in the Programme document. The programmes: Joint Programme on Gender Equality, and the Joint Programme on Cultural Heritage and Development, were selected on the basis of the following criteria:
- Advanced stage of implementation or close to completion
 - Involvement of a large number of stakeholder groups/ beneficiaries
 - Different themes and intervention characteristics: one, a cross cutting issue, and the other, an industry/sector specific issue
 - Funding modalities: The Gender programme has been funded from the Programme's Coherence Fund and some resources mobilized by headquarters, while the Culture and Development Programme has been funded from the Spain MDG Challenge Fund.
 - Lead agency profile: one is led by a resident agency (UNIFEM), the other by a non-resident/ regionally based agency (UNESCO)
191. The Joint Programme on Gender Equality was designed to provide coordinated support and implementation of the National Strategy for Gender Equality and Domestic Violence, focusing on the achievement of national objectives, to include (i) Strengthening of legal and institutional frameworks on gender equality; (ii) Increasing women's participation in decision-making; (iii) Improved situation of women at risk through increasing access to quality social services, and iv) Eradication of domestic violence. The programme was designed in cooperation with national authorities and was conceived at a time when the Government of Albania was beginning to recognize an urgent need for more coordinated efforts in the field of gender equality and fight against domestic violence. The One UN framework was unanimously recognized by government and civil society stakeholders as being the appropriate tool through which to target technical assistance in the area. (See Annex 12) Clear results have been achieved through the better coordinated and focused approach of the JP. First and foremost, the gender profile and agenda have been raised in government at the national level and among civil society. Key successes include adoption of the gender quota in the electoral law; better participation of women in policymaking and gender responsive policymaking; and improvements in the regulatory and institutional framework against domestic violence. The development of a joint communication and advocacy strategy has been recognized as one of the crucial success factors for the gender joint programme by all stakeholders. The MOLSAEO reports that the performance of the gender equity strategy developed by the Joint Programme reflects a decrease in gender trafficking as a result of the network on anti-trafficking. Now there are many networks on different issues rather than different networks on the same issue. The government leadership at national level has clearly demonstrated its commitment and support to the gender equity and the results of its partnership under the JP are expected to improve public sector response to women's needs and priorities at the local level
192. There is widespread consensus among respondents within the UN as well as other stakeholders that the joint programme on gender has been one of the most successful programmes under the DaO in Albania. The success is attributed to several factors. The programme was very well conceived in alignment with the national priorities creating the foundation for high national ownership in gender issues. Collaboration among all actors has been improved and that the technical assistance provided the government contributed to the establishment of the electoral code and the passing of the Gender Equity Law. They emphasized that under the mechanism of the JP, overlapping of expertise and funds is avoided, particularly in addressing a coherent approach in addressing cross-cutting issues. Furthermore, the One Un framework helped raise the profile of gender issues, which none of the agencies alone would have been in a position to do. Last, but not least, the joint

programme developed a joint advocacy programme that proved highly successful in terms of addressing the appropriate issues and the specific audiences, both at the high and grassroots levels.

193. The Joint Programme on Culture and Heritage for Social and Economic Development (Annex 11), supported by UNDP and UNESCO, in close consultation with the Ministry of Tourism, Culture, Youth and Sports (MoTCYS) and the Ministry of Foreign Affairs (MFA) provides strategic interventions to ensure consistency with government priorities and builds capacities of local and regional governments, universities, the tourism sector and civil societies in the fields of culture and development. A key project of the programme is the rehabilitation of the National History Museum in Tirana, transforming it into a modern cultural institution. The project links to the Millennium Development Goals (MDGs) by strengthening national identity, and creating economic opportunities for poor and rural communities through promotion of tourism.
194. The evaluation team had the opportunity to visit the town of Berat to observe the early results from activities under the UN Joint Programme on Culture and Development. The team was guided by experts recently trained under the Joint Programme and to tour the restoration in Gjirokastër's historic town. The team was also able to meet the Mayor and learn of the plans for strengthening tourism opportunities which he believes are significantly enhanced by activities under the joint programme.
195. The joint programme is well designed, and focuses on a number of interventions that enable Albania to develop a sustainable tourism sector, which can become an engine of poverty reduction and regional development in areas having cultural and heritage tourism potential. The programme also works with a number of implementation partners at the national and the regional levels. The joint programme also interlinks with other previous interventions of the UN thus forming part of a continuum, and opens up avenues for other sources and programmes to support the sector. At the results level, while a number of targets have been achieved, the programme has suffered a setback in one important target: the restoration of the National Museum in Tirana, which was due to unforeseen presence of asbestos and the need to take this into account when improving the visitors' experience.
196. Other joint programmes have also received positive comments by respondents. The MOLSAEO reports that its work on the Youth Employment and Migration Joint Programme has enabled the ministry to talk with one voice and to fit all of the ministries' goals with the EU goals and the MDGs. The Ministry of Economy indicates they have high expectations from good results delivery from the joint programmes in Economic Governance and Cleaner Production.
197. Respondents converge in the benefits of joint programmes where there is clear division of labour and complementary expertise. Collaboration and increased dialogue between UN Agencies, within the Joint Programmes, has markedly improved UN support in these key thematic areas, where previously separate projects ran in parallel. However, lengthy and complicated institutional processes and procedures have been necessary in order to initiate and further operate the joint programmes. However, the general sense is that time and cost efficiencies have been realized through the Joint Programme structure, despite the start up delays due to different management practices, rules and procedures.

3.2.5 STRUCTURAL AND INSTITUTIONAL ARRANGEMENTS

3.2.5.1 GOVERNANCE MECHANISMS

198. The establishment of a DaO Governance system has been significant in bringing together the government and UN leadership under a more focused and coherent policy and operational

framework. The Department of Strategy and Donor Coordination (DSDC) is the main focal point of the government, and actively participates in the DaO, ensuring the government’s ownership of the UN technical assistance programmes. UN agencies work closely under the programme with line ministries. Under the governance framework, the Government Modernization Committee, chaired by the Minister of State, is the highest body that provides strategic direction and approves the programme, while the Department of Strategy and Donor Coordination (DSDC), with the UN Resident Coordinator co-chair the Joint Executive Committee, with the membership of participant agencies. Programme implementation is supported jointly by the UN Country Team under the overall leadership of the UNRC, albeit in a collegial and participatory manner. As outlined in the Annual Report and as documented during the evaluation mission, the framework provides a clear structural foundation for advisory support to the Government while ensuring that Government leads the process.

- The Government Modernization Committee (GMC) as the highest policy level coordination and decision making body is chaired by the Minister of State. The GMC decides the strategic priorities, monitors progress and ensures coordination of the DaO.
- The Joint Executive Committee (JEC), co-chaired by the Donor Coordination of the Council of Ministers (DSDC) and the UN Resident Coordinator review funding priorities and approves allocation of resources from the Coherence Fund.
- Government Inter-Ministerial Working Group, composed of the Secretary General level representatives of the line Ministries, provides the GMC and JEC with technical advice on areas falling within the DaO.
- The UN Country Team’s role is to review and approve the DaO, advice on programme and funding priority areas and work actively to implement the programme. The UN agencies are also members of the JEC.
- Programme Working Groups under the five pillars provide the institutional support and coordination needed to implement as One UN. The PWGs are responsible for planning, prioritization, monitoring implementation and facilitating reporting on outcomes under the five programme pillars, reporting to the Joint Executive Committee on a regular basis
- The Monitoring & Evaluation Framework, the Fund Allocation Criteria, the One Coherence Fund and the Working Principles established in 2008 provide the mechanisms for coherent management system.

199. The DaO also receives support from other structures, such as Sector and cross-cutting sector working groups for special input and/or support to the development and implementation of projects and sub-programmes; Donor Advisory Mechanisms: combination of existing institutional mechanisms: the existing Donor Technical Secretariat (DTS), the Heads of Agencies Groups, the Development and Integration Partners (DIPs), the IPS Support Group, and annual / periodic Government-donor round-tables, conferences and workshops. Other national stakeholders- civil society organizations, media, academic institutions, NGOs, and the private sector- too are convened under National Advisory/consultative mechanisms, by the government, jointly by the government and the UN, or separately by the UN. The “Heads of Agencies Groups” are within the DTS structure, as DTS has sub-structures at the heads of agencies and deputy levels.

3.2.5.2 IMPLEMENTATION COORDINATION -PROGRAMME WORKING GROUPS

200. The Programme Working Groups are the main instrument for supporting the implementation of the DaO results. The One UN Annual Work Plan is an aggregation of the work plans of the

five pillars, and enables the UN and Government a view of the overall programme implementation plan for the year. The five PWGs are responsible for formulation and revisions of Annual Work Plans, monitoring the overall implementation of their pillars through mid-year and annual reviews, reporting to the Joint Executive Committee (JEC) on progress, and submitting priority requests to the JEC for funding from the One UN Coherence Fund. PWGs also coordinate with one another and with the Sector Working Groups implementing the National Strategy for Development and Integration, to avoid overlaps and duplication.

201. The terms of Reference of PWGs clearly delineate their role as a strategic guidance and planning forum for the programme implementation, work planning and reviews and resource mobilization for the pillars. In general, agencies consider the PWGs under the One UN Programme to be a considerable improvement over the UNDAF Theme groups (which, according to some PWG members rarely met). However, several members of the UNCT felt that the current arrangement, particularly in some pillars, is not effective as a guidance for planning and prioritization of work plans and serves more as a forum for compilation and aggregation of work plans, budget requests and annual reviews, and information-sharing among member agencies. The PWG meetings also serve as an information exchange platform for all agencies to compare their progress against others in the same pillar, and as a check point while seeking further fund allocations from the Coherence Fund.
202. The challenges to the PWGs' effectiveness in planning and strategic guidance emanate from four causes: (i) composition and membership which raises issues of relevance and contribution to substantive discussions and implementation aspects based on technical and domain expertise; (ii) actual decision making authority which raises issues in respect of decisions on programming and fund allocations; (iii) sheer time and administrative pressures- which raises issues of qualitative participation and last but not the least, (iv) the linkages with national sector working groups and line ministries, which raises issues of overlap and duplication for some agencies.
203. PWG settings are challenged in their technical legitimacy and authority to decide and rank among the priorities of agencies which have their mandates and specialized domains, which limits substantive discussions on re-prioritization and allocations across agencies. As a result, issues of prioritization remain confined within an agency's work plan rather than among the work plans of agencies, eventually determined through negotiated settlements or at the JEC. This is essentially because of a traditional bottom-up approach in preparation of Annual Work Plans of the pillars, rather than a top-down approach. Agencies prepare their work plans based on discussions and consultations with line ministries in order for the ministries to sign off on the work plans for the JEC's consideration under the DaO, which are then brought up to the PWG for inclusion in the Annual Work Plan, along with funding gaps. The UNCT is thinly spread across a number of PWGs, which also brings in capacity constraints to handle the tasks in multiple PWGs. Some agencies also felt that that PWGs aggregate development issues and assistance at a level where it no longer can be usefully discussed (e.g. major health and education interventions combined in one group).
204. Another challenge with the effectiveness of PWGs lies in the manner in which they are clustered to correspond to UNDAF/DaO Outcomes, which are very different from the classification of the sector working groups under Albania's National Strategy of Development and Integration and from the results under which some agencies report on their CPAPs to headquarters as well as to line ministries. This creates two problems.
205. First, a couple of agencies have to re-arrange and classify activities, budgets and results differently for the DaO pillars, which creates additional reporting, as it requires re-distribution of activities and results under a different type of categorization. This is particularly cumbersome when involved in several pillars. Second, agencies produce results that extend

across beyond one pillar, which leads to activities being reported spread under several places in the work plans and results matrices, with their costs apportioned across a number of pillars to account for pillar-level results. An accurate attribution and division of these activities, budgets and results by pillar are impossible. However, to others, it creates an impression of agencies spreading themselves all over with small activities which, on the face of it lack coherence and meaningful scale to achieve any results at all. This impression can create an unintended bias in the deliberations of the JEC toward allocations from the Coherence Fund.

206. There is considerable agreement within the UNCT that the principal cause for the problems related to clustering is the fact that the DaO came after and incorporated the UNDAF Outcome areas as well as the CPAPs of some agencies. The importance of starting the DaO process at the same time as the UNDAF roll-out is one of the early lessons noted.¹⁶ The next Programming Cycle should be able to sufficiently address the issues of classification and nomenclature, under a single CPAP and Programme Document. The UNDAF guidelines provide for formulating Programmes with a few broad UNDAF Outcomes, along with a long list of sub outcomes- which can be more specific and homogeneous and even correspond to agency terminologies.
207. For Pillars, the advantage of such clustering would be that smaller and more homogeneous groups can be constituted under sub outcomes, which would be more productive use of everyone's time besides providing the opportunity for more substantive discussions, including with the line ministries and sector working groups. Groups under sub outcomes could then decide their own work arrangements more informally, which would also make the main PWG review meetings more meaningful and better focused. An illustration of this is provided in Annex 12 with detailed descriptions.

3.3 ONE BUDGET AND ONE FUND

3.3.1 INTEGRATED RESULTS MATRIX AND BUDGETARY FRAMEWORK

208. The Integrated Results Matrix/Budgetary Framework and One Fund are important elements of the Delivering as One UN principle which did not exist in the earlier UNDAF, and were designed in order to provide incentives to work within the DaO and to be results-oriented. The two documents provide a comprehensive view of the entire UN system's work in the country, and also a clear picture of the current sources of funding and the corresponding funding gap between existing resources and the total cost of the Programme. The resource estimates for the programme have three components:
- Core funding: of the participating UN agencies, which are disbursed directly to the agencies concerned;
 - Non- core funding: these include existing or funded allocations for ongoing initiatives; new / additional resources for unfunded parts of the DaO; and unfunded agency specific programmes.
 - Funding gap: the gap between the cost of the DaO and existing resources (core and non-core), which is to be mobilized jointly for implementation of the programme.
209. The Budgetary Framework aims to provide a comprehensive, transparent picture of the One UN Programme to UN agencies and Government, and shows the evolution of activities under various thematic areas, since the beginning of the Programme, and also the funding gaps for each of these areas. As a medium to long-term planning framework, the Budgetary Framework has evolved continuously since the signature of the One UN Programme.
210. Based on an analysis using the latest version of the document (version F, Feb 2010), programme delivery for the three year period 2007 – 2009 (the reference period for the

¹⁶ Delivering as One Lessons Learned from Pilot Countries, June 2009

evaluation) stood at USD 44.3 million compared to the initial estimate of USD 61.5 million. Actual delivery against initial estimates ranged from 55% (Environment) to 95% (Basic Services), and the rest between 65 to 75%. It has been clarified that this variance is not to be interpreted as an indicator of delivery efficiency, because the amounts shown in the One UN Budgetary Framework are estimates only and do not reflect binding commitments by Participating Agencies. However, it is important to note that the actual are consistently lower than even the latest estimates, which can be due to: inadequate resource mobilization; delays in receipt of funds or activities; reduction in scope of activities; and even cost reduction.

TABLE 3: DELIVERY AGAINST PROGRAMME PLANNED DELIVERY (VALUES IN USD)

Description	2007	2008	2009	Total (2007-09)
Outcome 1. Governance				
As per Original Document	4,961,447	8,578,757	6,476,440	20,016,644
As per Annual Work Plan (AWP)	4,961,447	10,389,467	12,484,594	27,835,508
Attained (as per Version F, Feb 2010)	3,201,974	4,124,741	5,854,438	13,181,153
% attainment/completion against Original	64.54%	48.08%	90.40%	65.85%
% attainment/completion against AWP	64.54%	39.70%	46.89%	47.35%
Outcome 2. Participation				
As per Original Document	933,431	2,252,360	1,877,920	5,063,711
As per Annual Work Plan (AWP)	933,431	2,388,673	2,991,017	6,313,121
Attained (as per Version F, Feb 2010)	784,841	1,188,114	1,748,261	3,721,216
% attainment/completion	84.08%	52.75%	93.10%	73.49%
% attainment/completion against AWP	84.08%	49.74%	58.45%	58.94%
Outcome 3. Basic Services				
As per Original Document	5,550,912	4,399,960	4,459,560	14,410,432
As per Annual Work Plan (AWP)	5,550,912	7,059,840	7,035,582	19,646,334
Attained (as per Version F, Feb 2010)	3,583,265	5,496,863	4,549,005	13,629,133
% attainment/completion	64.55%	124.93%	102.01%	94.58%
% attainment/completion against AWP	64.55%	77.86%	64.66%	69.37%
Outcome 4. Regional Development				
As per Original Document	2,844,270	4,493,370	4,193,780	11,531,420
As per Annual Work Plan (AWP)	2,844,270	2,333,551	4,814,366	9,992,187
Attained (as per Version F, Feb 2010)	3,488,020	1,812,393	2,733,688	8,034,101
% attainment/completion	122.63%	40.33%	65.18%	69.67%
% attainment/completion against AWP	122.63%	77.67%	56.78%	80.40%
Outcome 5. Environment				

As per Original Document	1,257,585	5,134,000	4,096,000	10,487,585
As per Annual Work Plan (AWP)	1,257,585	2,957,031	6,432,191	10,646,807
Attained (as per Version F, Feb 2010)	815,859	2,060,971	2,862,723	5,739,553
% attainment/completion	64.88%	40.14%	69.89%	54.73%
% attainment/completion against AWP	64.88%	69.70%	44.51%	53.91%
Grand Total				
As per Original Document	15,547,645	24,858,447	21,103,700	61,509,792
As per Annual Work Plan (AWP)	15,547,645	25,128,562	33,757,750	74,433,957
Attained (as per Version F, Feb 2010)	11,873,959	14,683,082	17,748,115	44,305,156
% attainment/completion	76.37%	59.07%	84.10%	72.03%
% attainment/completion against AWP	76.37%	58.43%	52.57%	59.52%

Source: One UN Budgetary Framework at signature of DaO - October 2007; Annual Work Plan 2008, 30 April, DaO Albania; Work Plan 2009 DaO Albania - October 2009; One UN Budgetary Framework October 2007, and Results - Version F, February 2010

211. Although several factors may have impacted delivery, the evaluators submit that, in part, this reduced delivery is also to be taken as a cost of a learning by doing, rather than a clear cut, well prescribed approach driven from above, which was somewhat expected in the UN pilots. At the same time, the logic of the pilot experience was to generate ground level lessons from different settings, in order to support a more informed policy discussion and the creation of uniform guidelines for the One UN approach in other countries. Therefore, some initial inefficiencies are only to be expected in pilots.
212. A number of operational mechanisms and modalities needed to be deliberated within the UNCT, and then submitted for ratification/ endorsement by head quarters. Upfront guidance was not always readily available and the pilot had to innovate its own processes, and find its own way through the woods and test new ground on a number of issues (Working Principles, OMT guidelines, processes for strategic inclusiveness, etc. Coherence Fund set up, fund allocation criteria, etc.). In 2007 and 2008, programming and process issues for the One UN programme took up a considerable time of senior staff (up to 70% of one head of agency as self admitted). In 2008, unusual delays were experienced in receipt of funds for three joint programmes (Culture and Development, Economic Governance, and Roma), which reduced delivery further.
213. However, by the end of 2008, nearly all the operational mechanisms and tools had been put in place. The One UN annual report 2008 acknowledged these challenges and stated that “the establishment and effective functioning of the DaO Governance system has been one of the fundamental joint achievements of 2008¹⁷.” It further stated that “in 2009, the focus will remain on implementation of programmes, as it will be the last full year before the start of consultations on the next programming cycle. With a strong focus on implementation, an increase in delivery across UN agencies is expected.” The delivery rate rose sharply in 2009 to USD 17.7 million, and stood at 84% of initial estimates, despite the general elections in 2009, which saw slowdown in a number of programme activities due to the code of conduct as well as due to a change in personnel in some ministries related to the DaO.

¹⁷ 2008 DaO Annual Report, page 18, 24

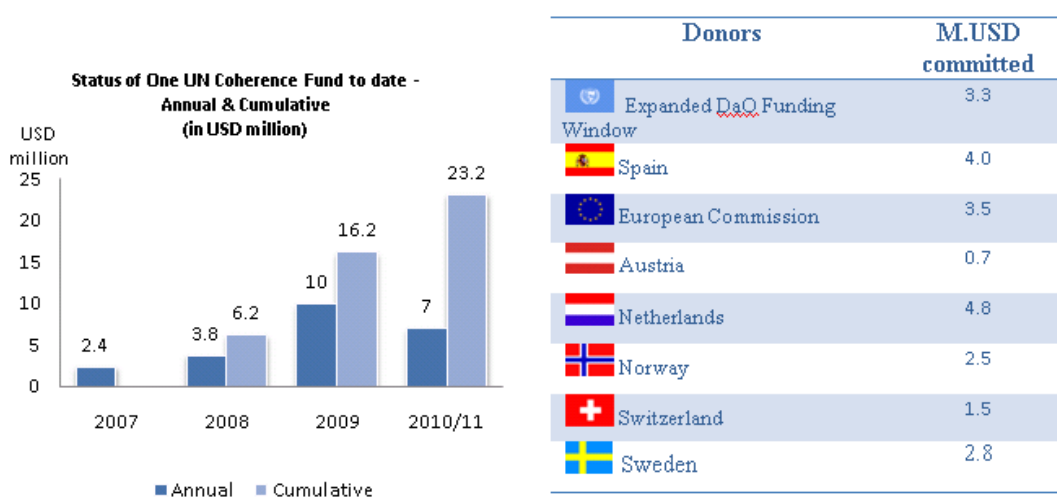
3.3.2 RESOURCE MOBILIZATION

214. The DaO was costed at USD million 75.8 million for the four-year period January 2007 - December 2010, with core resources of USD 11.3 million and secured donor funding of USD 29.9 million to be brought by participating agencies. This left a funding gap of USD 34.6 million to be raised from new sources. A joint resource mobilization strategy in consultation with the government, and a common pooled funding mechanism, i.e. the One UN Coherence Fund, were created to support coherence and implementation of the Programme. Predictable, i.e. multi-annual and un-earmarked fund raising were the two guiding principles for the resource mobilization strategy into the Coherence Fund.
215. The One UN Coherence Fund was designed at the end of 2007 in accordance with aid harmonization principles. It aims to create incentives for development partners wanting to contribute to the more coherent, systematic approach of UN's technical assistance under the One UN. The One Programme and the Joint Resource Mobilization Strategy document mention that "The One UN Coherence Fund is meant to streamline, simplify and increase harmonization and predictability of resources. As such it operates as a single fund without further earmarking of new commitments. It is important that development partners to the Fund aspire to contribute early and as multi-year as possible to allow predictability and strategic decisions driven by development priorities and national strategies addressed by the DaO, rather than specifics of individual contributions."
216. The Coherence Fund marks a significant departure from the traditional donor-driven programme approach. Funding under the Coherence Fund is allocated through a prioritization process in accordance with PWG work plans and activities by the JEC (Government, UNRC and Participating agencies), of which development partners are not members. Financial reporting prepared by the administrative agent (AA) under the AA function together with a narrative of programme results is submitted by the UNRC to all development partners. This marks a significant shift from a donor –driven implementation, although some development partners keep requesting separate narrative reports on an ad-hoc basis.
217. A common Memorandum of Understanding was signed among participant agencies and the Administrative Agent (UNDP); and a common Standard Administrative Arrangement was signed by the Administrative Agent with every donor that contributed to the Coherence Fund. Administration costs were standardized at 1% on the total funds for the Administrative Agent and at 7% for participating agencies on the funds drawn by them respectively.
218. The Coherence Fund initially faced challenges conceptually. Albania's emergence as a middle-income country making it lower priority for development assistance; uncertainty in terms of procedures such as the acceptance of the SAA and last but not least, general concerns about the success of the pilots. A number of donor representatives in Tirana have had to campaign for contributions to the Coherence Fund with their headquarters in support of aid harmonization principles, donor coordination, and UN system wide reforms. The Coherence Fund is a reality in part due to these efforts in the donor community.
219. The resource mobilization strategy calls for individual agencies to fundraise on behalf of the DaO at the country level only (except for specified exemptions- joint programmes, vertical funding sources, and humanitarian emergencies). However, the principles of multi-annual, un-earmarked commitments to the Coherence Fund were not easily embraced by all development partners at first, partly explainable by the fact that they have no influence on the allocation of funds by the JEC. On the other hand, it can at times be easier for some development partners to sign commitments to individual UN agencies under their own external assistance framework

for Albania. Such considerations resulted in allowing thematic fund earmarking, although they are not the preferred principle for resource mobilization for the Coherence Fund.

220. Contributions to the Coherence Fund increased significantly in 2009, reflecting in part the allaying of initial concerns and the first One UN Annual Report 2008, which confirmed that the Programme had eventually settled down after all its initial trials. However, this may not indicate a trend yet: some contributions were motivated by residual funds of development partners exiting Albania following a change in strategy, and an unprecedented, un ear-marked EC contribution which may not be repeated in the near future. Future challenges to the fund lie in respect of donor strategies toward Albania’s new status as a middle income and EU pre-accession country.

Figure 1: One UN Coherence Fund, 2007-2011



3.3.3 FUNDING GAPS

221. Programme delivery levels expressed in financial values (a common reporting practice in several development agencies) are often less an evidence of physical inefficiencies, and more the result of un-bridged funds or delayed funding (unless the programmes are over-ambitiously drafted in the first instance). Therefore, the cumulative under-delivery of the DaO programme is also a reflection of a persistent funding gap. The initial funding gap for the four-year period was USD 34.6 million, equivalent to a pro rata gap of USD 25.9 million for 2007-2009. According to the latest Budgetary Framework, the unbridged gap for the period remained USD 11.7 million. This indicates that only 32% of the funding gaps could be bridged at the end of three years (unless funds remained unutilized due to delays in activities, or if these funds came in after 2009).
222. In this regard, the approved budget of USD 55.7 million for 2010 and 2011 seems ambitious, based on: a core funding of USD 4.3 million; USD 31.2 million in non-core funds; and a funding gap of USD 19.5 million for the remaining two years. In comparison, the power point presentation titled “Delivering as One UN- Funding status –version 3”, as updated in March 2010, projects a delivery of USD 20 million¹⁸ each for 2010 and 2011, in other words, reflecting a shortfall or unaddressed gap of USD 15.7 million for the revised and expanded DaO until 2011. This would imply that the DaO may eventually deliver only USD 85 million over the five-year horizon, against the estimate of USD 99.5 million, i.e. about 84.5% of planned levels.

¹⁸ Slide 3 of the PowerPoint presentation.

How this translates into corresponding reductions in attainment of results across pillars, should be an issue to be analyzed in subsequent evaluations. This is an issue that should be given highest attention by the UNCT in order to meet funding as well as implementation targets for 2010 and 2011.

223. The consistent trend of over budgeting in the beginning of the year and incomplete financial closure of pledged funds causes concerns as to the strength of the forecasting exercise at the beginning of the year. Several examples exist of major increase in budgets followed by under-delivery (see Annex 1 and 2). Although the amounts shown in the Budgetary Framework are estimates only, and do not reflect binding commitments by participating agencies, the possibility of over-design cannot be ruled out, and the PWGs should revisit the basis of projections and the likelihood of financial closure more accurately.
224. More important, it is necessary to analyse how shortfalls in financial resource mobilisation will affect results, and these must be reported in detail in the Monitoring reviews. While unbridged funding gaps can be rolled forward in Budget frameworks, there cannot be a carry-over of human and time resources in the agencies. Therefore, in case of delayed funding, the actual delivery levels will remain constrained by the available human and time resources as well. This discrepancy is already evident from the UNCT's annual delivery trend being in the region of USD 17-20 million, which is also the targeted delivery level for 2010 and 2011, where as the rolled forward budget for 2010 has indicated an estimate of USD 35 million.

3.3.4 FUNDS ALLOCATION CRITERIA

225. Fund allocation criteria for the Coherence Fund were finalized in Feb 2008, and are governed by three principles: a) allocations are to be for programmes linked to national priorities and strategies contained in the One UN Results Framework; b) Proposing implementing agencies have demonstrated expertise and capacity to deliver the projected results; and c) Costs reasonable for the work described.¹ The document recognizes the need for a further prioritization among all the priorities contained in the DaO, during the preparation of annual work plans and further prioritization by the JEC, if all funding gaps are not filled. In this respect, it lays down further criteria for allocations:
- The Coherence Fund shall be available only to such re-prioritized projects/programmes.
 - Such prioritization should take into account fund allocations in the previous year(s) to ensure that balance between and synergistic nature of the DaO outcomes is preserved.
 - Prioritization will be done according to time sensitivity and/or highest national needs as determined by the UN team and JEC.
 - Considerations should be given to the volume and strategic impacts of the results.
226. It further states that the One UN Coherence Fund reinforces the importance of country-level decisions and enables quick and flexible funding in response to changing priorities:
- The Team will have the flexibility to respond to changing needs, ensuring that funding can be allocated strategically in a timely fashion to highest priorities at any point in an evolving situation.
 - Allocation decisions are made on a consensus basis between JEC members. In the event that agreement is not reached by the JEC on the allocation of One UN funds, the matter will be referred to the RC for ultimate decision with documented process and rationale for the decisions.
227. Most persons interviewed in the evaluation have indicated satisfaction with the processes followed at the JEC in respect of allocation, although some respondents were quick to point

out that “we haven’t been fighting over funding, so far!”, alluding to the reasonably stocked Coherence Fund pot for the time being. However, the evaluation did hear of some discontent in a few quarters regarding JEC allocations as well as a sense of isolation in defending proposals at the JEC. On the other hand, the government representative’s perceptions on funding requests reflect the dilemma in deciding allocations across requests for individual activities and small ticket items (some as low as USD 10,000).

228. The evaluators’ own observations after reading the fund allocation criteria and the JEC minutes are that: a) due process has been followed and the JEC has been transparent, no JEC meetings ended up without consensus and the RC did not have to exercise the veto, and b) some requests tend to be for isolated activities and the big picture linkage is missing at the time of placing the requests. In some cases, the connections between requests and objectives under outcome areas were not clear from an outside perspective. This can contribute to insufficient appreciation of the proposal’s linkage and significance to the overall outcome, and an unintended bias in considering and selecting requests in the short span of the meetings.
229. In this regard, it would be immensely helpful to have a larger template, showing the request in its entire relevant setting, the total size of the project/programme, funds already requested and obtained; status of completion, and importance of the allocation to the timely completion and towards overall outcome. It is also useful to place the fund allocations status by pillar and by agency at each JEC meeting, in order to also ensure that cumulative allocations preserve the balance and synergistic nature of the programme as stated in the principles of allocation, even as JEC allocations deal with accommodating a large variance in funding gaps across pillars and agencies.
230. On analysis of the funding gaps and closure across pillars, the evaluation finds the following very useful insights in respect of the Coherence Fund, for the period of 2008-2009 (Details: Annexes 3 and 4) during which practically all the disbursements were made:
- The individual pillars accounted for 9% (Participation) to 39% (Governance) of the Programme delivery (of the target of USD 59 mn as per work plans);
 - Funding gaps ranged from 9% (regional development) to 39% (participation) across pillars, indicating large design gap variations across pillars
 - Basic Services (4.13 Mn) and Governance (4.08Mn) had the largest funding gaps, together accounting for 47% of the funding gap of USD 12.80 Mn.
 - Expectations from the Coherence Fund ranged from 17% (participation, USD 0.36 Mn) to 71% (Environment, USD 1.35 Mn) of the funding gap. Basic Services and Governance were both 58% dependent on Coherence Fund for their funding gaps.
 - Coherence Fund disbursements as a percentage of funding gaps ranged from 36% (Environment, USD 0.49 Mn) to 476% (participation, USD 1.68 Mn), and 148% for Basic Services and 212% for Governance, far exceeding the initial expectations of most pillars, and covering shortfall in resource mobilization from pledged resources.
 - The Coherence Fund allocations of USD 10.89 Mn supported 85% of the total funding gap.
231. This indicates that: a) the Coherence Fund has surpassed expectations and has offset shortfalls in pledges from other sources; and b) the Coherence Fund is becoming the main source of funding gaps for the programme. Both are very positive findings in respect of its effectiveness, which also dispels potential concerns of inequitable allocations by the JEC among pillars/ agencies. However, the shortfall in realization of pledged resources against projections would need to be investigated by respective pillars, to make resource mobilization more effective.

232. Notwithstanding the performance and transparency of the Coherence Fund, the evaluators wish to point out that resolving any residual concerns within parts of the UN system over the fund allocation areas should be given highest priority in order to preserve the spirit of Delivering as One UN. The JEC processes, which are transparent and logical, should ensure the overall balance in the programme priorities expressed across outcome areas, in line with the fund allocation guiding principles. Some adjustments in the budgeting and allocation criteria have potential to make allocations more effective toward improved programme delivery objectives, and have been proposed by evaluators.

233. The following issues need to be reconsidered in this regard:

- An approved Programme represents the most optimized portfolio of the UN system addressing national priorities and normative concerns and therefore, all pillars and all programme components must be considered equally important at their design level. However, all pillars and all agencies have different levels of delivery and funding gaps depending on resources from other sources (i.e. MDG funds, Global Environment Facility funds and agency own core resources). Fund allocations must consider these variations in order to maintain the overall balance, and a dollar-to-dollar comparison of allocations would be biased. At the same time, creation of work plans with large unfunded gaps should be backed by due justification of prioritization and adjusting to new, unforeseen and evolving needs in response to national priorities.
- Agencies have been very sceptical of the idea of minimizing funding gaps in the work plans, however, there needs to be a balance in the extent of funding gaps which, if unbridged, can throw the entire results-based approach off the tracks. Given that pledged funds from bilateral sources will be reduced in the future as well as the current trend of shortfalls in pledged committed resources, the dependence on the Coherence Fund will only increase. Therefore funding gaps are likely to be higher than in the past.

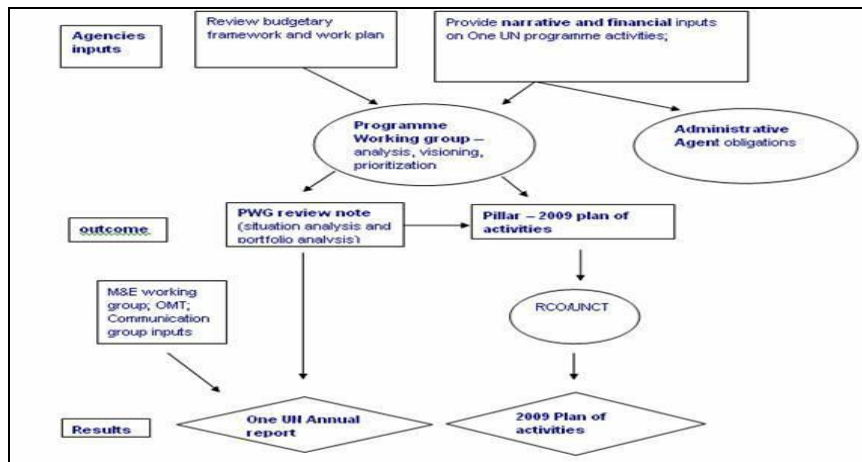
In these circumstances, the evaluation team recommends appropriate adjustments in the budgetary framework as well as in the fund allocation processes to ensure that each agency/pillar gets a reasonable allocation to be able to deliver on its commitments under the One UN Programme.

3.3.5 MONITORING AND REPORTING

234. The DaO document describes the Monitoring and Evaluation Plan (Section 7.2), to be developed on the one contained in the current UNDAF 2006-2010. It includes an M & E Framework and M & E programme cycle calendar, and provides for a continuous monitoring and evaluation of the DaO and Annual Work Plans. A joint M & E system has been created in the form of a M & E group consisting of members from the UNCT, and a detailed document 'M& E system for the One UN in Albania' has been developed- based on the use of Results Based Management and lessons learned from UNCT as the reference for the M & E approach, processes, indicators, and reporting calendars.

235. The main internal review instruments under the DaO are the Annual DaO Reviews, carried out by February of each year for each of the pillars, which also serve as the core reports for the JEC meetings, agency internal reports as well as inputs to the UN report on the performance of the Coherence Fund. Additionally, mid-year reviews are conducted for each pillar to track progress of delivery, and this is done in September. The workflow for the One UN Annual Report, the Administrative Agent Report and the One UN Work Plan is reflected in Figure 2 below:

Figure 2: One Annual Report Workflow Diagram



236. Despite the presence of Annual Work Plans and the Updated Budgetary Framework, and the colour coded annual reviews, the evaluators found it somewhat difficult to readily ascertain how plans and overall results/ targets were being revised or readjusted to account for the deviations in delivery. Neither the annual reviews nor work plans provide adequate explanation as to:

- What is the implication of this reduced delivery on the achievement of the specific result, e.g., Development of the Capacity of the Min of Environment?
- What specific activities have been dropped or readjusted as a result of inadequate funding?
- What is the revised target for results and adjustment plan to attain outcomes?

237. At the agency level, it is important to have a more detailed analysis of these variances, in order to support results-level evaluation which shall become due in 2010 for at least some pillars. In this regard, the evaluation notes the non-adherence to the format of the Portfolio analysis to be a shortcoming in the Annual Reviews. The analysis asks the right questions for a review, and this deserves a more rigorous appraisal of the individual result areas under each pillar on part of the agencies involved directly in implementation. In the absence of such an analysis, the overall conclusions on the progress of the pillar itself may have a weak basis.

238. More importantly, such a review will enable a greater involvement of the line ministries in the exercise, considering that they have a contribution in the fund allocation requests considered by the JEC. It would be useful that the six monthly and annual reviews include or be preceded by discussions with the line ministries, in order to include their inputs into the revisions to the work plans which eventually need their endorsement any way.

239. An effective M & E system for the DaO necessitates an appropriate level of resources, human as well as financial, and this is presently a challenge given the composition of the M & E group. There is only one full time position dedicated for M & E support, while all others are senior persons in their respective agencies. The UNCT has to spread itself very thin in order to play its role across a number of committees, not the least of which is the M&E group. Inadequate national capacities prevent outsourcing as a solution.

240. Development of national capacities for M & E is an important dimension to be considered in the overall assessment of M & E frameworks for the DaO. Discussions with a number of stakeholders including the DSDC indicated that despite the existence of indicators for all sector strategies under the NSDI, national systems for data collection, monitoring and analysis remain weak, particularly inside the line ministries. The problems cannot be solved simply by recruiting positions without the development of capacities for the management of M & E systems under the line ministries.

241. An intermediate solution can be the creation of an appropriate M & E unit in the DSDC which can handle M & E systems for all externally supported programmes. This unit can be supported with technical assistance and also used for monitoring of programmes such as the One UN, and at a later stage, either retained or distributed across other key ministries. In this direction, the evaluation recommends inclusion of a cost component for M & E related technical assistance to appropriate agencies and counterpart institutions in the government, in the next programme. One of the expectations from One UN approach has been the simplification and reduction of paperwork for planning, reporting and monitoring.
242. Unfortunately, this has not happened for most agencies in Albania. The One UN Annual Report, Agency wise progress reports on the Programme, and the Financial Reports for the One UN Coherence Fund, are specific requirements of the DaO in Albania. As a result, four types of reports emanate from the UN system: Agency annual reports for Headquarters in pre agreed and rigid formats; One UN report; Project level reports for each project/programme; and Administrative Agent reports on financial performance, which also used narratives and financial summaries. Although the texts do not change in the narratives, there was considerable effort in tailoring the templates for various documents to ensure an easy transportation of the same data from the same sources.
243. One issue reported by a number of UNCT members has been the practical difficulties with adapting and aligning nomenclatures and classification/ clustering of expenditure and results under formats used by agencies for their internal reporting with those required by the DaO. For instance, UNICEF annual work plans consist of specific verticals such as Health, Child Protection, Social Policy, which are uniform for the agency in all countries, and are not flexible given the uniform reporting requirements from all country offices. On the other hand, in the DaO, these would be bunched under more than one Outcome area: Basic Services, and Governance, with different levels of disaggregation. Reconciling these different ways of clustering work plan items has not been easy.
244. Meanwhile, some agencies have made more progress in convincing head quarters to reduce and simplify reporting requirements. The most notable in this regard is UNFPA which has done away with all additional reporting other than the One UN Report for all One UN pilots. UNIFEM too has reported a leniency on reporting based on the One UN reporting narratives, even though the head quarters formats remain unchanged. While multiple reporting cannot be wished away completely, the next UNDAF cycle provides an opportunity to considerably resolve the issues related to clustering of result areas.

3.4 ONE LEADER

3.4.1 THE RESIDENT COORDINATOR AND THE UNCT

245. The Resident Coordinator is the designated representative for all UN development activities in Albania. The Resident Coordinator (RC), along with UNCT, advocates the interests and mandates of the UN family by drawing on the expertise and comparative advantages of each family member. The strength of the Resident Coordinator is based on establishing a comfortable working environment based on trust and cooperation within the UNCT. The RC's role is to enhance the coherence and impact of the operational activities of the UN for development. Key responsibilities of the RC are to strategically position the UN's work in the country and to mobilize funds for implementation.
246. The DaO has imposed an increase in workload for the UNCT and the RC, however the contribution of the RC Office has been instrumental in supporting the processes of the DaO such as the drafting of fund allocation criteria and resource mobilization strategy, preparing and updating the Budgetary Framework, fundraising, supporting the Joint Executive

Committee, Annual Reporting, maintaining a repository of lessons learned and knowledge on Delivering as One, and managing the One UN website and advocacy. The support from DOCO's increased funding for the RC budget, Sweden's support in funding the Special Assistant post and Switzerland's contribution to Change Management has been noteworthy in this regard.

247. The members of the UNCT recognize that the UN system can reinforce each other to greater effect in reaching the "Delivering as One" UN goals in support to national priorities by mobilizing their comparative and collective strength, their wide range of skills, mandates and assets together and that they can mutually benefit from this working coherently. UNDP, UNFPA, UNICEF, WHO, UNIFEM and UNHCR will continue to appoint their respective Heads of Agency and Country Directors in charge of managing their country programmes.
248. The RC system as an institution of the UN system is still evolving in the scheme of system-wide reforms, and is yet to fully receive its full institutional authority and accountability mechanisms, amidst debates on issues like firewalls and neutrality. This has implications for the effectiveness of RCs at the country level. This is also true in Albania, despite the high regard shown for the current RC as an individual, which flows mostly from personality and individual traits and is not necessarily drawn from the institutional authority. Nevertheless, the experience of the UN pilot has highlighted the pivotal role of the UNRC in Delivering as One.

Box. Extracts from the UNRC/UNCT Working Principles for One UN Albania, June 2009

The UNCT members further agree to:

- (i) be patient and understanding and to pro-actively promote the interests of the whole UN system;
- (ii) ensure that our programme are aligned with the national development plans and priorities of Albania and are in the best interests of the people;
- (iii) collaborate constructively, respectfully and in the spirit of the "Delivering as One" UN. To pro-actively seek opportunities for enhancing UN system coherence, coordination and harmonization of our programmes and activities;
- (iv) invest time and effort to better understand different agencies' mandates, activities and operating arrangements;
- (v) share information in a spirit of cooperation and collegiality; and
- (vi) communicate and interact with one another respectfully and courteously.

UNCT members consult with each other fully before meeting with government and development partners when pursuing matters that relate to UN joint programming or activities with a view to deliver common messages to government and development partners.

Members recognize the high transaction costs associated with large partnership and agree to carefully weigh the costs and benefits of joint activities to avoid imposition of unnecessary burdens on each other and on partners.

A cornerstone of day-to-day working relationship should be based on building on the strength of the team. All Agency Representatives have to manage the dual responsibility of supporting their Agency's mandate and the interest of the UN system.

Source: UNRC/UNCT Working Principles

249. Based on the range of responses and observations made, the UNRC in Albania is seen as representing the breadth and depth of the UN system, and acting on behalf of the entire

system without leanings or bias. Being the voice of the UN team is not easy, as it calls for the RC to have a good enough understanding of each agency's specialization at more than a ceremonial level, besides earning collegial trust of all agency heads in the UNCT. A lot depends on the individual, and in Albania's case, the job has been done very well according to most agencies, and stated more emphatically by the smaller and nonresident agencies. Respondents stated that the RC has increased the visibility of the UN system among stakeholders, including government counterparts, civil society and development partners, thus creating the grounds for more effective intervention by the UN programmes.

250. The leadership role carried out by the UNRC has resulted in agencies, particularly smaller and non-resident agencies, gaining greater access to the highest level of policymaking in the country as well as improved their understanding of the country's important needs and sensitive issues. The RC also played a key part in the joint advocacy, particularly on crosscutting issues such as gender and human rights, which has raised their profile and increased the level of awareness and debate on the issues. In the area of human rights and gender equality, the RC has played a stronger role in advocating for strengthened human rights protection.
251. For example, the RC together with the UNCT has advocated for stronger protection of international standards relating to non-discrimination and protection from domestic violence by submitting opinion-editorials in daily newspapers and in advocating with Government for Albania to ratify the Convention on the Rights of Persons with Disabilities (which was signed in December 2009). The UNCT, has submitted information to assist the UN Human Rights Council in its first Universal Periodic Review of Albania in December 2009 and hosted a webcast of the review in Tirana for members of Government, civil society, the People's Advocate and the international community.

3.4.2 MUTUAL ACCOUNTABILITY FRAMEWORK (WORKING PRINCIPLES)

252. The evaluators observed that despite the absence of enforceable management and accountability mechanisms which are still under implementation at headquarters, the Resident Coordinator has been seen and accepted as an effective leader of the country team, and as the representative of the UN system in the country, before government as well as other development partners. The RC is also acknowledged as having played a positive role in nurturing and preserving the overall cohesion and enthusiasm in the country team during the enormous process-intensive phase in 2007 and 2008. However, it must be stated to the credit of the UNCT that it also empowered the RC to play this role, despite the lack of actual authority in the RC TORs. UN Agencies took the corporate decision to respect a "one leader" role; and it was the UNCT who requested that the members be given full authority to make decisions on behalf of their agencies.
253. However, the evaluators had the opportunity to also listen to a few voices of dissent, specifically linked to Resource Mobilization and Coherence Fund allocations. The evaluators were unable to understand why these concerns should persist, given that a) the JEC functions on a principle of consensus and the overriding authority of the UNRC in the absence of consensus (which has never been invoked so far, but remains a powerful tool with the RC in Albania) although this is not clearly specified in the UNDG issued Generic Job descriptions of RCs; and b) the provisions of conflict resolution in the Working Principles for the UNCT which have been accepted by all participant agencies (although they have not been formally signed). The provisions have been reproduced here below:

JEC terms of reference

- The JEC makes decisions by consensus. Where consensus cannot be achieved, the matter will be referred to the GMC for decision, unless the matter is of a strictly UN system nature in which case it will be referred to the RC.
- In the event that agreement is not reached by the JEC on the allocation of One UN Funds, the matter will be referred to the RC for ultimate decision (see also Section 5.2 under the Role of the One UN Leader / RC).

Conflict resolution

- UNCT members will make decisions by consensus. Discussions or decisions should come openly, collegially and constructively within the team. If no consensus can be reached, the UNRC can make the ultimate decision and inform Agency representatives / headquarters of the reason for the decision.
 - Any dispute among the UN Agencies and or with the UNRC shall be resolved exclusively among the UNRC and/or the UN Agencies through good faith consultations, using existing mechanisms such as the Regional Directors Team.
 - UNCT members resolve differences collegially among themselves and first defer to UNRC guidance in the event of unresolved differences between UN agencies. Under no circumstances will we speak disparagingly of another UN Agency, or in any way undermine another Agency.
254. An absence of collegial dialogue inside the UNCT can be a major risk to the DaO pilots. It can be harmful to the One UN approach if some actors do not voice their discontent because they lose faith in the process itself, and in doing so, harden their positions against other actors as well as against the principle and spirit of the One UN.
255. However, the evaluators also appreciate that, at times, individuals can come under conflicting demands of raising resources and delivering for individual agencies and working collectively for the DaO. Unfortunately, performance assessment criteria in agencies do not yet adequately take into account the different settings and implementation modalities in One UN pilots.
256. Several UNCT members shared with the evaluators that their appraisals were on the basis of delivery and resource mobilization on behalf of the agency (which is normal for non-pilot countries) but runs counter to the Resource Mobilization strategy and the principles of the Coherence Fund. In some cases, staff received a lower grade under the DaO, which was attributed largely to this performance measure. This huge price for an individual can be an extreme deterrent to any personal commitment to the reforms process, and requires attention at the highest levels in the UN system. Meanwhile, some agencies have begun amending their performance appraisals to recognize this dimension in Delivering as One UN pilots, and UNFPA has been cited as a leading example for Albania.
257. Another understandable cause of residual discomfort with the UNRC's authority is that of organizational psychology, that is, the resistance to change given that many agencies have previously operated autonomously in the country dealing with a few counterpart ministries which gets altered under the One UN system. At the very least, developing common work plans and agreeing on fund allocations forces agencies to be more transparent with the entire UN system as to sharing their own programming and funding sources, and more important, to accommodate the needs and priorities of others as well, at times to their own 'disadvantage'. The formal processes of the One Leader, DaO and One Fund can therefore be perceived as resulting in a loss of some degrees of freedom in terms of budget allocations and even the ranking of priorities and determining overlaps.

258. The firewalling between the UNRC and UNDP has been another major debate in the UNRC system. In Albania, The UNDP has a Country Director who is responsible for the day-to-day performance of the UNDP, and the RC is accredited separately as intended in the RC System. Incidentally, the term "firewall" was rarely raised with the evaluators during the entire evaluation mission. Based on the range of responses and document reviews, the evaluators feel that there are appropriate checks and balances to safeguard the system against any potential misuse of authority of the UNRC in the mutual accountability framework and dispute resolution which provides for intervention at various levels, including at the highest levels, such as with the ASG. In fact, the 180 degree appraisal arrangement between the UNCT and UNRC, as well as the fact that the UNRC gets appraised by as many as 20 agencies comprising the Regional Managers' Teams, puts the RC much more under pressure than the other members of the UNCT.
259. A number of issues lie beyond the scope and authority of the UNCT and the UNRC, and devolve to inter-agency forums at headquarter levels. In January 2009, the undg approved an Implementation Plan for the Management and Accountability Framework, which includes actions and responsibilities on part of a number of parties: undg working groups, RDTs, undg Chair, AG, DOCO and the undg organizations themselves. Pertaining to Resident Coordinators, the following items relevant to the UNRC/UNCT conduct are on the agenda of the Implementation plan:
- Clear division of labour and accountabilities between RC/RR and CD function ensured
 - Guidance note on RC/UNCT Working relations to be finalized (Q1 2009)
 - Proposals on mechanisms for the separate accreditation of RS/RR and UNDP/CD in some or all of the DaO pilots
 - Revisions in Job Descriptions of Resident members and definition of framework for Nonresident members of UNCT to explicitly recognize the role of the RC in strategically positioning the UN in each country.
 - Development of guidance note on establishing and managing MDTFs/JPs, and common criteria for fund allocations from MDTFs/ JPs (Q2 2009)
260. Until all these elements are fully in place, the effectiveness of the UNRC as the institution will precariously depend on the quality of interpersonal relationships in the UNCT and therefore find its equilibrium in the space of negotiated arrangements rather than being driven by due institutional authority. This is counter to the principles of effective organization and leadership.

3.4.3 ONE UN COMMUNICATIONS TEAM

261. A UN Communications Group has been established with Communication Officers appointed from each agency resulting in a communications strategy developed to promote DaO (Stocktaking Report 2008). In 2008, a unified communications strategy was prepared in consultation with the UNCT, with mini-strategies for the thrust of communications and advocacy for each of the Programme Pillars, as well as other key themes like Gender Equality and Social Inclusion. A One UN Albania website has been created, as well as pages on social networking sites Facebook and YouTube, which are highly popular in Albania. Newsletters (3 per year, depending on content) and the One UN Annual Report are some publications of the One UN Communications. A considerably difficult branding exercise resulted in the design of a One UN Albania logo which is being used in all joint communications. However, the evaluators came across instances of flagship publications not carrying the One UN logo and having the insignias of only a few individual agencies.

262. Each year, one or more dominant themes are chosen for the Communications thrust. The focus of the One UN Communications has shifted from the reform processes inside the UN, to joint advocacy on a few key issues central to the UN system's initiatives in Albania. In 2008, "Delivering as One UN" was the dominant theme, aimed at promoting awareness on UN reform and its potential contribution to Albania's priorities. In 2009, the emphasis has been on Gender Equality and Social inclusion resulting in the adoption of the women's quota in the electoral law as well and increased coverage of women issues around the electoral campaign. Furthermore, the "Unite against Domestic Violence" campaign and communication strategy has been reported as an important contribution to the establishment of a local alliance against discrimination of women discrimination to raise public awareness. As a result of the effective gender campaign and the joint gender programme, the UN has managed to increase public opinion sensitivity on gender issues and to affect policymaking. The theme for 2010 shall be 'One UN- Results'. In addition to major themes, a number of local themes are taken up for joint campaigns in public interest, for instance, the Road Safety awareness campaign. There is active engagement with the media as well as a media monitoring and analysis within the limited budget allocated for the Communications. The team also supports a Press Club, which trains young journalists on reporting on human development issues.
263. There is enthusiasm in the One UN Communications team, and overall, the visibility of the UN has increased in part due to the effective communications as recounted by a number of NGOs interviewed by the evaluation team. Agencies, including NRAs, have expressed satisfaction over the inclusiveness of all agencies based on the content developed and submitted. However, there were some complaints too, particularly that the joint advocacy planning should lead to a broader agenda for the year and not the adoption of one or two themes that crowd out other advocacy issues and other 'voices' The evaluators consider the presence of agency focal points in the group as assurance that the joint advocacy planning results in a balanced communications agenda and ensuring inclusiveness of the One Voice.
264. The Communications Team has also benefited from Common Services, through a negotiated contract for event management and media relations, which have resulted in some simplification of processes and also more competitive purchase of conference and event management services.
265. One challenge for the UN Communications team is the limited human and financial resources. Focal points from agencies are not full time servers on the communications team, which limits their regular availability. Their participation remains on a best-efforts basis, which leads to a disproportionate load. Meanwhile, not all persons on the team are assessed for their role and contribution to the One UN Communications which brings in issues of accountability.

3.5 HARMONIZED BUSINESS PRACTICES

3.5.1 OPERATIONS MANAGEMENT TEAM, TOOLS AND MECHANISMS

266. An Operations Management Team (OMT) is in place in the UN Albania, consisting of key technical staff from resident agencies along with the addition of one fulltime temporary position (12 months) for OMT. The role of the OMT has evolved during the DaO in support of harmonized business practices. A document outlining the Common Services agreement was prepared based on the identification of main areas to be considered for the purview of Common Services. Common Procurement Strategy Teams, sub groups based on expertise in various categories, initiated joint tendering process for common services with assignment of one "Leading Agency" per service, carrying out the procurement process according to its own procurement rules and processes. The participating agencies developed the specifications and evaluation criteria jointly and undertook a joint evaluation of the offers. The finalized

recommendation for award for all common services were submitted to the inter-agency Local Advisory Committee on Procurement for review and recommendation and finally submission by the Operation Management Team for UNCT's endorsement. The above practice has been considered a best practice by UN HQ.

267. The absence of common guidelines for pilots, rules and procedures that varied across agencies, and the uncertainty over the UN pilots, necessitated considerable tight rope walking in the formulation of common services. However, it appears that the OMT enthusiasm and results from the Common Services are among the demonstrable advantages of the Delivering as One UN model. From a process standpoint, the experiences from the One UN Albania have since been used substantially by the DOCO Task Team in creating Joint Procurement and Contracting Guidelines for One UN countries.

3.5.2 THE ONE UN HOUSE

268. The UN House, the ultimate symbol of a One UN presence in the country, is also the feature of the DaO that is expected to have tangible saving costs, both in terms of economies of scale in provision of services as well as time and coordination savings. In monetary terms, the biggest cost reductions coming from the One UN House, with savings of nearly USD 700,000 per annum for the nine UN agencies considered in the exercise (ILO has a rent free office) of which rent savings alone would be close to USD 600,000. Additional savings of around USD 100,000 from common services include: maintenance, security, electricity and internet/ ICT infrastructure would result from a single UN House.
269. While remaining conceptually sound and logical, the UN house remains a challenge in Albania for several reasons. The Government of Albania has offered a building for the One UN House, on a 10-year rent-free basis. However, the building requires refurbishments amounting to 1.1 million euro in capital costs. The investment has adequate payback potential assessed from the benchmark of current rental expenditures as indicated by the potential savings assessed for nine agencies, ranging from over USD 56,000 UNIFEM to nearly USD 3.0 million for UNDP.
270. Even though the cost benefits in terms of the market rent saved vis-à-vis the investment in refurbishment indicate net savings from this move, the implementation remains bottlenecked by the lack of capital funds and lack of guidelines on alternative means of finance, including public private partnerships. However, the nine agencies remain committed to the principle and positive developments are expected shortly in form of guidelines and procedures with the UN DOCO currently working on Public- Private-Partnership models for financing as a possible solution.
271. Although it would be difficult to estimate, the perceptions among some UNCT members are that the intangible gains of a One UN house would be significant considering reduced travel time and the advantages of proximity in the work environment. Given the numerous interactions among the team members to plan, review and implement the DaO, convening the UNCT would be a lot easier and efficient within a UN House compared to a number of participants commuting from different locations. It could also facilitate people to drop in and out of review meetings that have low relevance for some members compared to others, and thus result in higher levels of qualitative participation.

3.5.3 COMMON SERVICES

272. The aim of the use of common services in Albania under the DaO as indicated by OMT is to promote efficiencies in UN procurement, maximize the use of funds in support of differing agency mandates and operations, and acquires locally commonly procured commodities and

services more effectively and efficiently through collaboration, thereby reducing transaction costs and improving value for money. As a pilot, UN in Albania has done a considerable amount of work to identify the potential tangible and intangible benefits of common services such as (i) reduction of parallel processes and transaction costs, (ii) increased value for money through improved planning, requirements gathering, bulk discounts and better negotiation power (iii) faster program implementation, and (iv) better procurement risk management.

273. The following results have been achieved in respect of Common Services:

- Common Procurement Strategy Teams, sub groups based on expertise in various categories
- Terms of Reference and Delegation of Authority to LPACs approved by UNCT.
- Nine areas were identified for the scope of common services, to examine potential for cost savings from collective negotiations and joint procurements, through Long Term Agreements. By end 2009, Long term agreements have been concluded for six areas: Communications; Travel Services; Interpreters; Translations; Fuel consumption; and Event management. Evaluations are underway for common agreements for vehicle fleets, for which cost benefit assessments are being made. Steps toward common banking have progressed to the prequalification stage.
- Consultant Rates and DSAs: Common consultancy rates for local consultants (service contract holders) were established in consultation with the Local Salary Survey Committee, and surveys have been conducted for Daily Subsistence Allowance rates, and shared with all UN agencies.
- Although these arrangements are all in place, the inter-agency LTA agreements signed by the UNRC are not a legal basis for some agencies to alter their procurement arrangements. Guidelines were issued in 2008.

274. Savings from the implementation of common procurement are presented below:

- Mobile communications: Almost 31.87 % for UNDP, 14.42 % for UNICEF, 31.72% for WHO, 30.17% for UNIFEM and 26.74% UNHCR
- Event management (example UNDP): Response time reduction from 29 days to 8 days, and staff time reduction down from 11 hours to less than 5 hours. The time savings arise from obviating need for individual quotation/bids/ reviews for each service, and simplified processing of the contract (purchase order) in the financial system as the contractor (vendor) and contract conditions area already in the system and do not need to be entered separately each time. The OMT expected that other potential benefits from the LTA are that these can allow redeployment of saved staff time and capacity to other activity areas such as: (i) increased possibilities for staff to invest on learning activities and professional growth, (ii) building and strengthening partnership with donors, private sector and government, (iii) developing new initiatives in the framework of the transformational change, and (iv) amplify energies towards the resource mobilization.
The UNCT and OMT are to be commended for their initiative in exploring all avenues for efficiency increases and cost reductions under the One UN model.

275. Meanwhile, four major promising areas that offer further potential for cost reduction from scale and standardization could not be realized due to the limits of authority and jurisdiction of the UNCT as well as the complexities in terms of transition processes involved or likely to be caused.

- Human Resources: An important area under the Human Resources is Common performance appraisal systems which would facilitate interagency mobility and collaboration. This would be an area to be explored by UN headquarters. In respect of recruitments locally, vacancies in project positions and UN staff positions in agencies have often been advertised only internally among UN agencies and the UN intranet in Albania shall be used to advertise these in due course.

- ICT: While it has been possible for the OMT to enable common procurement of mobile services, the bigger parts of IT procurement, namely IT hardware and software, are highly challenging due to the global or regional vendor contracts negotiated by respective agencies. The transition/ switchover costs for these can be highly time consuming and temporarily reduce process efficiencies, and cannot be justified except in a complete overhaul of the IT systems for an entire agency.
 - Financial matters harmonization: different agencies use different operating systems and reporting codes and formats. By 2012, IPSAS will be implemented at country level, and this could resolve the issue. At the moment, UN agencies are in process of selecting a common banker for all UN agencies currently working in Albania. Harmonization of CRC/CAP review limits for all agencies would help increased usage of LTAs.
 - Public Procurement Systems: There is a clear commitment on part of the UNCT to increase the levels of national execution of projects, and to transfer funds to counterpart agencies, albeit with requisite financial management and audit systems and mechanisms. This has remained elusive mainly due to the assessed inadequacies of Albania's public financial management systems to comply with international standards demanded by international agencies, and to an extent also due to the lack of managerial capacities. The UN's own first level (macro) assessment of the readiness of GoA toward adoption of HACT processes has indicated concerns, which impede the progress regarding the UN system's transferring programme funds to implementing government agencies in Albania. However, efforts continue to be made to strengthen the public procurement systems. Specifically, HACT micro-assessments will be conducted with a view to applying HACT with institutions where a significant amount of cash transfer is expected in 2010. And, UNDP is currently supporting the Government and Donor Community to undertake a public procurement assessment per OECD/DAC methodology to promote identify capacity gaps and promote increased use of Public Procurement System by not only the UN but other donor entities.
276. Based on the developments since 2007, a fair assessment would be that in the first two years of the One UN pilot, agencies spent considerably more time than before in putting together the processes and operational structures for the pilot, which consumed a large share of the human and time resources available. However, since 2009, the processes are fairly in place and there is considerable clarity and coordination within the UN system in terms of processes, and more time is now devoted to programming and delivery related actions.

3.5.4 AID EFFECTIVENESS AND HARMONIZATION

277. Albania has endorsed the Paris Declaration on Aid Effectiveness, and has accepted significant improvements in a number of indicators for 2010. The DaO has addressed attention to seven of the twelve DAC baseline indicators, through programming interventions as well as adoption of good practices within the DaO itself.
- Coordinated Capacity Development (Indicator 4) through its programmatic interventions under Governance Outcomes;
 - Reduction in Parallel PIUs (Indicator 6) by not creating any new structures for the programme;
 - In-year predictability (Indicator 7), by developing a One Fund concept which pools in the resources of all participating UN agencies, besides a pooled Coherence Fund to cover funding gaps, to be allocated based on priorities to be jointly decided by the UNCT and the government;

- Use of Programme Based Approaches (indicator 9); through joint programming, joint analysis and joint implementation structures under the One UN system, to the extent feasible;
- Coordinated missions and analytical work (Indicators 10 a and 10 b), at the country level; and
- Sound performance assessment framework (Indicator 11), through a comprehensive results and resource framework, consisting of the Integrated Results Matrix, Annual Work Plans with Results indicators corresponding to each Programme Outcome area, based on existing national indicators to the extent possible; and
- Reviews of mutual accountability (Indicator 12), through a monitoring and evaluation plan (articulated in the Monitoring and Evaluation Framework document, Jan 2009), besides other arrangements described under the governance mechanism of the DaO.

However, there have been some challenges in regard to progress on the big ticket indicators dealing with national finance management systems and national procurement systems, which need further attention. The detailed Harmonization Action Plan finalized in November 2009 called for accelerated improvements in areas such as national procurement systems, reporting of aid flows on budgets, and performance assessment frameworks, besides some areas where donors and technical assistance partners need to improve their coordinated approaches.

	Indicator	2005	2007	2010
1.	Ownership- Operational PRS	C		B or A
2.	Reliable country systems	4.0		4.5
	2a. Reliable Public Financial Management Systems	Not any		Not any
	2b. Reliable Procurement System			
3	Aid flows aligned on national priorities (% of aid flows to government, reflecting on national budget)	36%	73%	85%
4.	Strengthen Capacity by coordinated support, % of TA through coordinated/ joint programming consistent with national development strategies	29%	51%	50%
5.	5ai Use of country procurement systems	14%		43%
	5 a ii Donors	1		9 of 10
	5bi Use of country procurement systems aid flows	4%		
	5bii Use of country procurement systems aid flows donors	5		
6	Strengthen capacity by avoiding parallel PIUs, reduce % of PIUs by 66%	55	24	18
7	Make Aid more predictable, halve the proportion of aid not disbursed in same fiscal year as planned	48%	29%	74%
				On target
8	Aid is untied	42%	82%	59%

9	Common arrangements and procedures programme based approaches	5%	14%	66%
10	Encourage shared analysis (joint field missions) 10 a. % of field missions are joint 10 b. % of country analytic work is joint	14% 31%	33,34	40, 66
11	Managing for Results, monitorable performance assessment frameworks	D	D	B or A
12	Mutual Accountability mutual assessment reviews	No	No	Yes

3.5.5 HQ LEVEL ISSUES:

278. Within the UN system in the country, the main sources of efficiency gains and reduction of transaction costs potentially emanate from the use of common services- the lower hanging fruit, common premises-, and the more difficult harmonization of business practices, as it depends significantly on headquarters policies and directives.

279. At the time of formulation of the One UN programme, there were no clear directions from regional or global headquarters as to the scope and operational arrangements for Common Services. As pilots, while country teams were given some tether to explore without any specific and clear cut prescriptions, the actual implementation of arrangements negotiated within the UNCT in the country eventually depended on formal approvals and endorsements of the arrangements in the absence of clear and delegated authority across all agencies for arrangements under the One UN pilots. However, the UNCT was appreciative of the guidance and support from higher levels in respect of clarifications on concept and operational aspects.

280. The major issues that require HQ interventions and decisions to generate further benefits from the One UN approach in terms of reduction of transaction costs, simplification of processes and reduction of administrative resources to free up programming are:

- Timely Implementation of the Management and Accountability Framework, which has a clear plan and allocation of responsibilities across the system.¹⁹
- One Results reporting guidelines for all pilots for 2011 Annual Report, with adjustments to reflect agency specific requirements
- Methodology for transaction cost reductions from process efficiencies, based on Mozambique and Uruguay studies underway
- Guidelines on Public Private Partnerships to be fast tracked (One House will benefit).
- Methodology to allow UNCTs to realign their financial cycles for reporting on the One Funds.

281. The UNCT, in its Capacity Assessment Workshop in 2008, assessed its current level of operations-to-programmes ratio of capacities at 40:60, and the expectations were that the One UN approach would enable freeing up of operations time and capacities toward programming resources, through simplification, outsourcing and reduction of redundancy. This has not happened to the extent expected, due to lack of precise directions and guidelines on navigating 'uncharted waters' for agencies as well as for individuals involved. Extensive

¹⁹ Refer to the M & A Implementation Plan, finalised Jan 2009, UNDG website under RCS section

deliberations and analysis went into the formulation and implementation of the elements of the One UN model- UNRC- UNCT rules/ mutual accountability framework, the agreements on Common Services, and reporting for the One Fund and Integrated Results Framework- all of which represented a cutting edge in the system wide reforms process.

282. Without a doubt, the UNCT could have saved a lot of time on these deliberations, provided there had been clearer guidelines from higher levels, and also coordination among agencies at the corporate level on a commonly agreed approach to implementation of the pilots. Therefore, it would be premature and incorrect to assess at this stage whether operating as One UN has freed up time and money for programming. This could however become an aspect of subsequent evaluations. In this respect, it must be acknowledged that the time invested in the One UN pilot is an investment not only for the UN in Albania but for the entire UN system worldwide, toward the larger goal of UN reform toward unity of purpose, coherence in management, and efficiency on the field. On the contrary, Albania and other pilots may have borne disproportionate costs in the learning and the process of implementing system wide reforms in order for their experiences to enable others a clearer path and a ready selection of models and best practices drawing from the pilots.

3.6 INTERDEPENDENCE AMONG THE "ONES"

283. While each element of the One UN approach has its own significance, the interdependencies among the Ones are important for the success of Delivering as One UN. While it may be easy to cherry-pick some of the Ones, the benefits of synergy may not accrue in such cases. In Albania's case, the Ones can be seen as reinforcing one another, as illustrated in the following bullet points:

- The One UN Programme and its One budgetary framework unify the UN presence in the country under one common framework, which provides greater transparency and increased efficiencies in coordination by government in line with the Paris effectiveness agenda. The government's involvement in financial allocations under the One Fund demonstrates greater levels of national ownership and results in greater acceptance of the approach,
- The One Fund embodies the principles of pooled, un-earmarked, multi-year funding, which enhances predictability, and enables the One UN to address areas identified as strategic national priorities, and also consider interventional that are multi dimensional, as reflected in joint programming and joint programmes. Though agencies can work together without the One UN umbrella, these structures have undoubtedly catalyzed the spirit of programming and delivering together, as stated by many participant agencies.
- The One Leader, characterized by an empowered UN RC and empowered UNCT, is the visible symbol of a unified UN presence at the country level, and the face and voice of the UN system before government and other external stakeholders. The smooth functioning of the One Leader element in Albania is mainly due to inter personal traits of the persons, as well as the cooperative spirit and commitment of the UNCT to the One UN approach, in spite of adequate institutional.
- One UN House/ Common Practices hold the key to efficiency gains both tangible and intangible, and even though the One UN House has not yet materialized, there are clear perceptions of the benefits in terms of cost-savings, as well as intangible benefits of being easily accessible, saving on commuting and convening of meetings, besides greater levels of interaction/ coordination in joint implementation, monitoring and reviews. The physical proximity of the UNCT could play an important cementing role in ensuring the continued commitment to the One UN approach.

- The Joint advocacy through the One voice raises the awareness and profile of the normative agenda of the UN in the country, and can sensitize local stakeholders to a rights-based approach in national development planning. The One Voice, with the UNRC as a spokesperson, can assist in raising the profile of individual agencies, by virtue of the enhanced convening power of the One UN Leader, and enable access to highest levels of government, which is not as easily possible for individual agencies.

This emphasizes the importance of considering all the One UN principles in order to demonstrate the potential of the DaO approach, and an attempt to cherry pick the easy Ones, may lead to suboptimal results, given the interlinks as demonstrated above.

4 ANALYSIS AND CONCLUSIONS

4.1 FINDINGS

4.1.1 RELEVANCE

284. The DaO is well aligned with Albania's national priorities, as laid out in the country's main strategic document, National Strategy for Development and Integration. The formulation of the DaO was based upon the process of discussions and consultations that took place for the development of the national strategy, encompassing the 36 sector and cross-cutting strategies. The programme design has adopted an inclusive and integrated approach, enabling a more concerted response to the national priorities through the combination of technical assistance programs and activities delivered by the different UN agencies.
285. According to reports and discussions with UN agencies, government and development partners, a more relevant and coherent development framework has been achieved through alignment of the UN's work with national development priorities, with the five pillars linked directly to the Government's objectives under its goals of Democratization and the Rule of Law and Economic and Social Development as set out in the National Strategy for Development Integration. The programme outcome indicators have been aligned with indicators of the NSDI as much as possible, particularly for gender equality, and MDG targets are monitored and reported under NSDI. Furthermore, the programme supports activities to enhance national capacities for evidence based policymaking, and it was conceived bearing in mind the overriding priority of Albania's EU accession and related development goals, which are also incorporated in the NSDI. The DaO approach has further enabled the adoption of crosscutting themes such as gender and capacity development throughout its interventions.
286. Policy development initiatives are designed to ensure coherence with SAA requirements and eventually harmonization with EU legislation. In particular, the capacity development theme is of particular relevance for the country's EU accession, as being highlighted continuously in EU Progress Reports. The Governance, Participation, Regional Development and Environment programmes also all have direct linkages to development agenda driven by EU accession, as regards the political dimension and democratization as well as sustainable economic development. The UN programme complements this agenda by mainstreaming international norms and values such as human rights, gender and the social agenda into its interventions.
287. Albania's One UN pilot was a timely coincidence of the system-wide UN reforms initiative and the Government of Albania's decision to harmonize all its external development assistance, of which the UN system was an active part. The ratification of aid effectiveness declarations and the immediate rationale of dealing with a one UN system instead of several agencies individually made it a sensible and obvious decision for the government to volunteer for the pilot UN exercise.
288. The establishment of a DaO Governance system in 2008 has been significant in bringing together the government and UN leadership under a more focused and coherent policy and operational framework. In discussions during the evaluation period, the government indicated its ownership of national development and repeated that it was now driving development through the institutional and management structure. Further, the DSDC stated that linking donor assistance with national development priorities was important to move out of the poverty alleviations stage with a focus on main priorities. The DSDC also emphasized the importance of working with the UN One Programme "in a unified approach in identifying needs or in preparing policy papers." As outlined in the Annual Report and as documented during the evaluation mission, the framework provides a clear structural foundation for advisory support to the Government while ensuring that Government leads the process.

289. The DaO initiative has succeeded in raising the profile of gender and broader human rights that have been mainstreamed into the One UN as well as national partner programmes. The representation of such issues by the Joint Advocacy of the DaO has ensured greater visibility and mobilized public opinion on a number of issues under social inclusion and gender equality.
290. Evidence of the DaO's and One Fund's increased alignment with national priorities for development and EU integration where UN has demonstrable advisory expertise and comparative advantage is reflected in documents and throughout evaluation discussions. The Albania Minister of State emphasized the increased alignment in his address at the Kigali conference, stating that "joint Decision making on fund allocation to the DaO contributes to the Government's leadership of UN assistance as well...in this way, the Government ensures external assistance is aligned with national priorities and also avoids overlapping among development partners."²⁰
291. Another aspect of the UN's comparative advantage is its ability to respond swiftly to government requests for short-term, specific technical assistance, drawing from its wide range of expertise as a collective of specialist agencies, yet being able to manage the process as one and arranging the necessary funding from non-core resources. This has helped the UN find a 'sweet spot' by virtue of its being nimble, flexible as well as resourceful in bridging small but critical gaps in the overall scheme of external assistance for Albania.
292. The One UN Albania has enabled 'unprecedented contractual/ financial arrangements' with two big international partners, the World Bank and the EC. The World Bank, which has been a close partner in several areas including collaboration on avian influenza, extra-legality, partnering on LSMS, education, formally joined the implementation of the MDG-F Programme on Economic Governance together with UNDP. The arrangement negotiated through a "fee-for-services" agreement was a *global first* serving as a template for other countries and UNCTs. The Co-chairs report to the General Assembly following their visits to all pilots in 2008, highlighted the strong collaboration between UN and WB in Albania. Similarly, the EC's un-earmarked contribution to the Coherence Fund is a first of its kind. Both EC and World Bank find the UN positioning as highly complementary and useful. The technical assistance provided by the UN in relation to the IPSIS and EAMIS, (in which the bigger ticket, hardware parts are funded by the World Bank) are specific illustrations of such collaboration and fit.
293. The UN will need to review and further sharpen its relevance and comparative advantage in order to effectively address the next level of development challenges for Albania, in the light of its development profile, approximation of policies and laws with EU market accession requirements, and reducing donor support. The increasing presence and development support by the EU will create opportunities for the UN system to deliver technical assistance, but the balance between the normative framework, social policy and EU accession agenda's would need to be reviewed carefully. This can be tough when not all three get similar levels of funding support, on which the UN depends critically for its delivery.

4.1.2 EFFECTIVENESS

294. The DaO strategy, structure and processes in Albania are considered by external partners, particularly government, as a significant achievement from a pilot's standpoint. Evidence of the One UN's improved effectiveness is to be found primarily in the form of improved collective programming, implementation and monitoring of programme activities. These are rooted in the concepts of Joint programming, Joint Programmes and Joint Reviews and monitoring mechanisms of the One UN.

²⁰ H.E. Genc Pollo, Albania Minister of State, Address for the Opening Session, Intergovernmental meeting on Delivering as One, Kigali, Albania, 19-21 October 2009

295. A more complete and objective assessment of results effectiveness can only be undertaken after substantial completion of programme activities, which is not likely before the end of 2011, considering that the current UNDAF Programme cycle has been extended by one year. Therefore, assessments of effectiveness are based on a consideration of interim results, the overall status of completion, and the experiences of agencies in the One UN approach, including the delivery of joint programmes.
296. The framework provides greater transparency and helps the Government to exercise stronger ownership and leadership over the UN's assistance.²¹ (UN Program Report 2009)The national institutional bodies such as the GMC and the DSDC working in partnership with the UNRC, UNCT and the PWGS create the institutional support and coordination mechanisms for the implementation of the programme. Senior Government officials indicate that the programme framework places them in the leadership role in key decision areas and funding allocations.
297. The government and all its agencies have uniformly recognized the benefits of improved coordination as one of the tangible gains of the One UN approach, facilitated by a stable channel of interactions and communications through the UN Resident Coordinator. The important role of the Resident Coordinator as the One UN Leader is recognized in various reports and mentioned during the evaluation meetings. As expressed by H.E. Genc Pollo, Minister of State, in his opening address in Kigali in October, paraphrasing Former US Secretary of State Kissinger,
- “we have a UN phone number whom we can call any time the need may be, we have one person, one interlocutor to deal with for any issue related to UN action and not too many.”*
298. Government stakeholders , particularly the DSDC and the Ministry of Economy, Trade and Energy and the Ministry of Health have also noticed an increased ownership and enhanced efficiency of government institutions in coordinating the activities of UN agencies. The One UN programme is also considered to be responding to national priorities in a more coordinated way on issues like gender equality, youth employment, food and nutrition and social inclusion, through the joint programme approach, and it is now easier for line ministries to take a lead role. The One UN Programme has better alignment and compliance with national priorities, and has reduced duplication of efforts and assistance among different donors. The One Programme, through its wide coverage has also resulted in a reduction in ad hoc small requests from line ministries.
299. Documents and discussions with some UN agency members indicate that a stronger country team has emerged indicating a shift in attitudes of UN team members with the Delivering as One UN concept internalized through increased collaboration and new business processes.²² The evaluation team had several opportunities to meet with and observe the UNCT in action. While functioning of the team represents a shift from the agency based focus to a UN focus, the team's perception is that the process is not universally institutionalized among all agency team members.
300. According to the One UN Annual report 2009, progress has been made by the Joint Programmes, such as the Joint Programmes on Culture and Development; Youth Employment and Migration; Economic Governance and in part the one on Gender Equality which also is addressed under other pillars. Close collaboration and increased dialogue between UN Agencies within the Joint Programmes has markedly improved UN support in these key thematic areas, where previously separate projects ran in parallel. To date, as reported by most of the UN participating agencies, the coherent approaches such as having a unified

²¹ UN One UN Annual Progress Report, 2009

²² Stocktaking Report, 2008

management structure for the Joint Programme have led to the reduction of duplication, increased advocacy and reduced transaction costs in certain areas.

301. There is considerable evidence throughout the documents and in discussions, where synergies among the Joint Programmes and PWGs contributed to mobilizing the agenda in support of upstream policy development. Successes under the Joint Programme for Gender Equality can be highlighted as a flagship development initiative in Albania in this area. Important policies and laws have been adopted under gender equality and domestic violence and a first public shelter for domestic violence victims has been established. Additionally, there a strong consensus that the gender profile has been raised in the country.
302. The DaO has raised the profile of gender equity in Albania where individual agencies could not do this alone. The Programme has provided a platform from the experience of the pilot countries. The model drawn from the other countries is now before the General Assembly. Gender, in the past, has been a thematic area where there has been considerable overlap. Now, under the DaO, coordination has been improved among agencies and across government. This major achievement is an example of the UN speaking as one programme, one voice and one fund.
303. The early indications from some Joint Programmes are rather encouraging, and JPs have been an enriching experience for participant agencies and partners:
 - a. One UN approaches offer cost-effective entry points for non- resident, specialist agencies to contribute to and assist in development needs and without adding fixed costs.
 - b. Joint Programmes enable teamwork and cross-fertilization of expertise and working culture among agencies at the field level.
 - c. Joint Programmes enable optimization of support services and result in administrative cost savings, and reduce overlapping activities.
304. Stakeholders recognize the potential of Joint Programmes to deliver better results for a clearly defined need or problem area in a sector, through simultaneous, multidimensional approach encompassing the comparative advantages of several UN Agencies. However, joint programmes are not a panacea for all situations. Their effectiveness lies in the existence of a solid business case, in which the benefits of synergy and complementarity are perceived in the programming stage. Joint programmes should emerge as a logical way of doing things together, and not become the ends themselves. Therefore, an over emphasis on joint programmes as a means to improved effectiveness may be erroneous and self defeating.
305. Also, joint programmes face the same challenges as other programmes in the reforms experience, including procedural rigidities and intransigence among line agencies as well as additional reporting requirements and rigid administrative procedures. Furthermore, it is too early to judge effectiveness of the joint programmes despite initial successes. Sustainability of initiatives in the nascent implementation stages is always at risk. For example, gender equality will need further support over the next period to complete and institutional its initial successes beyond policy development to more concrete capacity building.
306. The evaluators believe that the processes, systems and tools created under the One UN are designed towards a more effective delivery, and indeed have demonstrated their usefulness as planning and review mechanisms for the Programme. The DaO approach has formally joined agencies to work together in a structured as opposed to a best-efforts and informal manner of collaboration. The fact that Annual Work Plans, six-monthly and Annual reviews take place with the complete involvement of participating agencies is adequate proof of the utility of these arrangements. However, some of these tools- particularly the PWGs and Annual Reviews- are not being used to their full potential or in accordance with their intent. Detailed,

specific recommendations have been proposed toward improving the use of these well-thought tools that now characterize the One UN working processes.

307. The DaO has contributed to a new integrated way of doing business at country level. The establishment of the One UN Coherence Fund in late 2007 enables partners to channel their contributions to a single pooled fund. The process reduces overlapping human resource and expenditures through the UNCT and UNRCO management system. This has reduced individual agencies coming to the government and development partners with overlapping proposals, provides a clear channel of communication between the government and the UN system and enables the government to draw from a single budgetary framework with both the government and agencies assured that funds will be used for the highest priorities. For the government, the one Budgetary framework is seen as a transparent tool which helps link to national budgets and priorities. The government's involvement - through the JEC-in deciding financial allocations based on alignment with national priorities, is an unprecedented experience, and a direct result of the DaO pilot.
308. As the main planning and review mechanism for the Programme, PWGs are expected to operate as the main think tank and strategic decision making forum in programme delivery and formulation of budgets for their pillars. However, PWGs as presently established are not effective as a strategic guidance and planning forum for the programme. The challenges are a result of composition and decision-making authority for programming and fund allocations as well as the broad scope of programmes unlinked to national sector working groups and line ministries.
309. Notwithstanding the process issues that have taken a toll on programme implementation, the evaluation has concerns over the completion of outputs delivery against targets. The trend in delivery varies considerably across pillars, and has been consistently below 72% in the aggregate. The evaluators note that the shortfall in delivery is mostly due to a persistent funding gap in the programme, which does not get bridged significantly during the entire tenure. In this regard, the sharp increase in budgets for 2010 (USD 35 million compared to the average delivery of 17-19 million in earlier years) seems overambitious and unrealistic, both in terms of financial closure and human resource mobilization. The implications of this shortfall on the completion of planned/ budgeted activities and manifestation of results will need to be studied in detail in the outcome evaluation.
310. Based on current data, the programme will attain closure for 84.5 Mn in place of the US\$ 99 Mn rolled-forward budget. The planned delivery of USD 20 million in 2010 is already way short of the budgeted USD 35 million for the year. While some reasons, particularly external factors, can be held partly responsible, the possibility of an over-design cannot be overlooked. This draws concerns as to the rigour of the planning process, which has no doubt been complicated further by an extension of the programme with a fifth year of activities. More realistic programmes with smaller funding gaps are likely to use resources more effectively and focus the UN system further on the highest of the highest priorities backed by predictable financial resources. Specific recommendations have been made in this regard as well.
311. The effectiveness of the One UN as a multi-agency field organization unit under a UNRC/UNCT mutual accountability framework remains largely dependent on the Working Principles, which are more a covenant among willing individuals than official instruments. Due to this, it lacks the formal institutional authority, which is critical for effective leadership, delegation and control and accountability. This issue is beyond resolution at the country level.

4.1.3 EFFICIENCY

312. In terms of efficiency, the One UN pilot in Albania has come a long distance, due to the initiative and cooperation demonstrated by the UNCT and the OMT, and has demonstrated a readiness toward even higher level milestones with harmonized business practices, but remains restrained by the absence of matching reform measures at higher levels. The evaluators observe that all possible areas of efficiency increases have been considered, and a number of areas have been selected on the basis of clear evidence of gains from appropriate cost-benefits analyses. The OMT continues to search for efficiencies through the economies of scale and collective bargaining on behalf of all participating agencies.
313. The lack of accurate methodologies prevents an estimation of intangible or indirect benefits from some initiatives, but the aggregate potential for savings from the Common Services and the One UN House are estimated to be close to USD 700,000 per year. Unfortunately, nearly 90% of this is notional; most of it is tied to the One UN house, which remains a challenge due to the lack of capital funds for renovation and lack of clarity on procedures to implement it. Also, some agencies are unable to avail of the common services due to other existing agreements negotiated on a regional or global basis.²³
314. In this regard, the evaluators would like to show the entire savings potential from common services as **actualized** by the UN pilot, but simultaneously treated as an **impediment cost** (of the One UN process globally) of not implementing **headquarter reforms**. It is expected that other countries experimenting with common services and facing similar challenges would also have similar costs. The aggregate notional value from the eight pilots may well be in the region of a few million US dollars, all linked to common issues that would need to be settled through headquarters policies and procedures.
315. Common Services and Business Practices, while representing a big mind-set change within the UN system, are insignificant to be considered toward redeployment into programming. However, they demonstrate the intent of the UN to coordinate itself better internally and control costs to the extent possible through constant search for practical and commercially feasible improvements. The common services further allow for faster response and programme support.
316. On the other hand, there have been significant transaction cost reductions for external stakeholders in the One UN approach. The most tangible savings are in the administrative and support costs of agencies drawing from the Coherence Fund. The uniform 7% administrative and indirect costs for all agencies and the 1% charges for Administrative Agent are important indicators in harmonization and aid effectiveness, and pave the way forward for a common level of charges for all UN agencies, which currently deduct 7% to 13% of funds received for administrative costs. The Administrative Agent's 1% is a very important indication of the intent to reduce transaction costs. Based on the Coherence Fund's total corpus of USD 23 million, the AA has deducted USD 230,000 to cover for all the reporting for a four year period (assuming until 2010), i.e. an annualized amount of less than USD 60,000, which would be barely sufficient to cover the annual salary of a qualified finance manager in the UN system. Clearly, the AA uses at least two persons for administering the Coherence Fund. Furthermore, only 60% of the 1% AA fee stays with the UNDP country office as the rest goes to the HQ structure.
317. There is no evidence of reduction in transaction costs for the government from the harmonized business practices. However, the biggest potential for savings remains unexploited due to lack of readiness and certification of national financial systems to implement HACT modalities for procurement and funding contributions. At present, there is actually a higher cost as the UN undertakes procurements on the specific requests of government even in case

²³ Such as travel in case of WHO, and ICT procurements by UNDP/ UNICEF

of projects using a national execution mode, and the assumption is that the cost of equivalent staff resources in the government would be significantly lower, given that these would also be used for other donor funds. Assessments are being made for implementing HACT, and it is likely that acceptable arrangements would be in place in the next one or two years.

318. Unfortunately, this bigger ticket issue cannot be rushed with the short term objective of transaction cost reductions at the expense of the development of reliable and credible public procurement systems acceptable to development partners and international agencies which would ultimately lead to significant and sustainable reductions in transaction costs. However, the government of Albania has the political will to increase its use of national systems, and formats have been introduced in some ministries towards enhanced transparency. However, officials in some line ministries are hesitant to take on the responsibilities of procurement due to various reasons.
319. Some impediments that restrain the pilot for attaining its full potential can be resolved only at headquarters' level. The issues that are most important in this respect are: implementation of Management and Accountability Framework, availability of capital funds for common premises refurbishment and PPP guidelines, Methodology for harmonization of agency reporting cycles, and directions for a One Results reporting framework. There is optimism that by 2011, a number of these would have been resolved adequately.

4.1.4 SUSTAINABILITY

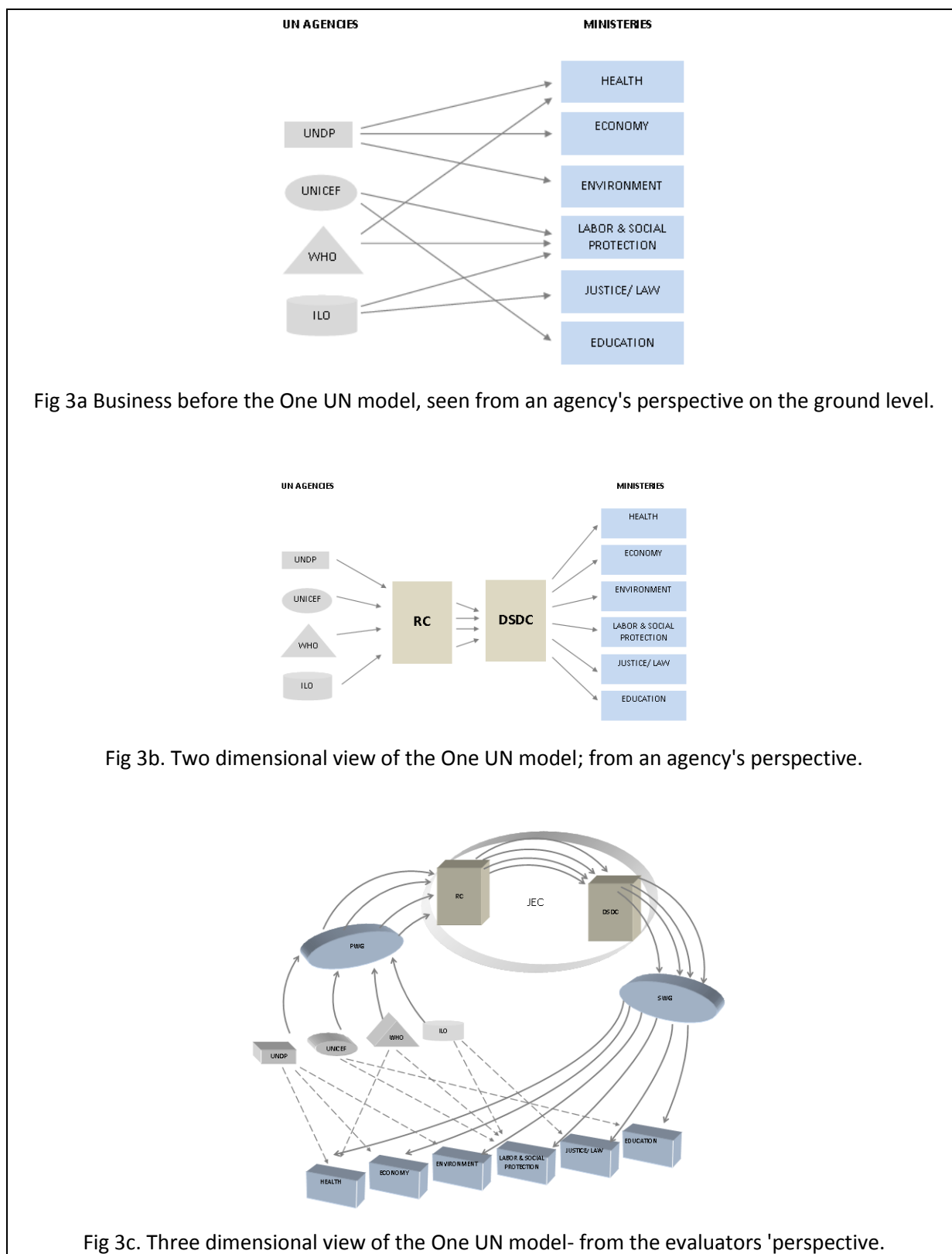
4.1.4.1 GOVERNMENT OWNERSHIP

320. Government's ownership of the programme is the first step to sustainability of development results. The Government has taken this step by acknowledging its commitment to sustaining the development path created by the Delivering as One Programme, stating, however, "We are now at half road. We have to make sure we can continue on this path and further build on what has been achieved." The government emphasized its ownership of national development and repeated that it was now driving development through the DAO institutional and management structure. There is broad agreement that government ownership has been increased at the highest levels of government, however there is less ownership and capacity in some line ministries. It was further stated that it is crucially important for the Secretary General to provide focused support and maintain the DAO high on the UN agenda so that gains made are not lost.
321. It is clear to the evaluation team that the UN programmes under the DaO are making significant contributions to Albania's social development and EU integration, however, several of the programmes that have been initiated will need further strengthening and time to become institutionalized in the government. The laws, policies and treaties that have been supported require further technical assistance and capacity building for implementation. And, most important, the government's contribution to its national programmes will need to reflect evidenced based priorities, identified through the LSMS and the DHS, to be addressed through development assistance, a concept which will increasingly be tested under the IPA assistance, which requires government co-financing as a pre requisite.
322. There will need to be strengthened linkages among strategies, annual plans and budgets with line ministries and development partners using the NSDI as the basis for funding and programme support. Further, a major component of the strategy will need to be strengthening the capacities of a government strategic coordinating mechanism to analyze programme documents and monitor implementation.

4.1.4.2 CONTINUED BUY-IN FOR THE DAO APPROACH

323. Although there is nearly a consensus on the value of the programme in theory, there is a dip in enthusiasm within parts of the UNCT since the inception period. Participating agencies indicate that for the program to be sustainable, major concessions will need to be made at headquarters level to harmonize reporting and business practices.
324. There is considerable support for the DAO model among many of the UNCT members; however concerns continue to be raised in regard to additional reporting workload and the inability to harmonize reporting requirements and timelines and headquarters' performance evaluation that does not recognize UN agency's contributions to the One U.N. Programme. In particular, performance evaluation criteria need to be revised for consistency with the Working Principles and Accountability Framework of the Delivering of One UN in Albania. Meanwhile, heads of UN agencies continue to be evaluated for their fund raising efforts for their own agencies.
325. The DaO document states that the Annual Work Plan of the DaO may, however, in the next planning cycle replace the CPAPs and equivalent operational plans and agreements of the participating agencies, subject to a decision by the participating agencies. Nearly all members were confident that there would be a single programme the next time, and that the DaO would be the only UN programme in Albania. There was also recognition that the next programme cycle would be easier from the process point of view as it would have learnt from the lessons in the first programme, and important programming issues, particularly the results and reporting indicators to be used for internal reporting and those of the DaO, could be addressed from a clean slate.
326. However, a few members were not absolutely certain of the structure and character of the next programme as they felt the current implementation mechanisms and processes did not represent the best way to Delivering as One. Key concerns remain: the reporting and coordination structure- which are seen as an unnecessary addition to former working arrangements; and the perceptions about the decision making processes concerning programme priorities and fund allocations.
327. For the evaluators, the most important observation was that even three years into delivery, these fundamental disagreements persist over the concept and structure. The biggest unresolved issue is: Why does Delivering as One" need to be "Being One UN"? , drawing attention to the fact that Delivering as One still means different things to different people, and that there continues to be a debate between emphasis on content delivery and structures for delivery and the linkages between the two.
328. While the meaning and characterization of the One UN is an issue that can be resolved through discussions and consensus building within the UNCT, the deeper challenge is one rooted in mindsets and concerns of organizational identity and autonomy, which definitely are going through an adjustment process under the DaO arrangement, not only in Albania. An interesting illustration of this mindset is shown in the schematic below, which reflects the perceptions going around. The three figures below are self explanatory and clearly bring out the distortions depending on the perspective of the viewers.

Fig 3 Perceptions of How DAO structure is different from the past



The figures are illustrative from the evaluators' perspective

329. This highlights a very important need for re-orientation at all levels of the UN system toward a new mindset in which the One UN arrangement is appreciated as a better and more effective structure for a field organization. The answers, at the country level, may well lie in a focused programme for the entire UNCT, in Change Management, Adaptation and dealing with Organizational Change, to be conducted by a professional, specialist agency, and including practical guidance sessions with UNDG resource persons.
330. Internal resistance if any to the Delivering as One approach is likely to get further marginalized, as over 90 countries will adapt to the new UNDAF guidelines, which draw significantly from the One UN pilots as a way of delivery. Even though reforms at the corporate level may appear to be slow from a country team perspective, the evaluators note that significant work is being done at all levels toward the reform agenda. The implementation plan for the M & A framework, the numerous guidance notes and papers released by DOCO, the stocktaking and review mechanisms for monitoring and learning from the experience of the pilots, all point to an irreversible trend in the UN reforms at the system wide level. The evaluators had the opportunity to peruse a number of documents in this regard, and express optimism that the self-starters will have more clearly established guidelines and formal guidance on a number of issues that pilots have had to deal with on their own.
331. Yet, it will be extremely important for the next programming cycle for all the agency heads to meet and brainstorm their views and air their concerns using a strategic retreat, so that there is a full buy-in for the next programme, based on shared understanding and appreciation of the different perspectives.
332. However, the probability and sustainability of long term benefits from the One UN approach will depend critically on four factors: a) the quality of inter-agency relationships in the UNCT and the effectiveness of the UNRC in cementing the team into a cohesive One UN team, supported by committed headquarters giving consistent messages to head of agencies and incentive mechanisms; b) the overall significance and role of the UN in a more developed Albania inching closer to its MDG goals, and increasingly oriented toward EU accession, which will impact the composition of the UN country presence itself; c) political will of the government and co-financing of priorities; and d) headquarters support.
333. The One UN should be prepared to be even more selective in its offerings and sharper in its balance of '**strategic inclusiveness**' of agencies. This will once again bring into focus the institutional arrangements, particularly the formal authority and leadership of the RC in leading the UNCT and taking tough decisions amidst funding scarcities. In some cases, agencies may find it easier than others to mobilize resources directly, outside the principles of the Coherence Fund, which will be the eventual test of sustainability of the One UN pilot, as it would eventually depend on the government to choose funding modalities to meet its funding priorities.
334. The acid test would be when combinations of line ministries and agencies find viable bilateral or thematic/ earmarked funding options to deliver some of the government's priorities, which cannot be passed through the Coherence Fund modalities. This will be the case in EC supported programmes which are expected to be the biggest source of development support in Albania in the future. Therefore, the sustainability of the One UN Coherence Fund also critically depends on the UN successfully striking a global arrangement with the EU for a donor trust fund arrangement for One UN pilots. So far, this has remained elusive, and it remains to be seen how Albania's access to EU's IPA assistance can be made available to a One UN type structure with its funding structures.

4.1.4.3 THE FUTURE ROLE AND RELEVANCE OF THE UN IN ALBANIA

335. Two external elements are critical with regard to long term sustainability of the One UN approach. The first is financial sustainability from a development partnership angle, particularly the challenges of resource mobilization in the light of Albania's development profile; the second is the influence and increasing role of the EU in Albania's development agenda under the SAA and future instruments, which call for a redefinition and repositioning of the UN's role and comparative advantage as a development partner. Both are major developments which should inform the UN system in its strategy for Albania.
336. The evaluation recognizes the EU dimension as being one of the most important to be considered in the next programme cycles. With the increasing role of the EC in Albania, the UN needs to sharply redefine its relevance and comparative advantage focusing on the social dimensions of the development agenda which represents the value added contribution of the UN, but could have increasing overlaps with EU accession requirements of Albania. In addressing the priorities of the EU accession agenda, social dimensions will become increasingly important for the UN to address, and the government recognizes the UN comparative advantage in this respect. Future programming must strike the right balance in responding to these diverse needs.
337. The sustainability of the UN presence in Albania will have to be based on the principle of **“Delivering More with Less”**. In this regard, the evaluation notices that due importance has been given by the UNCT to review the future role and contribution. The evaluation found the UN Albania Capacity Assessment Workshop to be an excellent illustration of the UNCT's approach to assessing, identifying and articulating its role and contribution in Albania in 5-10 years, which would serve to increase both its relevance and effectiveness. The SWOT analysis of the UN confirm the issues and concerns which this evaluation has identified independently (the evaluation had the opportunity to study the Workshop outputs only after the field mission), and are being reproduced below. The UNCT considers that the areas in which the UN can make the most significant and unique contribution in the next 5-10 years are :
- Strengthening government systems (civil service stability, information/ data, etc.) and evidence based policy
 - Democratic governance (including local governance and strengthening civil society)
 - Social Inclusion (including adherence to international agreements Albania has signed on relevant issues)
 - Environment (including climate change)
338. In each of these areas, the UN's most valuable contributions are likely to come from policy advice, technical assistance, and advocacy which are indications of a more upstream orientation. This will require the UN system in Albania to provide increased policy advice with a declining focus on programme and project management. In order to have the greatest impact on objectives, UN appropriate interventions have been identified: technical assistance and training will be most important for strengthening government systems, democratic governance and environment; while the greatest impact on social inclusion and reducing informality will come from providing policy advice; and research work would be needed to underpin the technical assistance and policy advice in all areas.
339. The evaluation commends the UNCT for undertaking such an elaborate and forward-looking exercise, which demonstrates sincere commitment toward sharpening the UN's comparative advantage. However, implementing this directional shift will be difficult and particularly painful for some actors, based on a collective understanding that capacities would need to be re-focused in some areas more than in others. A follow-up exercise in 2010 closely linked to the

next programme would be very useful to build on this earlier assessment of capacities to align the UN contribution to national priorities.

4.1.4.4 FINANCIAL SUSTAINABILITY:

340. While it represents only 6% of the country's ODA, the UN has an important and strategic role in Albania's development. During the past few years, delivery levels from the UN system have been at USD 15-20 million annually, of which core resources have been in the area of USD 2 million. Reduced levels of donor support, resulting from Albania's mid-income status, will also exert pressure within the system toward tighter prioritization under the DaO while remaining responsive to the most important needs of Albania as expressed by the Government, in keeping with the UN's normative rights-based approaches toward MDGs and human rights. As a result, the principles of strategic inclusiveness of agencies will get further tested as some agencies will no longer have a major role in the next few programme cycles.
341. The funding modalities of EU supported programmes present another important angle to the sustainability of the One UN approach in the light of increasing alignment of its work programmes around the EU accession agenda. Even though the EU has made its first, unprecedented, contribution to the One UN Coherence Fund, there may be a risk of not receiving further allocations in the near future, for reasons beyond resolution at the country level.
342. However, the EU funding modalities easily allow funding earmarked to specific UN agencies, under technical cooperation arrangements with Albania, which will increasingly be the source of pre-accession support. While this assures the UN system of a continued work agenda, it vitiates the principles of the Coherence Fund, and presents a challenge to the financial sustainability of the Coherence Fund, which is the glue at the centre of Delivering as One.
343. In these conditions, the Coherence Fund is a critical requirement for the effectiveness of the DAO approach. The positive experience with the Coherence Fund and JEC functioning, as well as the imminent policies for bilateral funding adjusting to Albania's development status should encourage donors to collaborate more and pool contributions into the Coherence Fund, and engage with the One UN programme through existent groups, such as the Friends of One UN. The Coherence Fund should be seen as donor support and appreciation of the DAO principle and alignment with the Paris Declaration principles, and not merely a substitution of existing bilateral funding instruments.
344. Lack of adequate support to the Coherence Fund and a diminishing corpus could pose a major risk to the sustainability of the One UN programme, particularly to the funding of thematic areas that fall more under the normative framework of the UN. Future resource mobilization for the Coherence Fund must factor in the strategies and **financing arrangements of bilateral donors at country level** for a future One UN programme. Likewise, donors' country strategies and programmes must analyze and consider the case for a continued support to the One UN initiative in Albania, given the unfinished development agenda, despite the country's graduation on income levels.

4.1.4.5 PARTNER PERCEPTIONS OF THE DAO'S IMPROVEMENTS

345. The government counterparts indicated that they have experienced a number of improvements and benefits from the DaO. Firstly, there is an increased level of government ownership, reflected in the design as well as the governance mechanisms, particularly the terms of reference of the GMC and the fund allocation mechanisms of the JEC, which have placed the government in the driver seat. Secondly, the DaO has been seen as better aligned

and complying with national priorities of Albania, and responds directly to those priorities in which the government and the UN agencies jointly identified a comparative advantage and avoidance of duplication and overlap with other external assistance interventions. For instance, there has been an increased emphasis on gender equality, youth employment, food and nutrition and social inclusion, which has also made it easier for line ministries to take an increased role. Further, it has enabled a shift from UN agencies responding to individual ad-hoc requests from line ministries, to a more strategic programme linked to the national development outcomes and indicators.

346. Thirdly, the DaO Programme represents a very large part of the UN system's activities in Albania, and has simplified the government's engagement with the UN. At the same time, the strategic inclusiveness of agencies was determined in accordance with government's identified priorities and gaps that could be filled by specific agencies based on their mandates and specializations. Fourthly, the DaO programme has facilitated improved coordination among line ministries through the useful and transparent mechanisms and tools - the One Programme/Fund/ Budgetary Framework, and the JEC mechanisms, which contribute to improved understanding of the overall resource allocations and linkages to national budget and priorities. Government counterparts emphasized the vitality and usefulness of the strengthened UN RC in leading and coordinating the UN system in Albania, and the positive changes they have experienced in their engagement with the UN under the DaO.
347. Donors have also had a positive experience with the DaO and have appreciated the progress achieved in putting together and implementing the programme in an unexplored landscape. It must be stated that this achievement is also to be credited to country officers in donor agencies who have advocated support at headquarters for the DaO pilot, particularly toward the successful installation and operation of the Coherence Fund, which is a significant departure from traditional arrangements.
348. However, given the graduation of Albania into a mid-income country and progress toward EU candidature, a readjustment of donor strategies and allocations for Albania are inevitable, which will necessitate a more involved dialogue among government, UN and donor country offices, to develop appropriate strategies for continued support for the One UN programme. There is recognition that the development agenda is still incomplete despite Albania's increased GDP. In this regard, donors would look forward to the UN's increased attention to the normative agenda in accordance with its mandates, disparities, human rights, social inclusion as a strong advocate and voice at policy level while supporting and complementing the EU accession agenda. At the same time, donors also emphasize that the One UN system should not end up being merely a facilitator in the EU accession process
349. Donors have emphasized the need for improved linkages between the UN programme mechanisms and the existent national mechanisms such as the Sector Working Groups, and for strengthening national capacities where necessary, through a more proactive role of the programme's structures and implementation mechanisms. Also, donors would welcome interventions that build capacities for the greater involvement of other non-government stakeholders in setting national priorities which would enhance the overall country ownership of the development agenda, and effectiveness of interventions.

4.2 CONCLUSIONS

350. The following conclusions are based on the analysis and respond to the questions specified in the TORs.

4.2.1 RESPONSIVENESS TO NEEDS AND PRIORITIES OF THE COUNTRY (RELEVANCE)

- The extent to which the DaO reflect increased prioritization in response to national priorities in areas where UN has demonstrable advisory expertise and comparative advantage
 - Fits within Government efforts of harmonizing external assistance and Paris Declaration
 - Reflects an increased focus around coordinated approaches in support of EU accession
 - The DAO and its operational processes and mechanisms add value and have potential for replication
351. The evaluation finds the DAO pilot in Albania to be highly relevant and responsive to the needs and priorities of Albania as they related to the thrust of the programme and intervention logic. The programme is designed in accordance with the principles of harmonization as embraced by the Paris Declaration and in accordance with the objectives of the system wide UN reform in making the combined UN presence in the country work with unity of purpose, coherence in management, and efficiency on the field.
352. The evaluation finds that UN presence and composition in the country programme has been developed under a principle of **strategic inclusiveness**, with the inclusion of agencies based on national priorities and the specific expertise and comparative advantages of UN agencies. Agency inclusion has also been based on the need to ensure adequate funding across priorities.
353. The evaluation team noted that the programme design incorporates a number of interventions supporting Albania's needs derived from the EU accession requirements, which is Albania's top development priority. Interventions have been specifically focused on law and policies addressing specific EU directives under the *acquis communautaire* in support of Albania's qualification as a pre-accession candidate. One could argue that "EU accession" implicates on Albania's development but its purpose is approximation (of Albania to EU's legal system) and not "(sustainable human) development" of the welfare of the people of Albania per se. Whether the EU accession process can be turned into a benefit for sustainable and equitable human development in Albania depends on how Albania manages the process, and for this purpose the Government seems to see value in the support and advice of the UN.
354. The areas identified for UN assistance, drawing from the UNDAF 2006 - 2010, were found to be based on the UN system's comparative advantage in the areas of economic governance, social policy, pro-poor development and combine the UN's normative framework towards rights-based development, including the attainment of MDGs. The major thrust of UN's work remains in policy advisory and technical assistance, although direct implementation continues to be necessary.
355. The Delivering as One approach and its attendant mechanisms are found relevant and appropriate to the national context to enable more effective delivery of UN system's activities in accordance with the Aid Effectiveness principles and system reform objectives. Furthermore, the mechanisms have the potential under the right circumstances-to add value from the combined implementation of the One Programme, One Leader, One Fund and One House, including One Voice. From a design perspective, attention has been given to each of these elements. However, there remain some residual concerns in a few parts of the UNCT on the

linkages and distinctions between content and processes and on the representativeness of articulated national priorities, which should be addressed in the next programme cycle.

4.2.2 IMPLEMENTATION OF BETTER PROCESSES TOWARDS DEVELOPMENT OUTCOMES (EFFECTIVENESS)

- Adherence to the Strategic intent planned reform outputs, goal and purpose of the DAO
 - Improved synergies effectiveness and coherence and reduced duplication and fragmentation
 - Gender and cross cutting issues have been upheld and incorporated in the programme
 - Advocacy for national application of international norms...
 - Achievement and non achievement of Ones? Challenges and constraints
 - Coherence fund allocations based on priorities and past performance
356. The evaluation finds that the Delivering as One UN pilot in Albania has come a significant distance in terms of implementing the necessary structures to deliver on the principles as well as operating the programme with little deviation from the agreed principles. The programme has been delivered amidst huge uncertainty, lack of clarity and prior experience in this area, and with constraints beyond resolution at the country level. *The pilot has flown its course mainly on the force of self-propulsion, and without a clear corporate flight plan.*
357. The evaluation team noted that the programme implementation strategy includes and builds on the prescribed structures and mechanisms characterizing the One UN approach, and there have been good reactions across stakeholders as to the usefulness and value of the approach. However, the programme has not reached its full potential at this early implementation stage. A few weaknesses outside its control await resolution from various parts of the UN system to improve effectiveness.
358. There is a clear demonstration of improved programming, joint implementation and monitoring of programmes, reduced duplication and fragmentation in external relationships, although more could be done to reduce duplication of work and reporting processes, contingent on head quarters approval. More importantly, the evaluation finds that the DaO has brought UN agencies together in a structured as opposed to a best-efforts and informal manner. The programme has enabled a perceptible increase in the profile of gender, using the synergistic approach of the programme, both in the effectiveness of joint delivery, joint advocacy and stakeholder engagement.
359. It was assessed that the DAO pilot has successfully initiated the One Programme and One Budget/Fund elements, while the One Leader and One House/ Common Services, although fully operational and demonstrating benefits, have not yet attained the necessary institutional authority to realize their full potential and benefits. Despite due efforts, the implementation of these remains outside the control of the UN team in Albania. However, these gaps have not led to any major impediments in the operation of the pilot as such, nor have they been challenged on issues of inter-se institutional authority and jurisdiction among participating agencies and the RC system.
360. The evaluation finds that the structures and procedures for the One Budget/ One Fund have been achieved successfully and operate transparently, and with great levels of satisfaction for most actors involved. Features like common reporting, reduced administrative charges, and administrative aspects of the Coherence Fund find considerable acceptance and support from development partners, agencies and government. The evaluation team assess that the Coherence Fund has been successfully installed and the JEC follows transparent processes and clear guidelines and uses a principle of consensus in making allocations, which has prevailed in all the meetings. The mechanisms provided under the JEC as well as the UNRC/UNCT Working principles are adequate and should be used to address residual or emerging concerns, if any, on processes and allocations.

4.2.3 REDUCTION OF TRANSACTION COSTS FOR THE COUNTRY (EFFICIENCY)

- Extent to which Operated with unity in purpose, coherence in management and efficiency in operations
- Reduced transaction costs in predefined areas and improved efficiency in management of resources
- New tools and mechanisms developed and used, how affected business processes? Enabling and hindering factors
- Partners perceiving the UN as operating differently?

361. The evaluation finds that there have been tangible benefits from the implementation of Common Services, although these are far below their potential, in the absence of a UN House, and implementation of big-ticket items like ICT harmonization, Human Resources, Procurement and HACT operationalisation. In the absence of methodologies for transaction cost reduction, estimation of actual benefits in terms of process reduction still elude quantification, even though there is considerable agreement on the presence of benefits from the new arrangements. However, it was noted that there are demonstrable savings for development partners- transaction costs as well as reduced administration and reporting, while for government, improved coordination and a comprehensive view of the UN presence, resources and support are tangible benefits.

362. The new tools and processes have demonstrated their usefulness, but presently add to the processes rather than reduce them due to multiple reporting requirements and rigidities inside the individual agencies and lack of a uniform policy/direction from headquarters. However, most of these constraints are likely to be resolved by 2011, and head quarters actions though slow are in the positive direction toward reduction of process duplication for pilots. Not all constraints are external, and the process of change has individual as well as institutional aspects, which need to be addressed through appropriate change management interventions.

363. Overall, the One UN pilot has been received very positively by partner stakeholders- government ministries and agencies, counterpart line ministries, donors and some sections of civil society as well. There is greater awareness and better understanding of the UN system's broad and deep expertise, which enable a better identification and matching of needs and priorities, and the UN's neutrality, support of Albania's goals in respect of EU accession, advocacy on gender issues, as well as improved coordination with counterparts, have been the most memorable indicators of the improved response of the One UN to Albania's priorities.

4.2.4 PROBABILITY OF LONG TERM BENEFITS OF CONTINUING THE APPROACH OVER TIME (SUSTAINABILITY)

- Consistence with partner priorities and effective demand ,supported by government and national institutions
- Extent DAO affected government leadership and ownership of UN work in country
- Governance structure appropriate and characterized by effective management...
- Challenges to sustainability from donor strategies, EU accession and internal strategic dialogue?

364. The evaluation finds that the One UN approach has found strong foundation in Albania by way of its initial experience, and has the complete support and continued leadership by the government, which augur well for its structural continuity. The growing interest in One UN approaches by number of countries, and the increasing attention of headquarters, indicate an overall increase and acceleration of the reform process in the future.

365. In Albania, the government, at the highest levels, has demonstrated strong ownership and leadership of the One UN pilot, and expects continued support of the UN in progressing towards its highest objective of EU accession and to have a compliant market and social policy framework. The governance mechanisms of the programme ensure the continued engagement and leadership of the initiative and the government has lived up to its commitment through active participation and guidance.

366. However, Government ownership needs to translate into financial allocations for its priorities, in the wake of reducing external assistance due to Albania's middle-income status. This necessitates greater attention to national capacity development, which hold the key to attainment and sustainability of development.

367. Meanwhile the evaluation team notes that the UN needs to adapt to the dynamic of change in Albania and sharpen its relevance and comparative advantage in the face of reducing donor support for Albania, an increasing EU-accession driven agenda and find the balance between complementarities and overlaps in addressing Albania's economic and social policy challenges while not losing sight of its normative agenda and attention to human development goals particularly social inclusion and rights of the minorities. In doing so, the One UN must learn to **Deliver More with Less.**

5 RECOMMENDATIONS

368. The findings and conclusions of this evaluation have resulted in a number of recommendations which could assist the One UN in the next programme cycle, for which preparations shall begin shortly. These recommendations are being made with due respect to the UNCT, government agencies and other stakeholders, all of whom have made a commendable effort in ensuring the One UN pilot had a successful maiden 'take off' and are based on the limited knowledge of the realities of the pilot during the short period of this evaluation. The evaluators do not wish to be prescriptive and the recommendations are to be seen as useful directions flowing from the findings of the evaluators, which need to be considered in more detail by the UNCT for practical implementation.
369. The findings and conclusions of this evaluation have resulted in a number of recommendations, which have been divided into six groups: i) Programme Formulation; ii) Implementation arrangements; iii) Results Matrix and Budgetary Framework; iv) Resource Mobilization and Allocations; v) Performance Appraisals; and vi) Decisions to be implemented at Higher levels. These are summarized below and details can be studied in the Recommendations section.

370. Programme Formulation

- Sharpen needs assessments and UN interventions based on evolving EC assistance (IPA) to ensure that the UN work complements the EU accession support without much overlaps.
 - Focus on more upstream policy advisory and less programme management, based on expertise in: Strengthening government and evidence based policy; Democratic governance; Social Inclusion; Reducing informality and Environment.
 - The new UNDAF structure should be based on a programme and sector approach with activities clustered under a large number of sub outcomes, which correspond to and can be readily linked to agencies' reporting: line items, budgets and resources.
 - Develop realistic programmes with manageable funding gaps
- Responsibility: UNCT in consultation with GoA, DSDC and SWGs**

371. Arrangements for implementation

- Convene a facilitated strategic planning retreat among key stakeholders including Government, donors and civil society to steer the process and channel energies towards a coherent strategic framework for second phase building on experience and evaluations carried out.
 - Use the established informal and formal mechanisms within UNCT/RC (heads of agency level) to air issues of concern in spirit of the collegial approach
 - Undertake structured programmes to address Change Management Issues and Capacity Development and mobilize budget support
 - Revisit composition of UNCT based on strategic inclusiveness principles, and also based on minimum threshold of co-financing of proposed programme activities by participants
- Responsibility: RC in consultation with the UNCT, GoA and development partners**

372. Integrated Results Matrix and Budgetary Framework

- Revised Results and Budgetary Framework tools should allow tracking past history, deviations from previous plans and remediation/contingency measures

- A budget under the M & E system be included to develop national capacities (a small team of national consultants or diaspora that could eventually be absorbed into the DSDC or line ministries and funded by government).

Responsibility: Heads of PWGs and UNCT

373. Functioning of Sector working groups and PWGs

- SWG need to be strengthened by GoA and regularly convene to serve as a coordination mechanism for sector dialogue.
- PWGs should adopt a more strategic guidance role aligned with government's sector working groups in line with terms of reference instead of compilation and information sharing forum and possibility of having smaller sub groups for coordination at substantive level considered
- Redefine nomenclatures and cluster results/activities under a few broad UNDAF Outcomes (pillars), with longer lists of sub outcomes and outputs which are clustered more homogeneously based on agency and ministry substantive work planning
- Results Monitoring Portfolio Analysis should be used rigorously; review mechanisms should be more robust at result level, with contingency and action plans to adapt to variations

Responsibility: GoA, UNCT

374. Resource Mobilization, Allocation and Reporting

- Pre JEC meetings should take stock of agency-wise, result-wise performance, and also overall composition of delivery, funding gaps and dependencies on coherence fund, using the Portfolio Analysis and recommended additional analyses
- Coherence Fund allocations should take into account the relative size of delivery, proportion of funding gaps, and levels of dependency on Coherence Fund of pillars and agencies
- JEC allocation criteria should be amended to include additional criteria and also review overall balance of allocations based on national priorities, and full year funding of activities as far as possible
- As much as possible, allocation requests should represent full year funding linked to the Results Matrix. While allocations can be for annual amounts, disbursements can still be made at half year point so that there is control as well as flexibility in case of slippages.
- It is critical that donors continue supporting UN initiatives, particularly with social and normative issues through un-earmarked, multi-annual funding linked to national priorities despite Albania's transition into a middle income country.
- The opportunity for Government co-financing should be explored, particularly for higher priority result areas and themes having large funding gaps.
- Increasing use of national public procurement and financial systems should be made with concrete guidance by GoA on how to better align with national systems, and UN and other donors should harmonize disbursement procedures as well as seize opportunities for simplified reporting and joint evaluations as per Paris principles.

Responsibility: RC, UNCT, GoA, Donors/Friends of the One UN

375. Performance Appraisals in DaO environments

- Develop new performance evaluation and reward systems among all agencies participating in Delivering as One, recognizing the special conditions of working in DaO pilots, including participation in appraisals by UNRC/ UNCT.
- Provide incentives for individuals by giving additional points in resumes for experience in pilot countries (will get equalized with time) in competitive selection.
- In DaO pilots, evaluation of performance of agency heads should include fund raising on behalf of programme or pillar as a performance criterion instead of fund raising for the agency

Responsibility: UN Agencies' Headquarters with support of the SG

376. Implementation of Reforms at higher levels

- Expedite UNDG decision on Directives for One Results Report in 2011 for all DaO pilots
- Expedite decisions on Common Services and Harmonization of Business Practices:
 - Uniform CRC review limits for all agencies in country
 - Guidelines on Public Private Partnerships on capital investment to be fast tracked.
- Expedite Management and Accountability Framework Implementation Plan (clear authority in line with responsibilities and accountability for the RC and UNCT)
- To facilitate common administration and inter-agency mobility of UN staff, the possibility of a harmonized UN performance appraisal system could be explored by UN HQ.

Responsibility: UN Agencies' Headquarters with support of the SG

6 LESSONS LEARNT

377. The experience of the One UN pilot in Albania brings out a number of important lessons in respect to system wide reforms of the UN. Many of these experiences have been shared at important forums, the most recent being at Kigali, and there is an increasing volume of documentation on the One UN pilots. The on-going evaluations in a number of pilots will serve as another collective in this repository. This evaluation would like to enumerate a few issues that warrant careful consideration on part of countries that are enthusiastic about joining the One UN bandwagon.
378. **Lesson 1. Commitment of the UN Country Teams/HQ and Government and donors are the most critical pre-requisites for DaO pilots.** Notwithstanding the key role of headquarters in the major decisions on launch and operationalisation of UN pilots, the most important drivers of success in pilots are local: the level of individual commitment and collective resolve in the UNCT, key counterparts in government, as well as the country officers of a number of donor agencies in the country. In Albania, the government has demonstrated leadership and ownership at the highest levels. And, as a first-mover in the system, the Albania One UN pilot has had to attain its flight largely on the *force of self-propulsion* and *without a clear corporate flight-plan*.
379. **Lesson 2. Delivering as One UN still means different things to different people.** While there is increasing acceptance of the principle of Delivering as One, there continues to be debate on the appropriate structure, form and features of the One UN organization as a field unit. The popular argument is that **Delivering as One** is not about **Being One UN**, and the distinction is to be found in terms of results and impacts as opposed to forms and structures. While it is correct that results are elementary to processes, the fundamental principles of organizational behaviour confirm the effectiveness of processes, structures and controls in engendering outcomes. Structures- formal or informal- bring clarity and discipline to the Delivering as One UN principle, and make agencies more accountable to each other, instead of a **best-efforts** approach. This is an important distinction between pilots and non pilots.
380. **Lesson 3. The Ones are interdependent and any Cherry-picking among the Ones undermine the DaO principle.** The whole is much more than the sum of its parts, and the five Ones together represent a force much stronger in unison than when applied individually, given the strong inter linkages among the Ones. While country specific contexts may vary, it is still better to have standard structures and formats characterizing the One UN, in order to feed into a uniform reform process across the global UN system. Creating nationally –determined versions of One UN structures can create several mutations of the One UN concept, and result in complicating the system-wide structure of the UN. Therefore, countries wanting to adopt the One UN model should be discouraged from cherry-picking among the Ones, and implement all the Ones collectively and simultaneously.
381. **Lesson 4. A DaO approach enjoins a major shift in mindsets- individual as well as institutional.** Change management is the most important aspect of implementing the One UN approach, and involves constant renewing and readjustments on part of individuals as well as institutions, during the initial phases marked by uncertainty, lack of guidance and fear of loss and failure- to achieve or adapt to the new dispensation. The commitment to the One UN model must be accompanied by a rigorous and methodical change management process with specialist guidance.

382. **Lesson 5. In absence of eased corporate requirements and incentive mechanisms -Pilots impose costs on the individual without matching rewards.** While there are several new challenges and additional pressures in implementing One UN pilots, there are few corporate rewards to be enjoyed. Performance assessments criteria do not recognize the additional responsibilities and pressures faced by staff in One UN pilots, due to the process intensity, additional work load and sheer inertia within the system. On the contrary, performance appraisals can even turn adverse, as adherence to One UN principles such as joint resource mobilization does not always imply raising resources for individual agencies. Also, work experience in a UN pilot does not necessarily improve career prospects across the system, given that there are only eight pilots amidst 143 country offices and the corporate demand for such experience is yet to manifest on a larger scale. Under these conditions, working in UN pilots can be a risk and add to the resistance to change, in the absence of appropriate corporate recognition and incentive mechanisms. This runs counter to the progressive intent of reforms.
383. **Lesson 6. DaO does not imply a bigger UN.** In countries that are graduating to higher levels on the development classification indices, reducing external aid flows could necessitate country programmes that are smaller in scale and a gradually reducing UN-wide representation. This would reduce the significance of benefits from some Ones, such as Common services and UN House, which emanate from economies of size and scale. At the same time, there will be a greater need for synergy and coordination in making the smaller UN presence even more effective and strategic. One UN pilots in mid-income countries will have to learn to **Deliver More (effectively) with Less (resources)**.
384. **Lesson 7. DaO models are not 'reversible experiments'.** Theoretically, 'pilots' could be treated as experimental projects having end points and allowing for failures and exit options. However, One UN pilots are not entirely 'reversible' once their structures and processes are endorsed by the host countries and put into implementation. Therefore, the One UN as a model cannot be easily overturned as a reform concept and completely reverted to pre-pilot situations. The fact that several countries are embarking on self-starters embracing the One UN concept, makes it even more 'irreversible'. Therefore, commitment and accountability for pilots must flow unconditionally at the highest level, instead of waiting for a global verdict on the model itself, based on the experiences of the eight pilots. The verdict itself can be biased given that many implementation bottlenecks in the One UN model relate to head-quarters level decisions, which have not allowed pilots to test their full potential.
385. **Lesson 8. Accountability and Responsibility warrant matching levels of Authority and Enforcement.** Leadership effectiveness depends on the presence of not only clearly assigned accountability and responsibility but also clearly defined and delegated authority, and appropriate mechanisms for enforcement of management and accountability frameworks. The RC, an institution that represents a major shift in the organization of the UN system, does not yet have appropriate delegated authority to fulfil its responsibility as the leader of the UNCT. Without due empowerment of the RC and UNCT under the management and accountability framework, the field organization of the UN system will remain frail, with individuals having to 'hustle and charm' rather than draw firm on their institutional authority.
386. **Lesson 9. Individuals will still make the difference.** Despite all structures and mechanisms, which are essential for the effectiveness of the One UN model, individuals will still make the big difference in implementing One UN environments. Pilots would benefit from UNCT members and RCs having experience in more than one part of the UN system, strong leadership traits and interpersonal skills, and demonstrating team spirit. Given the compulsion to work together more than in non-pilot situations, the involvement of the RC and UNCT in preliminary short listing of new members or replacements could make a difference toward building cohesive teams in One UN pilot countries.

7 ANNEXES

7.1 ANNEX 1: PROGRAMME VARIATIONS AS UPDATED ONE UN BUDGETARY FRAMEWORK BY RESULTS

(USD million)

One UN Budgetary Framework by Results	2007			TOTAL	2008			TOTAL	2009			TOTAL
	Regular	Other			Regular	Other			Regular	Other		
	C	R/P	U		C	R/P	U		C	R/P	U	
OUTCOME 1: GOVERNANCE												
Original Programme Doc.	1.78	2.25	0.92	4.96	1.17	2.54	4.87	8.58	0.96	0.97	4.55	6.48
Version C, Dec 2008	1.66	1.77	0	3.42	1.12	7.25	0.1	8.47	0.71	5.97	2.81	9.49
Version E, Sept 2009	1.64	1.58	0	3.21	0.94	3.37	0	4.3	0.71	7.01	0.52	8.24
Final Version F, Feb 2010	1.63	1.57	0	3.20	0.93	3.19	0	4.12	0.65	5.21	0	5.85
OUTCOME 2: PARTICIPATION												
Original Programme Doc.	0.15	0.58	0.2	0.93	0.27	0.59	1.40	2.25	0.21	0.37	1.30	1.88
Version C, Dec 2008	0.12	0.74	0	0.86	0.62	0.82	0.04	1.47	0.53	0.66	1.62	2.82
Version E, Sept 2009	0.1	0.68	0	0.77	0.43	0.73	0	1.18	0.7	1.31	0.21	2.22
Version F, Feb 2010	0.1	0.69	0	0.78	0.46	0.73	0	1.19	0.75	1.00	0	1.75
OUTCOME 3: BASIC SERVICES												
Original Programme Doc.	0.94	4.04	0.57	5.55	0.78	1.50	2.12	4.40	0.72	0.77	2.97	4.46
Version C, Dec 2008	0.65	2.99	0	3.63	0.72	5.28	0	6	0.59	2.31	2.46	5.36
Version E, Sept 2009	0.65	2.97	0	3.62	0.66	4.84	0	5.5	0.58	3.93	2.54	7.04
Version F, Feb 2010	0.62	2.97	0	3.58	0.66	4.84	0	5.5	0.54	4.01	0	4.55
OUTCOME 4: REGIONAL DEVELOPMENT												
Original Programme Doc.	0.32	2.52	0	2.84	0.46	3.05	0.99	4.49	0.43	2.26	1.50	4.19
Version C, Dec 2008	0.32	2.47	0	2.79	0.52	1.63	0.1	2.25	0.73	5.49	0.39	6.61

Version E, Sept 2009	0.30	2.62	0	2.92	0.24	0.79	0	1.04	0.66	2.35	0	3.01
Version F, Feb 2010	0.32	3.17	0	3.49	0.23	1.59	0	1.81	0.56	2.18	0	2.73
OUTCOME 5: ENVIRONMENT												
Original Programme Doc.	0.09	1.15	0.02	1.28	0.15	2.87	2.11	5.13	0.31	1.44	2.38	4.10
Version C, Dec 2008	0.12	1.09	0	1.21	0.11	3.59	0.13	3.82	0.23	3.19	2.32	5.74
Version E, Sept 2009	0.11	0.99	0	1.11	0.14	2.03	0	2.17	0.21	2.53	0.91	3.65
Version F, Feb 2010	0.05	0.77	0	0.82	0.12	1.94	0	2.06	0.13	2.73	0	2.86
TOTAL OF OUTCOMES												
Original Programme Doc.	3.29	10.55	1.71	15.55	2.82	10.54	11.49	24.86	2.63	5.81	12.66	21.10
Version C, Dec 2008	2.87	9.05	0	11.91	3.08	18.56	0.36	22.01	2.79	17.63	9.61	30.03
Version E, Sept 2009	2.80	8.84	0	11.63	2.41	11.76	0	14.16	2.86	17.13	4.17	24.16
Version F, Feb 2010	2.71	9.16	0	11.87	2.40	12.28	0	14.68	2.62	15.13	0	17.75

Source: One UN Budgetary Framework by Results – Initial & Versions C, E, F

This table shows that planning variance remains high even in subsequent revisions.

7.2 ANNEX 2: PILLAR-WISE VARIANCE FUNDING / COMPLETION (2008 AND 2009) (USD MILLION)

Year	Pillar 1 Governance	Pillar 2 Participation	Pillar 3 Basic Services	Pillar 4 Regional Development	Pillar 5 Environment	Total Of All Pillars
2008						
2008 : Original Programme Document						
Total Funds Targeted	8.58	2.25	4.4	4.5	5.13	24.87
Core resources	1.17	0.27	0.78	0.46	0.15	2.83
Pledged/non core	2.54	0.59	1.50	3.05	2.87	10.55
Funding Gap	4.87	1.40	2.12	0.99	2.11	11.49
2008 : Revised Annual Work Plan						
Total Funds Targeted	10.39	2.39	7.06	2.33	2.93	25.13
Core resources	1.01	0.64	0.74	0.52	0.14	3.06
Pledged/non core	7.65	0.57	4.82	1.70	2.2	16.94
Funding Gap (% of total prog delivery)	1.73(17%)	1.18(49%)	1.49 (21%)	0.11(4.7%)	0.62 (21%)	5.13 (20%)
<i>Gap expected from Coherence Funds</i>	<i>1.44</i>	<i>0.18</i>	<i>0.74</i>	<i>0.11</i>	<i>0.1</i>	2.57
<i>Gap expected from Other Funds</i>	<i>0.29</i>	<i>1.00</i>	<i>0.75</i>	<i>0</i>	<i>0.52</i>	2.56
2008 : Actual Delivery						
Total Funds Received	4.12	1.19	5.5	1.82	2.06	14.69
Core resources	0.93	0.46	0.66	0.23	0.12	2.40
Funds Received	3.19	0.73	4.84	1.59	1.94	12.29
<i>– Recd from Coherence Funds</i>	<i>1.67</i>	<i>0.38</i>	<i>1.53</i>	<i>0.1</i>	<i>0.03</i>	3.71
<i>– Recd from Other Funds</i>	<i>1.52</i>	<i>0.35</i>	<i>3.31</i>	<i>1.49</i>	<i>1.91</i>	8.58
Shortfall (Total) vs. Original Prog.	4.46 (52%)	1.06 (47%)	-1.1	2.68 (60%)	3.07 (60%)	10.18 (41%)
Shortfall (Total) vs. Revised Work Plan	6.27 (60%)	1.2 (50%)	1.56 (22%)	0.51 (22%)	0.87 (30%)	10.44 (42%)
Coherence Fund Actuals vs. Revised Work Plan	116%	211%	207%	91%	30%	144%
Other Funds Actuals vs. Revised Work Plan	19.14%	22.29%	59.43%	87.65%	70.22%	44.00%
2009						
2009 : Original Programme Document						
Total Funds Targeted	6.48	1.88	4.46	4.19	4.10	21.10
Core resources	0.96	0.21	0.72	0.43	0.31	2.63
Pledged/non core	0.97	0.37	0.77	2.26	1.44	5.81
Funding Gap	4.55	1.30	2.97	1.5	2.35	12.67
2009 : Revised Annual Work Plan						
Total Funds Received	12.48	2.99	7.04	4.81	6.43	33.75

Core resources	0.58	0.68	0.57	0.78	0.21	2.81
Pledged/non core	9.56	1.39	3.83	3.54	4.96	23.28
Funding Gap (% of total prog delivery)	2.35 (19%)	0.93 (31%)	2.64 (37%)	0.5 (10%)	1.27 (20%)	7.67
<i>Gap expected from Coherence Funds</i>	<i>0.93</i>	<i>0.18</i>	<i>1.65</i>	<i>0.14</i>	<i>1.25</i>	4.13
<i>Gap expected from Other Funds</i>	<i>1.42</i>	<i>0.75</i>	<i>0.99</i>	<i>0.36</i>	<i>0.02</i>	3.54
2009 : Actual Delivery						
Total Funds Received	5.86	1.75	4.55	2.74	2.86	17.75
Core resources	0.65	0.75	0.54	0.56	0.13	2.62
Funds Received	5.21	1.00	4.01	2.18	2.73	15.13
<i>– Recd from Coherence Funds</i>	<i>3.35</i>	<i>1.3</i>	<i>2</i>	<i>0.07</i>	<i>0.46</i>	<i>7.18</i>
<i>– Recd from Other Funds</i>	<i>1.86</i>	<i>-0.3</i>	<i>2.01</i>	<i>2.11</i>	<i>2.27</i>	<i>7.95</i>
Shortfall (Total) vs. Original Prog.	0.62 (10%)	0.13 (7%)	-0.09	1.45 (35%)	1.24 (30%)	3.35 (16%)
Shortfall (Total) vs. Revised Work Plan	6.62 (53%)	1.24 (41%)	2.49 (35%)	2.07 (43%)	3.57 (56%)	16 (47%)
Coherence Fund Actuals vs. Revised Work Plan	360%	722%	121%	50%	37%	174%
Other Funds Actuals vs. Revised Work Plan	16.9%	-	41.7%	54.1%	45.6%	29.6%

Source: One UN Budgetary Framework by Results – Initial & Versions F; AWP 2008 and 2009

7.3 ANNEX 3: TARGETED / ACTUAL FUNDING BY SOURCE (COHERENCE FUNDS) USD MILLION

	Delivery		Core Resources		Pledged/Non-Core (Other than coherence funds)		Coherence Fund	
	Forecast	Realized	Forecast	Realized	Forecast [@]	Realized [*]	T Forecast	Realized
2008 & 2009								
Total	58.89	32.44	5.87	5.02	46.32	16.53	6.7	10.89
Governance	22.87	9.98	1.59	1.58	13.7	2.13	2.37	5.02
Participation	5.38	2.94	1.32	1.21	3.84	0.91	0.36	1.68
Basic Services	14.1	10.05	1.31	1.2	10.39	5.32	2.39	3.53
Regional Development	7.14	4.56	1.3	0.79	5.47	2.74	0.25	0.17
Environment	9.39	4.92	0.35	0.25	12.92	5.43	1.35	0.49
2008								
Total	25.13	14.69	3.06	2.40	19.5	8.58	2.57	3.71
Governance	10.39	4.12	1.01	0.93	2.72	0.27	1.44	1.67
Participation	2.39	1.19	0.64	0.46	1.7	1.21	0.18	0.38
Basic Services	7.06	5.5	0.74	0.66	5.57	3.31	0.74	1.53
Regional Development	2.33	1.82	0.52	0.23	1.57	0.63	0.11	0.10

Environment	2.96	2.06	0.14	0.12	7.94	3.16	0.10	0.03
2009								
Total	33.76	17.75	2.81	2.62	26.82	7.95	4.13	7.18
Governance	12.48	5.86	0.58	0.65	10.98	1.86	0.93	3.35
Participation	2.99	1.75	0.68	0.75	2.14	-0.3 [^]	0.18	1.30
Basic Services	7.04	4.55	0.57	0.54	4.82	2.01	1.65	2.00
Regional Development	4.81	2.74	0.78	0.56	3.9	2.11	0.14	0.07
Environment	6.43	2.86	0.21	0.13	4.98	2.27	1.25	0.46

Note:

@ This has been calculated as Pledged Resources + Total Funding Gap – Gap expected from Coherence Funds (as per the revised annual work plans). For e.g. in 2008 Total; 19.5 = 16.94 +5.13-2.57

* This has been calculated as Pledged Resources received – Funds received from the Coherence Fund. For e.g. in 2008 total; 8.58=12.29-3.71

^ The minus sign reflects the coherence funds allocated but not consumed

Source: One UN Budgetary Framework by Results – Initial & Versions F; One UN Annual Report

7.4 ANNEX 4: ALLOCATIONS TO GAPS FROM COHERENCE FUND (USD MILLION)

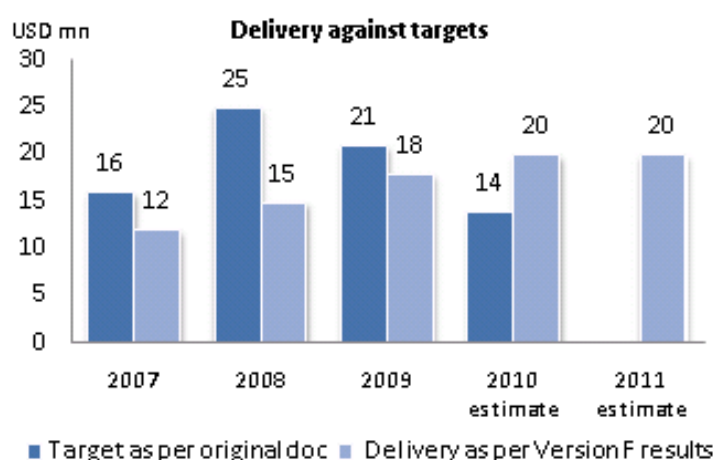
	Col 1	Col 2	Col 3	Col 4	Col 5	Col 6	Col 7	Col 8	Col 9	Col 10	Col 11
One Un Programme Pillars	Programme		Funding Gap			Expected From Coherence Fund			Allocations To Gaps From Coherence Fund		
	Program Value	% of Program	Total Prog Gap	% of total gap	% of Program Value *	Total Funds Expected	% of total funds expected	Dependency Level (share of total gap)	Total	% of Prog Gap covered	% of Coherence funds expected
					Col 3 / Col 1			Col 6/Col 3		Col 9 / Col 3	Col 9/ Col 6
2008 & 2009 - as per their Revised Annual Work Plans											
Governance	22.88	39%	4.08	32%	18%	2.37	35%	58%	5.02	123%	212%
Participation	5.38	9%	2.11	16%	39%	0.36	5%	17%	1.68	80%	467%
Basic Services	14.1	24%	4.13	32%	29%	2.39	36%	58%	3.53	85%	148%
Regional Development	7.14	12%	0.61	5%	9%	0.25	4%	41%	0.17	28%	68%
Environment	9.39	16%	1.89	15%	20%	1.35	20%	71%	0.49	26%	36%
Total	58.89	100%	12.80	100%	22%	6.70	100%	52%	10.89	85%	163%
2008 - as per Revised Annual Work Plan											
Governance	10.39	41%	1.73	34%	17%	1.44	56%	83%	1.67	97%	116%
Participation	2.39	10%	1.18	23%	49%	0.18	7%	15%	0.38	32%	211%
Basic Services	7.06	28%	1.49	29%	21%	0.74	29%	50%	1.53	103%	207%
Regional Development	2.33	9%	0.11	2%	5%	0.11	4%	100%	0.10	91%	91%
Environment	2.96	12%	0.62	12%	21%	0.10	4%	16%	0.03	5%	30%
Total	25.13	100%	5.13	100%	20%	2.57	100%	50%	3.71	72%	144%
For - 2009 as per Revised Annual Work Plan											
Governance	12.49	37%	2.35	31%	19%	0.93	23%	40%	3.35	143%	360%
Participation	2.99	9%	0.93	12%	31%	0.18	4%	19%	1.3	140%	722%
Basic Services	7.04	21%	2.64	34%	38%	1.65	40%	63%	2	76%	121%
Regional Development	4.81	14%	0.5	7%	10%	0.14	3%	28%	0.07	14%	50%

Environment	6.43	19%	1.27	17%	20%	1.25	30%	98%	0.46	36%	37%
Total	33.76	100%	7.67	100%	23%	4.13	100%	54%	7.18	94%	174%
For – 2010 as per Revised Annual Work Plan											
Governance	12.8	37%	4.28	42%	33%	3.44	41%	80%	-		
Participation	2.78	8%	0.63	6%	23%	0.62	7%	98%	-		
Basic Services	6.99	20%	2.21	22%	32%	1.76	21%	80%	-		
Regional Development	5.72	16%	0.6	6%	10%	0.5	6%	83%	-		
Environment	6.77	19%	2.47	24%	36%	2.17	26%	88%	-		
Total	35.05	100%	10.19	100%	29%	8.48	100%	83%	-		

**demonstrates the extent of design gap*

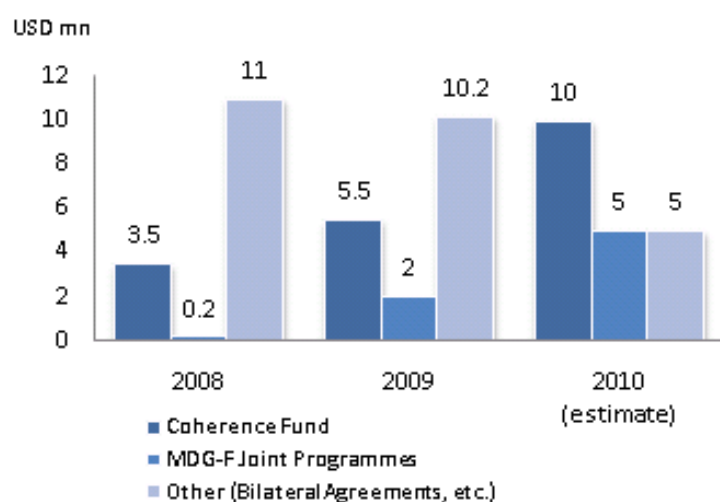
Source: One UN Budgetary Framework by Results – Initial & Versions F; One UN Annual Report

7.5 ANNEX 5: OVERALL RESOURCES BY PILLAR OVER ENTIRE PERIOD (2007-2011)



One UN Programme (2007-2011)	
Pillars	
Governance	USD 30m
Participation	USD 9m
Basic Services	USD 26m
Regional Development	USD 17m
Environment	USD 17m
Total	USD 99 m

7.6 ANNEX 6 FUNDING SOURCES OF ONE UN PROGRAMME (IN USD MILLION)



One UN Programme Pillars	Past allocations to Gaps from Coherence Fund by pillar
Governance	USD 5,321,947
Participation	USD 1,678,017
Basic Services	USD 3,725,018
Regional Development	USD 171,100
Environment	USD 489,400
Total	USD 11,385,482

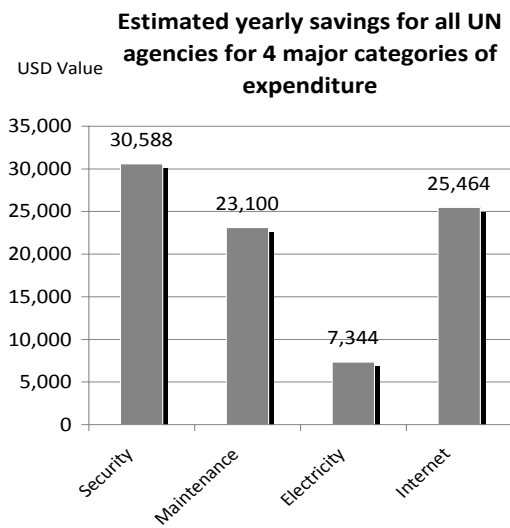
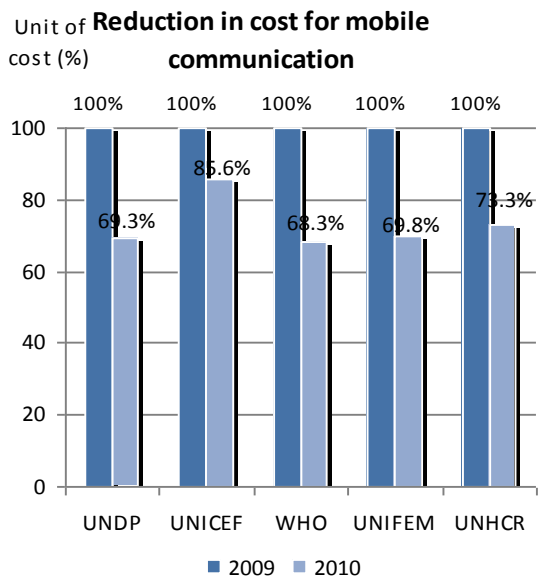
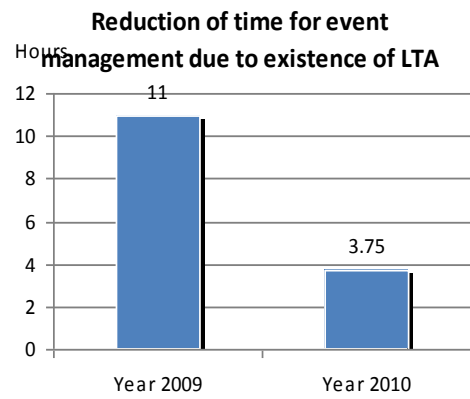
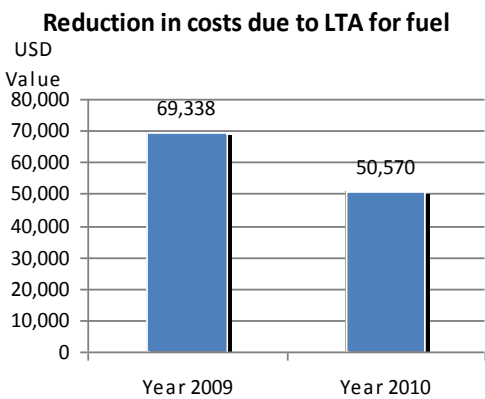
7.7 ANNEX 7: COHERENCE FUND ALLOCATIONS PER AGENCY TO DATE

Agency	Allocations
FAO	USD 69,300
UNDP	USD 4,957,832
UNEP	USD 129,400
UNESCO	USD 189,750
UNFPA	USD 2,048,841
UNICEF	USD 2,403,039
UNIDO	USD 215,000
UNIFEM	USD 950,220
WHO	USD 350,000
UNRCO (Flood Emergency)	USD 72,100
Total	USD 11,385,482

7.8 ANNEX 8: ONE UN PROGRAMME DELIVERY BY AGENCY

Agency	2007	2008	2009	Total 2007-2009
FAO	0	53,358	405,022	458,380
IFAD	0	0	31,500	31,500
ILO	256,512	338,728	761,576	1,356,816
UNAIDS	116,328	88,023	76,400	280,751
UNDP	6,882,848	5,406,283	7,091,126	19,380,257
UNEP	45,000	80,000	75,500	200,500
UNESCO	430,201	1,042,411	640,582	2,113,194
UNFPA	664,120	802,994	1,752,700	3,219,814
UNHCR	290,000	300,000	256,830	846,830
UNICEF	2,310,100	5,070,840	3,484,800	10,865,740
UNIDO	0	50,000	18,397	68,397
UNIFEM	148,850	327,378	587,798	1,064,026
UNV	0	213,066	375,884	588,950
WHO	730,000	910,000	2,190,000	3,830,000
Total	11,873,959	14,683,081	17,748,115	44,305,156

7.9 ANNEX 9: SAVINGS FROM COMMON SERVICES



7.10 ANNEX 10: JOINT PROGRAMME ON GENDER EQUALITY

MDG Goals Addressed:

MDG 3: Promote gender equality and empower women

MDG 9: Improve governance for all citizens and especially for most disadvantaged groups

Implementing agencies: UNIFEM (lead); UNDP, UNFPA, UNICEF

National partners: Ministry of Labour, Social Affairs and Equal Opportunities; as well as Ministry of Health, Institute of Public Health; Ministry of Education; INSTAT; central government institutions at the regional level; local governments and civil society.

Budget: USD US\$ 4.5 million, funded from core resources and the UN Coherence Fund
Originally planned as USD 3,86 million, of which 2,8 million was unfunded

Project results:

- Linkages to other interventions: The gender portfolio was previously managed by UNDP, which had several interventions in the sector of gender rights and domestic violence. The gender agenda however only became a national priority at the time of formulation of the NSDI, which coincided with the time of formulation of the One UN Programme. UNIFEM was invited to Albania and took over part of the gender work previously delivered by UNDP. The JP developed a coordinated approach and advocacy agenda.
- UN system reforms: The coordination between UNIFEM and the other agencies has been good. UNIFEM's authority in the area of gender is clearly recognized by all participating agencies and coordination has been generally smooth, although time demanding. UNIFEM has seen its portfolio and authority increase dramatically, also due to better accessibility to the highest policymaking levels thanks to involvement of UNRC as an advocate for the gender issues both within the One UN as well as with government and national counterparts. There have been clear gains in terms of reduced transactions costs. However, there are still clear costs in terms of coordinating and reporting time and efforts. Furthermore, despite this being a joint programme, it still preserves characteristics of joint programming alone – i.e. objectives and activities are planned and discussed among agencies, but activities are separate and delivered separately by each agency.
- Alignment with national priorities: gender is clearly one of the foremost crosscutting priorities of the Government of Albania. The joint programme has aligned its objectives and activities with the objectives of the national strategies and already achieved clear results in several areas, namely the adoption of the gender quota in the electoral law; better participation of women in policymaking and gender responsive policymaking, improvements in the regulatory and institutional framework against domestic violence; etc. according to the DSDC 2008 progress report on external assistance harmonization, *"The most significant support [...] in the gender equality area... is provided through a joint three-year programme of UN agencies on gender equality with the contribution of the Netherlands. The outcomes of this programme are expected to improve public sector response to women's needs and priorities at the local level; women participating in the accountability processes which impact the advancement of gender equality; improved coordination of external support to government and civil society in advancing gender equality."*
- Government ownership: The government of Albania is clearly committed to gender issues and has been responsive in terms of the incorporation of the gender perspective in the legal and policy framework. However, the implementation phase has not been duly supported so far; as state budget constraints led to a lack of budgeted funds on gender related issues for 2010.
- Joint advocacy: The development of a joint communication and advocacy strategy has been recognized as one of the crucial success factors for the gender joint programme by all stakeholders. UN values and standards in the field of gender were advocated for in a coherent manner, which not only supported the achievement of the programme objectives, but also brought about a general recognition of UN as the most prominent international partner in gender issues in Albania.
- Sustainability: The policy component of the joint programme on gender has been relatively more successful; although good progress has been made also in areas of capacity building for

implementation; introduction of gender responsive tools and policies at the central and local level, etc. The MOLSAEO reports that the performance of the gender equity strategy developed by the Joint Programme on Gender Equity reflects a decrease in gender trafficking as a result of the network on anti-trafficking. Now there are many networks on different issues rather than different networks on the same issue.

- Some elements of the gender agenda have been pushed forward by the EU accession requirements, however coordinated efforts and technical assistance for the successful implementation are crucial for sustainability. It is likely that the government will continue to need support from international partners in the gender area following the completion of the joint programme, especially as regards capacity building at the central and local level. This is clearly an area for the UN to continue working on in the medium term. The programme has been funded through the Coherence Fund; however it also managed to mobilize extra financing in the amount of USD 900,000 from the Dutch Government, which came as an earmarked fund through the Coherence Fund. If the programme continues to be successful, it will be able to present a strong case for fundraising in the next UN programme cycle.

7.11 ANNEX 11: JOINT PROGRAMMES CULTURE AND DEVELOPMENT

MDG Goals addressed:

MDG# 1(Eradicate extreme poverty and hunger; MDG# 3 (Promote Gender Equality and Empower Women); MDG# 7 (Ensure Environmental Sustainability); MDG# 8 (Develop a Global Partnership for Development); and MDG# 9 (Strengthening Good Governance)

Implementing agencies: UNESCO (Lead); UNDP;

National Partners: MOCTYS (lead), and 15 other regional/ national institutions and agencies;

Budget: USD 3.2 million; funded by Spain; MDG Achievement Fund.

Field Observations:

The evaluation team had the opportunity to discuss the programme with both partners, and also to undertake a field visit to the town of Berat, a UNESCO certified World Heritage Site, which is one of the locations for the Programme's activities. Besides interacting with the city authorities (local partners) and other beneficiaries (artisans), the team also visited facilities supported by UN agencies under this and other related programmes.

Results from the project:

- Linkages to other interventions: The Programme has been preceded by other UNDP interventions in the sector, with related themes, besides policy and strategy advisory support. Post World Heritage recognition of the sites, maintenance, promotion and marketing are the focus areas. Training on skills, sustainable environment development, business incubation, are areas identified to build on current activities.
- UN system Reforms: Overall, the coordination between UNESCO and UNDP has been good. Transaction cost reductions: a common Programme Coordinator was recruited, instead of two. Vehicles are shared by more than one JP. Joint implementation has a mystique: forges appreciation and closer relationships across agencies, and enables cross-fertilization of ideas and practices. However, Delivering as One has a cost for those delivering it: line agencies have not simplified reporting, given the non-harmonized structures and reporting formats/ requirements of participating agencies, while the donor has its own reporting formats adhered to by the programme. *Delivering as One but Reporting as Many...*
- Alignment with national priorities: Tourism is one among NSDI's 33 sector strategies and has been identified as having the potential of a driving force for Albania's economic growth. Linkage to local community development through tourism revenues is strong, given the unique cultural potential of Albania. The Programme supports the objective by strengthening Albania's attractiveness as a key culture tourism destination in the region. However, a definitive assessment of the long term development results has not been made, and several infrastructure bottlenecks remain to be resolved to increase the capacity to handle international tourists with paying capacity.
- Government ownership: The Ministry initially provided office premises, but the Programme eventually hired its own premises. Four changes of minister in 2 years, lack of continuity for the programme. The unforeseen costs of renovating and upgrading National History Museum in Tirana will need to come from Government. Besides capacity development and technical assistance, UN/ Joint programme financially supported many elements at local level. Government needs to capitalize on tourism and heritage assets through appropriate gate fees and other charges. Trend of continued and isolated requests for financial assistance despite Tourism identified as an engine of development.
- Completion of activities: As of end 2009, USD 1,26 million or 66% of the first allotment of funds of USD 1,93 million had been spent (or 39% of the total budget). Unanticipated developments which have financial implications may lead to delays unless government puts in a contribution of USD 2 million. The donor shall not support extensions of the programme nor a repeat/follow on programme. Sustainability and continuity

depend on government and UN agencies developing further interventions to build on the base developed by the Programme.

Illustration of First three columns of UNDAF Results Matrix

Outcomes	Indicators, Baseline, Targets	Means of Verification
Outcome X: Government meets environmental requirements of EU accession process Agencies contributing to the outcome: UNEP, UNDP, UNIDO, ...		
Output X.1. MoE has greater capacity to raise the profile of environment in ...		
Output X.2. Legal and regulatory mechanisms and fiscal incentives in place ...		
Output X.3...		

Each **output should correspond to a single project ID**- whether executed by a single agency or jointly by two or more agencies, with an agreed division of labour, and have a full costing associated with it, and be directly inputted in the Annual Work Plans for each implementing agency, along with its own agreed target results and indicators.

The comprehensive list of outputs (illustratively called a Master List) would be a common template for all agencies, and will enable a direct link to every activity of every agency to the Outcome, over the entire duration of a programme, and also facilitate aggregation/ disaggregation of costs, outputs and results.

Because all participating agencies will be involved in their drafting, issues of terminology and nomenclature can be avoided or minimized in the next Programme Cycle. Furthermore, this level of detailing is already recommended in the new UNDAF guidelines²⁴.

Illustration: Master List corresponding to UNDAF Results Matrix for one year's work plan.

	Implementing Agencies	Total Cost	Core Resources	Pledged noncore funds	Gaps
Outcome:	Government meets environmental requirements of EU accession process and multilateral environment.				
	Output X.1. MoE has greater capacity to raise the profile of environment in national policies and improves mainstreaming of environment and biodiversity into NSDI and sector strategies				
Project X.1.1: Drafting of Environment Policy EU directive	Total	2,000,000	200,000	800,000	1,000,000
	UNIDO	1,200,000	-	300,000	900,000
	UNDP	800,000	200,000	500,000	100,000
Project X.1.2: Vehicular Pollution Monitoring	Total	500,000	300,000		200,000
	UNDP	500,000	300,000		200,000
Output X.1	Grand Total	2,500,000	500,000	800,000	1,200,000

The Annual Work Plans for each Pillar would be based on this Master list of Projects and Activities, Implementing agencies, and multi-year budgets broken down by agency. These would feed into the

²⁴ Section 6.3.3 Develop and UNDAF Results Matrix, of 'How to Prepare an UNDAF: Part (I) Guidelines for UN Country Teams.

Agencies' annual work plans to be submitted to headquarters and line ministries. Activity descriptions and results in these projects can be very specifically defined by the agency concerned, using the terminologies and nomenclatures normally for line ministries, as well as for intra-agency reporting. This will avoid the duplication and different clustering of results and activities for the One UN programme, which is an issue in the current programme, particularly for some pillars like Basic Services.

Furthermore, the Annual Work Plans should also contain the past history of implementation and funds drawn by each agency under each project/activity, so that any prioritization of activities and fund allocations can be based on a more informed discussions and still ensure an overall balance toward the attainment of the common and collective Outcome.

Illustration: Agency-level Multiyear Work Plans, to be used for ministries and line reporting

	Implementing Agencies	Total Cost	Core Resources	Pledged noncore funds	Gaps
Outcome X	Government meets environmental requirements of EU accession process and multilateral environment.				
	Output X.1. MoE has greater capacity to raise the profile of environment in national policies and improves mainstreaming of environment and biodiversity into NSDI and sector strategies				
		Total Cost	Core Resources	Pledged	Gaps
Project X.1.1: Drafting of Environment Policy corresponding to EU directive ABC...	Total	2,000,000	200,000	800,000	1,000,000
	UNDP activity: Technical assistance	800,000	200,000	500,000	100,000
	2008 (plan)	200,000	50,000	100,000	50,000
	2008 (actual)	125,000* <small>note1</small>	50,000	75,000	(75,000)
	2009 (plan)	400,000 + (75000)	100,000	200,000	175,000
Project X.1.2: Vehicular Pollution Monitoring	Total	500,000	300,000		200,000
	UNDP activity: Technical Study in 12 zones	500,000	300,000		200,000
Output X.1	Grand Total	2,500,000	500,000	800,000	1,200,000
	UNDP	1,300,000	500,000	500,000	300,000
	Output X.4				
	UNDP				
Output X.4	Grand Total				
	UNDP				

Note 1: The shortfall in delivery of USD 75000 was due to delayed release of funds. The incomplete actions will now be taken up in 2009 for which the allocations have been adjusted accordingly in the workplan for 2009.

7.13 ANNEX 13: OUTCOME WISE DELIVERY AGAINST TARGETS

DaO Outcomes and	2007					2008					2009				
	Regular	Other		TOTAL		Regular	Other		TOTAL		Regular	Other		TOTAL	
	Core	Received / Pledged Non-core funds	Unfunded			Core	Received / Pledged Non-core funds	Unfunded			Core	Received / Pledged Non-core funds	Unfunded		
OUTCOME 1 GOVERNANCE															
Outcome 1.1. Ntl. institutions and public sector able to respond to the requirements of the EU accession process, including implementation of the IPS															
Attained	563,535	118,718	0	682,253		626,187	1,535,635	0	2,161,822		480,764	2,980,058	0	3,460,822	
As per Original UN Programme	616,000	431,440	232,000	1,279,440	53%	831,000	440,000	1,512,000	2,783,000	78%	720,000	100,000	1,540,000	2,360,000	147%
As per Annual Work Plan	0	0	0			733,000	2,859,603	698,256	4,290,859	50%	430,643	4,318,088	1,440,000	6,188,731	56%
Outcome 1.2. Government policies and practices necessary to promote social inclusion and reduction of regional disparities are strengthened															
Attained	151,924	455,282	0	607,206		111,802	324,372	0	436,174		108,600	379,957	0	488,557	
As per Original UN Programme	242,300	532,782	60,000	835,082	73%	119,800	105,000	960,000	1,184,800	37%	119,800	105,000	706,560	931,360	52%
As per Annual Work Plan	0	0	0	0		84,000	554,030	218,250	856,280	51%	46,800	798,230	40,000	885,030	55%
Outcome 1.3. Government adopts economic policy, regulatory & institutional frameworks that promote pro-poor growth, socially inclusive legal & economic empowerment															

	2007			TOTAL		2008			TOTAL		2009			TOTAL	
	Regular	Other				Regular	Other				Regular	Other			
DaO Outcomes and	Core	Received / Pledged Non-core funds	Unfunded			Core	Received / Pledged Non-core funds	Unfunded			Core	Received / Pledged Non-core funds	Unfunded		
Attained	919,034	993,481	0	1,912,515		195,976	1,330,769	0	1,526,745		56,721	1,848,338	0	1,905,059	
As per Original UN Programme	926,175	1,290,750	630,000	2,846,925	67%	215,000	1,995,957	2,400,000	4,610,957	33%	120,000	765,080	2,300,000	3,185,080	60%
As per Annual Work Plan	0	0	0	0		195,000	4,233,328	814,000	5,242,328	29%	101,003	4,444,830	865,000	5,410,833	35%
GOVERNANCE - TOTAL OF ALL OUTCOMES															
Totals per column/year	1,634,493	1,567,481	0	3,201,974		933,965	3,190,776	0	4,124,741		646,085	5,208,353	0	5,854,438	
As per Original UN Programme	1,784,475	2,254,972	922,000	4,961,447	65%	1,165,800	2,540,957	4,872,000	8,578,757	48%	959,800	970,080	4,546,560	6,476,440	90%
As per Annual Work Plan				0		1012000	7646961	1730506	10,389,467	40%	578446	9,561,148	2345000	12,484,594	47%

OUTCOME 2: PARTICIPATION															
OUTCOME 2.1 Civil Society better able to participate in public debate & advocate for state-citizen accountability.															
Attained	74,905	484,352	0	559,257	82%	411,623	688,494	0	1,100,118		541,118	706,196	0	1,247,314	
As per Original UN Programme	123,110	382,500	177,250	682,860		195,110	586,000	1,124,750	1,905,860	58%	160,110	366,000	1,036,030	1,562,140	80%
As per Annual Work Plan	0	0	0	0		542,800	549,373	995,500	2,087,673	53%	452,434	1,008,361	820,000	2,280,795	55%
OUTCOME 2.2: Institutions and Forums in place to support people's participation and empowerment to take active part in policy formulation and decision-making.															
Attained	23,863	201,721	0	225,584		48,186	39,810	0	87,996		204,664	296,283	0	500,947	
As per Original UN Programme	28,850	201,721	20,000	250,571	90%	74,000	0	272,500	346,500	25%	54,000	0	261,780	315,780	159%
As per Annual Work Plan	0	0	0	0		102,000	18,500	180,500	301,000	29%	222,622	379,768	107,832	710,222	71%
PARTICIPATION - TOTAL OF ALL OUTCOMES															
Totals per column/year	98,768	686,073	0	784,841		459,809	728,304	0	1,188,114		745,782	1,002,479	0	1,748,261	
As per Original Doc	151,960	584,221	197,250	933,431	84%	269,110	586,000	1,397,250	2,252,360	53%	214,110	366,000	1,297,810	1,877,920	93%
As per Annual Work Plan				0		644,800	567,873	1176000	2,388,673	50%	675,056	1,388,129	927,832	2,991,017	58%

	2007					2008					2009				
	Regular	Other		TOTAL		Regular	Other		TOTAL		Regular	Other		TOTAL	
DaO Outcomes and	Core	Received/ Pledged Non-core funds	Unfunded		Core	Received/ Pledged Non-core funds	Unfunded		Core	Received/ Pledged Non-core funds	Unfunded				
OUTCOME 3: BASIC SERVICES															
Outcome 3.1. Government is able to provide quality affordable primary health care at all levels.															
Attained	482,184	715,000	0	1,197,184		507,383	1,440,246	0	1,947,629		429,937	2,133,263	0	2,563,200	
As per Original UN Programme	666,780	730,000	272,000	1,668,780	72%	608,380	520,000	845,000	1,973,380	99%	611,380	670,000	990,000	2,271,380	113%
As per Annual Work Plan	0	0	0	0		514,000	1,758,240	301,000	2,573,240	76%	460,705	2,148,955	1,357,000	3,966,660	65%
Outcome 3.2: Institutional framework for education in place that promotes inclusive education for all children															
Attained	78,915	805,232	0	884,147		40,935	1,414,242	0	1,455,177		49,500	390,500	0	440,000	
As per Original UN Programme	213,460	828,122	110,000	1,151,582	77%	48,460	167,000	411,900	627,360	232%	48,460	97,000	602,500	747,960	59%
As per Annual Work Plan	0	0	0	0		118,000	1,144,600	250,000	1,512,600	96%	49,500	336,500	365,000	751,000	59%
Outcome 3.3. Government adopts policies, regulatory and institutional frameworks that promote provision of integrated quality services, with special emphasis on strengthening the social protection system															
Attained	53,934	1,448,000	0	1,501,934		110,056	1,984,000	0	2,094,056		56,000	1,489,805	0	1,545,805	

	2007					2008					2009				
	Regular	Other		TOTAL		Regular	Other		TOTAL		Regular	Other		TOTAL	
DaO Outcomes and	Core	Received/ Pledged Non-core funds	Unfunded			Core	Received/ Pledged Non-core funds	Unfunded			Core	Received/ Pledged Non-core funds	Unfunded		
As per Original UN Programme	59,350	2,480,000	191,200	2,730,550	55%	125,220	810,000	864,000	1,799,220	116%	60,220	0	1,380,000	1,440,220	107%
As per Annual Work Plan	0	0	0	0		110,000	1,921,000	943,000	2,974,000	70%	56,000	1,348,922	913,000	2,317,922	67%
BASIC SERVICES - TOTAL OF ALL OUTCOMES															
Totals per column/year	615,033	2,968,232	0	3,583,265		658,374	4,838,489	0	5,496,863		535,437	4,013,568	0	4,549,005	
Totals per year		3,583,265		3,583,265			5,496,863		5,496,863			4,549,005		4,549,005	
As per Original Doc	939,590	4,038,122	573,200	5,550,912	65%	782,060	1,497,000	2,120,900	4,399,960	125%	720,060	767,000	2,972,500	4,459,560	102%
As per Annual Work Plan				0		742,000	4,823,840	1494000	7,059,840	78%	566,205	3,834,377	2,635,000	7,035,582	65%

DaO Outcomes and	2007					2008					2009				
	Regular	Other		TOTAL		Regular	Other		TOTAL		Regular	Other		TOTAL	
	Core	Received/ Pledged Non-core funds	Unfunded			Core	Received/ Pledged Non-core funds	Unfunded			Core	Received/ Pledged Non-core funds	Unfunded		
OUTCOME 4: REGIONAL DEVELOPMENT															
OUTCOME 4.1: A national strategy on Regional Development, with linkages to sector strategies, the NSDI and the MTBP, is adopted and implemented aiming at promotion of social inclusion and reduction of regional disparities															
Attained	319,747	3,018,273	0	3,338,020		173,092	1,425,943	0	1,599,035		292,500	1,646,166	0	1,938,666	
As per Original UN Program	323,820	2,520,450	0	2,844,270	117%	215,870	2,068,000	891,500	3,175,370	50%	65,000	1,483,780	1,400,000	2,948,780	66%
As per Annual Work Plan	0	0	0	0		281,092	1,702,459	10,000	1,993,551	80%	371,000	2,340,000	300,000	3,011,000	64%
OUTCOME 4.2 Policy and legal frameworks and best practices adopted in the areas of agricultural policy, land consolidation and food safety processing															
Attained	0	150,000	0	150,000		53,358	160,000	0	213,358		263,479	531,543	0	795,022	
As per Original UN Programme	0	0	0	0		240,000	978,000	100,000	1,318,000	16%	365,000	780,000	100,000	1,245,000	64%
As per Annual Work Plan	0	0	0	0		240,000	0	100,000	340,000	63%	408,366	1,195,000	200,000	1,803,366	44%
Totals per column/year	319,747	3,168,273	0	3,488,020		226,450	1,585,943	0	1,812,393		555,979	2,177,709	0	2,733,688	
Totals per year		3,488,020		3,488,020			1,812,393		1,812,393			2,733,688		2,733,688	

	2007					2008					2009				
	Regular	Other		TOTAL		Regular	Other		TOTAL		Regular	Other		TOTAL	
DaO Outcomes and	Core	Received/ Pledged Non-core funds	Unfunded			Core	Received/ Pledged Non-core funds	Unfunded			Core	Received/ Pledged Non-core funds	Unfunded		
As per Original Doc	323,820	2,520,450	0	2,844,270	123%	455,870	3,046,000	991,500	4,493,370	40%	430,000	2,263,780	1,500,000	4,193,780	65%
As per Annual Work Plan				0		521,092	1,702,459	110,000	2,333,551	78%	779,366	3,535,000	500,000	4,814,366	57%

DaO Outcomes and	2007					2008					2009				
	Regular	Other		TOTAL		Regular	Other		TOTAL		Regular	Other		TOTAL	
	Core	Received/ Pledged Non-core funds	Unfunded			Core	Received/ Pledged Non-core funds	Unfunded			Core	Received/ Pledged Non-core funds	Unfunded		
OUTCOME 5: ENVIRONMENT															
Outcome 5.1. Government meets environmental requirements of EU accession process and of multilateral food safety processing															
Attained	30,000	539,400	0	569,400		115,725	1,069,925	0	1,185,650		118,639	984,870	0	1,103,509	
As per Original UN Programme	30,000	380,000	0	410,000	139%	30,000	343,000	600,000	973,000	122%	30,000	30,000	600,000	660,000	167%
As per Annual Work Plan	0	0	0	0		117,000	655,250	175,000	947,250	125%	190,000	1,525,900	876,000	2,591,900	43%
Outcome 5.2. Environmental management improved to protect natural resources and mitigate environmental threats															
Attained	15,000	231,459	0	246,459		8,578	866,743	0	875,321		15,546	1,743,668	0	1,759,214	
As per Original UN Program	57,000	770,585	20,000	847,585	29%	122,000	2,529,000	1,510,000	4,161,000	21%	277,000	1,412,000	1,747,000	3,436,000	51%
As per Annual Work Plan	0	0	0	0		20,359	1,543,922	445,500	2,009,781	44%	16,775	3,433,516	390,000	3,840,291	46%
Totals per column/year	45,000	770,859	0	815,859		124,303	1,936,668	0	2,060,971		134,185	2,728,538	0	2,862,723	
Totals per year		815,859		815,859			2,060,971		2,060,971			2,862,723		2,862,723	

	2007					2008					2009				
	Regular	Other		TOTAL		Regular	Other		TOTAL		Regular	Other		TOTAL	
DaO Outcomes and	Core	Received/ Pledged Non-core funds	Unfunded			Core	Received/ Pledged Non-core funds	Unfunded			Core	Received/ Pledged Non-core funds	Unfunded		
As per Original Doc	87,000	1,150,585	20,000	1,257,585	65%	152,000	2,872,000	2,110,000	5,134,000	40%	307,000	1,442,000	2,347,000	4,096,000	70%
As per Annual Work Plan				0		137,359	2,199,172	620,500	2,957,031	70%	206,775	4,959,416	1,266,000	6,432,191	45%

7.14 ANNEX 14: LIST OF PERSONS CONSULTED

Government of Albania

Genc Pollo	Minister of State	Council of Ministers
Valbona Kuko	Director, Department of Strategy and Donor Coordination (EMG Member)	Council of Ministers
Albana Vokshi	Member of Parliament	Parliament
Filloreta Kodra	Vice Minister	Ministry of Labour, Social Affairs and Equal Opportunities
Kastriot Sulka	Deputy Minister	Ministry of Labour, Social Affairs and Equal Opportunities
Dr. Myqerem Tafaj	Minister	Ministry of Education and Science
Enno Bozdo	Deputy Minister	Ministry of Economy and Trade
Klodian Rjepaj	Director of Cabinet	Ministry of Health
Gazmend Turdiu	Secretary General (EMG Member)	Ministry of Foreign Affairs
Prof. Pellumb Abeshi	General Director	Ministry of Environment, Forests and Water Administration
Alban Ylli	Director	Institute of Public Health
Ines Nurja	Director	Institute of Statistics (INSTAT)
Ledia Thoma	Deputy Director	Institute of Statistics (INSTAT)
Elda Kapllani	Census Manager	Institute of Statistics
Fadil Nasufi	Mayor, Berat	Berat Municipality
Lonik Cuedari	Regional Director Berat	Regional Directorate, Ministry of Tourism, Culture, Youth and Sports

Civil Society Organisations

Ilda Londo	Representative	Albanian Media Institute
Elona Gjebrea	Representative	Albanian Centre for Population and Development

Sandrine Constant	Representative	Terre des Hommes
Ariana Haxhiu	Representative	ANTTARC
Arta Mandro	Representative	Albanian Legal NGO
Gjergji Vurmo	Representative	Institute for Democracy and Mediation
Florida Kalemi	Representative	ADRF
Mirela Muca	Representative	National Centre for Social Studies
Zamir Dedej	Representative	Institute for Nature Conservation in ALBANIA
Elvira Dervishi	Representative	Tirana Legal Aid Society
Jonida Marazani	Representative	Albanian Center for Economic Research (ACER)
Merita Bala	Representative	Albanian Foundation for Conflict Resolution
Naureda Hasani and Elira Selmani	Representative	Center for Integrated Legal Services and Practices (QSHPLI)
Jonuz Kola	Representative	Alb-Aid, Kukës
Edlir Vokopola	Representative	Urban Research Institute URI

International Development Partners (Friends of the UN)

Astrid Wein	Counsellor, Head of Office	Austrian Embassy Technical Cooperation
Britta Olofsson	Counsellor, HDC, Deputy Head of Office	Embassy of Sweden
Rahel Bösch	Deputy Country Director (EMG Member)	Swiss Agency for Development and Cooperation, SDC
Ardi Stoios-Braken	Deputy Head of Mission	Embassy of the Netherlands
Juan Merino	Deputy Head of Mission	Embassy of Spain

Other Key Stakeholders

Camille Nuamah	Country Manager	World Bank
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Helmuth Lohan	Ambassador, Head of Delegation	European Union
Kori Udovicki ^{*25}	Regional Director, Europe and CIS, RDT Chair (EMG Member)	UNDP
Gina Lucarelli *	Regional UN Coordination Specialist	RDT
Zarak Jan *	Policy Specialist	DOCO

UN Country Team in Albania

Gülden Türköz-Cosslett	UN Resident Coordinator	Office of UNRC
Detlef Palm	Representative	UNICEF
Engelbert Ruoss ²⁶	Director UNESCO Bresce	UNESCO
Anshu Banerjee ²⁷	Representative	WHO
Christine Arab	Representative	UNIFEM
Norimasa Shimomura	Country Director	UNDP
Manuela Bello, MD	Asst. Representative	UNFPA
Hortens Balla	Head of National Office Tirana	UNHCR
Simon Walker	Human Rights Advisor	UNDP
Ingrid Baken	Programme Officer	UNV
Alfred Topi ²⁸	National Coordinator	ILO

UN Resident Coordinators Office

Eldisa Lloshi	Coordination Specialist	Office of UNRC
Charlotte Hjertström	M&E Advisor to UNCT	Office of UNRC
Nils Taxell	Special Assistant to the RC	Office of UNRC
Besian Xhezo	NRA Coordination Analyst	Office of UNRC

²⁵ * Connected on phone

²⁶ Connected through video conference

²⁷ Individual meeting by phone

²⁸ Individual meeting

One UN Communications Team

Nora Kushti	Communications Specialist.	Office of the UNRC/UNDP
Gavin David White	UNV Communications Officer	UNDP
Fiorela Shalsi	NPC, Gender JP - Communications Focal Point	UNIFEM
Anila Miria	Communications Officer	UNICEF
Ingrid Baken	Programme Officer, Communications Focal Point	UNV
Yllka Parllaku	Communications Assistant	UNDP

Office of the Administrative Agent for the One UN Coherence Fund

Norimasa Shimomura	Country Director	UNDP
Entela Lako	Programme Analyst	UNDP
Ruth Kelly	Programme Support	UNDP
Jakob Schemel	Management Support Officer	UNDP

PWG Basic Services

Robert Carr	Chair of PWG and Deputy Rep of UNICEF	UNICEF
Leon Shestani	Child Participation Officer	UNICEF
Mariana Bukli	Health/Nutrition Officer	UNICEF
Mirlinda Bushati	Early Childhood Development Officer	UNICEF
Vasil Miho	OIC	WHO

PWG Regional Development

Vibeke Risa	Deputy Country Director	UNDP
Vladimir Malkaj	Security and Local Development (HSLD) Cluster Manager	UNDP

Alvaro Nieto	Programme Analyst, HLD Cluster	UNDP
Ermira Lubani	Project Officer	UNIFEM
Flora Ismaili	Programme Officer	UNFPA
Fernanda Guerrieri²⁹	Deputy Regional Representative for Europe and Central Asia and Sub-regional Coordinator for Central and Eastern Europe	FAO
Lorenzo Coppola³⁰	Programme Implementation Officer	IFAD
Edmond Panariti	Programme Officer	WHO

PWG Governance Programme

Norimasa Shimomura	Country Director	UNDP
Entela Lako	Programme officer	UNDP
Arlinda Ymeraj	Programme officer	UNICEF
Flora Ismaili	Programme officer	UNFPA
Vasil Miho	Programme officer	WHO
Estela Bulku	Gender Joint Programme Coordinator	UNIFEM
Wally Merotto	Operations Coordination Officer	UNESCO
Ingrid Baken	Programme officer	UNV

PWG Participation

Robert Carr	Deputy Representative	UNICEF
Dr. Manuela Bello	Assistant Representative	UNFPA
Christine Arab	Representative	UNIFEM

²⁹ Connected by phone

³⁰ Connected by phone

PWG Environment

Mahir Aliyev	Regional Coordinator	UNEP
Rene Van Berkel	Unit Chief	UNIDO
Adriana Micu	Head of Cross-cutting Cluster/Environment	UNDP

Culture and Development JP

Carlo Benedetti	Programme Management Specialist	Culture and Development JP
Dasara Dizdari	Project Manager, UNDP	Culture and Development JP
Zhulieta Harasani	Project Manager, UNESCO	Culture and Development JP

OMT

Alma Mustafaraj	Operations Manager, OMT Chair	UNDP
Radu Florin Leontescu	Operations Specialist	UNRCO
Dato Sigua	Operations Officer, OMT Deputy Chair	UNICEF
Ermira Basha	Head of Administration	UNDP
Gladiola Kashari	Admin/Fin Assistant	WHO
Kimete Klenja	Admin/Fin Assistant	UNIFEM
Teuta Berberi	Admin/Fin Assistant	UNHCR
Mirela Lika	Admin/Fin Assistant	UNFPA

UNIFEM

Christine Arab	Representative	UNIFEM
Estela Bulku	NPC – Joint Programme on gender equality – UNIFEM	UNIFEM
Fiorela Shalsi	NPC – Joint Programme on Gender	UNIFEM
Ermira Lubani	Programme Coordinator	UNIFEM

UNICEF

Detlef Palm	Representative	UNICEF
Robert Carr	Deputy Representative	UNICEF

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List of documents from desk review and additional references guiding the evaluation

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