



INDEPENDENT REVIEW OF THE UNDG SYSTEM-WIDE COST-SHARING AGREEMENT IN SUPPORT OF THE UN RESIDENT COORDINATOR SYSTEM

FINDINGS REPORT

PREPARED FOR UNDG

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ABBREVIATIONS

DESA	United Nations Department of Economic and Social Affairs
DPA	United Nations Department of Political Affairs
DPI	United Nations Department of Public Information
DSG	Deputy Secretary General
ECOSOC	United Nations Economic and Social Council
ERP	Enterprise resource planning
FAO	Food and Agriculture Organization of the United Nations
GA	General Assembly of the United Nations
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
ITU	International Telecommunication Union
QCPR	Quadrennial Comprehensive Policy Review
OCHA	Office for the Coordination of Humanitarian Assistance
OHCHR	Office of the High Commissioner for Human Rights
RC	Resident Coordinator
RCO	Resident Coordinator's Office
SG	Secretary General
SRS/CAAC	United Nations Office of the Special Representative of the Secretary-General for Children and Armed Conflict
UN DOCO	United Nations Development Operations Coordination Office
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Program
UNECA	United Nations Economic Commission for Africa
UNECLAC	United Nations Economic Commission for Latin America and the Caribbean
UNEP	United Nations Environmental Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNESCWA	United Nations Economic and Social Commission for Western Asia
UNFIP	United Nations Fund for International Partnerships
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Organization
UNODC	United Nations Office on Drugs and Crime
UNOHRLS	United Nations Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States
UNOPS	United Nations Office for Project Services
UNOSAA	Office of the Special Adviser on Africa
UNWTO	United Nations World Tourism Organization
WFP	World Food Program
WHO	World Health Organization
WMO	World Meteorological Organization

SUMMARY OF FINDINGS

Context and Methodology for the Review

1. **Starting in 2014, UNDG member entities came together to provide stable funding for the ten coordination functions** of the UN Resident Coordinator system, supported by Regional UNDG Teams and UN DOCO, through the system-wide UNDG Cost-Sharing Agreement. By providing this funding, UNDG members recognized the value of the RC system in making the UN a more effective partner to governments, and made a shared commitment to the future of the commonly-owned development coordination system.
2. **This review looks at the experiences to date with the UNDG Cost-Sharing Agreement, after three years of operation, and makes proposals to further develop it.** The terms of reference of the review specify two objectives: (1) to review the financing of the RC system and the implementation of the UNDG Cost-Sharing Agreement, and (2) to generate proposals to further develop the UNDG Cost-Sharing Agreement to meet the needs of the RC system in the context of supporting the implementation of the 2030 Agenda for Sustainable Development.
3. **The review is organized into three topics: (1) the overall coordination budget, (2) the formulae for cost-sharing among UNDG entities and for allocating the funds, and (3) processes and reporting on the UNDG Cost-Sharing Agreement.** The findings are based on evidence from documents and past reports; analyses of data on budgets, spending, staffing and activities; interviews with all UNDG members; interviews with Regional UNDG Chairs and two of the Regional UNDG Teams; and phone interviews with RCs and with UN Country Teams (conducted separately) in 14 countries.

Overall Budget

4. **UN development coordination is funded mainly through a combination of the UNDG Cost-Sharing Agreement (assigned budget of \$36.0 million for 2016) and the UNDP backbone (estimated at \$88.9 million).** These amounts are mainly allocated at the country level (89% of the global budget for 2016), with smaller amounts for UN DOCO at the global level (8%) and to support the Regional UNDG Teams (3%).
5. **The UNDG Cost-Sharing Agreement provides funding for staff positions and general operating expenditures.** Each country RCO, each Regional UNDG Team and UN DOCO receives a budget based on a fixed number of staff positions and an amount for operating expenses (as detailed in Figure 2 of this report). RCs have the flexibility to use funds for staff at different grade levels than those on which the allocation from the UNDG cost-sharing is based. The assigned budgets for 2016 amounted to \$25.6 million for RCOs, \$1.9M at regional level and \$8.5 million at global level.
6. **The UNDP backbone covers staff positions, services and facilities, and a cash contribution.** In most countries, it covers salaries for the RC, the RC's assistant, and a driver (total salaries are estimated to cost \$49.8 million, which covers also the UNDP Resident Representative function of the RC); services and facilities provided by UNDP (estimated to cost \$22.8 million); and a cash

contribution which UN DOCO allocates to country-level coordination (\$12.88 million). The backbone funds posts in, and UNDP provides services and facilities to, Regional UNDG Teams (estimated cost of \$1.6 million) and UN DOCO (estimated cost of \$1.8 million). The precise monetary value of the UNDP backbone varies slightly from year to year, according to the costs of staff and the services provided.

7. **At the country level, about 75% of expenditures from the UNDG cost-sharing and the UNDP backbone cash contribution go to personnel costs, and the efforts of staff are distributed across the ten coordination functions.** Data on expenditures of all RCOs for 2016 indicate that about 75% of the spending from the UNDG cost-sharing and the UNDP backbone cash contribution was on staff and other personnel costs. Estimates from 14 countries suggest that staff time—and hence the bulk of the coordination budget—is distributed across the ten coordination functions, with the largest amounts dedicated to general UNCT coordination, oversight of the UN country programming cycle, strategic analysis and planning, and external communication and advocacy.
8. **RCOs also receive funds and staff from donors and local cost-sharing, as well as funding from UN entities that is earmarked for specific purposes.** Data from UNDG IMS on sources of funding for RCO suggest that donors provide at least 18% (and possibly more) of RCO payroll costs to fund specific roles, Secretariat entities (i.e., Missions, DPA, OCHA, OHCHR, DPI, DESA, etc.) provide about 17% provide support for specific posts housed in the RCO but related to each entity's objectives, and local UNCT cost-sharing provides a fairly small share of RCO staff costs.
9. **The UN development system depends on active participation by UNDG members in the common work of the system; however, most “in-kind contributions”, although valuable and essential, do not constitute central coordination functions, and hardly any could cover delivery of the ten coordination functions.** The vast majority of examples of contributions mentioned in interviews and focus groups conducted for this review appear to constitute part of UNDG entity roles as participants in the UN system, rather than contributions to the central coordination functions. Few of the contributions cited could substitute for any of the ten coordination functions for which the cost-sharing funding is provided.
10. **Almost all UNDG entities and all UNCTs interviewed consider the RC system to be valuable; this view is shared by the UN's leadership and by Member States.**
11. **Strategic analysis and planning and joint resource mobilization are the most important coordination functions; they receive less attention than their importance would suggest they should, while general oversight and coordination consume more time relative to their perceived importance. Monitoring and evaluation (M&E) and coordination for the humanitarian-development nexus, are important functions and activities that have been neglected.** In interviews with UNDG members, Regional UNDG Teams, RCs, and UNCT members, the most commonly cited functions are strategic analysis and planning, joint resource mobilization, and support for national coordination. Different groups of interviewees agree on these priorities—with the exception that UNDG Members did not cite joint resource mobilization as frequently as the other stakeholder groups. Experiences of other organizations—e.g., OCHA, HQ functions of large NGOs, and umbrella foundations—suggest also that strategic analysis and joint resource mobilization are frequently the greatest sources of value to be derived from coordination functions. Monitoring and evaluation is an important part of effective coordination; however, it is

not currently included amongst the ten existing coordination functions, and many of the requests made by RCs for local cost-sharing by UNCT members are to conduct evaluations of UNDAF results. There is also currently no clear owner of the coordination of activities at the humanitarian--development nexus, which will require further attention particularly in light of Agenda 2030.

12. **Several pieces of evidence indicate that the development coordination budget is insufficient for current or future needs:** (1) the budget is well below the spending and estimated needs laid out in MSI's 2012 report, which reviewed the RC system budget; (2) resources have declined since 2011 while functions have remained the same or increased, and many RCOs are compelled to raise funds from local cost-sharing arrangements or from donors; (3) many stakeholders indicated in interviews that they believe the RC system to be underfunded while none believe it to be sufficiently funded; (4) funding for development coordination is much lower than for humanitarian coordination; and (5) delivering on Agenda 2030 will require even greater levels of coordination from the UN development system than in the past.
13. **There are few straightforward efficiency gains to be achieved, but there may be room to shift effort and resources to highest-value activities.** Given that cost-sharing provides for only one to two staff positions and only \$50,000–120,000 (depending on the country) for general operating expenses/UNCT joint activities, it is hard to find room for greater efficiencies. There is, however, an opportunity to increase effectiveness and efficiency by shifting resources and attention from less valuable functions—especially general UNCT coordination and information gathering—to the most valuable functions, i.e., strategic analysis and planning and joint resource mobilization.
14. **Many UNDG members feel that they cannot expand their contributions to the cost-sharing budget, even if they recognize and agree that the current budget is insufficient.**

Formulae for Cost-Sharing and Allocations

15. **The current UNDG Cost-Sharing Agreement formula has three components: base fee, system load (based on number of countries in which entities operate), and entity size; any acceptable formula needs to include a balance between these three components.** Any formula not including these three components produces results that are manifestly unfair. In interviews, most UNDG members seemed comfortable with the overall structure of the formula.
16. **Most UNDG members have paid in full but the UN Secretariat and few others have not.** Some members did not contribute their full share; some have not paid increases charged in 2015-16 and in 2017, while the UN Secretariat has not been able to obtain approval to make any payments to date. The Secretariat's share represents about 70% of all outstanding contributions. This situation has weakened the financial sustainability of the RC system; UN DOCO has been able to cover for payments not made by using a balance from donor funding received prior to 2014 (instead of using the funds for country-level actions on the 2030 Agenda), but this balance will run out by 2018 at which point cuts will need to be made if not all UNDG members pay in full.
17. **Different UNDG members raised a number of issues with the cost-sharing formula.** Specifically:
 - Some entities face zero budget growth, making it difficult for them to pay any increases in UNDG cost-sharing charges.

- Some entities indicate that they cannot afford even the lowest base fee amount, and argue for a 'pay-per-use' approach.
 - Some feel that excluding humanitarian expenditures and staff should not be excluded from entity size in the cost-sharing formula.
 - Allocations for one entity can change even if its situation is unchanged, due to changes in other entities.
 - Some UN Secretariat entities operate purely at HQ level and place limited demands at country level (where most of the UNDG cost-sharing budget is applied); on the other hand, only one base fee is charged across the fourteen UN Secretariat entities in the UNDG.
18. **A fee-for-service model is not appropriate, given that most of the coordination functions cannot be divided into services attributable to specific UNDG entities.** Only one of the ten coordination functions – support to NRAs – is divisible by “customer”.
19. **The humanitarian “discount” in UNDG Cost-Sharing Agreement appears to be justified given the current coordination functions, but greater coordination between humanitarian and development work may necessitate changes in the future.** Reasons for the humanitarian “discount” include the following: (1) humanitarian activities have their own coordination function; (2) OCHA (or UNHCR in the case of refugee crises) supports the Humanitarian Coordinator function (whether the RC is also the HC or not); and (3) the humanitarian exclusion applies only to the “agency size” component of the formula and not to the “base fee” or “system load” components. Following the launch of the 2030 Agenda and the World Humanitarian Summit, there is an increased demand for coordination between humanitarian and development work, which could be met in part by adding a new mandate for the RC system in this area.
20. **Turning to the allocation of funds, the current formula determines the amount to be sent to each country depending on its country classification, and produces reasonable allocations.** Countries classified as in crisis receive the largest allocations, followed by low-income countries. Middle-income countries receive less, but these allocations typically represent a higher percentage of overall UN spending in the country than in other countries—which is reasonable given that coordination needs are not driven purely by the scale of the UN system in a country.

Processes and Reporting on the UNDG Cost-Sharing Budget

21. **The process for invoicing UNDG members for the most part runs smoothly—although UN DOCO does have to follow up with some entities in order to collect payments.**
22. **The process for distribution of funds to countries and Regional UNDG Teams works very easily.**
23. **Finally, UNDG members mostly appreciate the Annual UNDG Results Report, but it is not well known at the country level.** Member entities would like to have clearer information on coordination spending at the global, regional, and country levels, while other parts of the report could be reduced in length.

CONTEXT AND PURPOSE OF THIS REVIEW

24. **Starting in 2014, UNDG member entities came together to provide stable funding for the ten coordination functions** of the UN Resident Coordinator system, supported by Regional UNDG Teams and UN DOCO, through the UNDG Cost-Sharing Agreement. At country level, the globally cost-shared budget supports ten core coordination functions:
1. Strategic analysis and planning;
 2. Oversight of the UN country programming cycle;
 3. Representation of and support of UN Secretariat and UN agencies/NRAs;
 4. Support to national coordination systems and processes;
 5. Development and management of shared operational support services;
 6. Crisis management preparedness and response;
 7. External communication and advocacy;
 8. Human Rights in development;
 9. Joint Resource mobilization and fund management;
 10. General UNCT oversight and coordination.
25. **The UN General Assembly established the RC system in 1977, and the UNDG adopted a Cost-Sharing Agreement in 2014 to ensure that UN Resident Coordinators have the necessary stable and predictable resources to fulfil their mandate.** The RC system was initially established through UN General Assembly (GA) resolution 32/197 of 20 Dec 1977 and has since been reaffirmed and increasingly strengthened by the GA and the Economic and Social Council (ECOSOC) through a series of resolutions. In response to General Assembly resolution 67/226 on the Quadrennial Comprehensive Policy Review (QCPR) of UN operational activities for development, the UNDG began implementing a system-wide Cost-Sharing Agreement in support of the RC system in 2014, informed by a comprehensive review of existing funding modalities in support of the RC system carried out in 2011. The first funding cycle covered the biennium 2014-2015.
26. **The UNDG Cost-Sharing Agreement was a landmark in cooperation among UNDG member entities and is unique within the UN system; UNDG entities agreed to make contributions determined by a formula outlined in the UNDG Review of Funding Modalities in Support of the Resident Coordinator System** (agreed in 2013 and updated most recently for 2016/2017). All UNDG member entities are expected to participate in the cost-sharing of the Resident Coordinator system: FAO, IFAD, ILO, ITU, UNAIDS, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, UNOPS, the UN Secretariat¹, UN Women, UNWTO, WFP, WHO, and WMO. UN entities that join the UNDG are expected to contribute starting with the year in which they become members, or else the first budgetary opportunity thereafter.²
27. **UN DOCO manages the cost-sharing budget and allocations on behalf of the UNDG.** Key management processes include the invoicing and collection of payments from UNDG members

¹ The UN Secretariat represents 19 UNDG members and observers: OHCHR, UNCTAD, UNDESA, UNECA, UNECE, UNECLAC, UNEP, UNESCAP, UNESCWA, UN Habitat, UNODC, UNOHRLLS, UNOSAA, SRSG/CAAC, OCHA (observer), UNDP (observer), UNDP (observer), UNFIP (observer), and Office of the DSG (observer).

² UNDG Review of Funding Modalities in Support of the Resident Coordinator System, Annex 2 – UNDG Cost-Sharing Formula (updated for 2016/2017).

and the distribution of funds to RCOs and Regional UNDG teams. UN DOCO is also responsible for reporting on the UNDG Cost-Sharing Agreement.

28. **After three years of operating the UNDG Cost-Sharing Agreement, UNDG engaged an independent review of the arrangement, to:**

- **Review the financing of the Resident Coordinator system and the implementation of the UNDG Cost-Sharing Agreement** during its initial funding biennium in 2014-2015, as well as compliance across the UNDG, based on GA resolution A/RES/70/221.
- **Generate proposals on ways to further develop the UNDG Cost-Sharing Agreement** in order to address the effective needs of the Resident Coordinator system in the context of supporting the implementation of the 2030 Agenda for Sustainable Development.

29. **The review looked at three main aspects of the UNDG Cost-Sharing Agreement:** (1) the overall budget, (2) the formulae for cost-sharing and allocations, and (3) processes and reporting. For each of these elements, the review assessed the current situation and sought to determine what changes, if any, were required. This review did not directly assess the operations, scope, or governance of the RC system, nor did it address the RC system's contribution to the UN's broader development objectives.

Figure 1: Analytical questions

Across all questions: What is the current situation? What changes, if any, are required?	
1 Overall budget	• What is the coordination budget spent on? • Are the cost splits between backbone and coordination costs appropriate? • What forms of in-kind contributions are likely to be useful for supporting the ten coordination functions, and what forms are not suitable? • What is the value gained from coordination? Which functions are most important? • How will Agenda 2030 and the QCPR decisions change demand for coordination functions and funding? • Is the total budget commensurate with the coordination functions that are needed? Are there areas where it is insufficient? Are there functions that could be delivered with less funding? Are there opportunities to increase efficiencies and reduce costs?
2 Formulae for cost sharing and allocations	• What challenges are UNDG members facing with regard to providing their share? Why do UNDG members not pay, underpay, or pay late? • What changes, if any, would UNDG members make to the cost-sharing formula? • How should annual pro forma increases be considered in the overall budget? • What changes, if any, should be made to allocations of the coordination budget to global/regional/country levels and across countries?
3 Processes and reporting	• What challenges does the management of the cost-sharing arrangement pose? • How can the implementation and reporting of the cost-sharing agreement be improved?

METHODOLOGY

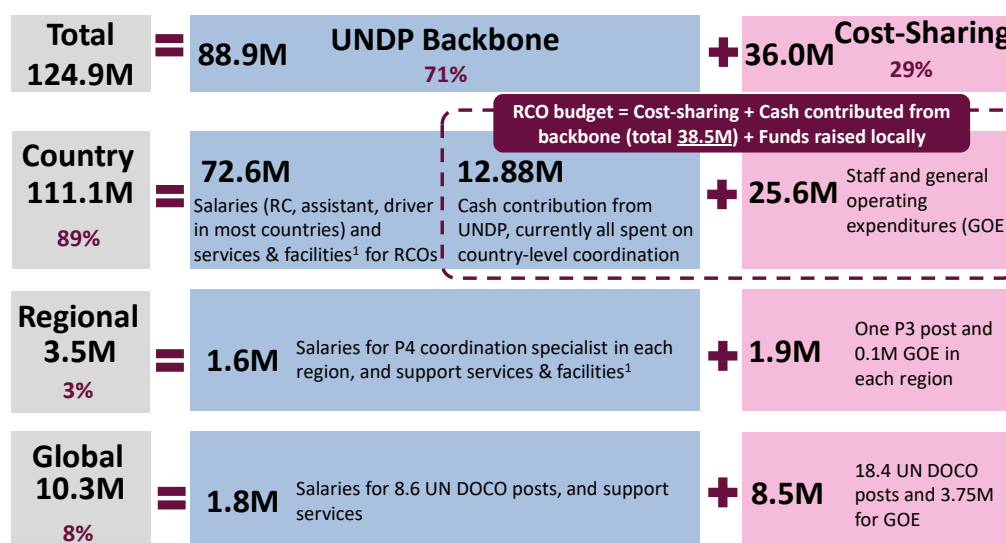
30. **The review relied on interviews with UNDG stakeholders at all levels as well as a comprehensive review of key documents and analysis of relevant data.**
31. **The review team conducted interviews with individuals at all levels of the UNDG system, including:**
- Twenty-eight current and future UNDG members (other UNDG members were represented by DESA)
 - UN DOCO senior staff
 - Four Regional UNDG Chairs (Asia and the Pacific, Eastern and Southern Africa / Western and Central Africa, Europe and Central Asia, and Latin American and the Caribbean)
 - Two Regional UNDG Teams (Europe and Central Asia; Western and Central Africa)
 - Fourteen RCs across a representative mix of countries across all regions including Lebanon, Morocco, Albania, Turkey, Mexico, Colombia, Barbados, Pakistan, Cambodia, Fiji, Kenya, Zimbabwe, Côte d'Ivoire, Mali; and to UNCTs in all of these except Mexico and (without RCs present)
 - Two consultations with the Fifth Committee, one with Representatives from the G77 and the second with the group of 'like-minded' donors
32. **Over 15 documents were reviewed, including:**
- Advisory Committee on Administrative and Budgetary Questions (ACABQ), *Proposed UN Secretariat contribution to UNDG cost-sharing arrangement*, 2016
 - ECOSOC, *Quadrennial Comprehensive Policy Review (QCPR)*, GA resolutions 71/243, 2016 and 67/226, 2012
 - Report of the SG, *UNDG cost-sharing with respect to the resident coordinator system and the related proposed contribution of the United Nations Secretariat*, 2016
 - UN Secretariat Programme budget for the 2016-2017 biennium, 2015
 - ECOSOC, *Quadrennial Comprehensive Policy Review (QCPR)*, *Operational activities for development segment (OAS)*, Meeting summary, 2015
 - UNDG, *UNDG cost-sharing support of the RC system*, 2014
 - Various agencies' reports on their CS participation, 2014
 - MSI, *RC System Funding Modalities*, 2012
33. **Several datasets related to the RC system were analysed, including:**
- Selected Resident Coordinator Offices, time allocation for 10 core coordination functions, staff and level, 2016-2017
 - UNDG, UNDG RC system funding arrangement, 2016-2017
 - UN DOCO, UNDG cost-sharing agreement country allocations, 2014-2017
 - UNDG, UNDG cost-sharing agreement formulae, 2014-2017
 - UN System, Chief Executives Board for Coordination, entity expenditure by sector, 2012-2015
 - UN System, personnel statistics, 2010-2013
 - UN DOCO, UNDG Information Management System (UNDG IMS Database)
 - UNDP/UNOPS/UNFPA/UNU ERP (Atlas)

A: OVERALL BUDGET

A.1. Coordination budget composition and expenditures

34. **UN development coordination is funded mainly through a combination of the UNDG Cost-Sharing Agreement and the UNDP backbone.** In 2016, the total from these two sources was \$124.9 million (Figure 2), including a budget for \$36.0 million from cost-sharing amongst UNDG members and an estimated \$88.9 million from the UNDP backbone. These amounts are mainly allocated to the country level (89% of the estimated budget for 2016), with smaller amounts spent at the global level (8%) and for support to the Regional UNDG Teams (3%). The staff, services, facilities and operating budgets described in Figure 2, and paid for by the UNDG Cost-Sharing Agreement and the UNDP backbone, are together considered the minimum core capacity of the RC System, agreed to by the UNDG.³
35. **The UNDG Cost-Sharing Agreement provides funding for staff positions and general operating expenditures.** At country level, the UNDG cost-sharing budget is calculated based on a certain number of staff positions (and the UNDP pro forma costs for those positions) and an allowance for general operating expenditures; both the staff positions and the operating expenditure allowance depend on the income level of the country and whether it is a crisis country. Although the staff budget is determined based on the costs of specific grades in each country, RCs are permitted to decide on the actual staff roles based on the realities and needs within their RCOs. At regional level, the UNDG cost-sharing funds one P3 post and \$100,000 in operating expenses for each region. At global level, 18.4 posts in UN DOCO and \$3.75 million in operating expenses are included in the UNDG cost-sharing budget.

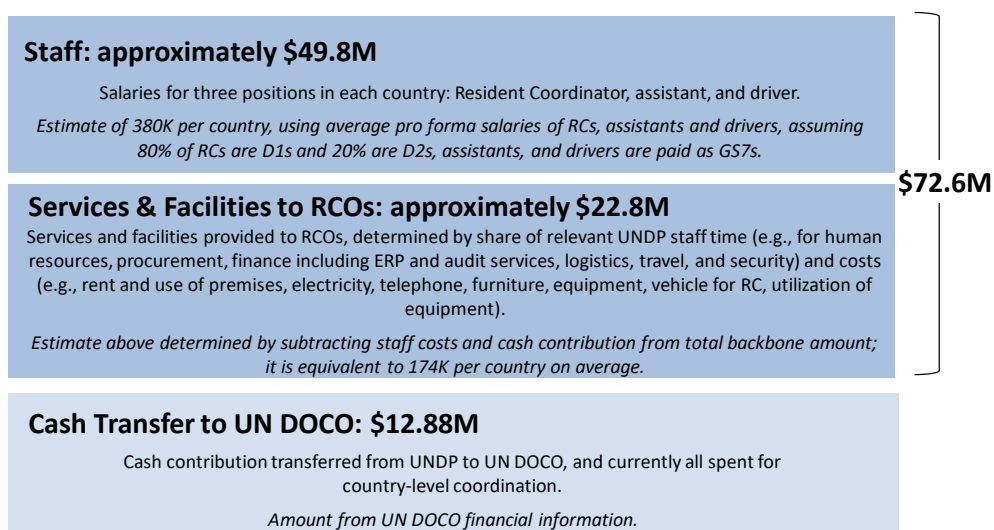
Figure 2: Estimated UNDP backbone and assigned UNDG cost-sharing budgets for 2016 (USD)⁴



³ UNDG Review of Funding Modalities in Support of the Resident Coordinator System, Annex 3 – RC System Standard Structure Model and Budget for UNDG Cost-Sharing (2013).

⁴ RC System Summary of Budget Allocation 2016-2017; UNDG CSA Country Allocations 2016-2017

Figure 3: Components of the UNDP backbone at country level (2016)⁵



36. **The UNDP backbone includes staff positions, services, and facilities provided by UNDP, plus an additional cash contribution.** The monetary value of the backbone varies slightly from year to year, according to the costs of staff and services provided. At country level, as shown in Figure 3, the backbone covers salaries in most countries for the RC, the RC's assistant, and a driver⁶, which together cost an estimated \$49.8 million.⁷ It also covers the use of UNDP facilities and services, which are estimated to cost \$22.8 million. Facilities include rent or use of premises, electricity, telephone, furniture, equipment, and a vehicle for the RC. Services include human resources, procurement, finance (including use of the ERP system and audit services), logistics, travel, and security. The backbone also includes a cash contribution of \$12.88 million made to UN DOCO, which is currently dedicated to country-level coordination. At regional level, the UNDP backbone pays for one P4 in each region, and includes facilities and services similar to those at country level. At global level, the UNDP backbone supports 8.6 staff salaries within UN DOCO and UNDP services (such as human resources, procurement, finance and travel) but not rent or facilities.
37. **In 2016, roughly 75% of actual RCO expenditures from the UNDG cost-sharing and the UNDP backbone cash contribution went to staffing, consultants, and other personnel costs**, as shown in Figure 4⁸. This included staff hired in RCOs as well as external experts and consultants who support strategic analysis and UNDAF planning work. Operations of RCO offices and travel expenses accounted for the remainder of expenditures.

⁵ Interviews with UN DOCO and UNDP; Dalberg estimates.

⁶ The Resident Coordinator also serves as UNDP Resident Representative, and hence the salary costs for the RC, assistant and driver also support this function.

⁷ Estimate of \$380,000 per country, using average pro forma salaries of RCs, assistants, and drivers, assuming 80% of RCs are D1s and 20% are D2s; assistants and drivers are paid as GS7s.

⁸ These RCO expenditures are taken from the two Atlas codes (UN RC System Fund and Prog Sppt Res Coord Line 3.1.2) which correspond to the UNDG cost-sharing and the UNDP backbone cash contribution; they exclude amounts spent on regional expenditures and funds for the UNDAF Innovation and BOS/Joint Procurement Initiatives. The total for actual expenditure differs somewhat from the total allocated budget from the UNDG cost-sharing and UNDP backbone cash contribution for 2016, because actual expenditures in a given year do not always match the budgeted amounts.

Figure 4: Actual RCO expenditures from UNDG cost-sharing and UNDP cash contribution in 2016⁹

Components	Description	Amount (USD M)	% of total
Staff and other personnel costs	Salaries, allowances, reimbursable expenses, short-term expertise	26.3	75%
Non-staff costs	Office equipment and expenses including software, IT, printing, catering, meeting venues, travel and stipends	8.8	25%
Total		35.1	

38. **The UNDG cost-sharing and UNDP backbone cash contribution fund approximately 3.5 staff per RCO on average.** As noted above, RCs have the flexibility to decide on how to use funds provided for staffing. Actual expenditures for 2016 indicate that 461 staff were funded by the UNDG Cost-Sharing Agreement and the UNDP backbone cash contribution, across 131 countries – an average of 3.5 staff per country. By comparison, the UNDG cost-sharing budget is currently based on amounts required to fund 239 RCO staff positions (from the UNDG cost-sharing and the UNDP cash contribution), so it is clear that RCs frequently opt to hire a larger number of more junior staff in their RCOs.
39. **RCOs indicate that consultants, workshops, and travel expenses represent the most significant uses of non-staff resources.** During an UNDAF development year, consultants are frequently hired to support the development process, conduct research, and draft the report. In any given year, entities meet for workshops and coordination meetings. Often the venue and related travel expenses are covered by the RCO; in other cases, the total costs are shared or entirely contributed by a single entity or group of entities.
40. **In addition to funding from the UNDG Cost-Sharing Agreement and the UNDP backbone, RCOs also receive general funds from donors and local cost-sharing, as well as funding from UN entities that is earmarked for specific purposes.** Data on sources of funding for RCOs suggest that donors provide at least 18% (and possibly more) of RCO payroll costs to fund specific roles, Secretariat entities (i.e., Missions, DPA, OCHA, OHCHR, DPI, DESA, etc.) provide about 17% for specific posts housed in the RCO but related to each entity's objectives, and local UNCT cost-sharing provides a small share of staff costs.¹⁰ In 2016, UN Volunteers deployed 37 volunteers in RCOs, of whom 24 were UN Volunteer Specialists, 9 were UN Youth Volunteers, and 4 UN University Volunteers.¹¹

⁹ RCO expenditures (2016) from Atlas; see note 8 for more details.

¹⁰ UNDG IMS.

¹¹ UNV; total value of the contribution is \$835k; 63% is funded by Germany, and the remaining 27% from Czech Republic, Finland, France, Ireland, Japan, Spain, Switzerland and Hong Kong SAR.

A.2. In-kind contributions

41. **Many UNDG members provide valuable contributions to the work of the United Nations, as a coordinated system, at the country level.** For example, entities participate in or chair coordination activities or groups, provide training and offer knowledge products to other UNCT members, contribute staff time and provide input to UNDAF preparation, and contribute resources to events such as National UN day. These are contributions to joint work of the UN, but not to the RC system.
42. **Some entity contributions are examples of central coordination activities, which are valuable contributions but are not substitutes for the ten coordination functions.** Some entities provide central coordination resources for activities such as hosting UNCT meetings or taking on the RC *ad interim* role between appointments.
43. **In a few cases, entities have provided highly valuable in-kind contributions to the development coordination system.** In-kind contributions are non-cash resources deployed for the use of all UNCT members and the RCO in the execution of the ten coordination functions. An example is UNICEF's contribution of external communications and advocacy, including the design and launch of joint UN communications and events, on behalf of the UNCT.
44. **Most RCOs indicated that there were very few significant in-kind contributions from UNCT members, and that some contributions were more useful than others.** Providing a dedicated staff person for six months to coordinate the UNDAF process and allocating staff time for joint communications work were both cited as very valuable examples of in-kind contributions to the ten coordination functions.

Figure 5: Examples of in-kind contributions cited by interviewees¹²

Specific examples cited by interviewees as "in-kind contributions"			
Ten "cost-sharing" functions	Other central coordination	Programmatic and UN system participant activities, i.e., not coordination functions	
"Our in-house staff design and launch some of the communications products for UNCT activities and events " – UNCT member	"We rotate hosting UNCT meetings " – UNCT member	"We provide training to all UNCT members on things like statistics" – UNCT member	"Our country teams join and chair multiple coordination working groups " – Regional UNDG Team member
	"Our Reps take on the RC-ai role between one RC and the next" – UNDG member	"... research expertise, knowledge products at country level" – UNDG member	"... joint activities such as UN Day, SDG activities, and world summits" – UNCT member
		"We assigned dedicated staff to work with the UNCT to prepare for World Humanitarian Summit" – UNCT member	"We contribute many hours to the development of our UNDAF " – UNCT member

¹² Interviews with UNDG members and UNCT members (2017).

45. **UNCT members mostly believe that the ten coordination functions should remain the responsibility of the RCO rather than be relocated to any particular entity.** UNCT members were asked whether any of the functions could be handed over to a particular entity at the country level; in almost all cases, they indicated that this was not a good idea because it might dilute the benefits of having a single entity responsible for development coordination. The exception was external communications and advocacy; a few UNCT members felt that this function could be owned by a single entity because (i) it was distinct enough from the other functions that it could be separated without causing significant challenges, (ii) some of the larger entities had the capabilities to deliver on this function at the country level, and (iii) some efficiencies could possibly be realized by reducing duplication of communication and advocacy activities.

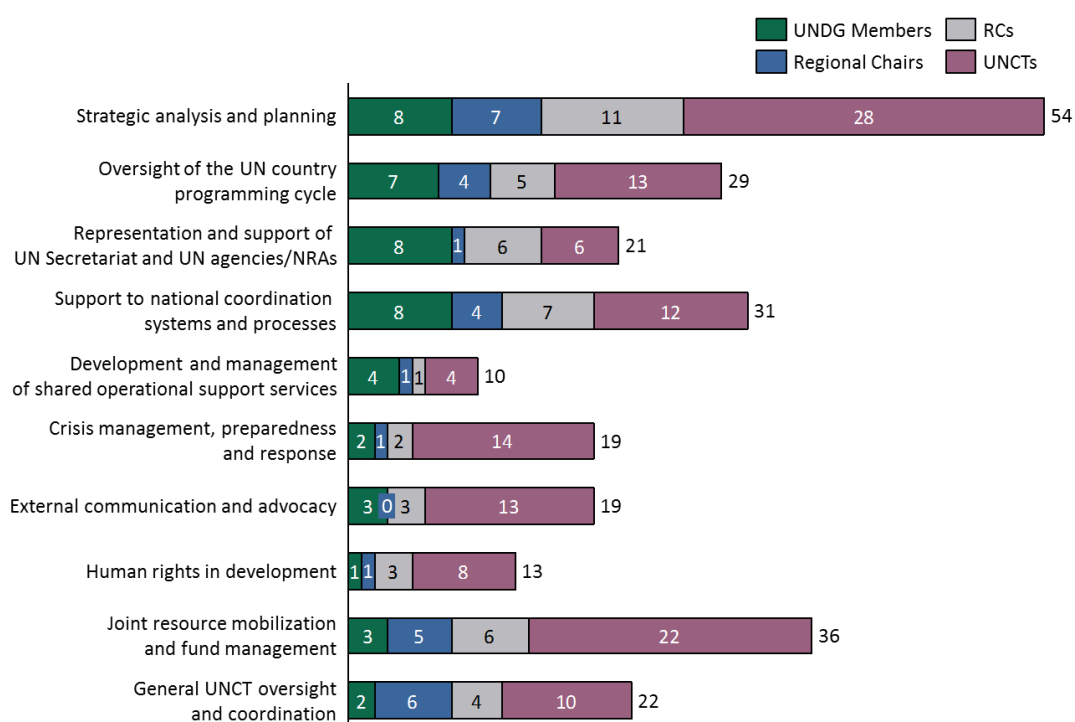
A.3. Value of coordination and the most important functions

46. **Almost all UNDG entities and all UNCTs interviewed consider the RC system to be valuable.** Twenty-five of the 27 UNDG members indicated their belief that the system was valuable while two indicated that they were uncertain (see Figure 6). All 12 UNCTs interviewed indicated that the system was valuable.
47. **The UN's leadership and Member States also believe that coordination is valuable.** Speaking on behalf of the SG at the Dialogue with Executive Heads of ECOSOC, the Deputy Secretary General said that “we need to be ‘fit for purpose’ to help Member States fulfil the promises they made in 2015... and that requires a strong and adequately resourced coordination system that can provide effective planning and risk management, monitoring, and evaluation. Traditional coordination mechanisms are no longer enough.” Member States also believe that coordination is important. A 2016 UNDESA survey of Member States found that more than 90% of governments indicated that they wanted a well-coordinated and coherent UN working with them in a country.
48. **Stakeholders in the RC system believe that strategic analysis and planning, joint resource mobilization, and support for national coordination are the most important functions.** In interviews with UNDG Members (at HQ level), Regional UNDG Teams, RCs, and UNCT members, these three were the most commonly cited functions (see Figure 7). Each group of interviewees agreed on these priorities—with the exception that UNDG Member representatives did not cite joint resource mobilization as often as others did.
49. **The largest time allocations are dedicated to general UNCT oversight and coordination, oversight of the UN country programming cycle, strategic analysis and planning, and external communication and advocacy.** As shown in Figure 7, the fourteen countries where interviews were conducted, RCOs estimated how staff time—and hence the bulk of the coordination budget—is distributed across the ten coordination functions.
50. **Time allocations by RCOs across the coordination functions in 2017 are very similar to the allocation findings of the 2012 review, which suggest that the figures are unlikely to change significantly from year to year.** As part of its 2012 review of 135 RCOs, MSI used survey results to calculate the average percentage of time spent by RCOs across the ten coordination functions. The average allocations of time by the 14 selected RCOs in 2017 are fairly similar to the average

Figure 6: Summary of interview responses to the question, “Is the RC system valuable?”¹³



Figure 7: Summary of interview responses to the question, “What are the most important coordination functions?” (Frequency of mentions)¹⁴



¹³ Interviews with UNDG members and with UNCTs (2017).

¹⁴ Interviews with stakeholders (2017).

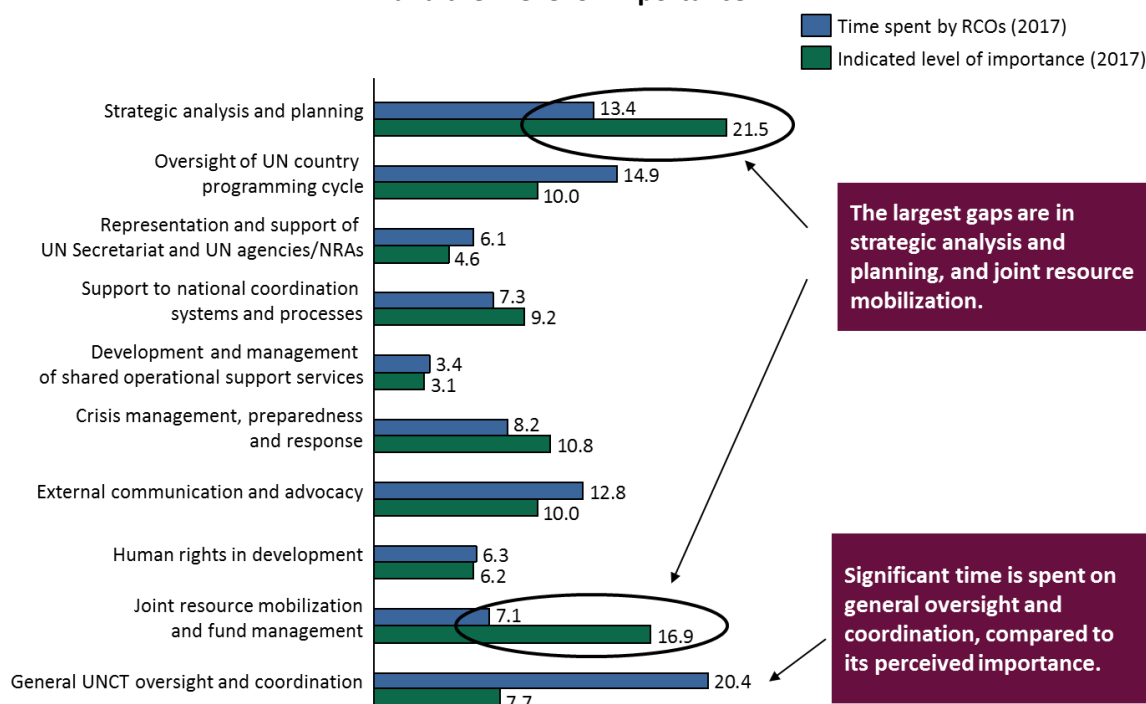
allocations across all RCOs in 2011, as shown in Figure 8: somewhat more time appears now to be devoted to external communication and advocacy and to general UNCT oversight and coordination, and somewhat less time to representation and support of the UN Secretariat and UN agencies/NRAs and to shared operational support services. Assuming that the ten functions do not change in definition or scope, the allocation of time of RCO staff and UNCTs is likely to remain consistent.

51. **Strategic analysis and planning and joint resource mobilization receive less attention than their importance would suggest they should.** When the estimates of time allocation are compared with the level of importance of each function, shown in Figure 9, it becomes apparent that the greatest gaps are in the two most important functions.
52. **Meanwhile, general oversight and coordination consumes more time than its perceived importance would suggest.** UNCT members in particular frequently made the observation that they felt they were spending significant time on lower-value administrative tasks rather than on higher-value coordination functions, including strategic analysis and planning and joint resource mobilization.
53. **Monitoring and evaluation is an important element of effective coordination, but it is not currently included in the ten existing coordination functions.** M&E was identified as a critical coordination function in the MSI report on RC System Funding Modalities in 2012, and UNDAF evaluations are mandatory. However, the UNDG Cost-Sharing Agreement did not include M&E in order to reduce the overall costs. The UNDG Agreement indicated that there should be a M&E staff member at the NOC level in each crisis country, and that this position should be funded through local cost-sharing by UNCT members; however this has not been implemented. Many of the requests made by RCs for local cost-sharing by UNCT members are to conduct the mandatory evaluations of UNDAF results (although some RCs report that some UNCT members have not contributed to such UNDAF evaluations); this is necessary because the cost of independent UNDAF evaluations would exceed, or use up most of, the general operating expenses budget allocated to most countries from UNDG cost-sharing.
54. **Coordination of the humanitarian-development nexus is a valuable function and there is currently no clear owner of this function for coordination.** OCHA is responsible for the coordination of humanitarian assistance while the RC system is responsible for development coordination. In light of the priorities laid out in Agenda 2030, which demand greater coordination at this intersection, it will be critical to ensure that this function has a clear owner supported by the necessary resources. It should be noted, however, that the functionality of the RC system and any extension or reformulation of the coordination functions need to be discussed in the wider context of the future of RC/HC Leadership and coordination models.

Figure 8: Comparison of percentage of time spent by RCOs across the 10 coordination functions between 2011 and 2017 (N₂₀₁₁ = 135; N₂₀₁₇ = 14)¹⁵



Figure 9: Comparison of percentage of time spent by RCOs across the 10 coordination functions and their level of importance¹⁶



¹⁵ Source for 2012 is the MSI Report on RC System Funding Modalities (2012); source for 2017 is interviews with RCs and data prepared by each of their RCO staff.

¹⁶ Source for 2017 is interviews with RCs and data prepared by each of their RCO staff.

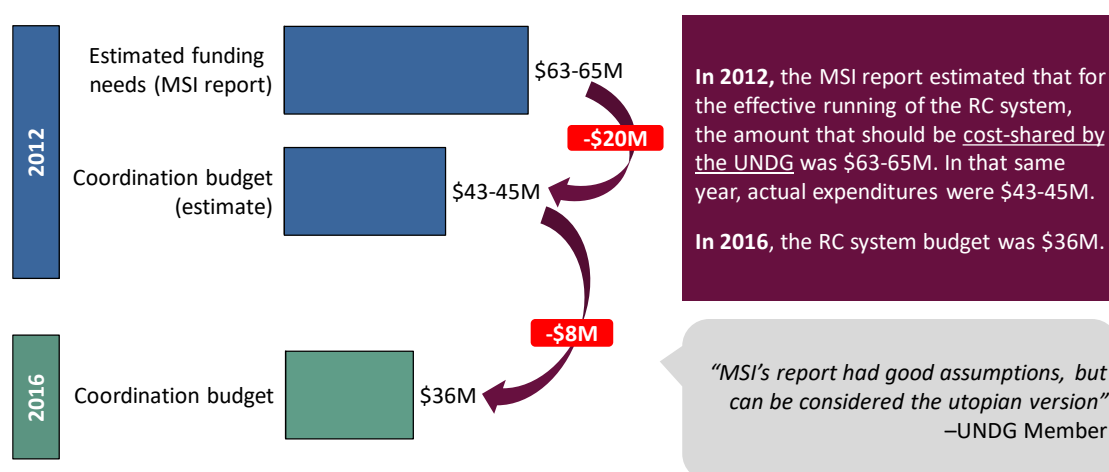
A.4. Budget sufficiency

55. **The development coordination budget is insufficient for current or future needs, based on multiple pieces of evidence, each of which is described in more detail in the following paragraphs:**

- The budget is well below the spending and estimated budgetary needs cited in MSI's 2012 report.
- Resources have declined since 2011 while functions have remained the same or increased; as a result, many RCOs have to raise funds from local cost-sharing or from donors.
- Funding for development coordination is significantly lower than for humanitarian coordination.
- In the coming years, the challenge of delivering on Agenda 2030 will require even greater levels of coordination from the UN development system than in the past, which will place additional pressure on the existing resources.

56. **The budget is well below the spending and estimated needs detailed in MSI's Report on RC System Funding Modalities in 2012.** The current coordination budget is lower than estimated actual costs were in 2012, and less than 60% of funding needs estimated by MSI. In 2012, the MSI report estimated that for the effective running of the RC system, \$63-65 million should be cost-shared among UNDG members. In that same report, actual expenditures for 2011, excluding those attributable to the UNDP backbone functions, were estimated at \$43-45 million. Both figures were based on a survey of RCs, and extrapolations based on country typologies. In 2016, the RC system budget was \$36 million – well below MSI's estimate of need (which might be considered an ideal case) but also well below the estimated actual spending in 2011.

Figure 10: Comparison of the UNDG cost-sharing proposals and budgets (excluding UNDP backbone amounts) between 2012 and 2016¹⁷

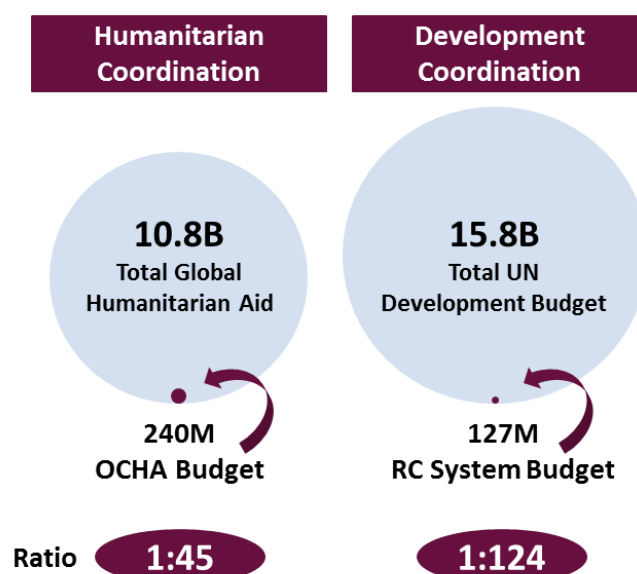


¹⁷ Source for 2012 is the MSI Report on RC System Funding Modalities (2012); source for 2016 is UN DOCO.

57. **The UNDG acknowledged the findings of MSI's Report on RC System Funding Modalities; however, it decided in 2014 to reduce the funding provided,** with the removal from M&E being the only corresponding reduction in expectations from the RC system. It is therefore perhaps unsurprising that RCs have made requests to UNCT members and donors to provide resources to compensate for the shortfall compared to both needs and previous funding levels, and for UNDAF evaluations in particular.
58. **Resources have declined since 2011 while functions have remained the same or increased; many RCOs must raise funds from local cost-sharing or from donors.** At all levels of the system, posts have decreased or not been funded while functions have remained unchanged or expanded; many RCOs need to raise resources to fulfil key functions from local cost-sharing or from donors.
- At the global level, UN DOCO funding has declined while the number of posts has decreased from 47 in 2009 to 27 in 2017. UN DOCO's functions include: supporting UNDG as its Secretariat; supporting country and regional teams; management of RC system funding; management of RC selection and appraisal; providing technical advisory support to UNDG; providing data analytics as well as knowledge and innovation development; reporting on UN coordination results; and global systems design and implementation (e.g., UNDG IMS, UNInfo and the ARC). The management and reporting of the UNDG Cost-Sharing Agreement was added as a function without additional capacity.
 - At the regional level, a P5 and P4 post were proposed in the structural review; however, only a P4 and P3 post were funded¹⁸. Regional UNDG Teams' responsibilities include the provision of coherent technical support to RCs and UNCTs; quality assurance for UNDAF/UN programmes, performance management; "troubleshooting" in difficult country situations; and dispute resolution. In some regions, two additional functions have been proposed: (1) technical support for drafting UNDAFs and joint work plans and (2) monitoring and evaluation.
 - At the country level, allocations are estimated based on posts, but funding is not tied to those posts. The budget allocates resources for the equivalent of 1.8 staff per office. RCOs consistently need to raise resources from local cost-sharing or from donors in order to top up these resources and be able to fulfil their responsibility to deliver on the ten coordination functions.
59. **Funding for development coordination is significantly lower than for humanitarian coordination.** Although there are some differences between the two coordination systems, even the most conservative comparison indicates that the development coordination function receives significantly less funding. In fact, the ratio of humanitarian coordination funds (OCHA's fulfilled budget) to total global humanitarian expenditures is 1:45, while the ratio of development coordination funds (RC system) to UN development expenditures is 1:124, as illustrated in Figure 11.
60. **Alternative methods for comparison suggest an even stronger case that development coordination receives significantly less funding.** The RC system funds the salaries of RCs; in cases where the RC is also the Humanitarian Coordinator (HC), OCHA (or UNHCR in cases of refugee crises) supports the HC function but does not contribute to the RC/HC salary. If RC salaries were

¹⁸ The P4 posts are funded by the UNDP backbone, and the P3 posts are funded by the UNDG Cost-Sharing Agreement.

Figure 11: Comparison of humanitarian and development coordination budgets (USD)¹⁹

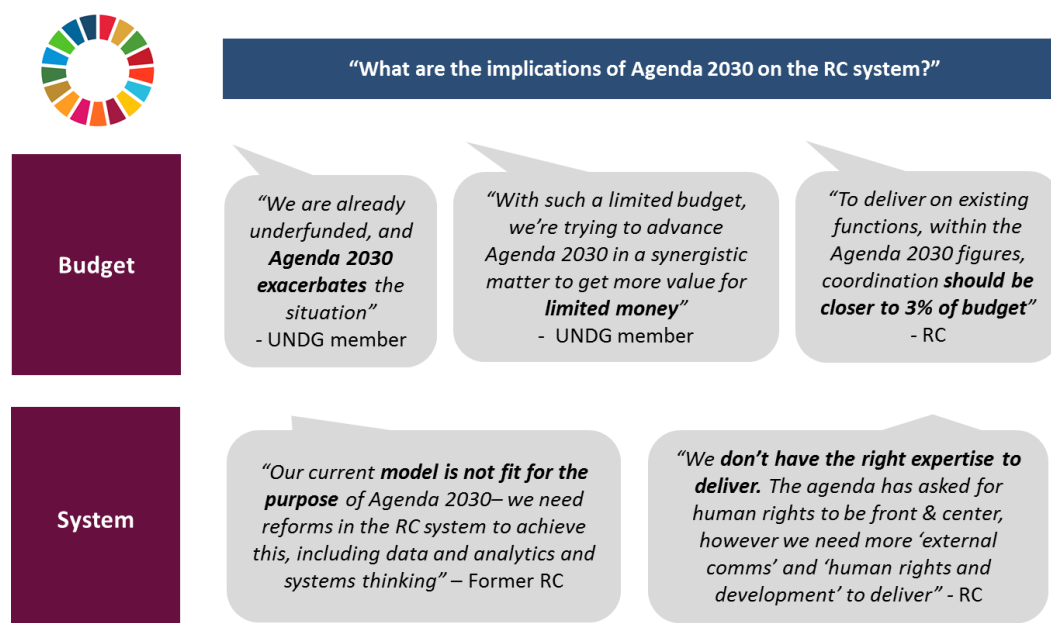


excluded, an RC system budget with the same parameters as a humanitarian coordination budget would be \$71 million, increasing the ratio of development coordination funds to total development expenditures to 1:223. If the development budget included 25% of global development aid—to reflect the fact that the UN does help coordinate all aid in some countries—the total development budget would increase by \$31 billion to \$46.8 billion, changing the ratio to 1:368.

61. **Distinctions between humanitarian and development coordination do not change this finding.** OCHA's coordination mandate extends beyond UN actors; the RC system is responsible largely for the coordination of UN development activities, although the RC acts as co-chair of the donor coordination mechanism in many countries. The humanitarian planning and coordination cycle is one year, and can be very detailed, requiring OCHA to coordinate multiple assessments and appeals every year; the UNDAF cycle spans 3-5 years. While these differences may account for some of the extra investment in humanitarian coordination, a comparison between analogous budgets nonetheless suggests that the RC system is underfunded.
62. **Delivering on Agenda 2030 will require even greater levels of coordination from the UN development system than in the past.** Interviews suggested that Agenda 2030 requires more integrated strategic planning and analysis, greater coherence in UNCT communication, a stronger focus on human-rights-based approaches, and greater levels of resource mobilization (see Figure 12). Most stakeholders believe that greater levels of coordination are best achieved through an increase in resources to the RC system. Multiple stakeholders believe that the current RC system is not fit to deliver on Agenda 2030, and that further expertise is required to strengthen the capacity of the system.

¹⁹ Budget data from ECOSOC Report on Implementation of GA Resolution 67/226 on the QCPR: funding analysis report of the SG; OCHA budget is from OCHA 2016 Annual Report; RC system budget from UN DOCO.

Figure 12: Summary of UNDG member interview responses to the question: “What are the implications of Agenda 2030 on the RC system?”



63. Many UNDG members also indicated in interviews that they believe the RC system is underfunded while none believe it is sufficiently funded; however, many also feel that they cannot expand their contributions. No UNDG members said that the budget was sufficient for the RC system to deliver on its mandate and functions. Twenty-five per cent of UNDG members described the budget as insufficient; some referenced the 2012 MSI report as a baseline for required resources that had never been achieved. Seventy-five per cent indicated that it was “hard to say” whether or not the budget was sufficient because the expenditures and activities covered by the budget were unclear. Some entities noted that they have “zero budget growth” while others said that they were “severely constrained and cannot pay more”. Some UNDG members also addressed the issue of cost-sharing budget increases, which are tied to pro forma costs. In particular, it was noted that “many donors do not fund pro forma increases” in their contributions to entities, and therefore it would not be possible for members to increase their contributions in line with pro forma increases.

A.5. Potential efficiency gains

64. There are few straightforward efficiency gains to be achieved, and there does not appear to be significant duplication of activities in the RC system. There are limitations to the findings because the scope of this review did not allow for a detailed time-and-motion study but rather relied on people identifying potential areas for improved efficiency. In interviews, most stakeholders were not able to suggest many ideas for efficiency gains; in fact, many pointed out to how unlikely such gains might be given the minimal staffing and resources of RCOs. The UNDG Cost-Sharing Agreement provides for only one to two staff positions and only between \$50,000 and \$120,000

(depending on the country); at this resource level, greater efficiency is hard to come by. In terms of identifying duplication of activities in the RC system, while both UN DOCO and Regional Teams review UNDAFs, this is more complementary than duplicative. Regional Teams typically review all UNDAFs and provide substantive input into these, while UN DOCO's Country and Regional Support Team provides additional support to the Regional Teams when called upon.

65. **There may be room to shift effort and resources to highest-value activities.** As already noted, general UNCT coordination occupies the largest portion of time allocated amongst the ten coordination functions, yet interviewees typically consider it to be comparatively less important than other functions. Conversely, strategic analysis and planning and joint resource mobilization occupy significantly less time but are rated as the most important. Many interviewees feel that less time can be spent on procedural work. For example, UNCT members suggest that the "administrative burden of the multiple bureaucratic tasks of the RCO" could be reduced, singling out "organizing meetings and preparing minutes", and "paperwork in [UNCT] meetings, which surely could be handled more efficiently". This shift from lower- to higher-value activities could, in theory, increase the overall level of effectiveness of the RC system.

B: FORMULAE FOR COST-SHARING AND ALLOCATIONS

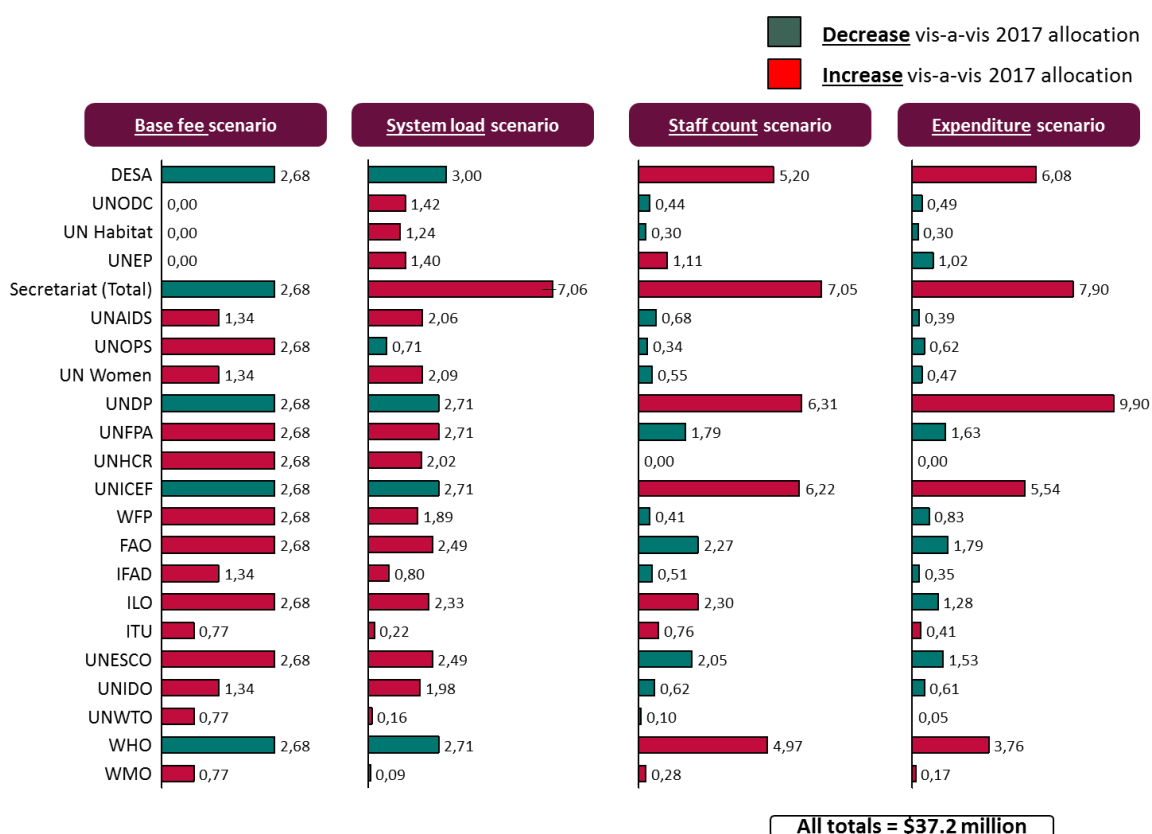
B.1. Analysis of current UNDG cost-sharing formula

66. **The current UNDG cost-sharing formula has three components: base fee, system load (based on number of UNDAFs that an entity has signed), and entity size.** All UNDG members contribute to the base fee as a reflection of the fact that the Resident Coordinator system is owned by and benefits all members of the UN development system, and in recognition of the reality that all members place at least a minimum load on the system. System load recognizes that each entity places a different load on the system and gains a different magnitude of benefit. System load is a necessary factor because most of the UNDG cost-sharing budget goes to the country level, where the benefits of and load on the system accrue to UNCT members active in each country. Agency size is a reflection of the principle of fairness and ensures that entities contribute according to their abilities. Entity size is a necessary component because coordination helps improve the effectiveness of all UN activities, and therefore larger entities that perform more activities will derive greater value from greater coordination. Larger entities also place some more load on the system, even if not directly proportional to their size. UNDG member entities contribute in proportion to their share of total UNDG expenditures and staff count (see Figure 13). Any equitable formula must include a balance between these three components.
67. **A formula without the three components would produce results that are manifestly unfair. An analysis of the formula (see Figure 14) indicates that:**
- If UNDG members paid only base fees using the existing three-tier base fee model, small entities would pay either 25% or 50% of the amounts paid by much larger entities, which is significantly higher than they currently pay.
 - If UNDG members paid only based on the number of countries where they are active, many medium-sized entities would end paying almost the same as very large entities.
 - If UNDG members paid based on size alone (i.e., staff count and expenditures), large entities would bear almost the entire burden. Specifically the Secretariat, UNDP, UNICEF, and WHO would pay for 70% of the total budget, despite the fact that the demand of the system is not purely dependent on size (see Figure 14).
68. **In interviews, most UNDG members seemed comfortable with the overall structure of the formula.** Those that did question the components usually commented on the components that increased the share of their entity's contribution. Most comments, however, related to specific issues—addressed in Section B.3—rather than the overall structure of the formula.

Figure 13: Structure of the current UNDG cost-sharing formula for the RC system

Step	Cost Component	Calculation	% of total
1	Annual Base Fee	If average annual expenditures < USD100 and/or number of UNDAFs <= 10, base fee is USD100k (and this is a flat fee with no system load or agency size components) Otherwise, if average annual expenditures > USD100M, and < USD500M, base fee is USD175k > USD500M, base fee is USD350k	13%
<i>The sum of all base fees are deducted from the total coordination budget and the remainder is allocated equally between step 2 and step 3</i>			
2	System Load	Calculate the share of UNDAF's that UNDG members participate in	43%
3	Agency Size	(a) <u>Expenditure</u> – Calculate share of total biennial expenditure using each agencies average biennial expenditure (excluding humanitarian) (b) <u>Staff size</u> – Calculate share of total staff count using each agencies total staff count in the same year (excluding humanitarian) <i>(data are based on most recent CEB data)</i>	43%

Figure 14: Analysis of the current UNDG cost-sharing formula under four scenarios (USD M)



B.2. Non-payment by some UNDG members

69. **Most UNDG members have paid the share allocated by the formula; however some entities have not paid the full amount, some have not paid increases charged in 2015-16 and in 2017, and the UN Secretariat has not been able to obtain approval to make any payments to date (see Figure 15).** The UNDG Cost-Sharing Agreement has been in place for two biennia, 2014-2015 and 2016-2017 (see Figure 16). A breakdown of entity allocations and payments indicates that most entities have fully paid. The six entities that have not paid in full, or at all, cite a variety of reasons:

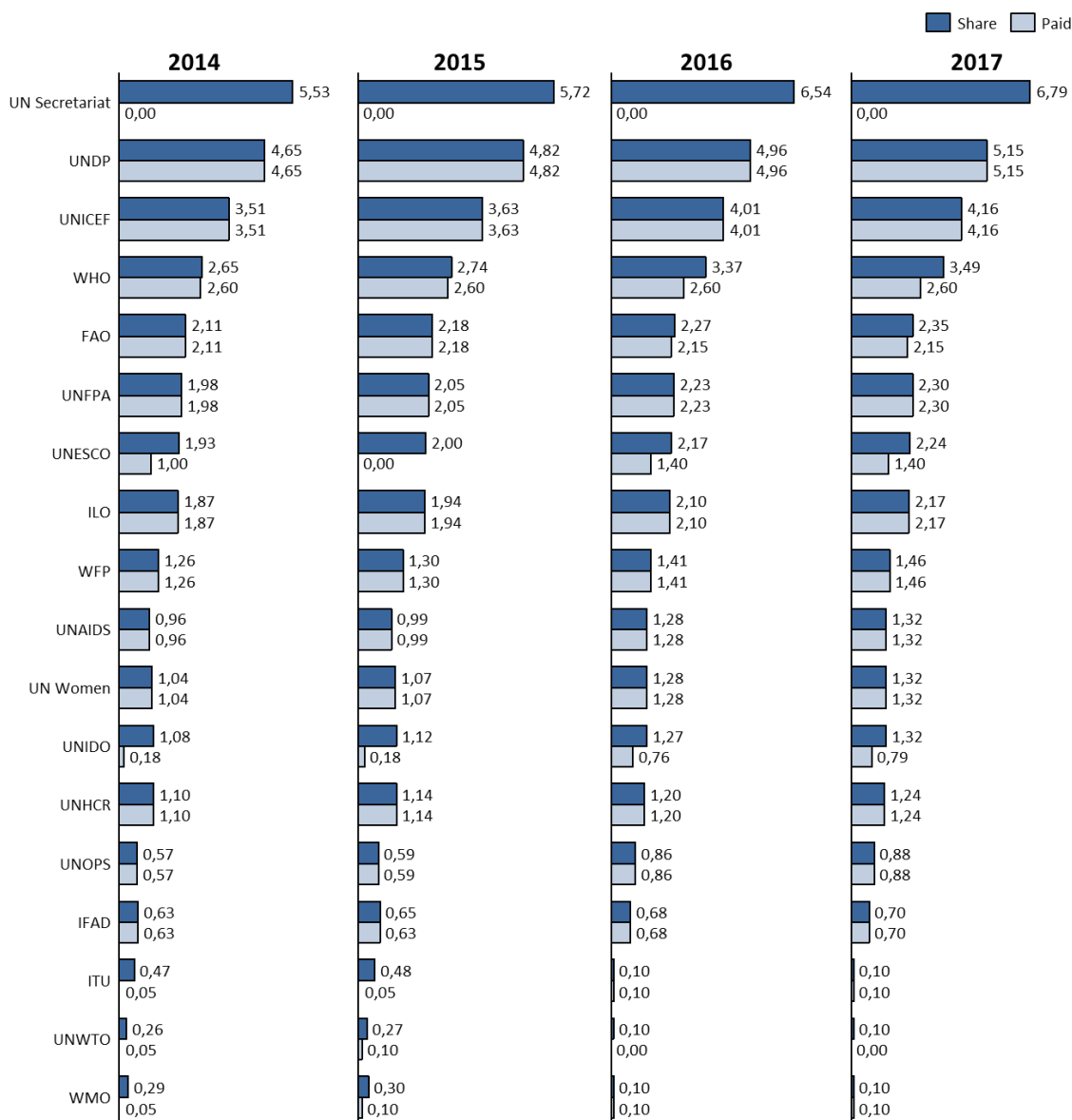
- The **Secretariat** is the largest outstanding contributor to the UNDG Cost-Sharing Agreement. Its 2017 expected contribution is \$6.7 million, but it will not fulfil that obligation. The Fifth Committee did not approve the formula and the funding at the outset of the UNDG Cost-Sharing Agreement, and although various attempts have been made, this has not yet been resolved.
- **UNESCO** does not dispute the amounts charged; however, it claims that it cannot pay the full amount due to budget constraints.
- **UNIDO** paid lower amounts than invoiced in the 2014-2015 biennium, which was communicated to the UNDG Chair. In the 2016-2017 biennium, UNIDO has paid 60% of its share.
- **WHO** has fixed its yearly contribution at the same amount since 2014, and has stated that it cannot follow inflation increases due to its own budget constraints.
- **UNWTO** has stated it would only contribute to a “pay-as-you-use” model, and has not contributed to the 2016-2017 biennium at all.
- **WMO** was financially unable to contribute in the first biennium. Now that its allocation has been revised down to \$100,000, it has been able to fulfil its obligation.
- **FAO** agreed and paid their allocations in the first biennium, but have not paid the increased amount in the second biennium due to budget constraints.

Figure 15: List of outstanding UNDG member payments to UNDG Cost-Sharing Agreement²⁰

Entity	Cumulative amount invoiced 2014-2017 (USD)	Difference between amounts invoiced and paid (USD)
UN Secretariat	24.6M	24.6M
UNESCO	8.3M	4.5M
UNIDO	4.8M	2.9M
WHO	12.2M	1.8M
UNWTO	0.7M	0.6M
WMO	0.8M	0.4M
FAO	8.9M	0.3M

²⁰ From UN DOCO data.

Figure 16: UNDG member entities cost allocation vs. actual payment for the period 2014-2017 (USD M)²¹ (Figures are rounded)



70. **The outstanding payments of the Secretariat represent more than 70% of all cumulative outstanding payments to the UNDG Cost-Sharing Agreement, and undermine the General Assembly’s direction to enhance coordination on UN development activities.** Several UNDG member entities note that “the Secretariat should be leading on coordination and coherence” (to use the words of one interviewee), and that the non-payment is also inconsistent with the message from the General Assembly about the importance of coordination. The Fifth Committee has acknowledged these points; it “underline[d] the importance of the Resident Coordinator System” and also “request[ed] the Secretary-General to present a refined proposal of the cost-

²¹ UNDG Cost-Sharing with Respect to the Resident Coordinator System and the Related Proposed United Nations Secretariat Contribution, Report by the Secretary General (January 2016).

sharing arrangement and management of the financing, as well as to submit associated costs in the proposed programme budget for 2018-2019”.²²

71. The shortfalls caused by non-payments will lead to reduced funding of RC offices from 2018.

From 2014 to 2017, UN DOCO was able to cover for payments not made by using a balance from donor funding received prior to 2014 (instead of using this balance to support country-level actions on the 2030 Agenda). According to UN DOCO, these funds have now been depleted, and actual funding for the RC system will have to decrease in 2018 and beyond if UNDG entities do not pay the full amounts due from them, unless alternative sources of funding are identified.

B.3. Suggestions for changes to the current UNDG cost-sharing formula

72. UNDG members raised a number of concerns regarding the cost-sharing formula and whether it has generated the expected results (see Figure 17).

Some entities face zero budget growth, making it difficult for them to pay any increases in cost-sharing charges. Some entities indicate that they cannot afford even the lowest base fee amount due to their small size, and a subset of these entities argue for a ‘fee-for-service’ approach. Some feel that the humanitarian exclusion is unjustified because all humanitarian entities are members of the UNDG and they have also grown the most in recent years. Multiple entities mentioned their concern that their allocations have changed not because their own size and system load have not changed, but rather because other entities have changed in these regards.

73. In discussions about the Secretariat’s contribution, Member States have raised some similar and some additional concerns about the UNDG Cost-Sharing Agreement.

First, they were not consulted during the initial development of the UNDG Cost-Sharing Agreement. Second, there is limited visibility into the precise posts and costs that are funded through the UNDG Cost-Sharing Agreement. Third, there is potential for the Secretariat’s allocation to change unpredictably or uncontrollably from year to year, even if its own budget does not change. Fourth, several Secretariat entities are primarily headquarters-based and don’t participate in country-level coordination activities.

74. A fee-for-service model is not appropriate, given that most of the coordination functions cannot be divided into services attributable to specific UNDG entities.

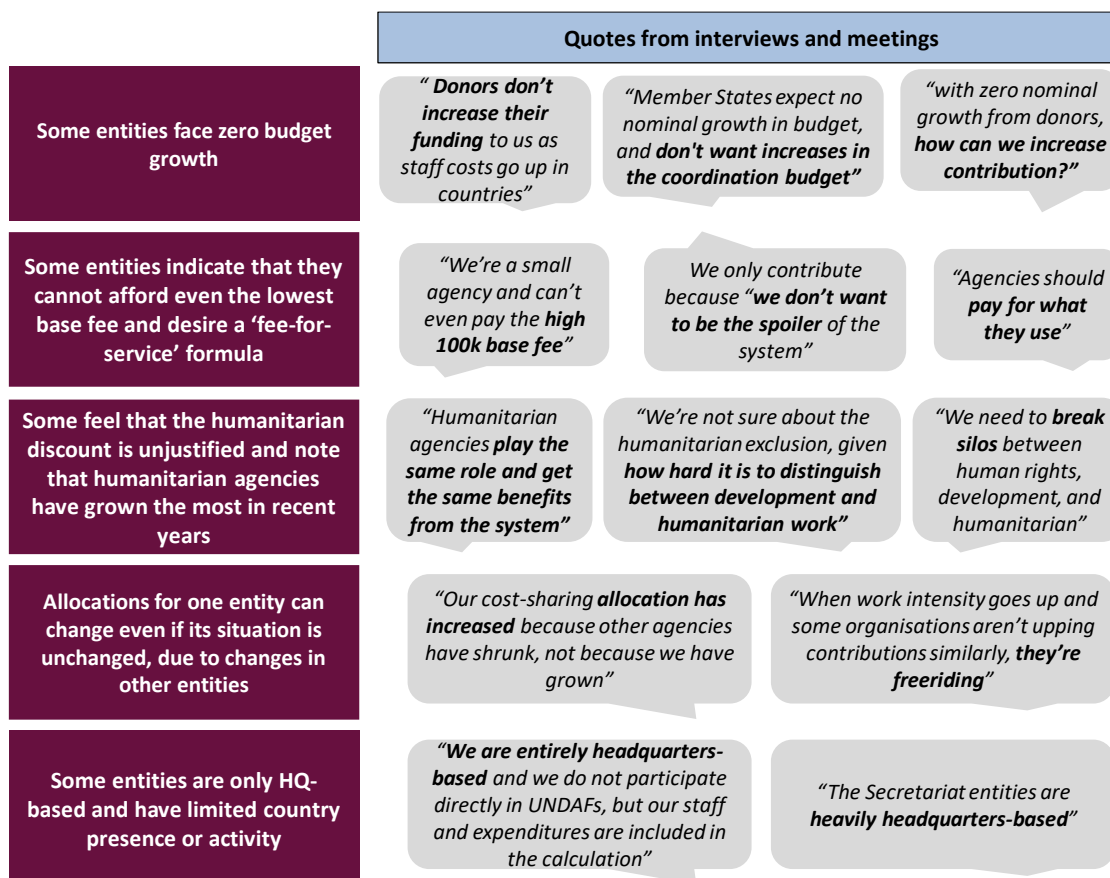
Only one of the ten coordination functions – support to NRAs – is divisible by “customer”. Almost all of activities at global and regional level benefit all UNDG entities, and almost all activities by RCOs at country level benefit all UNDG entities active in a country. The system load component of the formula reflects the fact that most coordination services cost the same irrespective of the number of entities in a country, while the entity size component reflects the relative scale of benefits derived by each entity assuming that the benefit to an entity is proportional to the budget and staffing of that entity.

75. The humanitarian exclusion or “discount” in the UNDG Cost-Sharing Agreement appears to be justified given the current coordination functions.

First, humanitarian activities are coordinated by OCHA, even though it does not place financial demands on humanitarian agencies (because 95% of OCHA’s funding comes directly from donors). Second, OCHA (or UNHCR in the case of

²² Seventy-first session of the Fifth Committee, Agenda item 134, Programme budget for the biennium 2016-2017.

**Figure 17: Summary of quotes from interviews to the question:
“What challenges are you facing with your contribution to the UNDG Cost-Sharing Agreement, and what changes would you make to the formula?”**



refugee crises) supports the RC when the RC is also the Humanitarian Coordinator (HC), either through a full OCHA office or through financing staff in the RCO. (Note, however, that OCHA does not fund the HC role itself in cases where the RC acts as HC.) Third, the humanitarian exclusion applies only to the “agency size” component of the formula (which includes staff count²³ and expenditures) and there is no discount for the “base fee” or “system load” components.

76. However, the coming years are expected to see greater coordination between humanitarian and development work; this might necessitate adjusting the functions of the RC system which, in turn, might justify changes to the humanitarian discount in the UNDG Cost-Sharing Agreement in the future. Following the launch of the 2030 Agenda and the World Humanitarian Summit, there is an increased demand for coordination between humanitarian and development work. It is beyond the scope of this review to explore how to provide such enhanced coordination, but it is possible that it could be met in part by adding a new mandate for the RC system focused explicitly on this area. If such an addition were made, then there could be reason to apply a charge

²³ Note that humanitarian staff are not consistently reported across entities, even to the CEB. To estimate the number of humanitarian staff within an agency, UN DOCO uses the share of humanitarian expenditures, as a percentage of humanitarian plus development expenditures, to extrapolate an estimate of the number of staff that are estimated to work on humanitarian activities.

under the “agency size” component for humanitarian expenditure and staff, and to increase budget allocation for relevant countries to undertake this additional function.

77. **For the UN Secretariat, it seems reasonable to exclude or provide discounts for Secretariat entities which place limited demands at country level; on the other hand, it does not seem reasonable to apply only one base fee to cover multiple Secretariat entities²⁴.** Since most of the cost-sharing funds are spent at country-level, there is a case to expect less from Secretariat entities which have no activities at country level and place little or no demands on RCOs; such entities could include OHRRLLS, OSAA and SRS/CAAC. The original formula provided for only one base fee of \$350,000 to be paid for the UN Secretariat, despite the fact that different UN Secretariat entities have separate memberships of UNDG, of Regional UNDG Teams and of UN Country Teams; this represents a discount of \$1,525,000²⁵ compared to what the UN Secretariat would have to pay in base fees if each UNDG were counted separately.

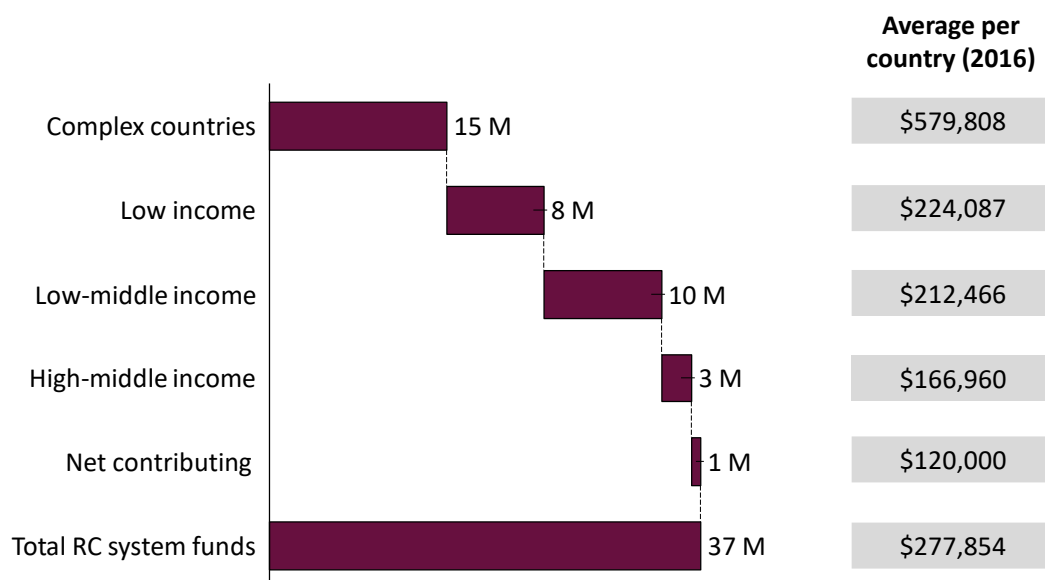
B.4. Allocations to global, regional and country levels, and across country typologies

78. **The overall development coordination budget, including the UNDP Backbone and the UNDG Cost-Sharing Agreement, is allocated across global, regional, and country levels.** About 89% of the budget for 2016 was allocated at the country level, with 3% at the regional level and 8% at the global level. Most UNDG members indicated that the overall resource split was appropriate, although some believe that the regional level is underfunded.
79. **The country-level budget is allocated according to country typologies, which appears to produce reasonable allocations.** Each country is allowed certain staff positions and an amount for general operating expenditures, which vary by country category. The budget for staff positions is calculated the UNDP pro forma costs in each country, although RCs have the flexibility to hire for posts different than those on which the budget is calculated. As shown in the Figure 18, countries classified as “complex” receive the largest allocations, followed by low-income countries. Middle-income countries receive less, but their allocations typically represent a higher percentage of overall UN spending in the country—which is reasonable given that coordination needs are not driven purely by the scale of the UN system in a country.
80. **Complex countries are selected on the advice of Regional UNDG Chairs based on common criteria; country classification by income level is based on thresholds.** The Advisory Note for the UNDG Cost-Sharing Funds for the RC System (published January 2016) describes the following criteria for determining country complexity: scale of the crisis, urgency of the UNCT’s engagement, complexity of the situation, government’s capacity to coordinate the international community’s

²⁴ The Secretariat entities that are part of the UNDG are: OHCHR, UNCTAD, UNDESA, UNECA, UNECE, UNECLAC, UNEP, UNESCAP, UNESWCA, UN Habitat, UNODC, UNOHRRLLS, UNOSAA, SRS/CAAC, EOSG (observer), OCHA (observer), UNDP (observer), UNDP (observer), UNFIP (observer). In all, 14 entities are UNDG members and 5 are observers.

²⁵ If each UN Secretariat entity paid a separate base fee, then UNEP, would pay \$350,000, OHCHR, UN-Habitat, and UNODC would pay \$175,000 each, and the other 10 UNDG members would pay \$100,000 each.

Figure 18: Actual allocations to RC Offices from the undg Cost-Sharing Agreement, USD M (2016)²⁶



development response efforts, and reputational risk for the UN.²⁷ The thresholds for income level classification for countries, meanwhile, are defined by the Executive Boards of UNDP and UNFPA.

²⁶ From UN DOCO data on actual country allocations in 2016. Note that the amounts in the bar chart have been rounded to the nearest USD million.

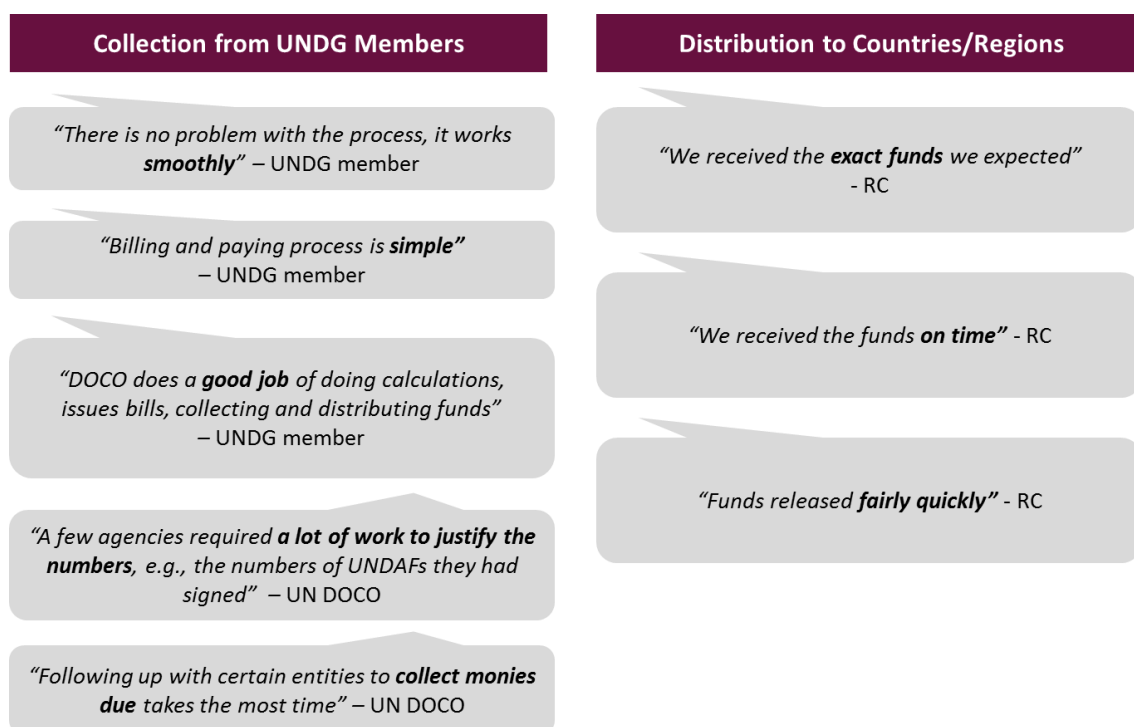
²⁷ Additional complexity criteria that can be applied are the start-up or phase-out of a UN mission, which would require strong coordination support for the UNCT; the phase-down and phase-out of humanitarian coordination support, in which case the development coordination support should be robust; and the presence within a country of a UN Special Envoy, but the absence of a set-up mission.

C: PROCESSES AND REPORTING

C.1. Processes

81. **The process for invoicing UNDG members largely works well — although UN DOCO does have to follow up with some entities to collect payments.** UNDG members largely agree that the process of invoicing works well (see Figure 19). Most entities agree with their allocations and make their contributions on time. In some cases, entities have challenged their allocation, and some have stated that they are unable to pay. In the cases where entities challenge their allocation, UN DOCO has had to provide detailed information on how their allocation was calculated, which has ended up in a significant delay in payment. There does not appear to be any case in which the allocation of an agency was incorrectly calculated. In cases where an entity states that they are unable to pay, UN DOCO has attempted to facilitate their payments by providing back-up documentation and ensuring that the UNDG Chair is aware of the situation.
82. **The process for distribution of funds to countries and Regional UNDG Teams runs smoothly.** Regional UNDG Teams and RCs indicate that exact funds are received at the expected time.

Figure 19: Summary of UNDG member responses to the question: “How well has the collection process worked?”; and summary of Regional UNDG team and RC interview responses to the question: “How well has the allocation of funds to your RCO/Regional UNDG team worked?”



C.2. Reporting

83. **UNDG members mostly appreciate the Annual UNDG Results Report.** Most of the UNDG members were aware of the 2015 UNDG Results Report published in 2016, and were pleased with its release. Many members noted a significant improvement over the 2014 UNDG Results Report. One UNDG member said that “UN DOCO has done a good job at developing a comprehensive report” although another indicated they “...don’t know of this report, but we know UN DOCO occasionally presents information to the UNDG”.
84. **However, the Annual UNDG Results Report is not well known at the country level.** No RCs or UNCTs with whom we spoke to knew of the Annual UNDG Result Report. In all cases there was a significant desire to see more reporting. RCOs indicated that they “give lots of inputs into reports but we never see the results” and that they “would like to hear lessons learned about how other countries coordinate themselves for results”. UN DOCO does distribute the report to all RCs and RCOs, and it is available and featured prominently on the UNDG website, which suggests that more frequent and tailored communications would increase awareness at the country level.
85. **UNDG members would like to have clearer information on coordination spending at the global, regional and country levels, while other parts of the report could be reduced in length.** In most interviews, UNDG members indicated that they wanted clearer and more detailed information on expenditures. In particular, there is a strong desire to understand the breakdown both of staff and non-staff expenditures at the global, regional, and country levels, and of the time allocation of staff across the ten coordination functions.

ANNEX

Fourteen countries were selected, across all regions, as a part of this review; thirteen RCOs provided further details on major staff and non-staff expenditures, as well as in-kind contributions. The following tables present the information provided for those thirteen countries, on the RCO staff and source of funding for each payroll, on major non-staff expenditures and the sources of funding for them, and on significant in-kind contributions from UNCT members.²⁸

Albania

Staff

Role	Level	Source of funding	Amount (\$)
Team Leader/UN Coordination Specialist	NO-C / SC-10	UNDG Cost-sharing	57,241.00
RBM Analyst	NO-B / SC-9	UNDG Cost-sharing	45,457.00
UN Communication Specialist for both UNDP and UNCT	NO-C / SC-10	UNDP	28,620.50
UN Volunteer in the position of UNDAF Process Coordinator		Donor - government of Germany	48,069.00
UN Coordination Associate/ Executive Associate to RC/RR and UNDP Country Director	GS-6	Backbone	28,417.00

Major non-staff expenditures

Description	Source of funding	Amount (\$)
Preparation of 2017 UNDAF	UNCT members	60,000
Communications	UNCT members	10,000

Significant in-kind contributions

Description	Source of funding	Amount (\$)
None	-	-

²⁸ In some cases, RCOs were unable to provide parts of the information, e.g., the amount or level for a given role. In these cases, the tables have blank cells.

Barbados

Staff

Role	Level	Source of funding	Amount (\$)
Coordination Officer	NOA	UNDG Cost-sharing	-
Human Rights Officer	NOB	OHCHR	-

Major non-staff expenditures

Description	Source of funding	Amount (\$)
UNDAF focal points meeting (staff and DSA)	UNCT shared	20,000

Significant in-kind contributions

Description	Source of funding	Amount (\$)
None	-	-

Colombia

Staff

Role	Level	Source of funding	Amount (\$)
Head of Office	P5	Sweden	258,386
Coordination Analyst	NOB	UNDG Cost-sharing	132,989
Coordination Analyst	NOB	UNDG Cost-sharing	132,989
Policy and Program Specialist / Special Assistant to Resident Coordination (SARC)	P3	Sweden	95,346
Coordination specialist for Post-Conflict	NRC secondment	NRC	168,300
Coordination Associate	G6	Sweden	68,059
Coordination Associate	G6	UNDG Cost-sharing	68,059
Peace & Development Advisor	-	Global PDA Program	38,757

Major non-staff expenditures

Description	Source of funding	Amount (\$)
Resident Coordinators Office support	UNDG Cost-sharing	80,000

Significant in-kind contributions

Description	Source of funding	Amount (\$)
Joint communication strategy	UNCT shared	5,000

Cote d'Ivoire

Staff

Role	Level	Source of funding	Amount (\$)
Strategic Planning Advisor and Head of resident Coordination Office and Coordinator of the PBF technical Secretariat	P5	50% UNDG Cost-sharing; 50% Peacebuilding Fund (PBF)	271,320
Coordination Specialist	P3	50% UNDG Cost-sharing; 50% UNCT shared	200,831
M&E Specialist	NOC	UNCT shared	80,848
Communication Specialist	NOC	UNCT shared	80,848
Administrative Assistant for PBF Technical secretariat	GS	PBF	32,894
Driver of PBF Technical Secretariat	-	PBF	14,718

Major non-staff expenditures

Description	Source of funding	Amount (\$)
None	-	-

Significant in-kind contributions

Description	Source of funding	Amount (\$)
-	-	-

Fiji

Staff

Role	Level	Source of funding	Amount (\$)
Coordination Specialist	NOC	UNDG Cost-sharing	75,000
Coordination Associate	G 7	UNDG Cost-sharing	36,000
UNDAF M&E Manager	NOB	UNDG Cost-sharing and UNCT shared	10,479

Major non-staff expenditures

Description	Source of funding	Amount (\$)
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Communications Consultant	UNDG Cost-sharing and UNCT shared	60,000
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Significant in-kind contributions

Description	Source of funding	Amount (\$)
Entities support to UNDAF	UNCT members	57,360

Lebanon

Staff

Role	Level	Source of funding	Amount (\$)
Head of Office	P5	UNDG Cost-sharing	282,568.75
Senior Coordination Officer	P5	UN Mission (UNSCOL)	282,568.75
Senior Planning and Coordination Advisor	P5	Norway	282,568.75
Strategic Planning Specialist	P3	UNDG Cost-sharing) 50%; UNDP 50%	163,706.00
Coordination Officer	NOC	UN Mission (UNSCOL)	149,539.00
Planning and Coordination Specialist	SC9	Lebanon Recovery Fund	57,150.24
Coordination Associate	GS6	UNDG Cost-sharing	75,860.82
SDG Mainstreaming Support Officer	UNV	Lebanon Recovery Fund	21,196.40
Driver	GS2	UNDG Cost-sharing	39,758.99
Senior Economic Advisor	N/A	-	-

Major non-staff expenditures

Description	Source of funding	Amount (\$)
UNSF (UN Strategic Framework) - UNCT contribution	UNHCR and UNICEF	16,440
UNSF (UN Strategic Framework)	UNDG Cost-sharing	33,250
UN Day	UNHCR, UNICEF, WFP, UNDP, OCHA, UNHABITAT, FAO	16,500
SG Reception	UNDG Cost-sharing, UNHCR, UNICEF	1,800
SDG Consultancy	UNDG Cost-sharing	104,350

Significant in-kind contributions

Description	Source of funding	Amount (\$)
-	-	-

Kenya

Staff

Role	Level	Source of funding	Amount (\$)
Core RCO team			
Head of RCO	P5	Sweden	260,000
Monitoring and Evaluation Officer	NOD	UNFPA/UNHCR	145,000
Coordination Officer	NOB	UNDG Cost-sharing	81,145
RCO assistant	G6	UNDG Cost-sharing	39,940
UN Volunteer Communication Officer	UNV	UNDG Cost-sharing	8,735
UNCT Flagships/Joint Programmes			
Chief Technical Adviser for the Cross-Border Joint Programme between Kenya and Ethiopia	P5/TA	Sweden	200,000
Coordinator of the Integrated area based joint programme between Turkana County and the UN	NoD	-	145,000
Senior Adviser for the SDG Philanthropy/Private Sector Platform	P5/TA	Istanbul and UNDP	200,000
Project Driver for the joint programme between Turkana County and the UN	SC2	-	26,000

Major non-staff expenditures

Description	Source of funding	Amount (\$)
Mid Term Review of the UNDAF (Including validation by stakeholder and publishing the report)	UNDG Cost-sharing	70,000
UNDAF Strategic Result Area Groups Annual review and planning retreat- 3 day retreat to develop 2 year UNDAF workplans	UNDG Cost-sharing	50,000
UNDAF National Steering Committee Meeting (2 days) and 1 day UNCT retreat	UNDG Cost-sharing	25,000
One UN office in Turkana	-	30,000

Significant in-kind contributions

Description	Source of funding	Amount (\$)
Human Rights Adviser	-	-
Senior Economist	UNDP	-
Peace and Security Advisor	DPA/UNDP	-
Gender Advisor	UN Women	-

Mali

Staff

Role	Level	Source of funding	Amount (\$)
Head of RCO, Strategic Planning Specialist	P4	UNDG Cost-sharing	200,000
Programme Analyst	P2	UNDG Cost-sharing	130,000
Coordination Analyst	NO-B	UNDG Cost-sharing	42,366

Major non-staff expenditures

Description	Source of funding	Amount (\$)	
SDG (ODD) process	UNCT shared	48,000	\$3,200 per agency (15) \$1,470 per entity (15)
Technical monitoring and evaluation group	UNCT shared	22,050	
UNDAF Consultancy	UNDG Cost-sharing	10,270	
-Communication Consultancy	UNDG Cost-sharing	37,591	
Operational expenditures	UNDG Cost-sharing	38,269	

Significant in-kind contributions

Description	Source of funding	Amount (\$)
Resource Person from UNDP Regional Service Center in Addis Ababa for Rapid Integrated Assessment (RIA) for SDGs' prioritization exercise	UNDP	1,500.00
Resource Person from UNICEF for reducing Gender Based Violence	UNICEF	-
Expert from UNWOMEN for Development of the UN Agencies Strategy	UNWOMEN	3,600.00

Morocco

Staff

Role	Level	Source of funding	Amount (\$)
Head of RCO	IUNV (UG)	France	27,000
Coordination Officer	JPO (P2-5)	Belgium	67,000
Monitoring and Evaluation Specialist	NOB - 5	UNDG Cost-sharing	86,000
Communication Specialist	NOA - 2	UNDG Cost-sharing (75%); UNCT (25%)	62,000

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Coordination Associate	GS7	UNDG Cost-sharing 50%; UNCT 50%	58,000
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Major non-staff expenditures

Description	Source of funding	Amount (\$)
Consultancy for preparation of the UNDAF document (consultancy fees)	UNDG Cost-sharing	21,650
Consultancy for preparation of SDG report/roadmap (consultancy fees)	UNDP	20,000
SDG workshop	UNCT shared	74,000

Significant in-kind contributions

Description	Source of funding	Amount (\$)
SG visit during COP22	UNDP	12980

Pakistan

Staff

Role	Level	Source of funding	Amount (\$)
Head of RCO	P5	UNDG Cost-sharing	181,700
Senior Coordination Officer	NOC	UNDG Cost-sharing	75,600
Strategic Coordination Officer	NOB	UNDG Cost-sharing	56,400
Operations Management Officer	NOA	UNDG Cost-sharing	40,800
Information Management Analyst	SB 4/2	UNDG Cost-sharing	32,400
Coordination Associate	SB 3/3	UNDG Cost-sharing	22,800
Information Mang. Support Officer	SB 4/1	UNDG Cost-sharing	16,756
Communications Officer	SB 4/1	UNDG Cost-sharing	12,567
Monitoring and Reporting Officer	SB 4.1	UNDG Cost-sharing	12,567
Coordination Specialist	UNV	Germany	18,540

Major non-staff expenditures

Description	Source of funding	Amount (\$)
RLA DUNDEX for providing the services of SDG advisor	UNDG Cost-sharing and Innovation Fund Program	44,570.00
International Consultant on Human Rights Due Diligence in Operations	Innovation Fund OMT	27,768.00
International Online Survey Firm	Innovation Fund Program	22,250.00

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Local IT firm for developing UN One View system	Innovation Fund OMT	21,018.47
International Consultant on Environmental Sustainability Due Diligence in Operations	Innovation Fund OMT	16,516.00
International Consultant for UN Annual Report writing, editing and designing	UNDG Cost-sharing	12,794.00
Local Consultant Research Analyst	Innovation Fund (Program)	8,594.03
Local Consultant for Political analysis of CCA document	UNDG Cost-sharing	4,799.77
Local Consultant Software Developer for One View System	UNDG Cost-sharing	4,726.04
Local Operations Support Consultant	Innovation Fund (Program and OMT)	4,296.40
International Consultant for editing and designing the CCA and UNPPF documents	Innovation Fund (Program)	2,500.00
Local Consultant for UNCT retreat facilitation	UNDG Cost-sharing	2,005.45

Significant in-kind contributions

Description	Source of funding	Amount (\$)
None	-	-

Turkey

Staff

Role	Level	Source of funding	Amount (\$)
Coordination Specialist	NOC	UNDG Cost-sharing	132,693
Coordination Associate	GS 6	UNDG Cost-sharing	42,795
Human Rights Specialist	IC	UNDG Cost-sharing	62,000
Coordination Analyst (JPO)	P2	Norway	159,487
Coordination Assistant on Syria	GS 4	UNHCR (country-level)	27,950
Gender Specialist	NOC	UNCT shared	126,516

Major non-staff expenditures

Description	Source of funding	Amount (\$)
None	-	-

Significant in-kind contributions

Description	Source of funding	Amount (\$)
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Chairing and participation in Results Groups, Working Groups	UNCT members	Staff time
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Uganda

Role	Level	Source of Funding	Amount
Peace & Development Advisor	P4	DPA/UNDP	253,000
Senior Humanitarian Development Advisor (6 months)	Consultant	UNDP	100,000
Partnership/Resource Mobilization Specialist (6 months)	Consultant	UNDP	72,500
GENCAP (6 months)	P4	NRC	-
Coordination Specialist	P3	Sweden	211,000
Business Operations Consultant	Consultant	UNCT Cost-Sharing	60,000
M&E Officer	SB4	UNCT Cost-Sharing	63,250
Communications Officer	NOB	UNDG Cost-Sharing	40,266
Communications & Advocacy Assistant	NUNV	UNDG Cost-Sharing	12,937
Finance/Admin Associate	SB3	UNDG Cost-Sharing	24,250
Driver	GS	UNDG Cost-Sharing	8,300

(Uganda did not provide further information regarding non-staff expenditures or significant in-kind contributions)

Zimbabwe

Staff

Role	Level	Source of funding	Amount (\$)
Head of Office	P4	UNDG Cost-sharing; SIDA	246,397
Communications Specialist	P3	UNDG Cost-sharing; SIDA	213,885
Coordination Specialist (Program Management)	P3 (SARC)	Denmark	213,885
Coordination Analyst (Operations Management)	NOB	UNDG Cost-sharing	86,166
Humanitarian Affairs Officer	NOB	UNDP CRU	86,166
Inter-Sector Coordinator & Early Recovery Advisor (SURGE)		UNDP CRU	61,300
Coordination Associate	G6	UNDG Cost-sharing	55,650

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Communications Assistant (part time - 20%)		UNDG Cost-sharing	23,211
Information Management Officer	NOA	UNDP CRU	15,200
Executive Associate	-	UNDP	
Coordination Support Officer	Intern	Canada	

Major non-staff expenditures

Description	Source of funding	Amount (\$)
High-level and technical meetings, workshops, inter-agency retreats, etc.	UNDG Cost-sharing	88,962
Joint UN Activities spear-headed by the UN Communications Group	UNCT Cost-sharing	80,000

Significant in-kind contributions

Description	Source of funding	Amount (\$)
Staff time and provision of venue and other associated items for joint UN activities, incl. meetings, workshops and trainings	UNCT members	Staff time