

One UN Fund for Rwanda

Terms of Reference

I. Introduction

1. The One UN initiative in Rwanda was initiated in early 2007. It was in part based on the General Assembly's: 'Triennial comprehensive policy review (TCPR) of operational activities for development of the United Nations system', A/RES/59/ 250 of 17 December 2004 and reinforced by the Quadrennial Comprehensive Policy Review (QPCR) resolution A/RES/67/226 . These resolutions 'stress that the purpose of reform is to make the United Nations development system more efficient and effective.'.. In response to this and inspired by the Report of the High Level Panel on System Wide Coherence, the Government of Rwanda requested to be one of the eight pilot countries for looking at ways to strengthen the effectiveness and coherence of the UN at the country level.
2. The One UN Initiative in Rwanda comprises of five elements: One Leader, One Programme, One Budgetary Framework „Operating as One, Communicating as One. The One Budgetary Framework is a total estimated amount of resources (both regular and other) needed to implement the United Nations Development Assistance Plan (UNDAP) 2013-2018 for Rwanda. The One UN Fund for Rwanda is a common fund mechanism to mobilize and allocate other resources at the country level in a simplified, coherent manner consistent with the overall purpose of the One UN Initiative. This arrangement in Rwanda is subscribed to by all members of the UN Country team (hereafter referred to as the participating UN Organisations). Other UN Organisations may wish to join this funding arrangement in the future. The UN Country Team in Rwanda has developed and signed a Code of Conduct committing themselves to the key principles for the success of One UN – Delivering as One.
3. The One UN Initiative in Rwanda is being implemented in a collaborative manner under the strong leadership of the Government of Rwanda. The One UN Steering Committee is chaired by the Minister of Finance and Economic Planning and co-chaired by the UN Resident Coordinator.
4. The introductory part of these Terms of Reference of the One UN Fund for Rwanda will be revised to reflect the dynamic nature of the UN reform process in Rwanda, particularly when circumstances changes or other UN Organisations join as new participants.

II. Purpose of the One UN Fund

5. The objective of the One UN Fund is to support the coherent resource mobilization, allocation and disbursement of donor resources to the UNDAP under the direction of the UN Resident Coordinator as leader of the UN Country Team
6. The One UN Fund is the vehicle for new resources pooled by donors to support the implementation of the entire UNDAP. The Fund, under the guidance of the Steering Committee and leadership of the Resident Coordinator and UNCT, is intended to facilitate the realization of UNDAP outcomes by strengthening the planning and coordination process, tying the funding allocation to the UNDAP flagship programmes and channelling funds towards the highest priority needs.
7. The Fund, supported by the UN Communication Group, will foster partnership and communication between all stakeholders involved with Rwanda's development led by the Government of Rwanda. Information given to the media, to the beneficiaries of the One UN programme, all related publicity material, official notices, reports and publications, shall acknowledge the role of Government of Rwanda, the UN and the donors.

III. Description of the One UN Fund

8. The One UN Fund for Rwanda shall be administered by UNDP, as Administrative Agent, on behalf of the participating UN Organisations and the Resident Coordinator as agreed with the One UN Steering Committee UNDP will administer the fund in accordance with its Regulations and Rules, and a Memorandum of Understanding among the participating organizations.

Contributions to the One UN Fund

9. Contributions to the One UN Fund may be accepted from governments of Member States of the United Nations or from intergovernmental or non-governmental organisations, or from private sources. Acceptance of funds from the private sector will be guided by criteria stipulated in the UN system-wide guidelines on cooperation between the UN and Business Community (the UN Secretary General's guidelines <http://www.un.org/partners/business/otherpages/guide.htm>).
10. In support of the overarching aim of the One UN Fund, and to ensure maximum flexibility and adaptation to national priorities, a guiding principle for resource mobilization would be that donors are encouraged to contribute with multi-year pooled/unearmarked resources. However, if this is not possible, earmarking at the level of the Outcome Areas of the UNDP will be accepted. It is expected that the percentage of earmarked resources will diminish over time.
11. Contributions to the One UN Fund may be accepted in fully convertible currency. Such contributions shall be deposited in the bank accounts designated by UNDP. The value of a contribution-payment, if made in other than United States dollars, shall be determined by applying the United Nations operational rate of exchange in effect on the date of payment.

Utilization of the One UN Fund

12. The One UN Fund will be utilized for the purpose of meeting the unfunded costs of the UNDP, including new initiatives responding to emerging needs. Document. Details of such initiatives, including the respective budgets and implementation partners, will be set out in the relevant Participating UN Agencies' AWP, programme or project documents.
13. Implementing Partners such as NGOs involved in the UNDP will have access to the One UN Fund through the Participating UN Organizations. The Participating UN Organisations will utilise their standard NGO cooperation modalities for this purpose and charge the corresponding direct and indirect costs to the One UN Fund on the basis of its financial regulations and rules.
14. In conformity with the UNDG Guidelines on Joint Programming, the Administrative Agent and the Participating UN Organisations will be entitled to deduct their indirect costs on contributions received. The Administrative Agent's administrative fee will be 1%. The fee will be deducted from the contributions to the One UN Fund at the time they are deposited. The indirect costs of the Participating UN Organisations will be 7%.

IV. Governance Arrangements

The One UN Steering Committee

15. The One UN Steering Committee in Rwanda is comprised of members of the Government of Rwanda, the UN Resident Coordinator, members of the UNCT and Development Partners. The TOR of the One UN Steering Committee provides more details. The Steering Committee reviews and confirms the strategic direction and overall funding priorities for the One UN Programme and provides high-level oversight and support. The Administrative Agent participates in the Steering Committee as observer.

The Resident Coordinator

16. In line with the overall objective of the One UN in Rwanda and the UNCT code of conduct, the Resident Coordinator will be responsible for:
 - Providing strategic leadership of the One UN Fund on the basis of the UNDP and approved allocation criteria;
 - Leading resource mobilization efforts for the One UN Fund in collaboration with Participating UN organisations;
 - With delegated signature authority from the AA, signing Standard Administrative Arrangements with Development Partners and the Memorandum of Understanding with Participating UN Organisations;

- Allocating funds from the One UN Fund in line with the priorities and allocation principles identified in the UNDAF based on consensus within the UNCT;
- Chairing the UN Country Team.

The UN Country Team

17. The UN Country Team will be responsible for the development of the allocation criteria, and implementation of the allocation decisions of the One Fund under the leadership of the UN Resident Coordinator and including the Country Directors/Heads of Participating UN Organisations.
18. The UN Country Team will be responsible for developing a joint resource mobilisation strategy, for approving prioritization of allocation of funds from the One UN Fund. The prioritisation will be guided by recommendations from UNDAF Annual Reviews, recommendations by the UNDAF Development Results Groups, and the overall strategic orientation of the Steering Committee. The joint One UN resource mobilization strategy will complement any existing agency-specific resource mobilization strategy.
19. Decisions of the UNCT are made by consensus. In rare cases (following a process of dialogue and consultation with the UNCT on the decision) where consensus is not reached on allocations from the One Fund, the Resident Coordinator has the ultimate authority for decisions on fund allocation, keeping in mind the capacities and the comparative advantages of the agencies in the country as well as the performance of each individual agency in implementing the One UN programme.
20. In this process, the Resident Coordinator and the UNCT can seek inputs from the Programme and Planning Oversight Committee, the M&E Group and the UNDAF Development Results Groups.
21. Programme implementation will be the responsibility of the Country Directors/Head of participating UN Organisations.

The UNDAF Development Results Groups

22. The UNDAF Development Results Groups are responsible for the coordination of implementation of the allocation of the resources within each UNDAF Result on the basis of the criteria and process listed in the UNDAF.

The Administrative Agent

23. UNDP's responsibilities as Administrative Agent will include the following:
 - Provide the delegated signature authority to the UNDP Country Director for the Signature (as Administrative Agent) of Standard Administrative Agreements with Development Partners and Memorandum of Understanding with participating UN Organizations;
 - Receipt, administration and management of contributions from Development Partners;
 - Disbursement of such funds to the participating UN Organisations in accordance with the allocation decisions of the UNCT upon instruction of the UN Resident Coordinator;
 - Provide consolidated financial reports, in accordance with the MOU, on the One UN Fund Account to the Resident Coordinator based on reports of the participating UN Organisations.

Support services provided by the Resident Coordinator's Office

24. The Office of the Resident Coordinator is responsible for support to the strategic leadership role of the Resident Coordinator for the One UN Fund. It will provide support in all the designated tasks for the Resident Coordinator as listed in paragraph 17 above. Drawing on the narrative reports provided by each of the UNDAF Development Results Groups, the Office of the Resident Coordinator shall make a recommendation to the UNCT. The Office of the Resident Coordinator will provide strategic focus including analysis of progress and lessons to be learned for future programme implementation. It will circulate the finalised annual consolidated report on the One UN Fund to the One UN Steering Committee for consultation. The Office of the Resident Coordinator will ensure that these reports are distributed to all donors contributing to the Fund and maintain an appropriate level of fund information on UN system website for Rwanda to ensure transparency.

25. The Office of the Resident Coordinator/Secretariat of the One Fund will be supporting the consolidation of the narrative reports, to support the UNDP Development Results Groups, and to prepare and consolidated narrative reports in consultations with the Participating UN Organizations stakeholders regarding of the One UN Programme and One UN Fund. The costs of this support will might be charged directly to the One UN Fund account upon approval of the One UN Steering Committee.

V. Monitoring and Evaluation

26. Monitoring and evaluation of the projects/programmes shall be undertaken in accordance with the Monitoring and Evaluation Framework developed under the direction of the Resident Coordinator, to monitor and evaluate the Common Operational Document implementation. The Monitoring and Evaluation Framework contains outcome and output indicators as well as a calendar of M&E activities carried out, as appropriate, by Participating UN Agencies and jointly. Participating UN Organizations shall also explore further thematic or functional clustering of Monitoring and Evaluation activities.

VI. Audit

27. The Administrative Agent and Participating UN organizations will be audited in accordance with their own Financial Rules and Regulations. The Internal Audit Services of all UN organizations will prepare summaries of their internal audit reports and share those with the UNCT and Administrative Agent;
28. The principles of Harmonized Cash Transfer (HACT) should be used by the participating agencies in the One UN Fund if applicable

VII. Reporting

29. . Each participating UN Organisation shall provide the Administrative Agent with the following statements and reports prepared in accordance with harmonised accounting and reporting procedures applicable to the participating UN Organisation concerned:
- Annual financial reports as of 31 December each year with respect to the funds disbursed to it from the One Fund Account, to be provided no later than four months (30 April) after the end of the calendar year;
 - A final certified financial statement, to be provided no later than 30 June of the year following the financial closing of the Programme.
30. The annual progress report on UNDP implementation will serve as the narrative part of the One UN Fund report for both un-earmarked and earmarked contributions, to be provided no later than four months after the end of the applicable reporting period in accordance with article 29 above.
31. Each participating UN Organisation shall provide the Administrative Agent who will in turn provide the Resident Coordinator with the following reports prepared in accordance with harmonised reporting procedures applicable to the participating UN Organisation concerned:
- Annual narrative reports as of 31 December each year with respect to the implementation of the UNDP, to be provided no later than three months (31 March) after the end of the calendar year;
 - A final narrative report, after the completion of the UNDP and including the final year of the Programme, to be provided no later than 30 April of the year following the financial closing of the Common Operational Document;
 - In line with the Paris Declaration Principles on Aid Effectiveness, until such a time that a harmonised reporting format and procedure is mutually agreed and accepted by Government and participating UN Agencies, the participating UN Organisations will utilise for financial reporting the ten categories agreed by the UNDG Financial Policies Working Group.
 - The Administrative Agent shall prepare consolidated financial reports consisting of the reports referred to in paragraph 27 above submitted by each participating UN Organisation, and shall provide those consolidated reports to the Resident Coordinator once these have been agreed upon by all participating UN Organisations but no later than 4 months upon receipt thereof.

33. The Administrative Agent shall also provide to the Resident Coordinator for submission to donors and participating UN Organizations, an annual certified Financial Report on its activities as Administrative Agent ('Report on Sources and Uses of Funds') as well as a final Financial Report and certified Financial Statement no later than 30 June of the year following the financial closing of the One UN Fund.
34. The Office of the Resident Coordinator shall, in close consultation with the relevant interagency working group tasked with consolidating the annual narrative reports, provide such reports to the Resident Coordinator no later than four months after the applicable reporting period, and provide the final narrative report no later than 30 June of the year.
35. Consolidated One UN Fund reporting and documentation, including agreements, will be posted on the One UN Rwanda web site.

VIII. Other Matters

36. The One UN Fund has been established upon signing of the first donor agreement and the Memorandum of Understanding amongst participating UN Organisations and the Administrative Agent. The One UN Fund will terminate upon completion of all Projects funded through the One UN Fund and after satisfaction of all commitments and liabilities. Notwithstanding the completion of the initiatives financed from the One UN Fund, any unutilized balances will continue to be held in the One UN Fund Account until all commitments and liabilities incurred in implementation of the Projects have been satisfied and project activities have been brought to an orderly conclusion. Any balance remaining in the One UN Fund Account or in the individual participating UN Agencies' accounts shall be used as decided by the UNCT in consultation with contributing Development Partners.