

**Capacity Self-Assessment**  
**Effective Implementation of Results Based**  
**Management at UN-Habitat**

**August, 2012**



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**ACRONYMS**

ABC	Activity Based Accounting
CAP-SCAN	Capacity Scan
CPC	Committee on Programme and Coordination
CPR	Committee for Permanent Representatives
DQA	Data Quality Assessment
EPAS	Electronic Performance Appraisal System
GUO	Global Urban Observatory
IMDIS	Integrated Management Data Information System
KM	Knowledge Management
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MIS	Management Information System
MTSIP	Medium Term and Strategic Implementation Plan
OIOS	Office of Internal Oversight Services
PAAS	Project Accrual and Accounting System
PAG	Programme Advisory Group
PBB	Project Based Budgeting
PRC	Programme Review Committee
RbB	Results-based Budgeting
RBM	Results Based Management
RTCD	Regional and Technical Cooperation Division
SMART	Specific, Measurable, Achievable, Realistic Time bound
UN	United Nations
UNDG	United Nations Development Group
UN-Habitat	United Nations Human Settlement Programme



**I. ACKNOWLEDGEMENTS**

The consultant gratefully acknowledges the active contributions of more than thirty-five staff members from UN-Habitat, who dedicated their time to self-assess their respective subprogramme/unit/branch and suggest activities to reinforce institutional capacity to continue implementing Results Based Management (RBM) in the organization. Their involvement during the two-day training from February 29 to March 2 led to this report. Special gratitude is also extended to Dorothy Mutizwa-Mangiza and Geoffrey Olupot who organised for staff and managers to participate in the exercise.

The Institutional Cap-Scan exercise is a highly participatory process. The consultant thanks all participants for their inputs, comments, and suggestions throughout this process, and also thank you to the interviewees for their time and information provided.

## II. EXECUTIVE SUMMARY

### A. Introduction

UN-Habitat decided to self-assess its capacity to work within Results Based Management (RBM), using the Institutional Capacity Scan methodology, to identify its strengths and weaknesses and improve achievement of results.

The results of the Capacity Scan are based on a sample of 35 professional staff members from different grades, ranging from P2 to D2. Although the sample is relatively small, it is statistically significant, and the results are fairly representative and plausible.

The institutional **self-assessment exercise** was performed during a time of UN-Habitat's reorganization process; therefore, some findings of the exercise are subject to limitations imposed by such a reorganization process.

The Institutional Cap Scan Exercise helped to provide a baseline in terms of RBM approach. It is a readiness approach, and one way to prove its robustness is repeating the exercise every year to ensure that UN-Habitat can measure its progress.

The Institutional Cap Scan in UN-Habitat is very timely as the institution is on the verge of implementing a new institutional structure, subprogramme- based, with a stronger will to achieve results. The findings aim to foster delivery of the objectives set in the MTSIP 2008-2013 as well as in the new strategic plan 2014-2019.

Under the leadership of the Quality Assurance Unit<sup>1</sup>, more than thirty-five managers and staff members, from various new subprogrammes contributed to identifying UN-Habitat's Institutional capacity for RBM. The methodology implemented included orientation of staff on RBM concepts and principles, and on key elements of the Institutional Cap-Scan Measurement Framework adapted for the following four main RBM pillars: Planning and Budgeting, Monitoring and Evaluation (M&E), Leadership and Accountability, and Information Systems and Statistics (see Table 1 for RBM Components).

*The Planning and Budgeting (P&B) pillar* incorporates all components necessary to ensure the institution's coordination of planning and budgeting process is in line with RBM objectives. The assessment is based on the following elements: 1. budget consistency with MTSIP priorities; 2. budget preparation based on objectives and results; 3. intra-subprogramme coordination; 4. presence of a results management framework; 5. supporting funding sources link programming to the budget, and 6. participation of cities in the budgeting process.

*The Monitoring and Evaluation (M& E) pillar* is key in determining whether the institution's current M & E systems facilitate or hinder RBM. This entails assessing

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<sup>1</sup> A Senior Programme Officer in the Office of Management has been leading the implementation of RBM in UN-Habitat since 2009.

the following components: 1. results-based monitoring is in place; 2. capacity for monitoring and evaluation in the organization exists; 3. information system and decision-making support tools are utilized; 4. reporting on results occurs; 5. use of programme and project monitoring and evaluation information for decision-making; 6. system of measuring client satisfaction in place; and 7. an independent evaluation unit exists in UN-Habitat.

*The Information Systems and Statistics (IS&S) pillar* provides the structure in ensuring that sound statistical information systems exist, is used for decision making, and is disseminated throughout the institution. To do so, the following criteria are assessed: 1. presence of a framework for the management of statistical activities; 2. data management and dis/aggregation capacity; 3. data quality assessment; and 4. capacity for analysis and modelling.

*The Leadership and Accountability (L&A) pillar* includes the key elements which demonstrate the institution's commitment from the top down to RBM objectives. It is an important element in RBM that could be considered the foundation upon which the other pillars stand for the implementation. To assess the solidity of the pillar, the following elements are considered: 1. integration of RBM; 2. commitment to RBM; 3. clarity and articulation of development assistance and orientation; 4. responsibility, delegation and accountability for senior UN-Habitat staff; 5. management changes; 6. responsibility and commitment to achieve results; 7. UN-Habitat results orientation; and 8. programme implementation for mainstreaming RBM.

In order to understand the level of RBM capacity within the institution, each pillar, including each component are assessed and given a score between 0-4. The closer the number is to 4, the higher the RBM capacity is in place. The following phases have been defined:

- **Lack of knowledge and absence of procedures (0):** There is an absence of knowledge regarding UN's RBM approach (every UN agency develops its own strategy for implementing RBM);
- **Awareness level (1):** recognizing the need to implement RBM in the Institution, with no concrete action conducted to date;
- **Exploration stage (2):** taking actions but in the context of limited means to effectively implement a given strategy;
- **Transition stage (3):** advancing with the effective use of RBM practices; **Full implementation or Consolidation process of RBM practices (4):** in other words performance oriented projects and policies consolidated for a period longer than three years.

The executive summary sets out the main findings, strengths and weaknesses, conclusions and main recommendations.

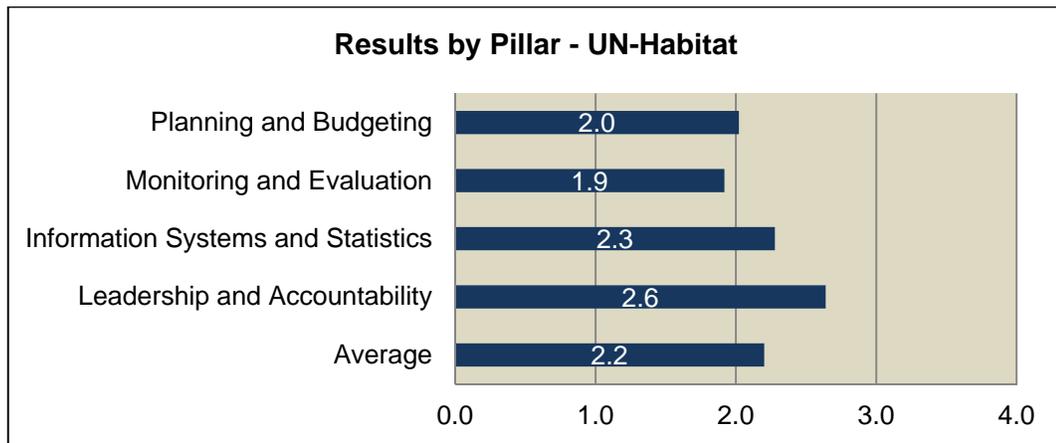
## B. Main Findings

- i. With an average score of 2.2 on a 4-point scale, UN-Habitat has clearly been implementing results-oriented approaches for quite some time. There is a need to follow a consistent Institution-wide approach so as to increase its effectiveness and improve performance<sup>2</sup>. The figure below presents an overview of the ranking of UN-Habitat capacity by components for the four RBM pillars.
- ii. Based on the results, UN-Habitat is in the transition phase in its RBM capacity and implementation of RBM-related strategies with an average score of 2.2 on a 4-point scale, as detailed in Figure 4. All pillars, except for the one focusing on Monitoring and Evaluation are in transition phase. UN-Habitat scored the least in the “monitoring and evaluation” RBM pillar with an average capacity score of 1.9, which places it in the exploration phase.
- iii. UN-Habitat as an institution has the knowledge and methodology that RBM requires to step up to the consolidation phase. It is observable that most pieces of the puzzle are on the table except for the one related to the role and commitment of top managers which at this moment remains the missing piece.
- iv. RBM is regarded favourably by most staff. In the last 3 years approximately 70% UN-Habitat’s personnel have received training in RBM. This means that managers, staff and consultants know the value chain concepts, and therefore are able to discuss and to propose elements and align stages of the project cycle to the attainment of expected results, both institutionally and in terms of projects in the regions and countries.

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<sup>2</sup> UN-Habitat as a member of the UN Secretariat embarked on Results-Based Management RBB since the 2000 but adopted RBM as its management approach for implementing the MTSIP in 2007. These include results-based sector policies, plans and programmes: an increased transparency and accountability in the public sector; performance contracting at institutional level; and the establishment of performance appraisal systems, among others.

Figure 1: Results RBM Capacity in UN-Habitat



- v. While UN-Habitat is aware of RBM's value, and the organization has surpassed the exploration stage, from the corporate perspective, there is still room for improvement to ensure that all the staff benefit from this exercise through a platform for knowledge management.
- vi. RBM is not consistently applied on a daily basis, possibly because it has not been sufficiently internalised. Performance measurement is undertaken for most of the MTSIP but decision-making based on performance data is weak. Many project reports are complying with the RBM format, but most focus on activities rather than on results.

### C. Main Strengths

- vii. Based on a 4 point scoring system per pillar, the main strengths of RBM capacity exists in Leadership and Accountability with 2.6 (L&A), followed by the Information Systems and Statistics 2.3 (IS&S) domain. In Planning & Budgeting (P&B) and Monitoring & Evaluation (M&E) pillars scored slightly lower than the previous two pillars with 2.0 and 1.9, respectively. Breaking down the strengths by pillar in the order presented in the above paragraph, it was found that the main strengths are:
  - a) *The Leadership & Accountability pillar:* UN-Habitat has a clear results framework that is the basis of planning, monitoring, reporting and programme/project development and management; the MTSIP clearly articulates the results chain, and that there is a clear articulation of MTSIP objectives at the corporate level.
  - b) *The Information Systems and Statistics pillar:* the MTSIP 2008-2013 contains all the information related to activities, goals, and

expected accomplishments. For the preparation of the Strategic Plan for 2014 – 2019, Strategic Frameworks and Work Programme and Budget, statistical data of all UN-Habitat activities/goals/expected accomplishments are available.

c) *The Planning & Budgeting pillar:* the Governing Council in 2007 requested that UN-Habitat develop a six year medium-term strategic and institutional plan (MTSIP) for 2008-2013. UN-Habitat adopted RBM as the management approach for achieving MTSIP results. From the results, UN-Habitat staffs are favourably disposed towards RBM, and most of them have had training and know the concepts and the results chain. There is an ongoing effort to practice RBM. The Proposed Work Programme and Budget for the Biennium 2012-2013 is consistent with good practice because from an RBM point of view the presentation of the results chain, linking expected accomplishments, sub-expected accomplishments and outputs contributes to the realization of UN-Habitat's objectives and helps to monitor achievements.

d) Thus, the results of the three RBM pillars except Monitoring and Evaluation confirm that all the RBM pieces are in place and the organization is in the transition stage of RBM;

#### **D. Main Weaknesses**

viii. Breaking down the weaknesses by pillar, the main weaknesses include:

a) *Leadership & Accountability:* Although a significant amount of RBM training has taken place, application at the individual level remains relatively low. There is inequality in practising RBM within UN-Habitat's branches. Top management has not prioritised RBM and there is a perception is that commitment to RBM by top management is weak. "As long as management does not show commitment to RBM, it will not be taken seriously", participants stated.

b) *Information Systems and Statistics:* There is no comprehensive tool for capturing all the statistical data and activities carried out by the organization and for knowledge sharing. Within the organization there is the perception that there is lack of central repository where

data can be accessed from; There are some attempts to gather data and/or estimate data but not in a consistent and comprehensive process. A data base exists but unfortunately, it is not accessible to everybody. Few data is disaggregated by gender or any other variables.

c) *Planning and Budgeting* pillar: while the planning process is RBM compliant, the Results-Based Budgeting System is still weak in the organization, and there are no tools to facilitate inter-subprogramme coordination. There is a perception that the planning and budgeting processes are insufficiently linked. A small number of managers seem to practice RBM and there is no effective results-based budgeting tool. Many managers do not take results based planning seriously. The programme planning is done so much in advance that it is not possible to reflect recent results in the new programme plans. Lessons learnt do not always inform the planning processes at both programme and project levels. Resource allocation does not take into account subprogramme.

d) *Monitoring & Evaluation*: this dimension scored the lowest because the system for measuring city satisfaction and information systems as well as mechanism for ensuring that management decision-making is based on performance data are weak.

- i. There is a data collection mechanism, but it needs to be systematic and quality-based. Monitoring and Evaluation functions have inadequate staff and resource capacity. More projects do not report within a results-based approach than the number of projects that do so;
- ii. Performance measurement has been undertaken for most of the MTSIP but decision-making based on performance data is weak. Managers do not analyse the performance reports to make programmatic decisions. The quality of data in IMDIS is not always good and this affects the quality of performance reports produced. Sharing of lessons across subprograms for corporate learning is weak.

## E. Main Recommendations

- ix. There are two types of recommendations included in this document: specific ones by pillar, and more general recommendations which can be

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implemented without high transactional, operational and administrative costs.

- x. *Planning and Budgeting:* Recommendations proposed to improve the link between budgeting and planning are the following:
- Shift the results focus from outputs to outcomes; Market UN-Habitat's objectives;
  - Encourage donors to tailor their contributions to UN-Habitat's results,
  - Enhance UN-Habitat staff capacity to consistently apply RBM in program planning and budgeting;
  - Implement a cost accounting system - called ABC, activity based costing;
  - Earmark projects based on MTSIP priorities, and
  - Move forward with participatory budgeting process.
- xi. *Monitoring and Evaluation:* To enhance monitoring and evaluation, the recommendations include:
- Training should be on results reporting, rather than simple reporting,
  - Develop a standard protocol on project monitoring that will help shift from reporting activities to reporting results,
  - Establish the PAAS tool to address the problem of monitoring and evaluation at project and programme levels, and
  - Improve MTSIP Progress Reporting including an IT system in place which will enable the Monitoring & Evaluation unit to decide and select 'results' to report and not to accommodate all reports from various projects and units.
- xii. *Leadership and Accountability:* In leadership and accountability there is enough empirical evidence proving that without leadership the possibility to succeed on RBM is limited. Leadership skills are required to make the implementation sustainable over the long run and to keep consistent across the institution, the evidence, and performance driven decision making process in the organization. All this requires training and leadership. Along with this it is important to put in place an evidence-based decision making framework.

Concrete recommendations in this area are the following:

- Top managers need to fully embrace RBM and ensure they , as well as their staff, are evaluated on their results;
- Supervisors should be trained and instructed to be more skilled in linking the individual performance appraising (new e-performance system) to MTSIP, and strengthen individual accountability and E-pas;
- Responsibilities should be delegated to staff appropriately.

- Managers need to integrate performance data into the decision-making process but require a systematic means to collect data from projects;
- An RBM tool kit including Monitoring & Evaluation guidelines would be an effective way to adjust to the new project-based structure in order to strengthen an RBM culture across the new UN-Habitat organizational structure.

In order for RBM to work as described, the organization should be geared towards:

- Implementing the RBM approach at all levels of UN-Habitat;
- Making RBM part of the staff evaluation process with EPAS;
- Change management process has to include rewards for achievements realised;
- Increase training for RBM on techniques and application and principles;
- RBM needs to be fully embraced at the top. Management needs to provide leadership on RBM in order for it to be taken seriously by staff, and then have staff evaluated based on their results.

The above mentioned recommendations should be implemented throughout a comprehensive action plan given a timeframe and for each a minimum budget to work with.

## **F. Conclusions**

- xiii. Based on the definition set in the Institutional Cap Scan Measurement Framework the main finding is that UN-Habitat is in the Transition phase, which is the third out of four phases. In order for UN-Habitat to get to the Consolidation phase, it needs to ensure results, namely outcomes, and expected achievements are consistently integrated into decision-making process in all phases of programme/project management. This is most likely the most difficult step of RBM.
- xiv. With RBM tools and methodologies that UNDG has set in place for all its organizations, including UN-Habitat, one of the main conclusions drawn is UN-Habitat as an institution has the knowledge and methodology that RBM requires to step up to the consolidation phase. It is observable that most pieces of the puzzle are on the table except for the one related to the role and commitment of top managers which at this moment remains the missing piece.
- xv. It is worth noting that it is not easy to change organizational behaviour and culture from one day to the other, and it requires training, practice, and

leadership. Training includes how to use information to implement evidence-based decision-making; practice is necessary to avoid making decisions that are not evidence based, and leadership because if evidence-based decision-making is not demonstrated by the heads of the institution, the heads of subprogrammes, will not be part of decision-makers.

### **III. INTRODUCTION**

1. The analysis of UN-Habitat RBM capacity in this document is written in a descriptive manner, based on the information provided by the application of the Institutional Cap-Scan with the knowledge of more than thirty-five UN-Habitat staffers averaging the scores of seven groups.

2. This report is written based on four sources of information: 1. the information provided by each working group; 2. personal interviews with staff members; 3. the review of UN RBM websites' information, and 4. the review of a set of UN-Habitat's documents. It is demonstrated in all conceptual documents reviewed that main RBM concepts are consistently applied along the program and project cycle. However, it is also important to note that RBM for institutions is like a long distance race for runners. In other words a strategy is needed to go the distance. For the case of the institutions, the strategy needs to be applied consistently over the years, especially since they are subject to management change, and this can affect continuity during the implementation and consolidation phases.

3. As a matter of fact, the institutional self-assessment exercise was performed during UN-Habitat's reorganization process; therefore, some findings of the exercise are subject to limitations imposed by such reorganization.

4. Based on interviews with various staff members, in the last 3 years approximately 70% UN-Habitat's personnel have received training in RBM. This means that managers, staff and consultants know the value chain concepts, and therefore are able to discuss and to propose elements to align stages of the project cycle to the attainment of expected results, both institutionally and in terms of projects in the regions and countries. However, their RBM knowledge is not consistently applied on a daily basis. This may be attributed to the fact the knowledge is not sufficiently internalized because there are no mechanisms to enforce the application of those concepts, even though considering that both strategic and programme planning are also results oriented. UN-Habitat has the results framework for the MTSIP and the biennial strategic framework and work programme and budget which are prepared by all the units and include an RBM results chain.

5. The objective of this Institutional Capacity Scan (Cap-Scan) in UN-Habitat is primarily to assess the institution's strengths and weaknesses in RBM procedures and practices. As a result of the assessment, UN-Habitat designed a plan focusing on key actions to foster the delivery and achievement of key objectives of the strategic

plan, as well as to contribute toward informing on-going efforts to implement RBM-related activities.

6. The self-assessment occurred during the Institutional Cap Scan workshop held in Nairobi, Kenya, from February 29, 2012 to March 2, 2012. The results of the assessment provide a baseline against which progress in RBM capacity may be measured through repeat assessments.

7. The Institutional Cap-Scan measurement framework provides a scoring system on a scale from zero to four based on qualitative and quantitative assessments of the following four RBM pillars: Leadership and Accountability as a pillar of soft capacities, Monitoring and Evaluation, Planning and Budgeting, and Information Systems and Statistics as pillars of hard capacities. Each unit of the scale represents a stage in RBM capacity ranging from lack of knowledge, awareness, to exploration, transition and full implementation of RBM. Six to ten results components or indicators adapted to best fit to the UN-Habitat corporate culture are scored for each pillar using the Institutional Cap-Scan self-assessment methodology. See table 1 for a list of the components by pillar.

**TABLE 1: COMPONENTS SCORED BY RBM PILLARS FOR THE CAPACITY ASSESSMENT**

RBM Pillars				
	1. Planning & Budgeting	2. Monitoring & Evaluation	3. Information Systems and Statistical Capacity	4. Leadership & Accountability
<b>Components by Pillar</b>	1.1. Budget consistency with UN-Habitat's MTSIP priorities	2.1. UN-Habitat's MTSIP results-based monitoring	3.1. Framework for the management of statistical activities	4.1. Commitment
	1.2. Budget preparation based on objectives and results	2.2. Capacity for monitoring and evaluation of UN-Habitat's operations	3.2. Data management: aggregation and disaggregation	4.2. Clarity and articulation of development assistance orientations
	1.3. Intra-subprogrammes coordination	2.3. Information system and decision-support tools	3.3. Extent of data	4.3. Responsibility, delegation and accountability at the level of senior officials of UN-Habitat
	1.4. Subprogrammes coordination	2.4. UN-Habitat performance geared to development results	3.4. Data quality assessment	4.4. Change in Management
	1.5 Results management framework	2.5 Reporting on results	3.5 Capacity for analysis and modelling	4.5. Responsibility and commitment to achieve results in UN-Habitat
	1.6 Supporting funding sources link programming to results	2.6 Use project implementation (and monitoring) data for institutional decision	3.6 Performance Measurement	4.6.. UN-Habitat staff results-orientation and program for

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		making process		mainstreaming RBM
	1.7 Participation of cities in budget planning	2.7 Use of project evaluation data for institutional decision making process		4.7. Integration of the RBM
	1.8. Budget consistency with UN-Habitat's medium term plan (3-5 years)	2.8. System for measuring client city/community satisfaction		
		2.9 Independent evaluation of UN-Habitat activities		
		2.10 Coordination with partners (executing agencies)		

8. UN-Habitat is of the firm belief that the road to achieving its MTSIP 2008-2013 and the strategic plan 2014-2019 is one defined by a culture of results assured by the application of RBM principles in the organization. In this regard, the building of the requisite capacity in UN-Habitat to effectively and efficiently deliver results is of utmost importance. This forms the basis of the Institutional Cap-Scan.

9. This report is structured in the following manner: I) executive summary; II) introduction; III) Assessment of RBM Capacity including two subparts, the methodology and the Results by RBM Pillar; IV) Key findings; V) Recommendations ; VI) RBM Action plan and VII) Evaluation of the Institutional Cap Scan institutional Cap-Scan Workshop.

10. The preparation of the assessment entailed adaptation of the measurement framework and the journal which are the tools that guided the self-assessment exercise and training of participants. The output of the RBM capacity assessment by group was transferred to the matrix which is a spread sheet that includes all data, charts and compiled information.

11. Prior to analysing the results of the exercise performed by each of the seven groups, the consultant held conversations with several staff members regarding the level of RBM implementation in UN-Habitat; the information provided by staff members was reviewed on RBM in UN-Habitat<sup>3</sup> and UN RBM websites' information<sup>4</sup>. In 2008 UN-Habitat developed a results framework for the MTSIP.

<sup>3 3</sup> Documents reviewed are: MTSIP structure, Instructions to submit Proposed Programme Budget for the Biennium 2010-2012/13, Performance Review Committee. Conversations were held with Dorothy Mutizwa-Mangiza, Geoffrey Olupot, Martin Barugahare, Elkin Velasquez, and Rosa Muraguri-Mwololo. Other interviews were requested but due to the uncertainty of the reorganization process and time constraints, these interviews did not take place.

<sup>4</sup> JIU/REP/2004/6, 2004. Implementation of Results-Based Management in the United Nations Organizations -Part 1- Series on Managing for Results in the United Nations System.  
[http://www.un.org/Depts/oios/mecd/un\\_pparbm/p011.htm](http://www.un.org/Depts/oios/mecd/un_pparbm/p011.htm) ;  
[http://www.un.org/Depts/oios/mecd/mecd\\_glossary/](http://www.un.org/Depts/oios/mecd/mecd_glossary/) ;  
[www.unhabitat.org/downloads/docs/5883\\_18611\\_BANJI.ppt](http://www.unhabitat.org/downloads/docs/5883_18611_BANJI.ppt);  
[http://www.unhabitat.org/downloads/docs/10461\\_1\\_594184.pdf](http://www.unhabitat.org/downloads/docs/10461_1_594184.pdf)

The results had SMART performance indicators for the planning and budgeting instruments of UN-Habitat<sup>5</sup>.

12. Finally, it is worth mentioning that RBM was introduced into the United Nations in 1998. In 2004, review (s) on status of implementation of RBM in the UN system, carried out by Joint Inspection Unit (JIU), revealed that the shift to a results-based approach was largely characterized by a focus on the budgeting and programming aspects without emphasizing changes required in other areas of management for an effective implementation of RBM. In 2004/2005 the Office of Internal Oversight Services (OIOS) carried out an in-depth evaluation of United Nations Human Settlements Programme (UN-HABITAT) to review the achievements and shortcomings of the programme since its creation in 1997. The in-depth evaluation report (E/AC.51/2005/3), was one of the key documents discussed at the UN-HABITAT Governing Council's (GC) twentieth session in April 2005, and key decisions were made for addressing recommendations of the report. The most important decision of GC was that UN-Habitat was to develop a six year medium-term strategic and institutional plan (MTSIP) for 2008-2013. This was subsequently approved by the Governing Council in 2007. UN-Habitat adopted RBM as the management approach for achieving MTSIP results.

#### IV. ASSESSMENT OF RBM CAPACITY

##### A. Methodology Preparation of the Assessment: Designing and Adaptation of the Institutional Cap-Scan Exercise

13. The Institutional CAP-Scan was conducted in UN-Habitat's headquarters in Nairobi under the leadership of the Office of Management (OM) who coordinated the entire self-assessment, with support from an international consultant. Then participants were divided into groups of approximately five people from their own subprogrammes to participate in the exercise. Participants came from a mix of senior level, technical, and managerial positions. At least one participant from each group was responsible for noting down the capacity scores and justification for these.

14. Before the exercise, the Cap-Scan tool was designed and tailored to the UN-Habitat context, considering the various tools that different organizations and public institutions used. The main purpose of the adaptation phase was to clarify wording issues and ensuring that the different criteria of the RBM levels were properly captured for the current UN-Habitat change process.

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<sup>5</sup> The main purposes to achieve in this consultancy were to review the RBM framework mainstreaming RBM in UNHABITAT. That was done with three means: i) Guiding principles and benchmarks for designing and using indicator methodologies (SMART, CLEAR) into the MTSIP and performance indicators into the budget from the all six Focused Areas; and ii) Providing new scope of responsibilities to improve the quality at entry process of every project at the Programme Review Committee.

## B. Training of Participants and Scope of the Assessment

15. All participants received a brief overview on RBM concepts and the Institutional Cap-Scan methodology to ensure effective implementation of the group discussion exercise during the assessment.

16. The assessment targeted all subprogrammes and managers including directors. It is expected that the knowledge transfer which occurred during the Cap-Scan will enable units to roll out the tool in their own areas. A total of more than thirty five participants took active part in the exercise.

17. Seven groups scored their capacity and the extent to which they have put in place RBM-related practices and structures, based on the Institutional Cap Scan measurement framework. Each group determined where it falls within the following criteria:

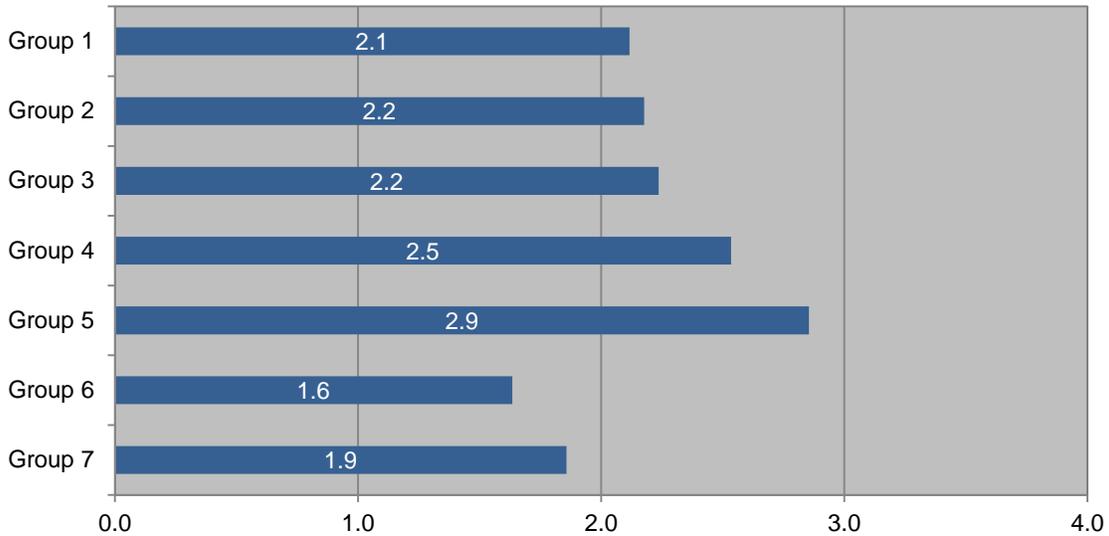
- **Lack of knowledge and absence of procedures:** There is an absence of knowledge regarding UN's RBM approach (every UN agency develops its own strategy for implementing RBM);
- **Awareness level:** recognizing the need to implement RBM in the Institution, with no concrete action conducted to date;
- **Exploration stage:** taking actions but in the context of limited means to effectively implement a given strategy;
- **Transition stage:** advancing with the effective use of RBM practices;
- **Full implementation or Consolidation process of RBM practices:** in other words performance oriented projects and policies consolidated for a period longer than three years.

18. The definition for each stage is reproduced in Annex 3. These stages range on a four-point scale, with zero being the start or the lack of knowledge and four complete full implementation. Supporting explanations were provided for each score by groups based on evidence as contained in official documents, reproduced in Annexes 4 and 5.

19. The overall institutional score has been obtained through averaging the scores of the seven groups, rather than through an agreement by all groups on an institutional score. Due to time constraints and given the process of organizational change that UN-Habitat is going through, it was decided to incorporate two columns in the journal selecting a few prioritized activities that would permit moving forward from the assessed situation of the component. The groups presented the results as they were generated during the self-assessment.

20. The average capacity score by group is reproduced below and detailed results by group for each pillar are presented later in the document. Due to time constraints, the managers' group performed the exercise only on the leadership pillar.

**FIGURE 2: AVERAGE CAPACITY SCORE BY GROUP**



21. Strengths in applying RBM strategies exist among groups in specific areas. For instance, results-oriented framework ranked fairly high by all groups; on the contrary, weaknesses have also been identified in specific results areas by all groups such as monitoring and evaluation. However, as the groups did not represent specific subprogrammes or units, but were rather randomly composed, the analysis of results by groups is not considered relevant.

**TABLE 2: CAPACITY SCORES BY GROUP FOR EACH PILLAR**

RBM Pillar / Groups	Planning and Budgeting	Monitoring and Evaluation	Information Systems and Statistics	Leadership & Accountability	Group Average
Group No. 1	1.9	1.4	2.3	2.9	<b>2.1</b>
Group No. 2	3.0	1.4	1.8	2.4	<b>2.2</b>
Group No. 3	1.0	2.4	2.2	3.3	<b>2.2</b>
Group No. 4	2.3	1.7	3.5	4.0	<b>2.9</b>
Group No. 5	2.4	3.0	2.3	2.4	<b>2.5</b>
Group No. 6	1.6	1.6	1.5	1.6	<b>1.6</b>
Group No. 7				1.9	<b>1.9</b>

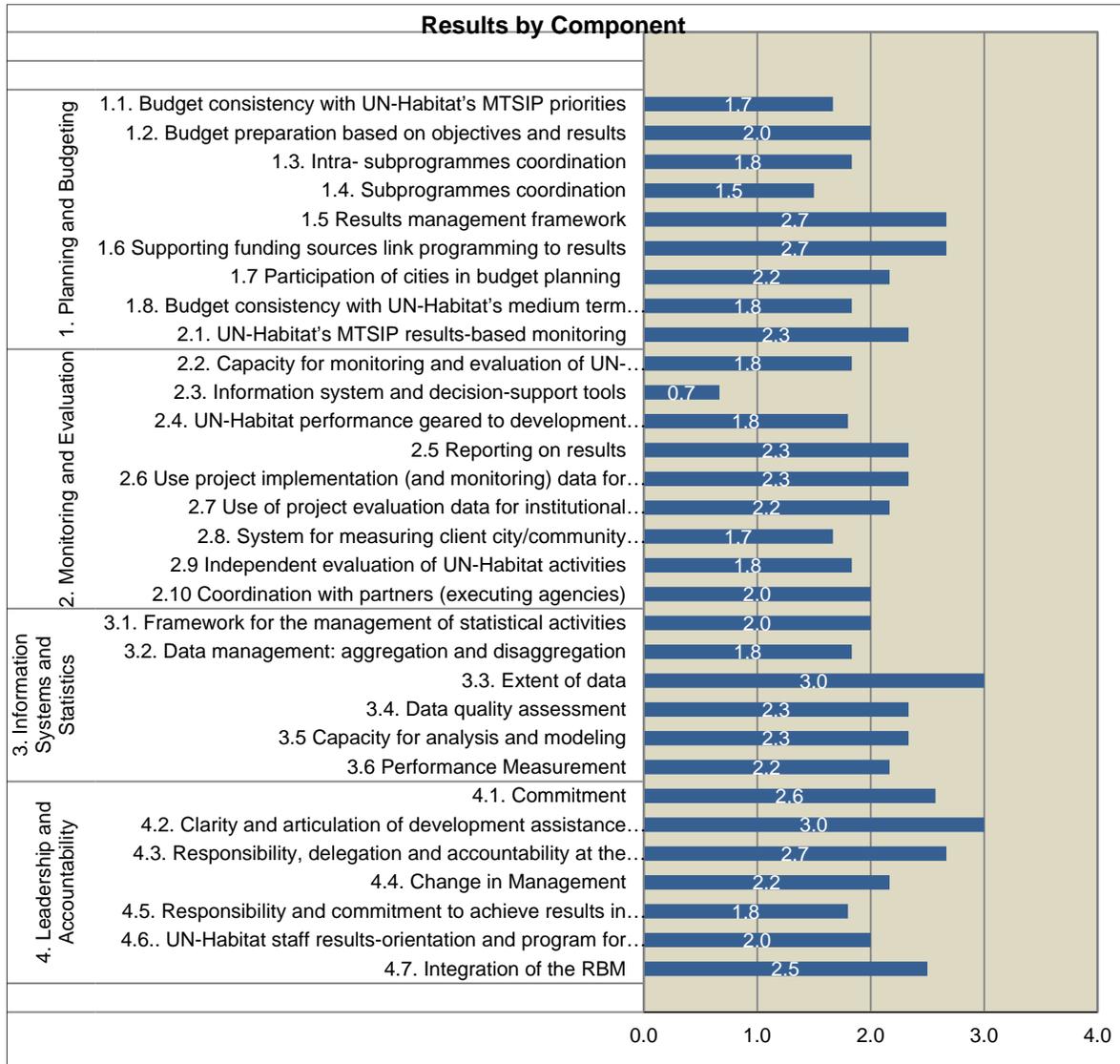
## UN-Habitat RBM CAP-Scan Report

<b>Pillar Average</b>	2.0	1.9	2.3	2.6	2.2
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### C. Results by RBM Pillar

22. Based on the results, UN-Habitat is in the transition phase in its RBM capacity and implementation of RBM-related strategies with an average score of 2.2 on a 4-point scale, as detailed in Figure 4. UN-Habitat's main strength, according to the results, lies in the implementation of reforms in the leadership and accountability area, as well as, capacity in information systems and statistics, with capacity scores respectively of 2.6 and 2.3. All pillars, except for the one focusing on M&E, are in transition phase. UN-Habitat scored the least in the "monitoring and evaluation" RBM pillar with an average capacity score of 1.9, which places it in the exploration phase.

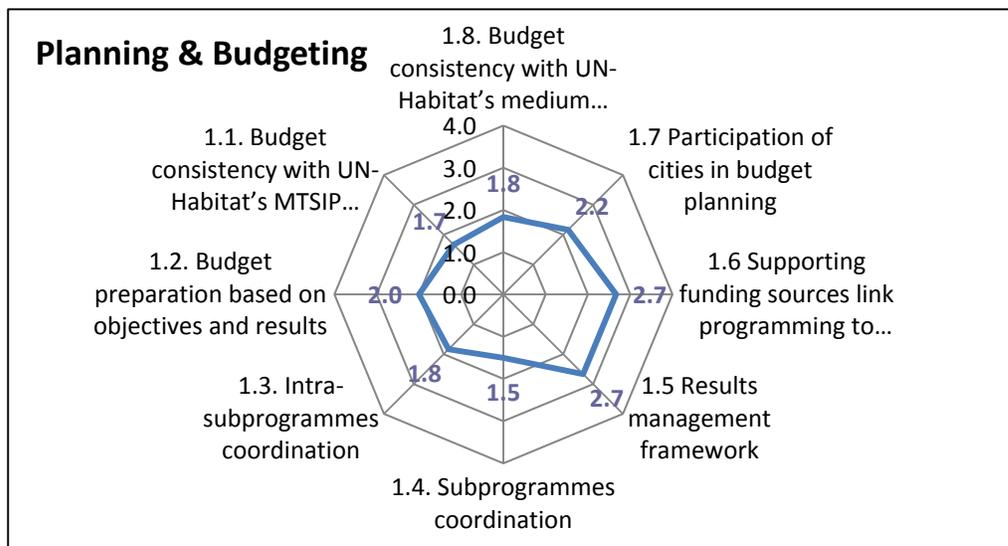
FIGURE 3: RESULTS OF UN-HABITAT BY RBM COMPONENTS



23. The following sub-sections provide an explanation of the UN-Habitat-wide scores for each RBM pillar and are structured in the same order as the exercise was conducted. Detailed scores and justifications for each component by group are reproduced in Annexes 4 and 5. Spider web charts are used to show the consistency of main elements embedded in the pillar. Then the analysis and explanation are based on the information provided by each group considering which components scored the best and the worst.

1) **Planning and Budgeting: Scored 2.0**

FIGURE 4: UN-HABITAT SCORE IN PLANNING AND BUDGETING



24. The budgeting process must consider the results established by UN-Habitat in the Medium Term Strategic and Institutional Plan (MTSIP). One of the major challenges to implement a joint Results or Program-Based Budgeting (RbB) is to link planning with the budget. A Programme-based budget is a strong support to advance on RBM. The advantage of the program classification is that it allows monitoring and evaluation of strategic programs in the MTSIP. This facilitates joint Institutional MTP and the achievement of expected results. It is easier to analyse results if both instruments contain the same program structure.

25. It is clear that a program consists of organized and integrated activities, services, processes and / or projects that implement the strategies designed to achieve the objectives and goals of an organization. In the RBM model, it is intended that the entire budget should be programme-structured, including current spending (wages and salaries).

26. The spider web in figure 2 measures the consistency of a diamond shown in the spider web. The clearer the diamond shape is the better RBM is consistent within the pillar. The following description begins with the dimensions that possess the highest score to the lowest.

a) **Supporting funding sources link programming to results (2.7)**

27. This dimension scored the highest (2.7) in the first pillar in the Transition phase based on the opinion and information of the groups and the following main reasons: i) Many donors are still looking for concrete results (outputs) and short term quick wins: ii) Resources raised within two years are in place for core funds, but funding

for projects, that is earmarked funding is not available at the time of budgeting; iii) Less than 50% of donor base fund contributions are based on performance data; iv) All donors require RBM to make funding and programmatic decisions, and v), another group argued that supporting funding sources for national programmes is quite strong, while in the case of, HQ based programmes, the link is weaker.

28. *Recommendations* proposed by staff members to enhance the current situation are the following: i) to shift the results from outputs to outcomes; ii) to market UN-Habitat's objectives; iii) to encourage donors to tailor their contributions to UN-Habitat's outputs, and iv) to enhance UN-Habitat staff capacity to consistently apply RBM in program planning and budgeting.

**b) Results management framework (2.7)**

29. The RBM system is viewed favourably by staff members of UN-Habitat. This dimension also scored high 2.7 (Transition phase), and the main reasons include: i) all projects are articulated using a logical framework and are reviewed for quality/consistency with goals/priorities. The Project Review Committee may be viewed as a way to "enforce" this characteristic of project design and review. This also means there is already a framework in place; ii) There is an on-going effort within UN-HABITAT to practice RBM, and the MTSIP provides a framework where all projects have logical frameworks. In some cases they are rigorously applied, in other cases they are seen as simply administrative requirements.

30. Some shortcomings indicated include a small number of managers seem to be applying RBM practices, and there is no formal RBM budgeting tool yet. Even though a work in progress framework exists, it does not seem solid in terms of methodology and indicators to apply. Additionally, some units are not implementing them. These elements indicate that there is inadequate knowledge and application dissemination of RBM in UN-Habitat.

31. Some staff members stated that a significant amount of time is spent on preparing progress reports close to the report deadline, and this is mainly done for the donors and Member States. Hence, there is a limited internal learning and action item.

32. These members proposed as recommendations that progress reports could also be used as internal tools to measure results, rather than mainly for donor and Member States. Another element proposed was that budget prioritizing and allocation should be based on performance. Staff members proposed reviewing, developing and expanding, creating change champions and rewarding success as means to measure performance.

**c) Budget preparation based on objectives and results (2.0)**

33. One problem observed is related to non-earmarked funds. That is that the cycle of planning and budgeting is done so far in advance there is no possibility to reflect

on recent results. For example, the budget of 2012-13 is produced and finalized early in 2011, and the budget preparation is done in collaboration among units according to priorities of subprogrammes. Some groups observed that subprogrammes make budgetary decisions based on resources required to achieve results; however, several groups remarked that there is not a significant level of coherence across all subprogrammes, and that past performance does not always influence budget allocations.

34. *Recommendations:* i) highlighted the fact that resources need to be better allocated once the organizational review is completed. ii) Another suggestion is that assessment of past performance needs to be improved in order to reallocate earmarked resources accordingly. iii) Additionally, more transparency should exist in allocating regular budget and soft earmarked funds. iv) Staff members also stated there is need for a well-articulated criteria for budget allocation based on past program performance, client demands and new emerging priorities. v) Findings also indicate that senior management should take planning and budgeting more seriously and hold branch leaders accountable.

35. In general within UN-Habitat, there is consensus to develop a culture or policy where budget decisions are made based on past performance. Furthermore, consistency in budget allocation across all subprogrammes ought to be based on past performance. Additional detailed analysis on the level of consistency between budget and planning process is described below.

36. The Instructions to submit the Proposed Programme Budget for the Biennium 2012-2013 says: "The overview of the programme and the logical framework for each subprogramme should be identical to the strategic framework as amended by recommendations of the CPC (see A/65/16).

37. When this information provided by the groups is compared with the Instructions to submit the Proposed Programme Budget for the Biennium 2012-2013 In this document the search for consistency is along the entire document even highlighted in small text box. To show a few references: "Programme narratives shall be identical to the biennial program plan", "Overview, objectives, accomplishments & indicators should be identical to the strategic framework for 2012-2013, "Review activities and outputs". This information is valid to measure budget consistency with UN-Habitat's medium term plan<sup>6</sup>.

**d) Budget consistency with UN-Habitat's medium term plan (1.8)**

38. There is no formal costing of time and resources (input) as well as costing of output. There has been an attempt at delivering a budgeting tool in 2012-13 but

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<sup>6</sup> It must be clarified that groups did not complete the Journal using UN-Habitat's documents. It is hard to assess whether the responses correspond more to an intuitive approach rather than to an evidence-based approach to respond the questions of the journal.

apparently there were some problems that did not allow moving forward, although all work programme and budget outputs are consistent with the MTSIP framework.

39. On the other hand, it was pointed out by many groups that there is no link between the MTSIP and the budget process, since the latter is an annual and biennial exercise whereas the MTSIP is a 6 years exercise. A basic RBM principle is matching both instruments within the same time frame. All said the budget numbers in the medium-term plan are indicative and often does not materialize; however, staff members are not aware of any piloting phase.<sup>7</sup>

40. *Recommendations:* i) Organize joint sessions with donors on RBM to develop common understanding. This would result in formulation of outcomes; ii) Need to implement monitoring tools, to attend the mismatch of annual and biennial budget exercises and the six year MTSIP exercise. iii) Develop budgeting tools and match sub programme budgets with MTSIP and Strategic priorities, like engaging cities associations in a systematic way rather than informal way. Needless to say, resource mobilization needs to be strengthened since there is room to leave some projects that have to be funded by non-earmarked funds out. Also, a better or improved coordination process of subprogrammes, as well as, within subprogrammes could contribute to overcome some problems identified.

**e) Budget consistency with UN-Habitat's MTSIP priorities (1.7)**

41. For now 70% of annual expenditures are for staff contracts. At this point, within the pool of staff members there are no clear linkages between the resources and the priorities of the organization, even though guidelines for planning and budgeting are in place, stating clearly that resources allocated should be based on priorities specified in the MTSIP. Opinions and statements stem from the fact that results framework exists but there is no direct link between planned budget and the actual budget available.<sup>8</sup> The process of outlining strategic priorities and providing structure in the budget was initiated after the launch of MTSIP but its implementation seems to have stalled. So much so, that some staff members consider planning and budgeting is undertaken as separate exercises.

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<sup>7</sup> In UN-Habitat the work programme is derived from the MTSIP which is implemented on a two year rolling basis through the biennial work programme and budget. The MTSIP is the long term plan and the work programme and budget indicates in detail what is to be implemented in a two year period. An annual work plan reflects the programme of work for the year and shows what, where, when, how much by whom. It is the guide for both implementation and reporting.

<sup>8</sup> The proposed programme budget estimates what is required to deliver the planned results. The actual budget figures proposed and the priorities remain the same although UN-Habitat may not get all the funds the institutions requested/planned especially for hard times.

42. The consensus points toward the notion there is awareness that the budget needs to be linked to MTSIP but currently it is not so<sup>9</sup>.

43. *Recommendations* proposed: i) Implement a cost accounting system or in RBM terms the so called ABC, that is Activity Based Costing; ii) Earmark projects based on MTSIP priorities, and iii) Move forward with participative budgeting process.

**f) Subprogrammes coordination (1.5)**

44. There is a coordination process in place in several subprogrammes to allocate funds based on agreed (negotiated) priorities using consensus, however, the current approach encourages silo as subprogrammes are reviewed separately. Additionally, subprogrammes prepare their budgets individually and without wide consultation across all subprogrammes. Some staff members consider that there is more competition than collaboration between sub-programmes. Processes for joint planning are in place but budget allocation across sub-programs remains problematic.

45. Some groups stated that Results-Based Budgeting System is still weak in the organization, and that there are no tools to facilitate inter-subprogramme coordination. Nowadays, most cities' problems require a multi-sectoral approach and solution. Individual solutions do not take into account the linkage between different components of the same problem. In UN-Habitat the views of the cities and the multi-sectoral approach is taken on board during planning under the UN country team which is multi-sectoral.

46. There are different ways to improve subprogramme coordination, with relatively quick results. For example, develop activities in common and by encouraging (forcing) projects to integrate close collaboration when delivering. This will increase synergies. The planning and budgeting processes should be revisited to allow sharing information and create room to develop common strategies and budgets across subprogrammes, so as to integrate planning and budget allocation across them. An example that can be cited is the Programme Advisory Group (PAG) that replaced the PRC and has coordinators or heads of all subprogrammes as the substantive members.

47. A point worth mentioning that was not remarked by groups is that "the IMDIS planning module will be used once again for the preparation of the programme aspects of the proposed programme budget. Programme managers are requested to review the information in Integrated Monitoring, Documentation and Information

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<sup>9</sup> In the document Proposed work programme and budget for the biennium, 2012-2013 HSP/GC/23/5 it is stated in page 22 in letter B: Alignment of the work programme for executive direction and management to the medium-term strategic and institutional plan: "Executive direction and management is responsible for overseeing implementation of the medium-term strategic and institutional plan and leads the implementation of the Plan's focus area 6, to which the Programme Support Division also contributes. Of the seven expected accomplishments of focus area 6, three and their indicators of achievement are derived from the medium-term strategic and institutional plan results framework. The other four expected accomplishment and corresponding indicators of achievement are provided by the Office of the Comptroller and are mandatory."

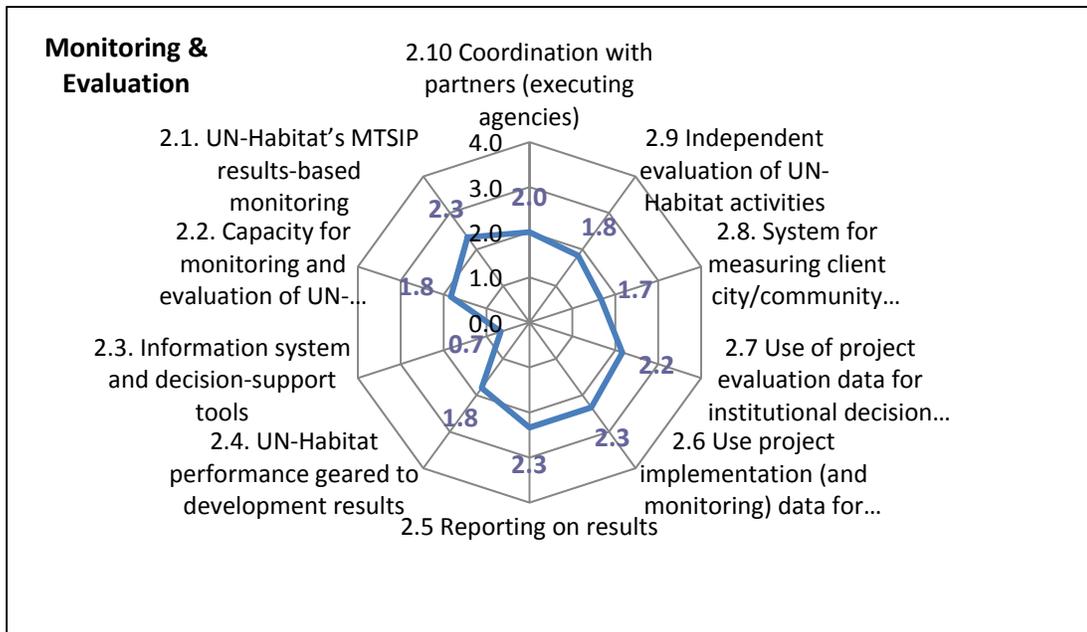
System (IMDIS) and to update as required to reflect the outcome of the Committee on Programme and Coordination CPC review. In addition, the related performance measures, namely baselines and targets, external factors, and related outputs should be entered and revised as part of the planning process in IMDIS.”

48. After reviewing the Proposed Work Programme and Budget for the Biennium 2012-2013, it is worth mentioning that the presentation of the results chain, linking expected accomplishments, sub-expected accomplishments and outputs that contribute to the realization of UN-Habitat’s objectives is consistent with good practice and helps to monitor achievement. Expected accomplishments have their own achievement indicators, with performance measures (baseline, estimated and target) for each of them.

49. Overall, a consistent and integrated development of planning and budgeting across subprogrammes needs to be designed to focus resources and outputs towards gaining greater synergies.

**2) Monitoring and Evaluation: Scored 1.9**

**FIGURE 5: UN-HABITAT SCORE IN MONITORING AND EVALUATION**



50. The pillar of Monitoring and Evaluation (M&E) scored 1.9 just under the exploration stage and appears to be the weakest pillar compared with the other three pillars. M&E is at the core of RBM, since it focuses on the decision making process. It

is not easy to change from one day to the other, and it requires training, practice, and leadership. Training includes how to use information to implement evidence based decision making; practice is necessary to avoid making decisions that are not evidence based, and leadership because if evidence based decision making is not demonstrated by the heads of the institution, the heads of subprogrammes, it will not be part of decision makers.

51. The group's average for this pillar is 1.9 with a standard deviation of 65%. The lowest score is 0.7 for the Information system and Decision Support Tools, and the highest is for the following three components: i) UN-Habitat's MTSIP results-based monitoring; ii) Reporting on Results, and iii) Use of project implementation (and monitoring) data for institutional decision making process. Additionally, UN-Habitat works with IMDIS (Integrated Monitoring and Documentation Information System) which is used by all UN Secretariat agencies, and several staff members pointed out that this system exists for results-based reporting. Nevertheless, with such a high standard deviation, the key question to be raised is whether monitoring projects is implemented in an ad hoc manner or whether most projects follow a rigorous M&E protocol.

**a) Use project implementation (and monitoring) data for institutional decision making process (2.3)**

52. Group's opinions are mixed about this component. One group stated that UN-Habitat is a donor driven organization, but this is not the overall results Regional and Technical Cooperation Division (RTCD) and some HQ programmes normally undertake some level of needs assessment prior to implementation- but M&E is not consistently undertaken. Along this line, it is considered that there is improvement in the use of data but there is still the issue of changing the institutional culture and embracing monitoring and evaluation.

53. On the operational side, the IMDIS (Integrated Monitoring and Documentation Information System) used by all UN Secretariat agencies is used for results-based reporting. All projects need to comply with requirements of quality at entry as outlined in the project document template. The PRC mechanism provides opportunity to apply lessons learned across subprograms at program formulation stage.

54. IMDIS, PRC, quality at entry process, all are meaningful tools and elements to ensure RBM application.

55. *Recommendations:* i) Reporting needs to be formalized and agreed on common standard matrix; ii) Need to improve the quality of information used in IMDIS and for MTSIP reporting, because the quality of the information going into the monitoring system will determine the quality of the monitoring reports produced; iii) Training and awareness of more staff on the benefits of the system is needed to enhance compliance with reporting standards iv) Project Accrual Accounting System -- PAAS- to ensure systematic M&E cycle and tracking. Make M&E as a compulsory requirement for project approval; v) Regional and Technical Cooperation Division

RTCD and some HQ programmes normally undertake some level of needs assessment prior to implementation, but M&E is not consistently undertaken.

**b) Reporting on results (2.3)**

56. The results matrix that is part of the template to present projects is standard for all projects. This is why some groups pointed out that reporting on results is consistent and standardized. However, based on what other groups assessed, some project reports are using the results matrix but in some other cases, projects are not using the results matrix.. Also, there is the issue of understanding how to report on results. Many project reports are complying with RBM format, however; the focus is more on reporting activities than actual results and achievements<sup>10</sup>.

57. MTSIP half-year progress report does not focus on results but rather on activities and outputs<sup>11</sup>. It is not clear whether M&E is seen as an administrative requirement rather than a beneficial exercise<sup>12</sup>.

58. *Recommendations* proposed could be quick wins such as: i) Training on results reporting, rather than simple reporting, ii) Developing a standard protocol on project monitoring will help to shift from reporting activities to reporting results, iii) Establishing the PAAS tool to address the problem of monitoring and evaluation at project and programme levels, and iv) Improving MTSIP Progress Reporting including an IT system in place which will enable M&E unit to decide and select 'results' to report and not to accommodate all reports from various projects and units.

**c) UN-Habitat's MTSIP results-based monitoring (2.3)**

59. Some of the weaknesses found during the evaluation of the component are the following: i) there is a data collection mechanism, but it needs to be systematic and quality-based; ii) there is a lack of staff and resource capacity, and iii) there is a bigger number of projects that do not report within a results-based approach than the number of projects that do so.

60. Performance measurement has been undertaken for most of the MTSIP but decision making based on performance data is at early stages.

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<sup>10</sup> The logistical framework has been mandatory in all project documents for the last 3 years.

<sup>11</sup> The last two progress report, i.e. for June 2011 and annual report for 2011 presented to the CPR in April 2012 was results-focused and this was commented by both member states and donors.

<sup>12</sup> In the document Proposed work programme and budget for the biennium, 2012-2013 HSP/GC/23/5 it is stated in page 23, in the last two sentences of number 77: " ... The Unit will ensure that evaluation findings are used to improve programme performance, accountability, planning and organizational learning, and that relevant tools and guidelines are in place to support staff in monitoring and evaluation. In addition, the Unit will provide training to develop the staff capacity required to carry out self evaluations and facilitate external training."

61. It is well planned but implementation is mixed (some are implemented; some are not); although progress is being made, data collection is uneven across programs. Sharing of lessons across subprograms for corporate learning is weak. This is partly done in the PRC where all subprogrammes are represented by the coordinators.

62. *Recommendations:* Based on the fact that all projects have a minimum formal desk review where data is collected and assessed for projects, it was suggested that every programme should be evaluated at mid-point and end of cycle, and ideally post. Also, branches should be empowered with dedicated focal points for M&E and reporting. Along this line is the idea that internal systematic peer review could help monitor progress.

63. Different groups claimed that evidence-based decision making framework should be put in place. Finally, in some cases additional resources are required and identification of priority projects so that funding decisions can be made in the design process.

**d) Use of project evaluation data for institutional decision making process (2.3)**

64. By definition 2.3 corresponds to the criteria that there is a policy in place that links project completion reports to design new projects and about 50% of projects follow a rigorous project and comply with requirements of quality at entry and risk review committee.

65. Most of the statements asserted that they are not aware about whether there is a formal policy or not in place. Yet there is demand by Governing Council, donors and programmes to increase use of performance information in new designs, but not a significant amount of demand. It is important to point out that the Evaluation unit has responsibility to disseminate project evaluation findings to feed into development of new projects and the Project Review Committee that approves new projects should ideally use those criteria.

66. UN-Habitat depends on donor funding availability and interest in the topics, and the use of evaluation data for new project design and development depends on many elements like the availability of information and donor interest. All said, on the formal side, all projects need to comply with requirements of quality at entry as outlined in the project document template. The PRC mechanism provides opportunity to apply lessons learnt across subprogrammes at program formulation stage. On the informal side, as a small organization, colleagues normally share experiences in an informal manner within their respective branches, units and subprogrammes.

67. The most comprehensive *recommendations* proposed are related to knowledge sharing. It was recommended that lessons learned from project completion reports should be vigorously shared and used across subprogrammes; also, create data sharing tools and/or low cost social media tools to enable collaboration.

68. *As recommendations:* it was also proposed that monitoring reports should be discussed by management before these reports are published for management to use them as a management tool. This requires a cultural change in management of the organization. It was suggested that more adherences are needed in formulation of projects to evaluation findings. This can be done through the Evaluation Unit disseminating findings in a usable format.

**e) Coordination with partners (executing agencies) (2.0)**

69. There is no clarity about the coordination level with partners. Usually, joint projects/programmes allow for joint planning and review. But coordination has yet to gain a proper foothold due mainly to capacity issues of many partners, knowing that all subprograms have partner coordination mechanisms but the coordination level is uneven among partners. Without concrete examples, it was mentioned that there are some notable examples from field projects but these tend to exist in isolation.

70. To address the current lack of coordination, it was proposed to use information provided by PAAS more effectively, since PAAS tracks coordination milestones; and also to strengthen capacity building and support to partners, as well as Partner coordination mechanisms. Finally, from an operational side, the use of checklists for projects reviewed by the Programme Review Committee could be helpful to ensure compliance.

**f) UN-Habitat performance geared to development results (1.8)**

71. Groups are aware that there is somewhat of a “lessons learned” culture, particularly for knowledge sharing and not as much for evaluation. As a matter of fact one group claimed that there is the need to implement an evaluation mechanism, while another group stated “We do monitoring but rarely get to evaluation”. Reviewing projects from the website it can be said that some projects are using evaluation results for project planning and design. A group stated that this is very strong in a few notable cases; however, for most it is not a priority.

72. To strengthen RBM culture across the new UN-Habitat organizational structure, M&E guidelines would be an effective way to adjust to the new project-based structure. Along with this, the linkage between the subprogrammes and MTSIP will be enhanced as a strong foothold to the RBM process i.e. evidence-based decision making.

73. Two dimensions that scored fairly low at 1.8 are capacity for monitoring and evaluation of UN-Habitat’s operations and Independent evaluation of UN-Habitat activities. Usually, evaluation activities are associated in some manner with independence. Therefore, there is a certain degree of consistency that both

dimensions scored the same. The other two dimensions that scored the lowest are System for measuring city satisfaction (1.7) and Information system and decision-support tools (0.7). The implications of these low scores are that the organization needs to strengthen information systems. Staffs do not rely on information system for decision making.

**g) System for measuring client city/community satisfaction (1.7)**

74. It is understandable the low score in this dimension, since no surveys are done, even if staff members in the field are in direct contact with city counter parts. By definition, some subprogrammes have developed formal customer satisfaction measurement systems, but it seems that the reality is more that staff members give voice to the need to serve customers, but have no systems to learn whether they are succeeding.

75. To measure client satisfaction throughout surveys or any other mechanism implies the need to ensure funding, and often surveys are not prioritized due to lack of funding. Monitoring: MTSIP indicator measurements include survey. There is a consensus that there is no systematic and agency-wide tool to measure user satisfaction; some projects do (for example, after joint annual consultations with top donors) but there is no overall system in place. Bottom line, surveys are occasionally undertaken but they are not systematically applied. Same with subprogrammes that have customer satisfaction measurement systems, however, there are not consistent.

76. *Recommendations:* to provide solutions to the above mentioned weaknesses included: i) policy and better project design templates; ii) increase use of evaluation as a management tool, for example by increasing awareness of evaluation e.g., through more wide dissemination of evaluation findings and re-design of evaluation web-site, and iii) institutionalizing client satisfaction surveys (for example through the web surveys).

**h) Information system and decision-support tools (0.7)**

77. All groups mentioned that IT is a weakness in the organization, and indeed it scored the lowest during the self-assessment exercise with the Institutional Cap-Scan. The definitions in the Cap-Scan tool, correspond to exploration phase, which means that MIS is not conceived to ensure M&E of projects; managers do not use nor analyse data of outputs and outcomes to make programmatic decisions, and managers feel constrained by lack of data -- such as on outputs and outcomes, service quality, and overall program measures -- available to them to make programmatic decisions or to judge progress based on results.

78. Indeed, some of the arguments mentioned are: there is no shared and unique database. Existing management information systems are at programme and sub-programme levels, not at project level. It was also mentioned that there is agency-

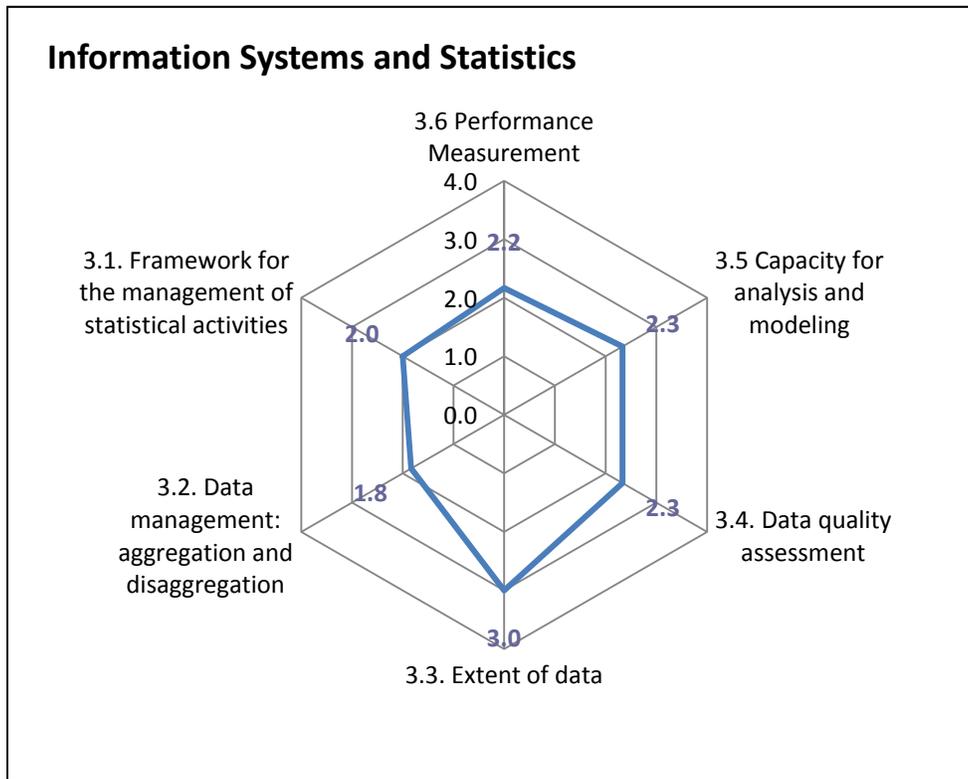
wide M&E tool (IMDIS) however, either it is not used appropriately or IMDIS has no mechanism for in-house sharing, because it is used to report to New York.

79. *Recommendations:* the development of appropriate UN-Habitat customized tools in M&E along with more training of staff in M&E. There was a general call to the need to introduce MIS like the PAAS to implement soon including capacity development of users and staff. In addition to PAAS, if there is no duplication, an internal MIS could be developed to track progress in RBM across subprograms.

80. Overall, MIS is lacking but under the new Project Accounting and Accrual System (PAAS) to be implemented with the new reforms, many of the shortcomings described, should be overcome.

**3) Information Systems and Statistics Capacity: Scored 2.3**

**FIGURE 6: UN-HABITAT SCORE IN INFORMATION SYSTEMS AND STATISTICS CAPACITY**



81. One of the key pillars of the RBM framework is to rely on solid Information Systems and Statistics Capacity and to be able to incorporate confident baseline and input robust data into the forecast model. Without good information and indicators, the likelihood to show failure or success is the same.

82. All the dimensions averaged 2.3, which by definition represents that all data are available for some priority sectors (2.0 exploration stage) and data are available for almost the entire institutional planning. However the levels of quality and usability are still fluctuating (3.0 transition stage).

83. This section comprises the responses and recommendations provided by all groups that participated in the exercise, for the dimensions that scored the highest and the lowest.

**a) Extent of data (3.0)**

84. The MTSIP 2008-2013 contains all the information related to activities, goals, and expected accomplishments. On the positive side, some groups consider that for the preparation of the Strategic Plan for 2014 – 2019, Strategic Frameworks and Work Programme and Budget, statistical data of all UN-Habitat activities/goals/expected accomplishments are available. In the same line, the Global Observatory Unit, State of the World Cities Report, Global Report on Human Settlements and other UN-Habitat sections have produced quality and useful statistics. Overall, statistical data on UN-Habitat's goals is available. UN-Habitat is recognized for the data it collects for Millennium Development Goals (MDGs) related targets- however in other areas the scale on complexity involved are prohibitive.

85. On a more sceptical note, other groups considered that there is lack of central repository where data can be accessed from; also that there are some attempts to gather data and/or estimate data but not in a consistent and comprehensive process. As mentioned above, hopefully these issues will be addressed through the PAAS.

86. The *main recommendations* proposed worth mentioning are the following: i) Data accessibility should be enhanced and used to support indicators; ii) Provide more resources in data gathering and monitoring indicators. On a different note, two groups suggested that there is a need to provide support to branches in developing improved measurement approaches, and that the translation of data into specific development action plans is required, respectively.

87. One thing is certain, data storage is not useful, hence the challenge is to transform this data into knowledge to be used for project planning, for institutional planning, and most of all for two additional things: to make decisions based on information and evidence.

**b) Capacity for analysis and modelling (2.3)**

88. Based on the Measurement Framework the 2.3 value corresponds between the exploration and the transition phase, meaning some subprogrammes are engaged in developing analytical and modelling capacity. However, these capabilities are rarely used for forecasting and external capacity is often needed to conduct the analysis

(exploration) and subprogrammes have capacities for analysing and modelling. Due to an increasing demand, plans to build these capacities are in progress at a more global level within UN-Habitat (transition).

89. In this context, some strong statements were made by groups: first, Urban Observatory Section (GUO) is in place but the work is not mainstreamed to all units nor are the data analyses well disseminated; second, the new Research and Capacity Development Branch has prioritized modelling and forecasting. However current resources are inadequate. Another group stated that UN-Habitat currently does not undertake forecasting.

90. Overall, UN-Habitat's work focuses on analysing and modelling urban plans, trends, and technical staff have strong analytical and programme modelling capacities. So, in-house capacity exists but it might be insufficient for the task.

91. There are *two main recommendations* to highlight. The first is to allocate resources for modelling and forecasting, and the second is the need to create a data/evidence based forecasting unit in order to better guide emerging priority areas and development practice within UN-Habitat. These recommendations will certainly increase the capacity level of all the UN-Habitat staff. Finally, the implementation of capacity building initiatives including strengthening data dissemination and analysis should help to boost synergies between subprogrammes to better use data for project designing.

92. The following two dimensions, Data Quality Assessment, and Performance Measurement scored 2.3 and 2.2 respectively. For Data Quality Assessment the readiness capacity is at the stage where UN-Habitat has developed standard data quality assessment (DQA) protocols. These are generally followed, though some units either skip DQAs or use their own approach. For Performance Measurement, the capacity is evaluated by the fact that there is an institutional strategy for development statistics, but it is implemented to a very limited extent.

93. As it can be seen in the spider web chart, the two dimensions that scored the lowest are: Framework for the Management of Statistical Activities (2.0) and Data Management: aggregation and disaggregation (1.8).

**c) Framework for the management of statistical activities (2.0)**

94. Based on what groups claimed, it seems that it is not clear whether UN-Habitat has a framework for the management of statistical activities. It could be because the gathering and management of statistics is embedded in the Information Services Section without much reference to the other sections (the users) in UN-Habitat. Other reasons could be some projects have some information systems in place but not as an agency wide tool or framework and according to another group, statistics and data are managed in a decentralized manner based on the needs of individual branches. Another weakness identified by one of the group participants is the lack of

a comprehensive tool to capture all the statistical information and activities within the agency and knowledge-sharing.

95. There does exist the collecting of data/statistics in preparation for the status of World Cities Report as well as regional reports; however, improvement is required in validating them. On the other hand, it was also stated that the Global Urban Observatory is doing useful data collection and storage.

96. As ways to improve the current situation, it is recommended first to roll-out agency strategy on data collection, meaning that senior management set up a statistical framework with clear roles. This will contribute to UN-Habitat prioritizing statistics and information. The KM Strategy should provide a framework for capturing statistical activities, establishing at the same time the need for a mechanism to validate the quality of statistics and quality assurance to ensure consistency.

97. There are some databases, like World Cities Report, Status of the Regional (i.e. Arab, In Transition, and African Cities) Report, Global Observatory that needs to be disseminated.

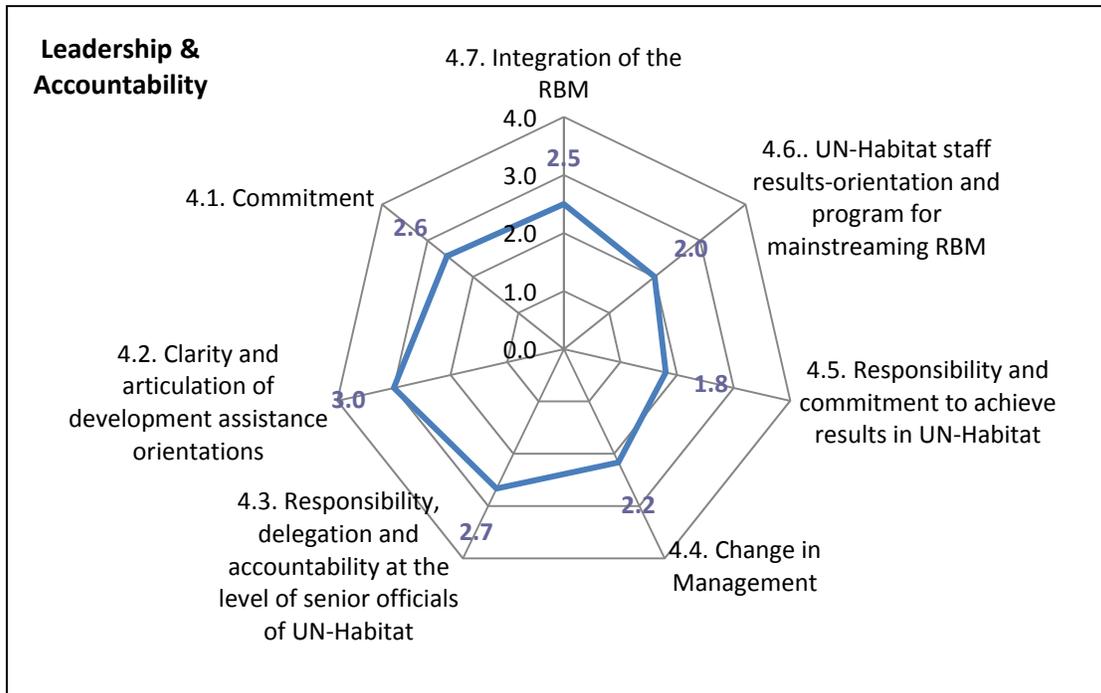
**d) Data management: aggregation and disaggregation (1.8)**

98. Few data sets are disaggregated usefully, although importance of disaggregating data by gender, youth, and geographic area is acknowledged and understood by decision-makers. The level scored for disaggregation of data corresponds to the level of awareness. Most data generated is demand-driven, therefore data tends to rely on parameters and criteria required by a particular project, without considering externalities and the sector situation. As it was mentioned in the above point, there is no clear and consistent framework for data management, aggregation and disaggregation based on gender, youth and geographic area.

99. *Most recommendations* suggested are related to building capacities and tools for data aggregation. At this stage it is hard to assess the contribution that identification and notification of focal points on data management for staff. In order to obtain capacities and tools for data aggregation enhanced training and awareness activities on the importance of disaggregated statistics for managers is necessary.

4) Leadership and Accountability: Score 2.6

FIGURE 7: UN-HABITAT SCORE IN LEADERSHIP AND ACCOUNTABILITY



100. There is enough empirical evidence proving that without leadership and accountability, the possibility to succeed on RBM is limited. Leadership skills are required to make the implementation sustainable over the long run and to keep consistent across the institution, the evidence, and the performance driven decision making process.

101. Leadership entails the following concepts: commitment, responsibility and accountability over partners. Since UN-Habitat, as well as most of UN Development Group’s institutions, is donor dependent, and in many cases RBM is donor driven, the level of transparency and accountability is very high with donors. In the following paragraph, there is a comprehensive description of UN-Habitat’s group remarks during the exercise and their proposed activities to overcome some identified weaknesses.

a) Clarity and articulation of development assistance orientations (3.0)

102. This dimension scored the highest, 3.0 transition phase, hence the definition is “MTSIP clearly articulates outcomes, results, and measurable targets against which programs can be measured. However, data are not systematically collected and used by managers (decision makers). “Ownership” of the MTSIP and its data are not fully widespread.”

103. One group of opinions and statements made are aligned with the Measurement Framework. For instance it was stated:

- UN-Habitat has a clear results framework that is the basis of monitoring, reporting and programme/project development and management;
- MTSIP clearly articulates the results chain. However, there is weakness in the adaptation of the plan during implementation;
- There is a clear articulation of MTSIP objectives at the corporate level;

104. Other groups distance themselves slightly from the first indicating that:

- RBM has improved capacity of staff responsible for planning but individual projects do not have frameworks consistent with MTSIP;
- There is the need for greater ownership and systematic review of outcomes and targets across all focus areas;
- The current MTSIP as well as the Strategic Plan for 2014-2019, as prepared at this moment, form the frame of reference for UN-Habitat actions; however, data are not systematically collected and used by managers.

105. Consistent with the later statement, *recommendations* relate to ensuring managers integrate performance information in the decision-making process, with the need for data to be systematically collected and used by managers across the Branches/Units to emphasize logistical framework and results chain in planning projects, programme and work programmes. It was also claimed that RBM should be an important element of change in management, hence the need for more training of all managers and staff.

**b) Responsibility, delegation and accountability at the level of senior officials of UN-Habitat (2.7)**

106. The second highest dimension in the Leadership and Accountability pillar was the Responsibility of managers and their capacity to delegate work and to be held accountable. Based on the Measurement Framework definition it is: "The structures and processes incorporate and promote accountability and delegation (eg description of duties, individual evaluation criteria). The practices of delegation increases into the administration, but some subprogrammes / branches/ services are still resisting." In other words, within higher administrative levels, delegation does exist, however, within subprogrammes, branches and services; there is a resistance to delegate.

107. There are three different approaches to tackle this matter. Some groups argue that delegation of authority exists and is increasing; however, there is room for improvement in some offices. Hence, in some units and branches, information and decision making are effectively decentralized while in other cases they are not.

108. On the other hand, other groups argue that UN Secretariat culture and rules in general prevent full delegation, and also, the lack of appropriate communication strategy and delegation of authorities creates an unclear situation. It should also be noted the reorganization process influenced results, and one group felt with UN-

Habitat's on-going reorganization process, responsibilities are being extensively re-assigned; therefore it might be too early to tell.

109. Furthermore, one group argued there is a mixed message. While management expects staff to work hard, ordinary staff is not necessarily involved or informed about decisions taken. To improve this described situation, it is suggested that management gear its main activities to involve and delegate responsibilities to staff appropriately.

110. *Various recommendations* to this problem include: i) Making the framework for capacity building part of the PAAS with appropriate instructions; ii) Management training programmes for senior managers; iii) Developing a communication strategy, and iv) To create "change champions" at all levels of the organization which includes establishing a system empowering staff members to promote delegation of authority and possession of accountability.

**c) Commitment (2.6)**

111. The Measurement Framework's definition for the third highest dimension, Commitment (2.6) is related to the idea that "there is a high level of official commitment within UN-Habitat to RBM. RBM practices are on the way to be systematically adopted; but not all staff supports initiatives, and only some units practice RBM."

112. The common group opinion is the idea that some managers have attended RBM training and try to implement it in their work; and there has been no directive from top management on prioritizing RBM.

113. Along the same lines, a full and official commitment within the organization exists; however, there is an imbalance of understanding in RBM and implementation of RBM approach among some staff members.

114. It is worth mentioning that two groups argue there is limited knowledge on concepts and application of RBM, and that some managers consider RBM as a bureaucratic exercise that competes with the "real" work.

115. To work as described, it is proposed that main recommendations are geared toward: i) Implementing the RBM approach at all levels of UN-Habitat; ii) Making RBM part of the staff evaluation process with EPAS; iii) Change management process to include rewards for achievements made, and iv) Increase training for RBM on techniques and application and principles. The overall consensus is that RBM needs to be fully embraced at the top. Hence, it should be noted that management needs to provide leadership on RBM in order for it to be taken seriously by staff, and then have staff evaluated based on their results.

**d) Integration of the RBM (2.5)**

116. With the 2.5 obtained, the integration of RBM falls between the following two definitions: "Some areas take into account the results and objectives defined at country office level in planning and budgeting at central level. However, these experiences remain isolated," and "The development of an institutional strategy takes into account both the UN-Habitat headquarters and country offices needs in a participatory process. The frameworks are declined consistently between the headquarters and Regional offices levels in several areas of country offices action. However, the sharing of responsibilities between management and Regional offices remains sometimes unclear."

117. In this case, groups' statements show some lack of coordination between HQ and Regional Offices. It was said that there is an Institutional strategy developed through a participatory process; however, sharing of responsibilities between HQ and Regional Offices is not always clear. Different perceptions on project management exist on both sides.

118. There are gaps in information and practice on results between HQ and regional /country levels, in which information flow tends to be uni-directional. A group stated this conflict in the following way: Regional offices planning is demand driven whereas the HQ planning is policy driven. In line with this statement, another group notes that there are consultations between the headquarters and the regional offices. However, overlap in responsibilities exists and sometimes conflicts are noted.

119. Regarding the opposite incentives behind HQ and Regional offices, certainly Regional offices should assure technical assistance complies with institutional policies, and to do so, there is need for improvement of communication between HQ and Regional Offices and for developing a consistent framework which can be applied to both HQ and Regional Offices.

120. Two concrete *recommendations* to tackle the above point were suggested: i) to invest in creating a better relationship and demonstrating the value of collaboration for both HQ and the regional offices, and ii) to make RBM mandatory for all levels of UN-Habitat structures, especially the regional offices that are responsible for achieving results.

**e) Change in Management (2.2)**

121. Groups' responses give Change in Management an average of 2.2 which falls into the concept of "Capacity building activities for RBM are among the recurring activities within the UN-Habitat action." However, they still do not have a coherent overall framework and do not take into account the change dimension. "Resistance remains strong and commitment is still weak."

122. On that regard, most groups have similar opinions: UN-Habitat is fully committed in capacity building activities for staff members in RBM; however, there is an inequality in pursuing/implementing them in Branches/Units. A stronger

statement is; “Capacity building activities in RBM have been carried out periodically but as long as management does not show commitment to RBM, it will not be taken seriously”; there is recognition that RBM is an essential requirement for the agency’s future success and that capacity building activities on RBM exist.

123. But there are also groups who advocate that the commitment is weak as staff members are always too busy, and it is not a priority. Similarly, RBM trainings are undertaken by external consultants, so a coherent learning process is at risk. A more sceptical group says that it is not clear how, if at all, RBM is addressed within the context of the on-going reorganization.

124. Along with similar *recommendations* made above, the implementation of the new skills acquired through RBM training should be consistently applied to programme management throughout the organization. (Including this element in the E-PAS may be considered); make the framework for capacity building part of the PAAS with clear instructions to operate.

125. Finally, there is a need to provide the incorporation of RBM as a key element of individual work programs, based on top managers’ ownership of the RBM model in order for in-depth change to take place.

**f) UN-Habitat staff results-orientation and program for mainstreaming RBM (2.0)**

126. Most of staff members are trained in RBM and the organizational structure of the work is based on the expected results. The majority of Branches/Units are aware of their responsibilities in delivering their responsibilities within RBM framework. However HR policy does not encourage its full implementation through a rewards system; for instance, there is no performance contracts for senior managers. Another factor is that important individual plans in E-PAS are derived from subprogramme plans.

127. One group thinks that there is limited understanding of RBM among staff, with the exception of a few notable examples; whereas another group reported that RBM systems are still weak, and therefore, training has tended to be conceptual rather than practical. 128. Bottom line, a significant amount of RBM training has taken place but application at the individual level remains relatively low.

128. To address this situation the *recommendations* identified are: i) the introduction of a rewards system<sup>13</sup>; ii) the development of an RBM Training curricular, with tools to ensure coherence and practicality of the approach, could be a strong contribution in assuring RBM is sustainable over time; and iii) groups also agree with the idea that a system for assessing higher level managers vis a vis their work management/supervisory responsibilities could be strengthened and made more transparent.

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<sup>13</sup> The rewards system can be implemented either at individual level or at unit/subprogramme level

129. Overall, RBM training and implementation made mandatory with rewards given for those who apply RBM in their work is feasible and depends on a manager's decision.

**g) Responsibility and commitment to achieve results in UN-Habitat (1.8)**

130. Based on all of the above, it is not surprising the variable Responsibility and commitment to achieve results scored the lowest next to the exploration stage. This variable is defined as "Individual work plans are linked to UN-Habitat's MTSIP, however when evaluation occurs it is not based on performance contracts."

131. Most groups agree that many units/branches have a plan linked to the MTSIP results framework, as well as individual work plans; however, often performance evaluation does not regard these criteria. In regards to the assessment of the contracts, it is more of compliance than individual accountability; there is the perception of poor quality assessment. Groups consider there are no performance contracts, and if there are, their performance assessments are typically activity based.

132. Even if a group questions the need of performance contracts, to address those weaknesses it is recommended a closer alignment between UN-Habitat results framework, branch, and individual work plans with accountability strengthened at all levels. Some possible mechanisms to achieve this include supervisors should be trained or instructed to be more apprehensive in linking the individual performance appraising (new e-performance system) to MTISP, and to strengthen individual accountability and E-PAS.

**V. KEY FINDINGS**

This section presents the key findings of the entire exercise, pillar by pillar.

133. *Planning and Budgeting pillar:*

- i. Proposed Work Programme and Budget for the Biennium 2012-2013 is consistent with good practice because from RBM point of view the presentation of the results chain, linking expected accomplishments, sub-expected accomplishments and outputs contribute to the realization of UN-Habitat's objectives and helps to monitor achievements. Expected accomplishments have their own indicators of achievement, with performance measures (baseline, estimated and target) for each of them.

- ii. There is room to work on non-earmarked budget and to improve efficiency in allocation<sup>14</sup>.

Overall, a consistent and integrated development of planning and budgeting across subprogrammes needs to be focused toward resources and outputs to gain greater synergies.

134. *Monitoring and Evaluation pillar:*

- i. IMDIS, PRC, PAAS, quality at entry process, are all meaningful tools and elements to ensure RBM application.
- ii. The quality of information used in IMDIS and for MTSIP reporting needs to be improved. The quality of the information going into the monitoring system will determine the quality of the monitoring reports produced.
- iii. Checklists for projects reviewed by the Programme Review Committee would be helpful to ensure compliance.

135. *Information Systems and Statistics:*

- i. Data storage is not useful if it is not transformed into knowledge for project planning, for institutional planning, and most of all for two additional things: decision making based on information and evidence.
- ii. The role of the Project Committee Review should be strengthened to ensure that the PRC enforce the inclusion of proper data into results matrix, and that the results matrix is properly used to track project performance.

136. In Leadership and Accountability, there is room for the following improvements:

- i. The analysis of E-PAS' scope goes beyond the objectives of this consultancy, however, it is worth mentioning that for staff members, it is not clear whether E-PAS is a performance contract or not.
- ii. RBM needs to be fully embraced at the top level of UN-Habitat.
- iii. To assess the level of RBM change in management value, most groups stated: "Resistance remains strong and commitment weak."
- iv. RBM needs to be a key element of individual work programs, based on top managers' ownership of the RBM model, in order for in-depth institutional change to take place.
- v. There are gaps in information and practice on results between HQ and regional /country levels, in which information flow tends to be uni-directional. Regional offices planning is demand driven whereas the HQ planning is policy driven.

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<sup>14</sup> When the budget for 2012-2013 was prepared, information was gathered from all subprogrammes on the expected accomplishments, and Sub-EA, Output and estimate of the costing of the output. The total costing is then consolidated to be the total budget. Then a detailed budget is done for the general purpose budget (which is subject to the approval of the Governing Council and CPR). The earmarked budget is then the total budget less the general purpose budget. Earmarked budget information is not given in detailed expenditure categories. It was given as a total and then by subprogramme and by MTSIP focuses areas. For the 2012-2013 budget, earmarked to non-earmarked is 76 to 24.

137. In addition to the above mentioned, additional remarks can be made including:

1. Capacity building activities in RBM have been carried out periodically but as long as management does not show commitment to RBM, it will not be taken seriously, as some staff members claimed. 2. Top managers should fully embrace the RBM model and culture to cascade its values to the bottom of UN-Habitat and to comply with UN RBM policy.

138. Based on the definition set in the Cap Scan Measurement Framework, it appears to be pretty accurate. So, if UN-Habitat wants to get to the Consolidation phase, it needs to ensure that outcomes, results and targets are in fact integrated into decision-making process, most likely the most difficult step of RBM<sup>15</sup>.

139. It seems as though all pieces of the puzzle are on table; however, the one related to the role and commitment of top managers still remains the missing piece to finish the RBM puzzle.

140. Next steps to take in order to move forward in RBM include: 1. consolidating the reorganization process; 2. assessing whether the new structure facilitates the continuity of RBM process in UN-Habitat; 3. Developing a strategy to engage top managers and to strengthen the change culture. Additionally, main steps towards strengthening the Change Model are: i) Challenge the current state of managers' attitude; ii) Harmonize and Align Leadership; iii) Activate Commitment; iv) Guide implementation and v) Evaluate and Institutionalize Change.

141. Given that the reorganization is in its final steps, the second step becomes crucial -Harmonize and Align Leadership-, especially considering staff members' statements regarding leadership and accountability.

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<sup>15</sup> The consolidation stage in the Measurement Framework is defined by "Outcomes, results and targets area consistently and appropriately applied throughout the MTSIP. Relevant data are collected and used to adapt implementation of the plan. Managers (decision-makers) recognize the utility of the data and ensure it is integrated into the decision-making process".

## VI. RECOMMENDATIONS

142. The following paragraphs are a compilation of main recommendations proposed to improve the current assessment of each pillar. A comprehensive action plan must take into account the more realistic activities by variable, upon a given budget and timeframe. For reasons above mentioned this was performed in a different manner with a different scope. Therefore, this section describes the main recommendations proposed to enhance RBM in UN-Habitat. On page 48, the Quick Win Tex Box summarizes concrete recommendations that can be implemented as action plan.

### Planning and Budgeting:

a) Supporting funding sources link programming to results (2.7)

143. **Recommendations proposed** to enhance the current situation are the following: i) to shift the results from outputs to outcomes; ii) to market UN-Habitat's objectives; iii) to encourage donors to tailor their contributions to UN-Habitat's outputs, and iv) to enhance UN-Habitat staff capacity to consistently apply RBM in program planning and budgeting.

b) Results management framework (2.7)

144. It was proposed that progress reports could also be used as internal tools to measure results, rather than mainly for donor and Member States. Another element put forth was that budget prioritizing and allocation should be based on performance. Staff members proposed reviewing, developing and expanding, creating change champions and rewarding success as means to measure performance.

c) Budget preparation based on objectives and results (2.0)

145. Within the budget preparation based on objectives and results component, **proposed recommendations** include: i) Resources need to be better allocated once the organizational review is completed. ii) Assessment of past performance needs to be improved in order to reallocate earmarked resources accordingly. iii) Additionally, more transparency should exist in allocating regular budget and soft earmarked funds. iv) There is need for a well-articulated criteria for budget allocation based on past program performance, client demands and new emerging priorities. v) Senior management should take planning and budgeting more seriously and hold branch leaders accountable.

d) Budget consistency with UN-Habitat's medium term plan (1.8)

146. To assure budget consistency with UN-Habitat's medium term plan, the following **recommendations are proposed**: i) To have joint sessions with donors on RBM to develop common understanding to ensure formulation of outcomes; ii) To

implement monitoring tools to avoid the mismatch of annual and biennial budget exercises and the six year MTSIP exercise. iii) To develop budgeting tools and to match sub programme budgets with MTSIP and strategic priorities, like engaging cities associations in a systematic way rather than informal way. Needless to say, resource mobilization needs to be strengthened since there is room to leave out some projects that have to be funded by non-earmarked funds. Also, an improved coordination process of subprogrammes, as well as, within subprogrammes could contribute to overcome some problems identified.

e) Budget consistency with UN-Habitat's MTSIP priorities (1.7)

147. **Recommendations proposed** to assure budget consistency with UN-Habitat's MTSIP priorities are: i) Implement a cost accounting system or in RBM terms the so called ABC, that is Activity Based Costing; ii) Earmark projects based on MTSIP priorities, and iii) Move forward with participative budgeting process.

f) Subprogrammes coordination (1.5)

148. Subprogramme coordination is an important component of this pillar, and to improve on the low score received, it is **recommended that** a consistent and integrated development of planning and budgeting across subprogrammes needs to be designed to focus resources and outputs towards gaining greater synergies.

#### **Monitoring and Evaluation: Scored 1.9**

a) Use project implementation (and monitoring) data for institutional decision making process (2.3)

149. The group's main **recommendations** include the following: i) Reporting needs to be formalized and agreed on common standard matrix; ii) Improve the quality of information used in IMDIS and for MTSIP reporting since the quality of the information going into the monitoring system will determine the quality of the monitoring reports produced; iii) Training and awareness of more staff on the benefits of the system is needed to enhance compliance with reporting standards; iv) Utilize the Project Accrual Accounting System -- PAAS- to ensure systematic M&E cycle and tracking, and require M&E as a compulsory component for project approval; v) Undertaking M & E consistently in addition to Regional and Technical Cooperation Division RTCD and HQ programmes needs assessment prior to implementation.

b) Reporting on results (2.3)

150. Some **recommendations proposed** are quick wins such as: i) Training on results reporting, rather than simple reporting, ii) Developing a standard protocol on project monitoring will help to shift from reporting activities to reporting results, iii) Establishing the PAAS tool to address the problem of monitoring and evaluation at project and programme levels, and iv) Improving MTSIP Progress Reporting including an IT system in place which will enable M&E unit to decide and select

'results' to report and not to accommodate all reports from various projects and units.

c) UN-Habitat's MTSIP results-based monitoring (2.3)

151. Based on the fact that all projects have a formal desk review where data is collected and assessed for projects, it was suggested that every programme should be evaluated at mid-point and end of cycle, and ideally post. Also, branches should be empowered with dedicated focal points for M&E and reporting. In line with this is the idea that internal systematic peer review could help monitor progress.

152. Different groups claimed that evidence-based decision making framework should be put in place. Finally, in some cases additional resources are required and identification of priority projects so that funding decisions can be made in the design process.

d) Use of project evaluation data for institutional decision making process (2.3)

153. In order to utilize project evaluation data for institutional decision making, it was proposed that monitoring reports should be discussed by management before these reports are published for management to use them as a management tool. This requires a cultural change in management of the organization. It was suggested that more adherences are needed in formulation of projects to evaluation findings. This can be done through the Evaluation Unit disseminating findings in a usable format.

e) Coordination with partners (executing agencies) (2.0)

154. To enhance the current lack of coordination with partners, recommendations entail utilizing information more effectively provided by PAAS, since PAAS tracks coordination milestones, and to strengthen capacity building and support to partners as well as partner coordination mechanisms. Finally, from an operational side, the use of Checklists for projects reviewed by the Programme Review Committee could be helpful to ensure compliance.

f) System for measuring client city/community satisfaction (1.7)

155. Some of the main recommendations to provide solutions to the above mentioned weaknesses included: i) policy and better project design templates; ii) increase use of evaluation as a management tool, for example by increasing awareness of evaluation e.g., through more wide dissemination of evaluation findings and re-design of evaluation web-site, and iii) institutionalizing client satisfaction surveys (for example through the web surveys).

g) Information system and decision-support tools (0.7)

156. Some recommendations made by groups are the development of appropriate UN-Habitat customized tools in M&E along with more training of staff in M&E. There was a general call to the need to introduce MIS like the PAAS to implement soon including capacity development of users and staff. In addition to PAAS, if there is no duplication, an internal MIS could be developed to track progress in RBM across subprograms.

**Information Systems and Statistics Capacity: Scored 2.3**

a) Extent of data (3.0)

157. The main recommendations proposed are the following: i) Data accessibility should be enhanced and used to support indicators; ii) Provide more resources in data gathering and monitoring indicators. On a different note, two groups suggested that there is a need to provide support to branches in developing improved measurement approaches, and that the translation of data into specific development action plans is required, respectively. One thing is certain, data storage is not useful, hence the challenge is to transform this data into knowledge to be used for project planning, for institutional planning, and most of all for two additional things: to make decisions based on information and evidence.

b) Capacity for analysis and modelling (2.3)

158. There are two main recommendations to highlight. The first is to allocate resources for modelling and forecasting, and the second is the need to create a data/evidence based forecasting unit in order to better guide emerging priority areas and development practice within UN-Habitat. These recommendations will certainly increase the capacity level of all the UN-Habitat staff. Finally, the implementation of capacity building initiatives including strengthening data dissemination and analysis should help to boost synergies between subprogrammes to better use data for project designing.

c) Framework for the management of statistical activities (2.0)

159. To improve the current situation in the management of statistical activities, it is recommended first to roll-out agency strategy on data collection, meaning that senior management set up a statistical framework with clear roles. This will contribute to UN-Habitat prioritizing statistics and information. The KM Strategy should provide a framework for capturing statistical activities, establishing at the same time the need for a mechanism to validate the quality of statistics and quality assurance to ensure consistency.

d) Data management: aggregation and disaggregation (1.8)

160. Most data management recommendations suggested are related to building capacities and tools for data aggregation. At this stage it is hard to assess the contribution that identification and notification of focal points on data management for staff. In order to obtain capacities and tools for data aggregation enhanced training and awareness activities on the importance of disaggregated statistics for managers is necessary.

**Leadership and Accountability: Score 2.6**

a) Clarity and articulation of development assistance orientations (3.0)

161. Recommendations relate to ensuring managers integrate performance information in the decision-making process, with the need for data to be

systematically collected and used by managers across the Branches/Units to emphasize logistical framework and results chain in planning projects, programme and work programmes. It was also claimed that RBM should be an important element of change in management, hence the need for more training of all managers and staff.

b) Responsibility, delegation and accountability at the level of senior officials of UN-Habitat (2.7)

162. Various recommendations to address the responsibility, delegation and accountability of senior officials include: i) Making the framework for capacity building part of the PAAS with appropriate instructions; ii) Management training programmes for senior managers; iii) Developing a communication strategy, and iv) To create “change champions” at all levels of the organization which includes establishing a system empowering staff members to promote delegation of authority and possession of accountability.

c) Commitment (2.6)

163. In terms of the commitment component, main recommendations are geared toward: i) Implementing the RBM approach at all levels of UN-Habitat; ii) Making RBM part of the staff evaluation process with EPAS; iii) Change management process to include rewards for achievements made, and iv) Increase training for RBM on techniques and application and principles. The overall consensus is that RBM needs to be fully embraced at the top. Hence, it should be noted that management needs to provide commitment and leadership on RBM in order for it to be taken seriously by staff and then have staff evaluated based on their results.

d) Integration of the RBM (2.5)

164. Two concrete recommendations to ensure integration of RBM suggested were: i) to invest in creating a better relationship and demonstrating the value of collaboration for both HQ and the regional offices, and ii) to make RBM mandatory for all levels of UN-Habitat structures, especially the regional offices that are responsible for achieving results.

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### e) Change in Management (2.2)

165. Along with similar **recommendations** made above, the implementation of the new skills acquired through RBM training should be consistently applied to programme management throughout the organization. (Including this element in the E-PAS may be considered); make the framework for capacity building part of the PAAS with clear instructions to operate. Finally, there is a need to incorporate of RBM as a key element of individual work programs, based on top managers' ownership of the RBM model in order for in-depth change to take place.

### f) UN-Habitat staff results-orientation and program for mainstreaming RBM (2.0)

166. To address mainstreaming of RBM the **recommendations** identified are: i) the introduction of a rewards system; ii) the development of an RBM Training curricular, with tools to ensure coherence and practicality of the approach, could be a strong contribution in assuring RBM is sustainable over time; and iii) groups also agree with the idea that a system for assessing higher level managers vis a vis their work management/supervisory responsibilities could be strengthened and made more transparent. Overall, RBM training and implementation made mandatory with rewards given for those who apply RBM in their work is feasible and depends on a manager's decision.

### g) Responsibility and commitment to achieve results in UN-Habitat (1.8)

167. It is **recommended** a closer alignment between UN-Habitat results framework, branch, and individual work plans with accountability strengthened at all levels. Some possible mechanisms to achieve this include supervisors should be trained or instructed to be more apprehensive in linking the individual performance appraising (new e-performance system) to MTISP, and to strengthen individual accountability and E-PAS.

### “Quick Win” Recommendations

Among all the activities proposed by each group there are some considered “quick wins.” Quick wins are so called because the cost of implementation would not imply high transactional, administrative and operational costs, and they would deliver a fast return and a strong multiplied outcome. The main ones to highlight are:

1. Top managers need to fully embrace RBM and make themselves and staff evaluated on their results;
2. Supervisors should receive training and be more comprehensive in linking individual performance appraising (new e-performance system) to MTSIP, and strengthening individual accountability and E-PAS.
3. Involve and delegate responsibilities to staff appropriately. Some ways suggested to address this is making the framework for capacity building part of PAAS with appropriate instructions;
4. Managers integrate data into the decision-making process. This is achievable, with data systematically collected and used by managers across the branches and units to emphasis of logical framework and results chain in planning projects, programme and work programmes.
5. Regional offices can adapt the demand for technical assistance to comply with institutional policies. Two concrete solutions can be implemented:
  - a. Make RBM mandatory for all levels of UN-Habitat structures, especially the regional offices that are responsible for achieving results.
  - b. Invest in creating a better relationship and demonstrating value of collaboration for both HQ and the regional offices.
6. Taking into account the duration of the project, every programme should be evaluated at mid-point and end of cycle, and ideally post;
7. Lessons learned from project completion reports should be shared and used across subprogrammes;
8. Training in capacity building for modeling and forecasting, and awareness activities to managers on importance of good quality of statistics
9. Create a data/evidence based forecasting unit to better guide emerging priority areas and development practice within.
10. Strengthen Monitoring and Evaluation functions” which is at the foundation of RBM.
11. More staff capacity building in RBM to enhance its implementation by all staff.

## VII. RBM ACTION PLAN<sup>16</sup>

168. There are different ways to address an action plan; in RBM, the most effective way is to work with management and staff jointly facilitated by a third party so that everyone is on the “same page.” This enables both sides to know where the starting point is and what they want to achieve, in terms of activities, goals, objectives and results. Once the action plan is complete it should be used as part of a performance contract or agreement between both sides.

169. In the case of UN-Habitat and as a result of the “Capacity Self-Assessment for Effective Implementation of Results Based Management UN-Habitat”, there are two components to the action plan: 1. Tackling the weaknesses identified in the diagnostics, and 2. Strengthening key activities already well positioned that are considered crucial to consolidate RBM. The criteria used to elaborate this action plan also consider two elements, time and cost.

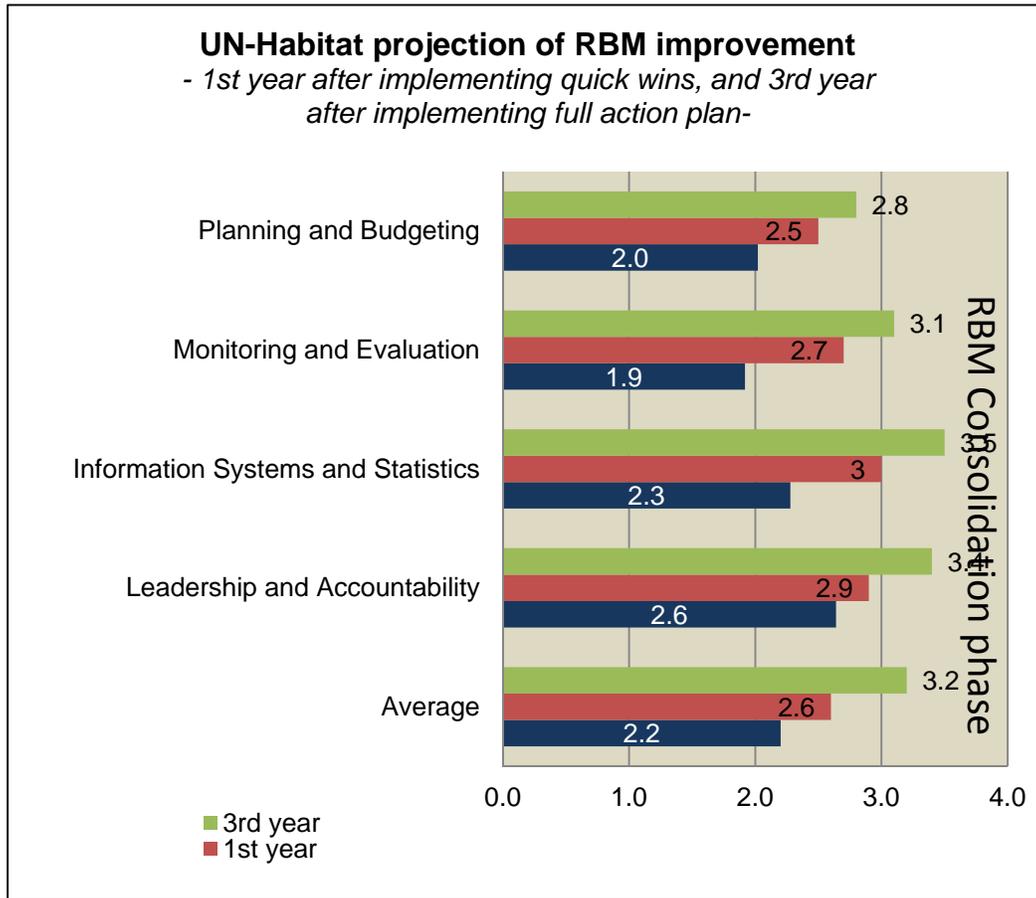
170. Additionally, the action plan is presented with two inter-temporal goals. The first are the “Quick wins” which are activities with the least transactional (monetary), administrative and operational cost and can be executed with administrative decisions in a scope of time no longer than a year. This part of the action plan set the basis for UN-Habitat to move forward to the advance stage of the transition phase.

171. The second part of the action plan anchors the implementation in the institutional action plan, the MTSIP 2008-2013. However, this part of the action plan seeks to move UN-Habitat to the initial stage of the consolidation phase from the transition phase in a period of time from 2 years, so as to create a sound transition and implement RBM in the Strategic Plan for 2014 – 2019.

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<sup>16</sup> It should be noted that this is a referencial action plan elaborated by the consultant. Normally, the process to design an institutional CAP-Scan Action Plan is generally twofold. First, the participants are divided in groups and assigned to work on one pillar per group. Second, a plenary session is organized to discuss the findings from each group and benefit from all represented subprogrammes’ inputs, resulting in an action plan fully developed by all participants in the exercise of finding RBM institutional capacity.

FIGURE 8: UN-HABITAT PROJECTION OF RBM IMPROVEMENT



172. It is worth mentioning that while all recommendations can be established in an action plan, implementation is based on the managers and supervisors capacity and willingness to delegate.

The following table identifies the implementation of the main quick win recommendations and recommendations by pillar.

**TABLE 3: ACTION PLAN TO IMPLEMENT QUICK WINS RECOMMENDATIONS**

Quick Win Recommendations to Implement	Objective to be Achieved	Estimated Implementation Time (and cost)	Responsible Unit	Indicator to Measure the Outcome (include a comment if necessary)
1. Top managers embrace fully RBM and make themselves and staff evaluated on their results	Sign performance contract with 1st level of supervisors (management)	One year	Top Management	30% of managers (2nd and 3rd year move forward to integrate the remaining 70% and 2nd level of management)
2. Supervisors should receive training and be instructed to linking the individual performance appraisal (new e-performance system) to MTSIP, and strengthen individual accountability and E-PAS.	Disseminate new e-performance system in a series of seminars and workshops	One year	Top Management	100% of supervisors fully trained and using e-performance system after the first year
3. Budget allocation across all subprogrammes ought to be based on past performance.	Create an institutional body to discuss past performance and enforce its policies and procedures	3 months	Top Management	1st year: 25% of all subprogrammes budget ought to be based on past performance
4. Definition of emerging priorities areas and development practice based on evidence and hard data.	Create a data/evidence based forecasting unit	6 - 9 months (40-70.000 dollars of investment plus recurrent cost of new hirings)	Top Management	Already created

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5. Lessons learned from project completion reports shared and used across subprogrammes	Project officers need to summarize and list lessons learned from PRC	Based on termination of projects	Supervisors	Project Management can ask project officers for 1st quarter of 2013
6. Managers and Supervisors improve their decision making based on sound data and forecasting.	Training in capacity building for modeling and forecasting, and decision making process	(20.000 dollars for modeling and forecasting and 15-25.000 dollars for decision making process - Stanford University)	Top Management and Supervisors	Both training can be perform in a time frame of the next 6 months
7. Regional Offices comply with RBM policies	Enact an RBM policy for UN-Habitat regional offices	One year	Top Management and Regional managers	Piloting of 2-3 regional offices

TABLE 4: UN-HABITAT RBM ACTION PLAN

Related Activities by Pillar	Objective to be achieved (include indicator of expected achievement)	UNH CAP Scan Baseline Score	UNH CAP Scan Target Score	Estimated implementation Time and cost*	Responsible	Other comments
1. Leadership and Accountability		2.6	2.9 (1)			
Top management embrace RBM and show full commitment to staff	Plan for quarterly capacity building activities in RBM			1-3 years	Top Managers	Cost will be based on the scope and number of trainings and workshops on RBM
	Performance contract signed between Top managers and 50% of supervisors					
2. Planning and Budgeting		2.0	2.5 (2)			
Implement cost accounting system in budgeting process for all subprogrammes	Budget prepared with ABC, activity based costing			2 years 50-70.000 dollars	Finance Management Officer Programme Support Division	
Supervisors and Project officers must prioritize 70% of their projects based on MTSIP	Projects earmarked based on MTSIP priorities			1.5 years	Finance Management Division Programme Support Division	
Introduce incentives to establish participatory budgeting	Pilot with two or three main stakeholders the introduction of participatory budgeting			2 years	Finance Management Division Programme Support Division	Cost / effectiveness ratio of this goal could vary based on different factors.
3. Monitoring and Evaluation		1.9	2.7 (3)			

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Related Activities by Pillar	Objective to be achieved (include indicator of expected achievement)	UNH CAP Scan Baseline Score	UNH CAP Scan Target Score	Estimated implementation Time and cost*	Responsible	Other comments
Training on results reporting (most of the reporting is activities based reporting)	a. Develop a protocol on project monitoring focusing on results reporting b. 90% of staff trained on results reporting			0.5 - 1 year	Management and all subprogrammes supervisors and project officers	
					Management and all subprogrammes supervisors and project officers	
Improve the usage of PAAS tool	Establish PAAS tool to address M&E at project and programme levels			1 year	Finance Management Division Programme Support Division	
<b>4. Information Systems and Statistics</b>		<b>2.3</b>	<b>3.0 (4)</b>			
Maximize the usage of existing data base for project design and decision making	Design and approve comprehensive process for capturing and processing all existing statistical data in a central repository data base.			1-3 years	Management and all subprogrammes supervisors and project officers	Cost could be defined based on the priority and the speed with which is implement it

\* Costs are estimated on the number of days needed for consultants to work on a 600 dollar per diem.

(1) The move in the Leadership and Accountability pillar to 2.9 from 2.6 is based on the current perception that commitment to RBM by top management is weak.

(2) It is estimated that this basic change will improve the link between the MTSIP and the budget. However, it is expected that the improvement could move the planning and budgeting pillar to a more advanced stage, but not to the next phase since those changes require much more activities.

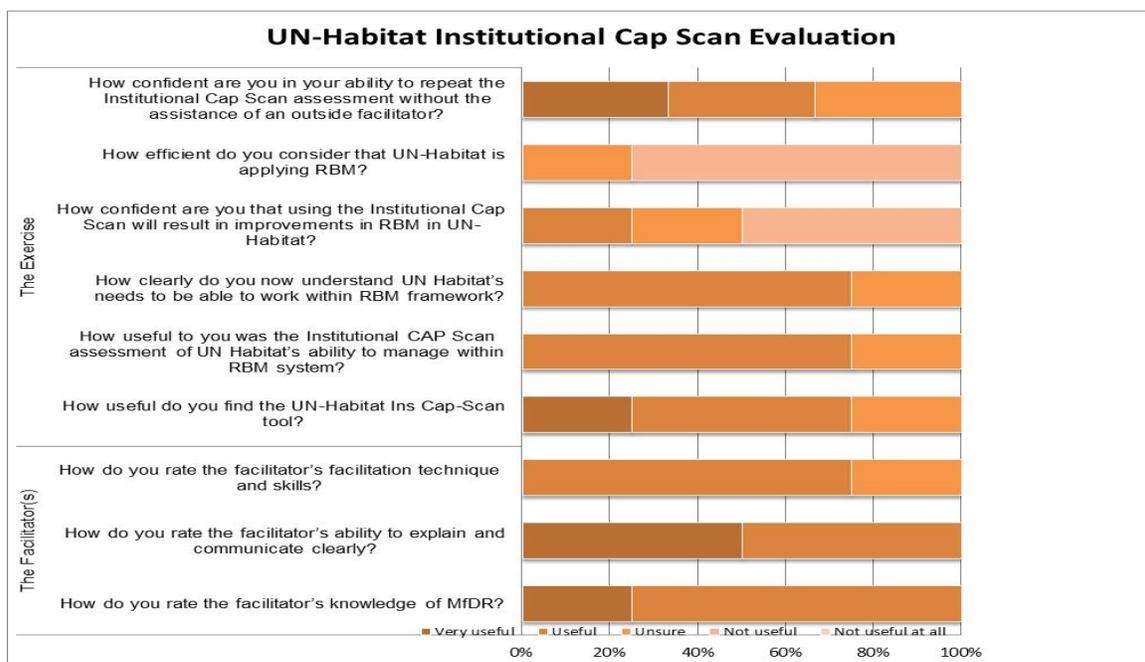
(3) Based on all the tools that UN-Habitat has in place, all the training performed, the Program Support Division has all the capacity needed, which is why monitoring and evaluation can move to the advance stage of the transition phase from the exploration phase.

(4) Information systems and Statistics can move forward to the early stage of the consolidation phase from the transition phase, given that it is a pillar that requires a lot of coordination within UN-Habitat, as well as with countries and cities.

### **VIII. EVALUATION OF THE INSTITUTIONAL CAP-SCAN WORKSHOP**

173. An evaluation of the Institutional Cap-Scan workshop was conducted at its end. 70% of the participants found the assessment from useful to very useful to UN-Habitat, and 70% of the respondents mentioned that the Institutional Cap-Scan assessment was useful to assess UN-Habitat's ability to manage within RBM system. Also about 70% of participants understand UN-Habitat's need to be able to work within RBM framework. Less than 30% of the respondents of the questionnaire believe the Cap-Scan will result in improvements in UN-Habitat ability to manage for results, and about 30% of the participants are confident that they are in a position to repeat the Cap-Scan without the assistance of an outside facilitator, using this exercise as a baseline for future iterations; 30% finds this possibility less likely, and the remaining 30% is unsure about it. The following chart provides a detailed overview of the evaluation results.

FIGURE 9: INSTITUTIONAL CAP-SCAN WORKSHOP EVALUATION



**A. Lessons learned to improve Institutional Cap-Scan Evaluation**

174. It is important to include in this kind of exercise, staff or consultant that have participated in previous similar experience, previous Cap-Scan exercise, to foster and amplified internally the contribution to the successful of the exercise. It is important to keep in mind the recommendation made in the Methodology section of Activities to enhance RBM looking forward and conclusions. It is also worth noting the timing of this exercise. In this case, the reorganization process may have played a less constructive position than if the exercise would have occurred under normal circumstances.

175. The role of managers is critical: they need to be involved and be part of the entire exercise, from the beginning to end which means attending the presentations, participating in the working groups, developing activities as part of the action plan, and validating the information in the plenary session. Since the Programming Unit knows the scope of the exercise, if there is a decision to repeat this exercise, it will be important to inform different groups and levels of staff members and managers to participate. It is recommended that the invitation to attend this type of exercise stem from the highest level of the organization, in order to show ownership and leadership. Otherwise the level and interest of participation is low.

176. Finally, with enough time and anticipation, participants can use more real-life case studies of on-going RBM in the UN-Habitat system, and repeated evaluations could be one of the mechanisms to measure progress.

## Annexes

### **Annex 1: TERMS OF REFERENCE FOR A CONSULTANCY TO CARRY OUT A FORWARD LOOKING CAPACITY SCAN (CAP-Scan) FOR RESULTS-BASED MANAGEMENT EMBEDMENT IN UN-HABITAT, NAIROBI**

#### **A FORWARD LOOKING CAPACITY SCAN (CAP-Scan) FOR RBM EMBEDMENT AT UN-HABITAT**

### **BACKGROUND**

RBM is one of the specific management commitments of UN-Habitat. The management approach integrates strategy, culture, people, resources, systems, processes and measurements to improve decision-making, transparency, and accountability. Many aspects of the RBM system are not radically new to UN-Habitat's project management practices. More than anything, RBM at UN-Habitat represents a shift of emphasis or paradigm from traditional concern with operational aspects of project management (activities and outputs) to an emphasis on longer-term human development results, which are outcomes and impacts. The RBM system at UN-Habitat is still very young and will take time to mature. Installing a new management system like RBM at UN-Habitat meant not only changing or adjusting some of the existing systems for alignment, but also getting strong enough leadership support and prolonged attention for RBM to take root and sustain—this process is both political and technical. Whereas some parts of RBM are not entirely new to UN-Habitat, the challenge has been how to graft some of the new knowledge into the old roots, while killing off the inconsistent pieces.

Most development donor agencies see successful transfer of RBM systems to development programs as a plausible solution to problems of development inefficiency, ineffectiveness, and unaccountability. But the key question is, how well is the RBM system transferring and embedding in development organizations. Competencies and capacity required to transfer RBM into UN-Habitat have not been clarified. Currently, whether the agency has the required competencies and systems is still a matter of speculations.

Literature (World Bank 2009) warns that RBM application across organizations is however not just the acceptance and appropriation of the new technical knowledge, but also new ways of thinking and understanding new discourses and more deeply, the values, beliefs, and assumptions upon which new practices are found. It can no longer be considered as a simple adoption of well-proved “best practices” but rather as a dynamic process of learning, re-interpreting, evaluating, and remodelling and recombining with existing concepts, structures, and instruments to create new practices. Literature further indicates that for the RBM system to successfully institutionalize or embed in any organization, it must be supported by enabling corporate culture.

In keeping with the argument, Dorota and Jankowicz (2002) have warned that transfer and adoption of Western management concepts, structures, and instruments like RBM often face cultural barriers and problems of misfit, which can be characterized as technical and institutional inconsistencies. They argue for instance, that for transfer of management knowledge to be successful, local values and cultures must be taken into account. They suggest that one best way of doing things is inappropriate due to fundamental differences between values of different cultures, but that if these can be taken into account, then localized, best ways can be achieved.

Clark and Geppert (2002) also observed that the environment of organizations in developing or transforming societies is, to a very high extent, complex, dynamic, and uncertain, and this can be a threat to the survival of a transferred technology. Changing political systems increase the complexity and dynamism of the environment and that leaves both the organization and managers in a state of uncertainty and ambiguity (Clark & Soulsby, 1999). They also observed that unlike in developing countries, in Western countries, change take place within a relatively stable framework of social and economic institutions, and managers of business organizations therefore operate within relatively known parameters.

RBM like most technologies that are transferred from one point to another suffers from what Rogers (1995) calls “pro-innovation bias.” The transfer model used for RBM seemed to assume that potential end-users like UN-HABITAT would be interested in it as a new and appropriate technology and therefore would willingly accept it and use it without any capacity or contextual problems. The developers of the RBM system also assumed that since it was conceptually appealing, it would self-sell to users. Implications of end-users did not seem to have been put into consideration in the management system.

### **THE PURPOSE AND OBJECTIVES OF THE CAP-SCAN EXERCISE**

This Capacity scan exercise is motivated by a need to examine the Un-Habitat’s ability to manage for results, while taking heed of the warning that while RBM seems conceptually appealing as a good management approach for improved efficiency and effectiveness, a huge body of current literature cautions that the process of implementation can be complex. It further warns that unless implementation barriers and enablers are identified and addressed, issues of program effectiveness and efficiency will remain a receding target. Thus, by specifically looking at what exists across key RBM pillars and comparing to what is required, UN-Habitat will be provided with a lens to examine where strengths exist and where more effort is required.

RBM at UN-Habitat was adopted with two key objectives in mind;

- (i) Demonstrating more clearly the results programs and projects are achieving, and
- (ii) For the purpose of ensuring that resources are used in the most effective and efficient ways to achieve these MTSIP results.

## Significance of the self-Assessment

The Capacity Scan exercise is important for UN-Habitat in that it provides a analytical framework and participatory process for program leaders and staff to assess the program's stage of progress in developing a culture, behaviour and systems to manage for development results, and helps them prioritise concrete steps for RBM implementation improvement. First, it enhances local insights into RBM, provides a framework for investing in capacity improvement for results, and two, it is unique in that it examines the people, systems, structures, cultural fit and consistency of application across the agency. The insights gained on the peculiarities, practicalities and barriers associated with the implementation of RBM holds great promise by creating a deeper understanding on the best options on the way forward. The new Cap-Scan information could then be used to inform institutional context, especially in regard to adjustments, strengthening and alignment of the implementation processes. Further, UN-Habitat will have more realistic expectations of what RBM implementation entails and requires. Lastly, it is hoped that the findings and recommendations from the capacity scan, can if used, improve the general efficiency and effectiveness in the delivery of the MTSIP.

## CAP-SCAN EXERCISE METHODOLOGY

The consultant will carry out the assessment in a highly participatory approach using the CAP-Scan framework,

The scope of work includes assessments across the following soft (that are observable, but difficult to measurable) and hard RBM capacities. Some capacities

### SOFT CAPACITIES

- RBM leadership
- Organizational culture values, attitudes, practices that enable or a barriers to RBM embedment (participation, learning and improvement, focus on outcomes)
- Facilitation of RBM skills and knowledge across the agency
- Ability and willingness to learn and self-reflect
- Ability to analyse and adapt
- Level of tacit knowledge and experience in rbm
- Level of staff confidence in RBM
- Staff change readiness

### HARD CAPACITIES

- RBM policies
- Evaluation and monitoring
- Statistics /performance data
- RBM enabling organizational structure
- RBM compliant and efficient structures, processes and procedures (human resources, finance, M & E etc)
- RBM compliant systems and procedures
- RBM application: use of technical skills, explicit knowledge and methodologies (which for individuals can be considered as competencies)

- Enforcement of laws and regulations for good governance
- Regular adaptation of un-habitat's regulations to support RBM
- Accountability

## **DELIVERABLES**

The key deliverable of the consultancy will include a comprehensive Cap-Scan report on the RBM capacity of UN-Habitat and will with the following;

### **Table of Content**

- i) Summary of findings and conclusions
- ii) RBM background at UN-Habitat
- iii) Cap-Scan application
- iv) Process and Products
- v) Dissemination Strategy
- vi) Results of facilitator training
- vii) Capacity to conduct follow-up CAP-Scan assessment
  
- viii) Next Steps
- ix) Workshop Rating
- x) Lessons Learnt to improve future Cap-Scan application

And the following appendices:

An RBM Cap-Scan Matrix, RBM Cap-Scan Journal, RBM Cap-Scan Profile, RBM Cap-Scan Capacity Strengthening Plan, RBM capacity Indicators, RBM Cap-Scan Column Descriptors

### **Timelines**

- First draft report delivered by Mid-February 2012
- Second draft end of February 2012
- A Final report 1<sup>st</sup> week of March 2012.

### **Management Reporting and Accountability arrangements**

- (i) The consultant will report to the Chief of the Programme Planning Unit (PPU), Programme Support Division (PSD).
- (ii) The day to day management will be done by the Programme Planning Unit.
- (iii) The Programme Planning Unit will provide logistic support to the consultant.
- (iv) The PPU will sign off on the final draft

## **COMPETENCIES**

**Professionalism:** In-depth knowledge and proven experience of designing and implementing Results-Based Management (RBM) reforms and assessments,

including administering CapScan for and within international development organizations, including UN agencies; **Communication:** Strong oral and writing communication skills in English, including strong report writing skills. **Planning and organizing:** ability to work under pressure, develop and work according to planned schedules and meeting agreed deadlines; **Teamwork:** Good interpersonal skills and ability to establish and maintain effective working relations in a multi-cultural, multi-ethnic environment with sensitivity and respect for diversity, including gender, as well as provide “clients” with information on progress made and setbacks on the assignment.

## QUALIFICATIONS

**Education:** The Consultant will be an individual with an advanced degree in the social science, political science or development management, with specific qualifications in RBM and expertise in carrying out RBM assessments within organizations.

**Work Experience:** At least 15 years’ experience working in results-based management, including a proven record of carrying out RBM assessments in international organizations.

**Language:** For this position, a strong command of the English language is required, both oral and written. Strong report writing skills are essential.

**Other skills:** The position requires strong facilitation and intercultural communication skills.

## TIME FRAME

The consultancy will work be for 30 days over a period of 6 week period to design the institutional tool do the assessment work and to prepare the report.

## PAYMENT

The payment will be based on qualifications and experience in line with UN guidelines. The first payment equivalent to 30% of the total sum will be paid following completion of data collection, 30% upon submission of a satisfactory first report; final payment of 40% upon submission of a satisfactory final report. The consultant will be based in Nairobi for one week to administer the CapScan. DSA and airline tickets will be provided by UN-Habitat

**Annex 2 – Definition of Capacity Building Stages**

The assessment is scored based on the five following main stages:

Capacity-Building Stages				
Lack of knowledge (Absence of procedures)	Awareness (Early stage)	Exploration/ Experimentation (Want to learn more)	Transition (Advance stage)	Full Implementation (Consolidated process)
There is a lack of knowledge among UN-Habitat of RBM; there is absence of knowledge about what is UN’s RBM approach, hence every UN executing agency and subprogram develop its own RBM approach.	Inadequate management capacities are recognized as an obstacle to achieving development results. UN-Habitat is aware of, but not clearly committed to, RBM. Project Officers acknowledge the need to do better and wish to operate in accordance with the principles of good management. This stage often involves a sense of frustration and dissatisfaction with UN-Habitat performance. Awareness of appropriate management practices and a sense of urgency for change encourage the adoption of different methods and lead to the next stage.	UN-Habitat begins to commit to shifting to good management practices and explores various approaches. In this stage, Program Officers gather ideas from various sources and try out new methods. Experimentation may take the form of pilot projects and may involve studies and working groups. One problem at this stage is lack of homogeneity, and various tools are chosen on the basis of personal preference. Moreover, launching multiple initiatives at the same time may result in pursuing none thoroughly. Many program officers acknowledge that RBM is beneficial, provided that the approach is fully pursued. Their number and resolve lead to the next stage.	UN-Habitat has committed itself to RBM and embarks on transition from the previous to the new methods. Individuals begin to adopt the new practices, perceiving the old methods as ineffectual in handling day-to-day problems. This stage may be characterized by difficult decisions. For instance, conversion to a results-oriented framework implies dropping the earlier indicators and measuring methods. Determining priorities and managing change at the human level are further significant issues. The spread of the new approach on a large scale in the Administration leads to the next stage.	RBM is mainstreamed into Administration practices as a cross-cutting approach. The main administrative processes (formulation of institutional strategies and preparation of the budget) conform to the new practices. Indicators are used to monitor UN-Habitat action and regular reviews lead to realignment on institutional priorities. Managers and staff implicated in the change are trained and prepared to own the new management tools, which are regularly reviewed in the light of experience. Resource allocations ensure the sustainability of the new methods, whose effect on the services provided by UN-Habitat becomes evident.

**Five Sectors**

	<b>Hard Capacities</b>	<b>Soft Capacities</b>
1. Planning and Budgeting	Planning and Budgeting	
2. Monitoring and Evaluation	Monitoring and Evaluation	
3. Information Systems and Statistics	Information Systems and Statistics	
4. Leadership		Leadership and Accountability

Annex 3 – The Institutional CAP-Scan Matrix for UN-Habitat

UN-Habitat IN-Scan Results		<a href="#">Return to Menu</a>	Group No. 1		Group No. 2		Group No. 3		Group No. 4		Group No. 5		Group No. 6		
Pillar	Component	Question	UN-Habitat Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score
<b>1. Planning and Budgeting</b>	1.1. Budget consistency with UN-Habitat's MTSIP priorities	1.1 Are the instruments of planning and budgeting (Program-Budget) consistently articulated?	1.7	For now 70% of annual expenditures are for staff contracts. At this point, within the pool of staffs there are no clear linkages between the resources and the priorities of the organization.	2	Guidelines for planning and budgeting are in place. Resources allocated based on priorities.	2	There is awareness that budget needs to be linked to MTSIP but currently it is not so. Needs developing.	1	Results framework exists but there is no direct link between planned budget and the actual budget available.	2	The process of outlining strategic priorities and providing structure in the budget was initiated after the launch of MTSIP but its implementation seems to have stalled.	2	Planning and budgeting are undertaken as separate exercises.	1
	1.2. Budget preparation based on objectives and results	1.2 Is UN-Habitat's budget allocation based on each sub programme results and objectives? Does it take into account the assessment of past performance results?	2.0	For non-earmarked funds: the cycle of planning and budgeting is done so much in advance that there is no current possibility to reflect on very recent results. For example the budget of 2012-13 is produced and finalized	2	In place for core funds , but cannot confirm for projects (earmarked funds)	3	Some sub programmes make budgetary decisions based on resources required and to achieve results. But there is no coherence across all sub programmes.	2	Assessment and planning not synchronized, although some projects are ahead.	2	Past performance does not in do not always influence budget allocation.	1	Some cases yes- other cases there is no meaningful discussion.	2
	1.3. Intra-subprogrammes coordination	1.3 Does the preparation of the budget within a sub programme reasonably correspond to objectives at the various levels?	1.8	There are some tools that have been developed to ensure cross organizational boundaries but this is not yet established throughout the agency.	2	Outputs are developed at the expected accomplishment level and are prioritized	3	No new sub programme of priorities can be accommodated in the budget.	0	Most subprogrammes had internal collaboration	3	Since the launch of the MTSIP, there is an ongoing effort to improve intra-subprogram coordination.	2	While collaboration is recognized as a requirement and desirable in most cases it does not take place.	1
	1.4. Subprogrammes coordination	1.4 To what extent does coordination on the basis of inter-sub programme objectives play a role in budget preparation?	1.5	There is a coordination process in place in some sub programmes to allocate funds based on agreed (negotiated) priorities using consensus.	2	The current approach encourages silo as sub-programmes are reviewed separately.	2	Sub programmes prepare budget individually and without wide consultations across all sub programmes.	1	There is more competition than collaboration between sub-programmes.	1	Processes for joint planning are in place but budget allocation across sub-programs remains a big problem.	2	Results-based budgeting system is still weak in the organization. Deadlines are normally tight and there are no tools to facilitate inter-subprogramme coordination.	1
	1.5 Results management framework	1.5 To what extent UN-Habitat has a result oriented framework?	2.7	All projects are articulated using a logical framework and are reviewed for quality/consistency with goals/priorities.	3	A framework is in place. 6 monthly MSTIP progress reports are prepared	3	A small number of managers apply RBM practices but there is no formal agency wide RBM budgeting tool yet.	2	There is a framework but it is not solid enough in terms of indicators and some units are not implementing them	3	There is an ongoing effort within UN-HABITAT to practice RBM.	3	MTSIP provides a framework, all projects have logframes, in some cases these are rigorous applied, in other cases they are seen	2
	1.6 Supporting funding sources link programming to results	1.6 To what extent UN-Habitat's funding sources are linked to programming by results?	2.7	Many donors are still looking for concrete results (outputs) and short term quick wins.	2	In place for core funds , but cannot confirm for projects (earmarked funds)	3	Less than 50% of donor base fund contribution based on performance data.	2	Funding support is based on past performance.	3	All donors require RBM to make funding and programmatic decisions.	4	For national programmes the link is quite strong, for, HQ based programmes the link is weaker.	2
	1.7 Participation of cities in budget planning	1.7 To what extent does UN-Habitat adjust its budget based on cities' demand?	2.0	Some pilot projects such as the Support to Urban Planning for Kisumu and the Sustainable Urban Development Programme in Nampula-Nacala have structures established for external participation and cities' inputs.	2	Governments play a major role. The budget is approved by the governing council which is made up of governments	4	No inhouse/legal mechanism exists for cities to participate in planning and budgeting of agency resources for city priorities.	0	Cities are not members of the Governing Council or CPR. Regional offices may be engaging with cities.	1	UN-HABITAT participates in a number of city-based program review committees. However, limited participation of cities in UN-HABITAT's budgeting process due lack of a formal structure for incorporating city inputs.	3	Extensive reporting and accountability through member states. Most Technical cooperation programmes undertake needs assessments and some level of evaluation.	2
	1.8. Budget consistency with UN-Habitat's medium term plan (3-5 years)	1.8 Is the medium term plan consistently articulated with medium term budgeting tools?	1.8	There is no formal costing of time and resources (input) as well as costing of output. There has been an attempt at delivering a budgeting tool in 2009-10 but this was a failure.	0	All Work programme and budget outputs are consistent with the MTSIP Framework.	4	Not linked with the MTSIP as budget is still annual and biennial.	0	Systems of MTSIP and Strategic Plan exist but not necessarily link on annual programming exercise.	3	The budget in the medium term plan is indicative and often does not materialize. (However, we are not aware of any piloting phase).	2	Certain processes have begun- but there is no clear indication as to when systems will be agreed upon and in place.	2
			2.0		1.9		3.0		1.0		2.3		2.4		1.6

UN-Habitat IN-Scan Results		<a href="#">Return to Menu</a>	Group No. 1		Group No. 2		Group No. 3		Group No. 4		Group No. 5		Group No. 6		
Pillar	Component	Question	UN-Habitat Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score		
2. Monitoring and Evaluation	2.1. UN-Habitat's MTSIP results-based monitoring	2.1 Are projects and programs subject to a regular and sustained monitoring and evaluation process that permits adjustments in performance objectives?	2.3	There is a data collection mechanism, but it needs to be systematic and quality-based.	2	Lack of staff and resource capacity.	2	Performance measurement has been undertaken for most of the MTSIP but follow through action/ decision making based on data is at formative stages.	2	It is well planned but implementation is mixed (some are implemented; some are not)	3	Although progress is being made, data collection is uneven across programs. Sharing of lessons across subprograms for corporate learning is weak.	3	In a small number of cases this is done- however in most this is not the case	2
	2.2. Capacity for monitoring and evaluation of UN-Habitat's operations	2.2 To what extent does the UN-Habitat staff possess adequate capabilities for ensuring monitoring and evaluation of operations?	1.8	Some units have reporting officers and some country project offices have M&E officers.	1	M&E require specific skills sets.	1	Many staff have been taken through basic training in RBM	3	There may be projects not monitored at all by the agency while some projects have designated M&E focal points.	1	The M&E system is operational. However, human resources (both time and number of staff) are limited.	3	Some teams are very conscientious and keen, but high demand for reporting to multiple donors and limited staff means that m & e is not seen as a priority.	2
	2.3. Information system and decision-support tools	2.3 To what extent does UN-Habitat have adequate tools[1], in particular, to ensure monitoring and evaluation of projects and use of factual data in decision-making?	0.7	IT is the weakness of the organization. There is no shared and unique database.	0	Existing management information systems are at programme and sub-programme levels, not at project level.	0	MIS is lacking but might be introduced under the new Project Accounting and Accrual System (PAAS) to be implemented with the new reforms.	0	There is agency-wide M&E tool (IMDIS) however it is not used appropriately. PAAS might be a solution.	1	The IMDIS has no mechanism for in-house sharing. It is used to report to New York.	2	Decisions are most often made based on perceptions rather than data.	1
	2.4. UN-Habitat performance geared to development results	2.4 To what degree is factual information from monitoring and evaluation used to deliver more UN-Habitat effectiveness?	1.8	There is no process to take in observations from evaluation to make the delivery more effective.	1	Not at programme level for monitoring. There are cases of project evaluations and MTSIP peer review influencing decision-making.	2	A comprehensive training programme on RBM was rolled out to most staff and managers.	3	Some projects are using evaluation results for project planning and design	2	Options provided are not clear.	-	In a few notable cases this is very strong- however, for most it is not a priority.	1
	2.5 Reporting on results	2.5 Are UN-Habitat staff consistently reporting on project and program implementation data and results in a consistent and standardized manner?	2.3	Some project reports are using a matrix but in some cases, there is no systematic log.	2	Level of systematic data not consistent. Also there is the issue of understanding how to report on results.	2	Many project reports are complying with RBM format however the focus is more on reporting activities than actual results and achievements	2	MTSIP half-year progress report in place but not focused on results but rather on activities and outputs	2	Reporting on results is consistent and standardized.	4	M&E seen as an administrative requirement rather than a beneficial exercise. M&E of projects left to subprogrammes.	2
	2.6 Use project implementation (and monitoring) data for institutional decision making process	2.6 To what extent does UN-Habitat use project implementation data for decision making process? Does the agency as a whole adjust its priorities based on overall project implementation data?	2.3	There is no overall picture and we are donor driven and not the results of overall.	1	There is improvement in the use of data but still there is the issue of changing the institutional culture and embracing monitoring and evaluation.	2	The IMDIS (Integrated Monitoring and Documentation Information System) used by all UN agencies exists for results-based reporting.	4	Most projects are implementing M&E but in an ad hoc manner.	2	The organization is making progress in the use of M&E data for decision making. However the generation and use is uneven across subprograms.	3	RTCD and some HQ programmes normally undertake some level of needs assessment prior to implementation- but M&E not consistently undertaken	2
	2.7 Use of project evaluation data for institutional decision making process	2.7 To what extent does UN-Habitat use lessons learned from project completion reports and evaluations to improve its effectiveness and design new projects?	2.2	The is being done in the review of projects and the template that are used are requesting it. Not sure that there is a formal policy however.	2	Not a lot, but there is a demand by Governing Council, donors and programmes to increase use of performance information in new designs.	2	The Evaluation Unit has responsibility to disseminate project evaluation finding to feed into development of new projects and the Project Review Committee that approves new projects should ideally use that	2	Agency depends on donor funding available and interest in the topic(s). Some projects do use evaluation data for new project design and development.	2	All projects need to comply with requirements of quality at entry as outlined in the project document template. The PRC mechanism provides opportunity to apply lessons learnt across subprograms at program	4	As a small organization- colleagues normally share experience in an informal manner within their respective branches	1
	2.8. System for measuring client city/community satisfaction	2.8 Has UN-Habitat put to use means for measuring client cities' satisfaction in UN-Habitat's quality of the assistance provided?	1.7	No survey are done but staff in the field are in direct contact and they sometime influence.	1	Resources for data collection, analysis and reporting are still lacking. Evaluation: The methodologies used for evaluations include interviews and/or survey with beneficiaries and stakeholders. Monitoring: MTSIP indicator measurements include survey; however, often surveys are not prioritized and/or not carried out due to lack of funding.	1	No systematic and agency-wide tool to measure user satisfaction	2	Some projects do (for example, after joint annual consultations with top donors) that but there is no overall system in place.	1	Subprograms have customer satisfaction measurement systems. There are, however, not consistent.	3	Surveys are on occasion undertaken but they are not systematically applied.	2
	2.9 Independent evaluation of UN-Habitat activities	2.9 To what extent does the effectiveness of UN-Habitat's projects and programs are independently evaluated?	1.8	We think that it is 10-30% but we don't have data to support this. We also think that not all donors want their funds used for evaluation.	2	About five per cent of UN-Habitat projects are evaluated (source: UN-Habitat portfolio review report)	1	Most projects are evaluated by external evaluators as a donor conditionality	4	Few projects been evaluated or known to have evaluated,	1	This depends on the size of the project.	2	Due to resource limitations	1

## UN-Habitat RBM CAP-Scan Report

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Component	Question	UN-Habitat Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score	
2.9 Independent evaluation of UN-Habitat activities	2.9 To what extent does the effectiveness of UN-Habitat's projects and programs are independently evaluated?	1.8	We think that it is 10-30% but we don't have data to support this. We also think that not all donors want their funds used for evaluation.	2	About five per cent of UN-Habitat projects are evaluated (source: UN-Habitat portfolio review report)	1	Most projects are evaluated by external evaluators as a donor conditionality	4	Few projects been evaluated or known to have evaluated.	1	This depends on the size of the project.	2	Due to resource limitations	1	
2.10 Coordination with partners (executing agencies)	2.10 To what extent do UN Habitat mechanisms to monitor projects ensure effective coordination with partners (executing agencies)?	2.0	We are not sure how much coordination with partners.	2	Joint projects/programmes allow for joint planning and review. Also at country level there is the Delivering as One in which UN-Habitat is active in six countries.	2	Coordination has yet to gain a proper foothold due mainly to capacity issues of many partners.	1	Effective coordination may depend on the project or staff involved.	3	All subprograms have partner coordination mechanisms but some do it better than others.	3	There are some notable examples from field projects but these tend to exist in isolation.	1	
		1.9		1.4		1.4		2.4		1.7		3.0		1.6	

UN-Habitat IN-Scan Results			<a href="#">Return to Menu</a>	Group No. 1		Group No. 2		Group No. 3		Group No. 4		Group No. 5		Group No. 6		Group No. 7		
Pillar	Component	Question	UN-Habitat Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score	Explanation	Score	
4. Leadership and Accountability	4.1. Commitment	4.1 What is the decision-makers' level of commitment to RBM approach?	#DIV/0!	For and official commitment within the organization exists, however, there's an imbalance of understanding in RBM and implementation of RBM approach among some staff members.	3	There is a general commitment among senior managers	3		3	Limited knowledge on concepts and application of RBM.	4	Some managers RBM as a bureaucratic exercise – competes with the "real" work.	2	There are a few converted practitioners.	2	While some managers have attended RBM training and try to implement it in their work, there has been no directive on RBM from top management on RBM as a priority.	1	
	4.2. Clarity and articulation of development assistance orientations	4.2 To what extent does UN-Habitat planning clearly present the subprogrammes objectives and do they form the frame of reference for UN-Habitat action?	#DIV/0!	The current MTSIP as well as the Strategic Plan for 2014-2019, as prepared at this moment, form the frame of reference for UN-Habitat actions, however, data are not systematically collected and used by managers.	3	There is a clear articulation of MTSIP objectives at the corporate level	3		4	The measurement framework emphasizes MTSIP. But individual projects also have frameworks not consistent with MTSIP.	3	MTSIP clearly articulates the results chain. However, there is weakness in the adaptation of the plan during implementation.	3	Need for greater ownership and systematic review of outcomes and targets across all focus areas.	2	UN-Habitat has a clear results framework that is the basis of monitoring, reporting and programme/project development and management.	3	
	4.3. Responsibility, delegation and accountability at the level of senior officials of UN-Habitat	4.3 Do the management practices of UN-Habitat managers encourage the involvement and motivation of staffs?	2.6	Delegation of authority exists and is increasing, however, there's a room for improvement in some offices are resisting.	3	UN culture and rules in general prevents full delegation.	2	With the UN-Habitat ongoing re-organization, responsibilities are being extensively re-assigned, therefore it is too early to tell.	NA		There is lack of appropriate communication strategy and delegation of authorities is not clear.	3	System of delegation exists.	4	In some units and branches information and decision making is effectively decentralized in other cases it is not.	2	There is a mixed message. While management expects staff to implement it in their work hard, ordinary staff is not necessarily involved or informed about decisions taken.	2
	4.4. Change in Management	4.4 To what extent has UN-Habitat provided itself with the means necessary for addressing RBM for in-depth change in UN-Habitat?	3.0	Organization is fully committed in capacity building activities for staff members in RBM, however, there is an inequality in pursuing/implementing them in Branches/Units.	3	The commitment is weak as staff are always too busy and it is not a priority. RBM trainings are undertaken by External consultants, there is a risk of continued learning. No customized information related to RBM.	2	It is not clear how, if at all, RBM is addressed within the context of the ongoing reorganization.	3		Institutionalization of RBM is one of the priorities of MTSIP (FA 6). Resources have been allocated for RBM, however the end-game is not clear.		Capacity building activities on RBM exist. However, resistance is not apparent.	2	There is a recognition that RBM is an essential requirement for the agency's future success.	1	Capacity building activities in RBM have been carried out periodically but as long as management does not show commitment to RBM, it will not be taken seriously	2
	4.5. Responsibility and commitment to achieve results in UN-Habitat	4.5. Do performance contract are passed between UN-Habitat management and subprogrammes clearly state expected deliverables and delineate responsibilities?	2.7	Work plans of individuals as well as Branches/Units are closely linked to MTSIP, however, often performance evaluation does not regard this criteria	2	Many units have a plan that is linked to the MTSIP results framework	3		NA*		Yes, but the assessment of the contracts is more of compliance than individual accountability; perception of poor quality assessment.		There are no performance contracts – as we know it.	0	Performance contracts are rare within UN-Habitat and staff performance assessments are typically activity based.	2	Subprogramme and individual work plans should be based on the unit work plan but this is not always the case.	2
	4.6. UN-Habitat staff results-orientation and program for mainstreaming RBM	4.6. To what extent does RBM affect management practices at the individual level?	2.2	Most of staff members are trained in RBM and the organizational structure of the work is based on the expected results if the branches. Most Branches/Units are aware of their responsibilities in delivering their RBM framework. However HR policy does not encourage its full implementation through rewarding system	3	No performance contracts for senior managers. The overall results are known see 4.4.	2		NA*		Training has improved understanding and application of RBM at all levels of UN-HABITAT but still needs improvement in the implementation		Individual plans in E-pas are derived from subprogramme plans.	3	Limited understanding of RBM amongst staff – with the exception of a few notable examples. The RBM systems are still weak and therefore training has tended to be conceptual rather than practical.	1	A lot of RBM training has taken place but application at individual level remains low.	1
	4.7. Integration of the RBM	4.7. To what extent does UN-Habitat headquarter and the Region offices put the achievement of development results as a primary goal?	1.8	Institutional strategy is developed through a participatory process, however, sharing of responsibilities between HQ and Regional Offices is not clear sometimes. Different perceptions on project management exist on both sides.	3	Earmarked funding at the country level drive activities and decisions	2		NA*		Both HQ and Regional offices put development results as primary goal. However Regional offices planning is demand driven whereas the HQ planning is policy driven.	4	There are consultations between the headquarters and the regional offices. However, overlap in responsibilities and sometimes conflicts are noted.	3	There is a big gap between HQ and the regional offices in which information flow tends to be uni-directional.	1	There are gaps in information and practice on results between HQ and regional /country levels,	2
				2.6		2.9		2.4		3.3		4.0		2.4		1.6		1.9

Annex 4 - UN-Habitat Cap-Scan Journal

# UN-Habitat Institutional

## Capacity-Scan - Journal For Group Discussion and Scoring

Subprogramme Represented or Group No.

### OVERALL RATING

Overall Average Score	Overall Justification

*Using the RBM continuum, please Score each Dimension*



### Pillar 1: Planning and Budgeting

Dimension	Question	Score (between 0 to 4)	Justification	Activities to improve	Prioritization (scale 1 to 4)
1.1. Budget consistency with UN-Habitat's MTSIP priorities	1.1 Are the instruments of planning and budgeting (Program-Budget) consistently articulated?				
1.2. Budget preparation based on objectives and results	1.2 Is UN-Habitat's budget allocation based on each sub programme results and objectives? Does it take into account the assessment of past performance results?				
1.3. Intra-subprogrammes coordination	1.3 Does the preparation of the budget within a sub programme reasonably correspond to objectives at the various levels?				
1.4. Subprogrammes coordination	1.4 To what extent does coordination on the basis of inter-sub programme objectives play a role in budget preparation?				
1.5 Results management framework	1.5 To what extent UN-Habitat has a result oriented framework?				
1.6 Supporting funding sources link programming to results	1.6 To what extent UN-Habitat's funding sources are linked to programming by results?				
1.7 Participation of cities in budget planning	1.7 To what extent does UN-Habitat adjust its budget based on cities' demand?				
1.8. Budget consistency with UN-Habitat's medium term plan (3-5 years)	1.8 Is the medium term plan consistently articulated with medium term budgeting tools?				
	<i>Pillar average</i>				

*Using the RBM continuum, please Score each Dimension*



**Pillar 2: Monitoring and Evaluation**

Dimension	Question	Score (between 0 to 4)	Justification	Activities	Prioritization (scale 1 to 4)
2.1. UN-Habitat's MTSIP results-based monitoring	2.1 Are projects and programs subject to a regular and sustained monitoring and evaluation process that permits adjustments in performance objectives?				
2.2. Capacity for monitoring and evaluation of UN-Habitat's operations	2.2 To what extent does the UN-Habitat staff possess adequate capabilities for ensuring monitoring and evaluation of operations?				
2.3. Information system and decision-support tools	2.3 To what extent does UN-Habitat have adequate tools <sup>17</sup> , IT in particular, to ensure monitoring and evaluation of projects and use of factual data in decision-making?				
2.4. UN-Habitat performance geared to development results	2.4 To what degree is factual information from monitoring and evaluation used to improve UN-Habitat effectiveness?				
2.5 Reporting on results	2.5 Are UN-Habitat staff consistently reporting on project and program implementation data and results in a consistent and standardized manner?				
2.6 Use project implementation (and monitoring) data for institutional decision making process	2.6 To what extent does UN-Habitat use project implementation data for decision making process? Does the agency as a whole adjust its priorities based on overall project implementation data?				

<sup>17</sup> Check list, monitoring plans, intermediate indicators

2.7 Use of project evaluation data for institutional decision making process	2.7 To what extent does UN-Habitat use lessons learned from project completion reports and evaluations to improve its effectiveness and design new projects?				
2.8. System for measuring client city/community satisfaction	2.8 Has UN-Habitat put to use means for measuring client cities' satisfaction in UN-Habitat's quality of the assistance provided?				
2.9 Independent evaluation of UN-Habitat activities	2.9 To what extent does the effectiveness of UN-Habitat's projects and programs are independently evaluated?				
2.10 Coordination with partners (executing agencies)	2.10 To what extent do UN-Habitat mechanisms to monitor projects ensure effective coordination with partners (executing agencies)?				
	<i>Pillar average</i>				

Using the RBM continuum, please Score each Dimension



### Pillar 3: Information Systems and Statistics

Dimension	Question	Score (between 0 to 4)	Justification	Activities	Prioritization (scale 1 to 4)
3.1. Framework for the management of statistical activities	3.1 Does UN-Habitat have an effective framework for its statistical activities <sup>18</sup> ?				
3.2. Data management: aggregation and disaggregation	3.2 What is UN-Habitat's capacity in terms of data management: aggregation and disaggregation?				
3.3. Extent of data	3.3 Is the scope of available statistical data broad enough to measure all indicators related to UN-Habitat's goals?				
3.4. Data quality assessment	3.4 What are the means used by UN-Habitat to improve the quality of statistical data?				
3.5 Capacity for analysis and modeling	3.5 Does UN-Habitat have the capability for analysis and interpretation for forecasting purposes?				
3.6 Performance Measurement	3.6 To what extent is performance measurement at UN-Habitat staff used for decision making process?				
	<i>Pillar average</i>				

<sup>18</sup> Statistical activities mean to have a plan: what to do with statistical data that UN-Habitat gather? When to use it? Is it used for decision making?

Using the RBM continuum, please Score each Dimension



**Pillar 4: Leadership and Accountability  
(Mainstreaming of RBM)**

Dimension	Question	Score (between 0 to 5)	Justification	Activities	Prioritization (scale 1 to 4)
4.1. Commitment	4.1 What is the decision-makers' level of commitment to RBM approach?				
4.2. Clarity and articulation of development assistance orientations	4.2 To what extent does UN-Habitat planning clearly present the subprogrammes objectives and do they form the frame of reference for UN-Habitat action?				
4.3. Responsibility, delegation and accountability at the level of senior officials of UN-Habitat	4.3 Do the management practices of UN-Habitat managers encourage the involvement and motivation of staffs?				
4.4. Change in Management	4.4 To what extent has UN-Habitat provided itself with the means necessary for addressing RBM for in-depth change in UN-Habitat?				
4.5. Responsibility and commitment to achieve results in UN-Habitat	4.5. Do performance contract are passed between UN-Habitat management and subprogrammes clearly state expected deliverables and delineate responsibilities?				

**UN-Habitat RBM CAP-Scan Report**

Dimension	Question	Score (between 0 to 5)	Justification	Activities	Prioritization (scale 1 to 4)
4.6.. UN-Habitat staff results-orientation and program for mainstreaming RBM	4.6. To what extent does RBM affect management practices at the individual level?				
4.7. Integration of the RBM	4.7. To what extent does UN-Habitat headquarter and the Region offices put the achievement of development results as a primary goal?				
<i>Pillar average</i>					