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| S U P P O R T |

ANNUAL REPORT
OF THE ADMINISTRATOR
FOR 1982

THE MAIN PROGRAMME RECORD IN 1982

EXECUTING AGENCIES OF UNDP IN 1981

United Nations
International Labour Organisation (ILO)
Food and Agriculture Organization of the United Nations (FAO)
United Nations Educational, Scientific and Cultural Organization (UNESCO)
World Health Organization (WHO)
International Civil Aviation Organization (ICAO)
World Meteorological Organization (WMO)
Inter-Governmental Maritime Consultative Organization (IMCO)
International Telecommunication Union (ITU)
International Atomic Energy Agency (IAEA)
United Nations Industrial Development Organization (UNIDO)
United Nations Conference on Trade and Development (UNCTAD)
Universal Postal Union (UPU)
World Bank
Inter-American Development Bank (IDB)
African Development Bank (ADB)
Asian Development Bank (AsDB)
Arab Fund for Economic and Social Development (AFESD)
World Tourism Organization (WTO)
World Intellectual Property Organization (WIPO)
United Nations Centre for Human Settlements (HABITAT)
United Nations Centre on Transnational Corporations (UNCTC)
Economic Commission for Africa (ECA)
Economic Commission for Western Asia (ECWA)
Economic and Social Commission for Asia and the Pacific (ESCAP)
Economic Commission for Latin America (ECLA)
Economic Commission for Europe (ECE)

OTHER PARTICIPATING ORGANIZATIONS

United Nations Fund for Population Activities (UNFPA)
United Nations Children's Fund (UNICEF)
World Food Programme (WFP)
United Nations High Commissioner for Refugees (UNHCR)
International Fund for Agricultural Development (IFAD)
United Nations Environment Programme (UNEP)
Office of the United Nations Disaster Relief Co-ordinator (UNDRO)
United Nations Fund for Drug Abuse Control (UNFDAC)

FUNDS ADMINISTERED BY UNDP OR ITS ADMINISTRATOR

Special Measures Fund for Least Developed Countries
United Nations Capital Development Fund (UNCDF)
United Nations Volunteers (UNV)
United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE)
United Nations Trust Fund for Colonial Countries and Peoples
United Nations Sudano-Sahelian Office (UNSO)
United Nations Special Fund for Land-Locked Developing Countries
Financing System for Science and Technology for Development (FSSTD)
Voluntary Fund for the United Nations Decade for Women
United Nations Trust Fund for Operational Programme in Lesotho
United Nations Trust Fund for Operational Personnel in Swaziland
Trust Fund Programme for the Republic of Zaire
United Nations Special Relief Office in Bangladesh

UNDP AT A GLANCE: THE 10-YEAR RECORD

Programme financing: 1973-1982
(US\$ million)

	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982 ^{a/}
Voluntary contributions pledged	307.5	337.4	405.9	466.2	524.6	597.2	697.1	716.6	673.5	674.9
Income										
<u>Total</u>	<u>359.1</u>	<u>370.8</u>	<u>458.9</u>	<u>553.6</u>	<u>610.3</u>	<u>703.4</u>	<u>798.9</u>	<u>821.4</u>	<u>804.3</u>	<u>792.7</u>
Voluntary contributions received	312.6	327.5	418.8	468.6	521.6	593.0	679.5	691.8	688.7	679.7
Assessed programme costs	13.1	11.5	13.4	18.0	3.7	2.0	0.4	1.7	1.3	0.3
Cost sharing	0.9	5.5	14.1	47.8	47.4	44.4	41.9	58.2	62.7	75.3
Other contributions	13.1	16.3	20.2	14.8	11.8	14.5	14.6	21.0	23.2	25.3
Miscellaneous	19.4	10.0	(7.6)	4.4	25.8	49.5	62.5	48.7	28.4	12.1
Expenditures										
<u>Total</u>	<u>356.3</u>	<u>406.1</u>	<u>547.1</u>	<u>517.7</u>	<u>444.3</u>	<u>558.6</u>	<u>699.1</u>	<u>864.0</u>	<u>937.5</u>	<u>859.1</u>
Field programme activities ^{b/}	274.7	294.5	426.0	400.4	337.9	435.6	547.6	677.6	731.6	660.6
Sectoral support costs	-	-	-	3.8	4.6	3.6	5.3	5.1	5.6	5.5
Other	11.2	26.6	11.0	4.8	2.1	1.4	2.2	1.8	1.5	0.8
Agency support costs	34.0	41.2	57.8	55.3	45.3	58.0	73.2	87.9	94.2	85.1
UNDP administrative and programme support costs	36.4	43.8	52.4	53.4	54.4	60.0	70.8	91.6	104.6	107.1

Project expenditures: 1973-1982
(US\$ million)

	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982 ^{a/}
UN	44.8	45.5	64.1	59.1	51.0	63.5	65.1	83.6	91.5	85.1
ILO	27.4	28.0	38.4	33.5	25.8	37.9	46.0	56.2	54.0	51.1
FAO	78.9	78.4	119.7	115.2	88.4	111.1	131.4	167.1	182.5	141.1
UNESCO	36.6	34.1	44.0	39.2	29.5	33.2	45.9	53.9	52.2	44.5
WHO	14.1	15.9	22.9	20.7	14.9	14.3	16.2	22.7	23.6	20.0
ICAO	7.3	9.8	16.2	18.4	15.1	26.3	29.5	36.1	39.8	35.3
WMO	5.3	5.7	6.8	6.6	6.6	7.8	8.7	9.9	12.4	11.8
IAEA	2.0	3.1	4.0	3.0	2.8	3.2	6.0	4.4	4.9	4.3
IMD	1.4	1.5	2.5	2.4	2.1	2.0	2.6	5.8	7.1	6.8
ITU	10.0	11.2	16.8	17.5	12.5	16.2	20.5	27.0	32.4	25.1
UNDP	3.7	13.9	28.7	20.2	25.0	35.4	44.0	53.8	52.4	46.8
UNIDO	16.2	19.7	30.8	31.7	33.7	42.4	51.4	56.9	66.9	67.6
UNCTAD	3.9	4.4	7.8	8.4	8.1	9.5	13.2	15.8	17.0	14.5
UPU	1.4	1.7	2.4	1.4	0.6	1.5	2.1	3.6	3.3	2.0
World Bank	15.1	13.6	12.1	13.5	11.4	16.1	26.5	29.0	35.5	39.2
IDB	0.4	0.2	1.2	1.7	0.3	0.5	0.3	0.2	-	-
AsDB	0.8	0.9	1.3	1.4	0.4	0.9	1.5	3.9	2.5	4.1
AFESD	-	-	-	-	0.9	0.6	0.3	0.4	0.6	0.2
ECA	-	-	-	-	0.9	2.4	4.4	7.5	7.8	8.7
ECWA	-	-	-	-	0.1	0.3	0.3	0.6	0.4	0.4
ESCAP	-	-	-	-	1.8	2.2	3.9	6.2	5.2	4.9
ECLA	-	-	-	-	-	1.1	1.6	1.8	2.2	1.8
UNW	-	-	-	-	-	0.2	1.3	2.7	4.5	5.1
Governments	-	-	-	-	0.2	0.6	7.2	7.8	10.3	16.6
HABITAT	-	-	-	-	-	-	12.3	11.5	11.4	12.7
WIPO	-	-	-	-	-	-	0.2	0.4	0.5	0.7
WTO	-	-	-	-	-	-	0.4	0.8	0.4	0.8
ECE	-	-	-	-	-	-	0.1	0.2	0.9	0.8
Sub-total ^{b/}	<u>269.3</u>	<u>287.6</u>	<u>419.7</u>	<u>393.9</u>	<u>332.1</u>	<u>429.2</u>	<u>542.9</u>	<u>669.8</u>	<u>722.2</u>	<u>652.0</u>
Government Cash Counterpart expenditures	5.4	6.9	6.3	6.5	5.8	6.4	4.7	7.8	9.8	8.6
<u>Total</u>	<u>274.7</u>	<u>294.5</u>	<u>426.0</u>	<u>400.4</u>	<u>337.9</u>	<u>435.6</u>	<u>547.6</u>	<u>677.6</u>	<u>732.0</u>	<u>660.6</u>

^{a/} All data for 1982 are provisional.

^{b/} Data cover expenditures financed under UNDP IPF, Special Programme Resources, Special Measures Fund for Least Developed Countries, Special Industrial Services (SIS) and cost sharing.

THE MAIN PROGRAMME RECORD IN 1982

1. Guinea-Bissau had planned a major new project designed to test the feasibility of a dam and hydro-electric power station to help ease the country's dependence on petroleum imports. With the cutbacks required in UNDP support, Guinea-Bissau has refocused its priorities to preserve the integrity of on-going projects. It set aside plans for hydro-electric power development.
2. Peru severely reduced a number of on-going projects supported by UNDP, including a 30 per cent cut in one for maritime transport, designed to support regional activities, and a 25 per cent cut in key studies to help establish investment policies in Peru's mining sector.
3. In Turkey a cement research and development project -- first phase completed -- will not move on to its planned second phase. Another planned tourism project has been cancelled.
4. In Egypt only 60 per cent of pipeline projects can be carried out, and most of these at markedly reduced levels.
5. With a new country programme approved in February 1983, Sierra Leone is deferring a range of new and often innovative projects, such as "Reduction of Post-Harvest Losses," "National Manpower Survey" and "Assistance to Women in Development Programmes."
6. The Asian-Pacific Regional Energy Development Programme, designed to improve regional capacities for the planning and management of energy programmes, for the efficient use and the development of new sources of energy, has had its budget cut in half. Many of its original objectives are now out of reach.
7. The story was much the same throughout the developing world in 1982 -- projects deferred, reduced or cancelled -- as countries struggled painfully to adjust to lower UNDP resource levels. Based on estimated resources available, programming levels were first reduced to 80 per cent of approved, illustrative IPFs at the time of the Governing Council's session in June. In November, after the pledging conference, programming levels were further reduced to 55 per cent of illustrative IPFs.
8. Generally, the smaller the country, or the poorer, the more difficult the adjustment. Burma, for example, was particularly hard hit, since UNDP is the largest provider of technical co-operation in that country. Nor could such country examples reveal the full impact of the reductions in 1982. As the Administrator noted in his pledging conference statement: "Governments, Executing Agencies, all our partners in the field, do not suddenly wind down UNDP-supported operations without severe disruption to their own planning, recruitment and financing processes Experts of proven quality are not kept in the system by promises. Good counterparts do not wait on vague possibilities. Such drastic reductions from planned targets threaten the credibility and managerial effectiveness of UNDP."

Expenditures and income in 1982

9. Expenditures for 1982 are indicative of the constrained situation. On a provisional basis, total main field Programme expenditures in 1982 amounted to \$660.6 million, a 10 per cent reduction compared with the \$731.6 million expended on projects and programmes in 1981. Of this, total IPF expenditures were \$567.8 million (exclusive of cost sharing), of which \$463.4 million was expended on country programmes, \$79.1 million on regional programmes, \$9.3 million on interregional programmes and \$16.1 million on the global programme. In addition, there was a \$5 million expenditure in 1982 under Special Programme Resources, \$3.1 million under Special Industrial Services, \$13.8 million under the Special Measures Fund for Least Developed Countries, \$8.6 million in Government cash counterpart and \$62.2 million in Government and third party cost sharing, for a project total of \$660.6 million. Expenditures were down in virtually every category except cost sharing.

10. Total Programme expenditures for the year, including overhead costs, were \$859.1 million compared with \$973.5 million in 1981. Of these total expenditures, \$5.5 million went to sectoral support costs, \$85.1 million to Agency support costs and \$107.1 million to UNDP administrative and Programme support costs. Against these total expenditures of \$859.1 million, total income for the year amounted to \$792.7 million, and constituted the chief and continuing reason for declining Programme expenditure. Income from voluntary contributions received totalled \$679.7 million compared with \$688.7 million in 1981, a 1 per cent decline. Income from assessed programme costs was \$0.3 million; from cost-sharing, \$75.3 million; from miscellaneous sources, including interest earned, \$12.1 million; and from other contributions, \$25.3 million, of which \$16.5 million represented contributions to the Special Measures Fund for Least Developed Countries.

Progress in the face of adversity

11. Within the practical limits set by these resources, UNDP, its partner agencies of the United Nations system and the developing countries served by both continued to forge a more effective partnership in the development effort. Developing countries themselves took further steps to reduce project personnel costs. In the Africa region, for example, Angola, Ethiopia, Madagascar, Mauritius and Zaire were among the countries pressing for increased use of government execution, national experts and institutions and United Nations Volunteers. For its part, UNDP issued new and more flexible guidelines designed to facilitate both government execution and the use of national project personnel (see paragraphs 41 and 48-49 below).

12. At both UNDP headquarters and in the 116-office field network, increased cost-effectiveness became the watchword, and no administrative procedure or budgetary item was overlooked in the search for savings. At headquarters, for example, UNDP was scheduled to move a number of staff serving in various funds administered by the Programme to the new DC II building adjacent to headquarters itself. The costs were such, however, that a decision was made to take space in a nearby, refurbished industrial building, at annual savings estimated in excess of \$1 million.

13. Another \$1 million-a-year in savings should result from changes made in the Programme's communication core activity needs -- always a major expense. A new telephone exchange system separate from that of the United Nations is expected to yield \$200,000 to \$250,000 a year, with vastly improved service as an added bonus. A more disciplined use of telex and cable facilities, together with the introduction of the new "Devgram system" (a pouch-transmitted cabled text) adds further to overall economies. In-house printing capabilities have been improved to cut rising external printing costs. At a cost of \$120,000, it is estimated the new printing facilities will pay for themselves in savings achieved over two years. New distribution systems for standard UNDP reference material should add almost \$100,000 a year in savings. UNDP has also reviewed procurement and supply services provided by the United Nations, and has decided to assume these responsibilities for itself beginning in 1984. Total savings for core activities are expected to amount to \$400,000 a year.

14. Other measures designed to increase cost-effectiveness included the identification and elimination of overlapping functions and the simplification of procedures under a revised system of management audit and review; the updating and consolidation of existing instructions in the area of administrative management, with emphasis on personnel and staff security arrangements in 1982; and the further simplification of field office procedures. Through the processes of improved management procedures and decentralization, the cost-effectiveness of the field office network showed major signs of improvement in 1982.

15. There were other cost-reducing measures. As detailed in succeeding pages, some 9.7 per cent of budgeted staff posts were scheduled for elimination at headquarters, with another 7.5 per cent reduction for UNDP field offices. In all, 323 posts were dropped from the provisional 1982-83 biennial budget. Agency support costs, which had run at 14 per cent of project costs to UNDP during the first two programming cycles (1972-1981), were reduced to 13 per cent. New partnership arrangements with key executing agencies, including in particular the World Bank, helped enhance Programme efficiency, while steps to encourage closer co-ordination of technical co-operation inputs between non-governmental organizations (NGOs) and UNDP had their impact. The Programme moved determinedly through its financial difficulties toward increased effectiveness per dollar spent.

Focus on resource constraints

16. Such efforts could only make marginal inroads against the commanding problem of resource constraints in 1982, however. Despite a 14 per cent annual growth target set by the Governing Council, pledges to the Programme's central resources had actually declined by 6 per cent in 1981 and advanced little over that in 1982. In real terms they were running well below the value of amounts pledged a decade earlier.

17. In November the Administrator told the General Assembly, "I must warn that any further reductions in UNDP staffing requirements -- already cut to the absolute minimum for Programme effectiveness -- can only further undermine existing confidence in UNDP's operational activities. There can ... be no more reductions in UNDP's thinly spread staff"

/...

18. At the United Nations Joint Pledging Conference for Development Activities, held on 8-9 November, it appeared initially that central resource pledges for 1983 might show another slight decline compared with 1982. In fact, however, there were soon gathering indications of an improvement in the Programme's resource outlook. Some 21 countries -- most of them developing countries -- had exceeded the 14 per cent target, in terms of their local currency or US dollars, in their pledges for 1983. Following the Joint Pledging Conference, two major donors, the Governments of Canada and Norway, each announced additional pledges for both 1982 and 1983, totalling \$17.1 million. The Government of Sweden also announced an additional pledge for 1983, while the Programme's leading donor, the United States, pledged a significant increase in its contribution. At the same time, for 1982 as a whole, cost-sharing contributions by both government and third-party donors rose to a record peak of \$75.3 million, a 20 per cent increase compared with the \$62.7 million in cost sharing contributions for 1981. Within several months, what had appeared to be another decline in voluntary contributions pledged for 1983 had become a gain of \$15 million -- about 2 per cent -- compared with pledges for 1982. The downward trend in the Programme's financing had halted. An increase in resources, however modest, seemed assured. In addition, some moderating trends in rates of inflation and exchange rate fluctuations added to these positive developments in the year.

Results of the ICW

19. Established in 1982 mainly as a result of growing Governing Council concern over UNDP's resource situation, the Intersessional Committee of the Whole (ICW) was a key factor in focusing inter-governmental attention on the Programme's inadequate funding levels. The Committee held three sessions in New York from 13 to 15 September 1982, 9 to 15 February and 6 to 8 April 1983. It discussed both short and longer-term financing needs for the Programme, as well as other matters that might facilitate their accomplishment. In terms of short-term financing, the Committee noted with appreciation the additional resources pledged by a few governments, as noted above, and called on other governments to make similar supplementary contributions. It urged all governments to consider transferring their year-end undisbursed resources for development co-operation to UNDP and urged them otherwise to draw attention to UNDP's financial situation.

20. For the Programme's longer term needs, the ICW recommended, first, that the Governing Council should call upon all governments to make their best efforts to maintain the real value of their contributions, and that informal inter-governmental consultations prior to the annual pledging conference could provide both firm commitments for the year by participating governments in a position to do so and give indicative or tentative pledges of contributions for the following two years, expressed in Special Drawing Rights if governments so chose. The Committee further recommended that prior to the establishment of target resource levels for a given period, other informal consultations could be arranged by the Administrator as to programme growth, the technical co-operation needs of developing countries and "maximum possible planning

levels consistent with the ability of Participating Governments to provide resources." The objective would be to ensure a steady growth in the Programme's resources, as well as to encourage an increasing number of significant contributors to UNDP and a more equitable pattern of contributions among donor countries. Other recommendations of the ICW included options for strengthening the effectiveness of the work of the Governing Council, including the establishment of a Programme Committee. The ICW also noted the Administrator's intention to establish a small, central evaluation unit within the Secretariat and encouraged the Administrator to explore and implement measures to strengthen the information work of the Programme. In a year of major financial constraints for all governments, these judicious, carefully drafted recommendations of the ICW, summarized in DP/1983/5, also helped move the Programme further toward the repeatedly endorsed goal of an increasingly predictable, continuous and assured basis of Programme financing. In this sense, the seriousness of UNDP's resource situation seemed to be gaining a better understanding by governments.

Main Programme delivery in 1982

21. Programme delivery in 1982 did not reflect these more optimistic indicators, however. Expenditures declined by virtually every programme measure -- executing agency, by region and by component of input. On a regional basis 1982 expenditures were as follows:

Expenditures by region or area, 1981-1982

(thousands of US dollars)

Region	1981	1982 <u>a/</u>
Africa	221 446	196 253
Asia and the Pacific	190 281	182 770
Arab States	86 211	73 667
Europe	17 019	11 872
Latin America	85 187	74 814
Regional projects (all regions)	97 499	83 937
Interregional	9 605	12 525
Global	14 954	16 119
Total (includes Government Cash Counterpart)	732 000	660 580

a/ Provisional

22. Expenditures by component also declined, although the cost of project personnel in 1982 continued, as in the past, to constitute the main portion of the total (51 per cent), followed by equipment purchased (21 per cent), subcontracts (11 per cent) and training (10 per cent).

Expenditure by components, 1981 and 1982

(millions of US dollars)

Component	1981	1982 <u>a/</u>
Project personnel	373.5	333.8
Equipment	160.8	134.8
Subcontracts	86.6	75.2
Training	71.9	67.5
Miscellaneous	29.4	40.7
Sub-total:	722.2	652.0
Government Cash Counterpart expenditure	9.8	8.6
Total:	732.0	660.6

a/ Provisional

23. Twenty-seven executing agencies of the United Nations system, together with developing country governments, recruit the project personnel, purchase the specialized equipment, grant the fellowships for training and award the subcontracts which comprise UNDP project delivery from year to year. During 1982 the number of project personnel recruited by governments and agencies for service on UNDP-supported projects declined from 9,863 in 1981 to 9,081. The value of equipment ordered for, as opposed to delivered to, projects fell from \$141.2 million in 1981 to \$138 million in 1982. The value of subcontracts awarded in the year (as opposed to delivery of subcontracts) rose slightly from \$81.7 million in 1981 to \$84.2 million. Some 10,765 developing country nationals received training abroad under UNDP-financed projects in 1982, compared with 11,443 in 1981.

24. The share of these Programme inputs obtained from developing countries and suppliers rose steadily over the 10 years prior to 1982, but as the table below indicates, there was some backsliding under pressure of reduced resources in 1982. While developing countries as a group did better than all countries in maintaining their share of experts supplied and equipment ordered, their shares declined in terms of subcontract awards and in the number of fellowships hosted, as compared to all countries. Nonetheless, developing countries continued to provide a third or more of total Programme inputs and showed greatest strength in supplying the Programme's two leading components -- project personnel and equipment.

Share of programme components awarded ^{a/} to developing countries
1981-1982 compared

Component		1981	1982	Per cent increase or decrease
No. of experts	Developing countries	3 608	3 515	- 2
	Total all countries	9 863	9 081	- 7
Value of equipment ordered (\$ thousand)	Developing countries	18 687	20 468	+ 9
	Total all countries	141 219	137 969	- 2
Value of subcontracts awarded (\$ thousand)	Developing countries	33 081	24 775	-25
	Total all countries	81 689	84 214	+ 2
No. of fellowship awards	Developing countries	4 156	3 727	- 7
	Total all countries	11 443	10 765	- 5

^{a/} Figures for equipment ordered and subcontracts awarded during the year differ from expenditures delivered under those components as listed in the preceding table.

Cost-sharing expenditures

25. By the end of 1982, main field programme expenditures under government and third party cost-sharing arrangements had advanced to a total of \$62.2 million, or more than 9 per cent of all field expenditures. Details regarding the rapid advance of this expenditure item since cost sharing was first introduced in 1973 are shown in two new tables, 4a and 4b, of the Statistical Annex to this Report (DP/1983/6/Add. 4). Cost-sharing expenditures continued to rise sharply from 1981 to 1982, by almost 23 per cent. Of the 1982 total, \$44.4 million was provided by developing country governments themselves to projects, with another \$9.6 million provided by these governments to general programme support activities. Third-party donors provided \$8.2 million of the total.

Projects approved in 1982

26. A total of 860 new projects were approved under the main Programme in 1982, with a total value of more than half a billion dollars. One newly revised and expanded table in the Statistical Annex to this report (Table 2) provides information on the number of projects approved by country or area, the UNDP contribution, cost-sharing contributions and a breakdown of the projects approved by main sector. Another newly revised and expanded table (Table 18) lists the short titles of each of the new projects approved by country or area, the executing agency for the project, the UNDP contribution (including cost sharing) and the government contribution in cash or kind converted into US dollars as of September 1982.

27. The new tables show that of the \$513.9 million in project approvals in 1982, \$58.6 million is being provided under cost sharing arrangements. The largest number of newly approved projects, 163, came in the sector of agriculture, forestry and fisheries; followed by 137 projects in the development policy and planning sector, 127 in industry, 99 in the sector of transport and communications, 87 in natural resources; and 53 in education. On a regional basis, 288 projects valued at \$179.9 million were approved in Africa; 250 valued at \$149.4 million in Asia and the Pacific; 72 valued at \$47.3 million in the Arab States; 47 valued at \$11.3 million in Europe; 177 valued at \$88.4 million in Latin America; and 26 new global and interregional projects valued at \$37.7 million.

Investment follow-up

28. A total of some \$5.5 billion (provisional estimate) in investment follow-up commitments stemming from UNDP-supported projects was recorded in 1982. In terms of the Programme's pre-investment activity, the year also saw continued progress. Co-operative efforts with Agencies and relationships with development finance institutions, in particular with the World Bank, the regional development banks and the International Fund for Agricultural Development, were further strengthened. The training of UNDP field office staff in investment development was given particular emphasis. Measures were also taken to enhance the role of private investment through closer collaboration with the International Finance Corporation and regional finance institutions. All in all, such efforts further improved the linkages between pre-investment and follow-up investment.

29. During 1982, the FAO Investment Centre participated in eleven missions mounted to identify and prepare investment projects in connection with UNDP-assisted FAO-executed projects selected for assistance under the UNDP/FAO co-operative arrangement. Of the projects assisted during 1982, three are in Africa, three in the Arab States, two in Asia, one in Europe and one each in the Caribbean and Latin America. The year also saw a marked increase in the amount of investment generated with assistance provided under the UNDP/FAO co-operative arrangement. By the end of 1981, follow-up financing of some \$64.0 million was committed for seven projects - three in Tanzania, and one each in Egypt, Tunisia, the Yemen Arab Republic and Kiribati. During 1982, additional financing of about \$157 million was committed for four projects as follows: \$84 million for a rural development project in Peru of which the World Bank and IFAD provided loans of \$30 million and \$19 million respectively; \$4.8 million for Artisanal Fisheries in Mauritania provided by the European Development Fund; \$18.4 million for a fuel wood project in Benin of which \$12 million was provided as a loan from the African Development Bank; \$50 million for brackish water shrimp development in Indonesia of which \$23 million was provided as a loan from the Asian Development Bank. Total investment commitments from 1979-1982 amount to some \$221 million for 11 projects assisted under the UNDP/FAO co-operative arrangement.

30. With assistance provided by a consultancy mission mobilized under the UNDP/WHO co-operative arrangement in August 1982, a feasibility study and design documents for a sewerage and marine waste disposal system in the Cook

Islands were reviewed, revised and submitted to the Government for its use in approaching external sources of finance. Preparations for a pre-feasibility study to resolve the sewerage and waste disposal problems of Libreville, Gabon were also completed during 1982, within the framework of the UNDP/WHO co-operative arrangement.

31. In late 1982, a mission was sent to the Sudan under the UNDP/ILO co-operative arrangement to review the vocational training system and to identify investment projects. A multilateral development institution has expressed interest in the possible financing of two of these projects. With the concurrence of the Government, projects identified by ILO are also being submitted to several Arab Funds for their consideration. Another mission undertaken through the same co-operative arrangement to identify the potential and needs of small contractors in Malawi in the building construction trade is under consideration for implementation during 1983.

32. At its twenty-ninth session, the Governing Council authorized UNDP to establish a facility to assist the governments of developing countries to finance feasibility studies for projects of high priority, primarily in the Least Developed Countries, and approved the establishment of a special account of \$1 million from the Special Programme Resources for this purpose during the third programming cycle, where such studies could not be met out of country IPF resources. Financing from the facility was conditional on reimbursement to the facility of the cost of the investment feasibility study from investment generated as a result of the study. Two proposals for financing such feasibility studies are currently under consideration, for which the combined cost to the facility is not expected to exceed \$100,000. Based on these studies, it is expected that follow-up investment amounting to some \$8 million may be generated.

33. In 1980 arrangements were made between UNDP and the Economic Development Institute of the World Bank to ensure that Resident Representatives and Deputy Resident Representatives received special training in investment development. By the end of 1982, training in investment development had been provided during four sessions held at the World Bank's Economic Development Institute for 88 participants, of whom 74 were UNDP staff and 14 from United Nations agencies. An evaluation report of these training courses has been prepared for the thirtieth session of the Governing Council (see document DP/1983/9.) After each of the World Bank training sessions, UNDP staff from the Latin American region have also participated in one day orientation sessions with the Inter-American Development Bank. The initiation of a more comprehensive training programme with IADB is also being explored.

34. Discussions were initiated between UNDP and the Asian Development Bank in 1982 on the design of a training course for UNDP staff of the Asia and Pacific region and host government counterparts. The first session of this course is scheduled for September 1983. The course is being designed to develop the participant skills in formulating and managing pre-investment projects. Each stage of the project cycle will be examined. Using specific examples from the region, this course will also focus on the interests and requirements of potential investors.

35. Relationships with the World Bank, regional development banks, the European Economic Community and IFAD, with which UNDP has special co-operative arrangements for mobilizing investment capital for UNDP-assisted pre-investment projects, was also strengthened in 1982. Additionally, during late 1982, a co-operative arrangement was concluded with the French Government-owned Caisse Centrale de Cooperation Economique (CCCE). This financial institution, which is active in a number of countries, primarily LDC's in Africa, where it maintains representation offices or agency associations, finances both capital and, exceptionally, technical co-operation with emphasis on the rural sector. Under the UNDP/CCCE arrangement, collaboration at the field level will promote complementarity in programming and the identification of investment opportunities which could lead to financing by the CCCE.

36. As a result of other discussions held during the latter half of 1982, UNDP agreed to conclude a co-operative agreement with the Nordic Investment Bank and the Nordic Project Fund, under which information may be exchanged and UNDP-assisted pre-investment projects brought to the attention of the Bank as a possible source of follow-up investment and to the Fund for possible assistance in financing pre-investment studies. The Nordic Project Fund became operational in October 1982 with an initial budget of \$1.2 million. The Nordic Investment Bank will administer a new investment financing facility of some \$380 million, also established in 1982, of benefit to developing countries.

37. With the establishment of delegation offices by the European Community in the Arab states of Algeria, Egypt, Jordan, Lebanon, Morocco, Syria and Tunisia, UNDP and the European Community concluded in September 1982 a co-operative agreement similar to one which was concluded between UNDP and the Community for the African/Caribbean/Pacific States in 1977. The new agreement calls for collaboration between UNDP and European Community field offices during project identification and formulation in order to ensure optimum use of UNDP and European Community resources. The agreement also notes that UNDP pre-investment studies might lead to follow-up financing from funds provided by the European Community to the seven Arab states concerned.

Operational trends in 1982

38. A number of efforts to streamline UNDP's operational activities came to fruition in 1982, while other, broader efforts were launched to promote new and innovative solutions to problems encountered in operational activities for development, generally. Foremost among these latter were activities carried forward under the UNDP Development Study Programme, approved by the Governing Council in 1981. The aim of the programme is to generate active interest in and understanding of current operational issues in development, and in technical co-operation, particularly.

39. In 1982 five events were organized under the auspices of this programme. Two workshops were jointly sponsored with universities in the United States and drew a total of 170 participants. A total of some 500

persons representing virtually all Member States of the United Nations and UNDP -- government delegates, parliamentarians, officials of the Secretariat and other United Nations organizations, members of the scientific and business communities, representatives of non-governmental organizations and the media -- attended three lectures, featuring discussions on the general theme of future issues in multilateral development and technical co-operation. At the 1982 Pledging Conference for Development Activities, several governments pledged financial resources or assistance in kind for the organization of Study Programme seminars in their countries during 1983 and 1984.

40. At the operational level itself, UNDP issued new, more flexible guidelines for government execution, and tightened requirements for tripartite monitoring reviews, for project evaluation and with respect to project duration. A new, short-format project document was introduced for use by field offices, while work also went forward on the increased use of national project personnel and consultants.

41. Government execution. Revised guidelines on government execution of projects, issued in December and based on UNDP's own review of the process in 1981 and Governing Council decision 82/8, updated procedures, including financial arrangements. For example, prior approval for government execution of projects by the Administrator was eliminated. For an experimental period of two-and-one-half years, the amount of support cost resources normally paid to executing agencies for projects (13 per cent) will be credited to an add-on fund to the country or intercountry programme for all projects executed by the government, the proceeds to be made available annually for programming and for the financing of activities needed to help governments in the strengthening of administrative and technical services related to their execution responsibilities. In other changes, the Resident Representative is designated as the focal point within UNDP for the financial monitoring of government-executed projects, while co-operating agencies are to report their expenditures incurred to the Government through the Resident Representative. Detailed financial guidelines for use by field offices and governments were also in preparation at year's end.

42. Tripartite reviews. These reviews, normally conducted once a year, remain the major institutionalized tool for the monitoring of project implementation. Under new guidelines formal, full-scale reviews are now mandatory at least once a year for projects with a UNDP budget of \$400,000 or more. Tripartite review reports must now also contain an explicit recommendation as to whether or not an in depth evaluation is required, and must emphasize the continued validity of the project in producing scheduled outputs and achieving immediate objectives.

43. Project evaluation. While project evaluation procedures remain intact, new criteria have been issued for coverage and timing. For example, evaluation must now be built into the original project document at the design stage for projects exceeding \$1 million in cost to UNDP and for innovative, critical or particularly complex projects. These expected evaluations must also be built into the country programme management plan.

44. Project duration. Henceforth, new projects must be designed so that their immediate objectives can be attained in five years or less. In most cases, successor phases built on a new set of objectives are to be treated as new projects. Moreover, any on-going project which has exceeded its stated operational duration for more than two years or for seven years or more in any case, must be subjected to intensive review by the end of 1983. Similar action is required in the future whenever a project's duration exceeds its deadline by two years.

45. Taken together, these new guidelines issued in 1982 are designed both to improve project implementation on the one hand and to tighten procedures for project monitoring and evaluation, on the other.

New project document format

46. Improvement of project design and simplification of project documentation have been constant concerns of UNDP, relating directly to various decisions of the Governing Council. They are critical to greater rationalization and efficiency of operational procedures. For the last two years, UNDP, its field offices, agency partners and governments, have worked to streamline these procedures. In 1982, provisional guidelines were issued for the use of checklists in project formulation and for the short-format project document, including a new work plan format -- both designed to speed and simplify project documentation. The checklist is designed as a preparation guide for project designers, and is to be used ideally by all concerned from the outset of project preparation. Its purpose is, inter alia, to ensure that all essential elements are covered in the design phase of the project.

47. The short-format project document, consisting of three chapters plus a few annexes, constitutes a reduction in the existing format, with its four chapters and 16 sub-chapters. This shorter, more precise format, with its lean core of essential elements, should facilitate control of project implementation and evaluation. The project work plan is ideally to be prepared in detail for the first year of the life of a project and to be rolled forward each six months at the time of project progress reports, as another tool for careful monitoring and control.

Use of national expertise

48. Progress continued to be registered in 1982 on the expanded use of national experts and consultants under UNDP-supported projects. First introduced on a significant level in 1978, the use of national project personnel has progressed steadily not only under UNDP but throughout the United Nations system. Efforts in 1982 concentrated on a clarification and improvement of guidelines first issued in 1979, with particular emphasis on such practical issues as remuneration, benefits and entitlements; privileges and immunities; and direct recruitment of experts by host governments. Based on significant field office experience already accumulated in these areas, UNDP was working with its agency partners to ensure, among other principles, that host governments assumed a major responsibility in determining appropriate

remuneration levels, since any disruption of civil service rates or other national salary levels could have repercussions within the country itself. Similarly, in some countries candidates for UNDP-financed posts have been required to receive permission of their releasing host government organization before formally applying for a national project personnel post.

49. As the Deputy Administrator told an informal meeting of agency representatives convened in 1982 to discuss these issues:

"With the introduction of national experts, we have removed one of the last obstacles to the fullest utilization of all available national human resources. It is appropriate that, in the third decade of technical co-operation in the United Nations, we now can employ any individual who is qualified for a UNDP-financed post, provided he or she has the competence to make a substantial contribution to national development. Some have argued that this may constitute, in some respects, a break with the concept of transfer of technology through international experts and consultants, and others view it as a form of budget support. UNDP considers it an extension of options which now are available to governments, allowing it to use the best possible approach for any given project. UNDP is promoting the utilization of national experts not at the exclusion of international advisory services, but rather as another approach to obtain the best qualified expertise wherever it is available."

Focus on Least Developed Countries

50. During the year UNDP continued its special activities on behalf of the Least Developed Countries, as requested by the 1981 Paris Conference on LDCs. So far, 25 of the world's countries designated as "least developed" by the United Nations General Assembly have requested UNDP assistance in organizing review meetings to assess national progress under the Substantial New Programme of Action adopted in Paris. Reviews with interested donors and representatives of the 25 countries -- 18 African, five Asian and two Arab states -- are scheduled through late 1983.

51. Approved in September 1981 by the United Nations Conference on the Least Developed Countries, the SNPA, *inter alia*, calls on donor countries to make special efforts to increase their Official Development Assistance to the LDCs. Regular monitoring of the SNPA is "to ensure that every least developed country receives an adequate minimum flow of assistance and demonstrates a minimum standard of performance in economic development."

52. UNCTAD is the focal point for arranging global-level monitoring of the SNPA. In certain countries, existing World Bank consultative mechanisms may already provide a framework for LDCs to meet with aid partners. However, where appropriate arrangements do not exist, the LDCs are invited to utilize such mechanisms as UNDP's "round table" system.

53. In June 1982, UNDP's Governing Council agreed that UNDP should "... act as lead agency, when requested by Governments, in support of establishing and strengthening consultation mechanisms at the national level." (Decision 82/11, operative paragraph 3.) Other measures were also called for, within the mandate of UNDP and of the funds it administers.

54. Round tables have been held for four countries in the Africa region. Five Asian countries -- Afghanistan, Bhutan, Lao, Maldives and Samoa -- plan to hold their UNDP-organized round table meetings at a common site (Geneva) in May 1983. Two other Asian LDCs -- Bangladesh and Nepal -- which already have donor consultative arrangements with the World Bank, will also attend this joint session.

Thematic evaluation in 1982

55. In 1979, UNDP began publishing and circulating evaluation reports on its activities in key sectors. To date, six have been issued -- Comprehensive Development Planning; Rural Development: Issues and Approaches for Technical Co-operation; Rural Women's Participation in Development; Agricultural Training; New and Renewable Sources of Energy; and Industrial Research and Service Institutes.

56. Reports being prepared for publication in 1982 include: Rural Co-operatives; Innovation and Reform in Education; and Export Promotion.

57. Work was also in progress on four other evaluation studies: Industrial Training; National Agricultural Research Centres; Manufacturing Industries; and Human Resource Development in Primary Health Care.

Field office services

58. Each year UNDP's development service network of 116 field offices devotes on average about one-third of total staff time to administrative and programming activities not directly related to a UNDP funding source, including in particular advisory and representational services on behalf of the organizations of the United Nations family. Despite a 7.5 per cent reduction in staff, such services and activities continued unabated in 1982. The central service function of UNDP offices has proved valuable in expanding and strengthening the country programme framework, in generating complementary funds for UNDP-supported projects and in easing the administrative burdens of governments vis-à-vis external assistance, generally.

59. In 1982, efforts were initiated to expand Annual Report data to devise a more precise means for measuring such functions in the third development co-operation cycle (1981-1986). Table 5 of DP/1983/6/Add. 4 (Statistical Annex) estimates non-UNDP-funded project expenditures supported at the country level by the field office network, while Table 16 lists, by project, complementary external financing (exclusive of investment follow-up) resulting from UNDP-supported projects and programmes. (In addition to the two new tables on cost sharing and the two revised tables on project approvals, mentioned earlier, a new table listing on-going projects being executed by governments (Table 20) is also included in the Programme's revised data base.)

60. With respect to Tables 5 and 16, UNDP field offices were canvassed to determine the estimated extent and value of their key service functions. Some 82 offices responded in time for their reports to be compiled for the Annual Report. Table 5 shows that these 82 offices provided administrative or programming support to more than 1,200 non-UNDP-funded projects in 1982 -- projects funded by both bilateral and multilateral organizations other than UNDP or the funds it administers, with an estimated total expenditure in the year of almost \$250 million. Offices were also asked to indicate whether the UNDP staff contribution to the project involved was of a major or minor character, *i.e.*, whether UNDP played an important role in the programming and supervision of the project or whether UNDP's service to the project was of a less critical but nonetheless significant supportive or administrative character. The responses showed that roughly 73 per cent of the value of the projects assisted were lent major support by the field offices. The data also show that on a regional basis UNDP supports more such non-Programme-funded projects in the Arab States than elsewhere (\$110 million in total expenditure for the year.) Countries in the Africa region followed with \$90 million in such expenditure.

61. It is expected that, as the third cycle progresses, this table will gain added refinement and completeness. Past efforts to measure this service function, based on field office workload data, often included sums under funds administered by UNDP and occasionally government contributions to projects in cash or kind. The new Table 5 represents an initial effort to define more precisely the UNDP role in such service functions. Even in its first year of publication, the Table shows an impressive sum almost half the size of the field expenditures administered under UNDP programmes and projects themselves in 1982.

62. Similarly, Table 16, also based on returns from 82 field offices, lists by country the short titles of UNDP-supported projects which, mainly because of efforts made by the field offices concerned, have generated complementary financing from other bilateral or multilateral organizations (also listed for each project). For example, various UNDP-supported model or pilot projects are replicated by funding from other sources, while many on-going projects attract substantial additional support from other donors for expanded application, either within the country itself or in other countries with similar needs and conditions. Table 16 shows that more than 160 such instances of complementary funding were obtained from sources as diverse as the major bilateral funds themselves, other United Nations organizations, various Arab-supported funds, private foundations and other developing countries themselves, for a total complementary value of almost \$1 billion.

Disaster relief services

63. During 1982, UNDP Resident Representatives also continued their important functions in terms of pre-disaster planning and disaster relief and rehabilitation services and as representatives of UNDRO at the field level, while the role of the Resident Co-ordinator in this respect was expanded under

broadened instructions stemming from General Assembly resolution 36/225. Two important examples of the relief and rehabilitation activities undertaken by field offices in 1982 include the disasters befalling both Yemen and Chad.

64. On 12 December 1982 a severe earthquake struck central Yemen Arab Republic, killing 2,500 persons and leaving 400,000 homeless. The earthquake hit 187 villages of which 16 were totally destroyed. The next day, the Government asked the UNDP Resident Representative in Yemen to co-ordinate relief efforts by both the United Nations system and bilateral donors. The Resident Representative, who is also the Resident Co-ordinator for United Nations system operational activities in Yemen, chaired the disaster relief co-ordinating committee. UNICEF acted as procurement agency for 22,655 tents and 152,000 blankets for the homeless, kitchen utensils, medicines and medical equipment.

65. By early January, 16 donors had provided over \$2.6 million worth of relief assistance for this jointly planned effort to supplement the Government's own actions. The United Nations system contributed half this amount, while bilateral and private sources contributed the other half. In February 1983, UNDP's Governing Council requested the Administrator to consider additional post-earthquake assistance for Yemen beyond the normal limit of \$200,000.

66. The Resident Representative reports that the Government has initiated medium and long-term rehabilitation planning, and is contemplating an international donors' conference to help in the reconstruction of the damaged villages and towns. Also, the Yemen five-year plan prepared with the co-operation of the World Bank and UNDP for 1982-1986 will need revision to deal with the destruction.

67. In Chad, the situation was similarly devastating:

- Damaged infrastructure, deteriorated services and other after-effects of 17 years of civil strife;
- Recurring drought and famine, already endangering at least 300,000 people and leaving perhaps 300,000 more malnourished;
- Rinderpest outbreaks in the north affecting a third of the 5 million cattle;
- Advancing desertification over large areas of range and crop land, resulting in population migration towards the south;
- Tens of thousands of citizens returning home after expulsion from Nigeria.

68. These were the crises facing Chad in 1982 -- also a least developed and landlocked country. UNDP and associated programmes worked on all of them. As

Resident Co-ordinator of United Nations system operational activities, the UNDP Resident Representative oversaw a wide range of relief, reconstruction and development measures, including:

- UNDP-supported rehabilitation of the telecommunication network, central mechanical workshop, Chari river ferry, N'Djamena electricity and water supply, and the international airport;
- Follow-up to the November 1982 donor roundtable, prepared with \$300,000 in UNDP assistance, which brought pledges of about \$185 million towards Chad's medium-term needs of \$370 million for reconstruction and development;
- Emergency vaccination of 3.5 million cattle against rinderpest, with financing by UNDP, UNSO, FAO and other donors;
- Desertification control under a national action plan being established with help from UNSO. Also being re-activated by UNSO are programmes for tree planting, secondary roads and agro- and hydro-meteorological services; and
- Over \$550,000 in emergency food aid covering two months' needs of 40,000 of the returnees from Nigeria. United Nations system trucks in the country were also diverted to transport returnees to transit and resettlement areas.

Agency relations in 1982

69. During 1982, UNDP formally entered into a co-operative arrangement with the Inter-governmental Committee for Migration (ICM) and also established new guidelines for working relationships between UNFPA headquarters, the UNDP Resident Representative/UNFPA Representative and UNFPA field staff. The Programme worked through the Administrative Committee on Co-ordination (ACC), Inter-agency Consultative Meetings (IACM) and the Consultative Committee on Substantive Questions (Operational Activities) (CCSQ(OPS)) to strengthen operational ties with other organizations of the United Nations system.

70. The UNDP/Inter-Agency Task Force (IATF) was initially established in 1977 to assist in seeking a better articulation of operational policies for development within the United Nations system and to assist in translating these into more effective common action. IATF has been extended for periods of one to two years since. During its first regular session of 1982, however, the Administrative Committee on Co-ordination decided to place the UNDP/IATF on a continuing basis with fixed-term membership. It also requested a review of its terms of reference by UNDP with respect to its functions as substantive secretariat for CCSQ(OPS).

71. During its 13-15 December 1982 session, the Inter-Agency Consultative Meeting endorsed the brief statement of objectives contained in UNDP/PROG/83 as the formal terms of reference of the Task Force. It also decided that the Task Force should consist of: (a) Permanent Members who are designated by their respective organizations to work full time on the Task Force and the substantive secretariat of CCSQ(OPS); and (b) Associate Members, who are specifically designated by UNDP or agencies to work with the Task Force on the substantive secretariat of CCSQ(OPS) on an ad hoc or part-time basis. The Task Force will continue to be chaired by the Deputy Administrator of UNDP, and as substantive secretariat of CCSQ(OPS) by the Chairperson designated by ACC.

72. During 1982, the IATF was consulted by UNDP on a series of subjects, particularly: direct execution; government execution; reimbursement for services provided by UNDP field offices to other United Nations bodies; and the policy review paper entitled, "The future role of UNDP," concerning its structure and new and specific ways and means of mobilizing increased resources on an increasingly predictable, continuous and assured basis. In addition, as substantive secretariat of CCSQ(OPS), Task Force members prepared documentation for the two regular sessions of CCSQ(OPS) in 1982, including a paper on the "Evolution of Operational Activities for Development in the 1980s: Challenges and Constraints," submitted to the ACC.

Role of the Resident Co-ordinator

73. Progress continued to move forward in 1982, albeit slowly, on the co-ordinating functions of Resident Co-ordinators. With UNDP's support, the United Nations system was considering means to assist governments in strengthening their own planning units for programming and co-ordination. In addition, recommendations by the Director-General for Development and International Economic Co-operation regarding enhanced measures to improve the exchange of information between Resident Co-ordinators and United Nations organizations were, on the basis of UNDP's own field experience, strongly supported in the cause of more effective co-ordination. Other practical means to strengthen the role of Resident Co-ordinator were also under review.

74. A survey of UNDP field offices in 1982 revealed continuing problems in the implementation of that part of the General Assembly's restructuring resolution (32/197) which calls for utilization of the UNDP country programming process as a frame of reference for the operational activities of other organizations of the United Nations system. It appeared from the survey that developing country governments themselves continue to hold the key to the implementation of this aspect of the resolution. As one Resident Representative noted in his response, "In general, the Government encourages the use of the country programming process as a frame of reference for the operational activities carried out and financed by the Organizations of the United Nations system in the country. No difficulties were encountered in this respect."

75. However, as another Resident Representative observed: "In connection with the discussion on the role of the Resident Co-ordinator of the UN system, the Government encouraged the Agencies of the United Nations to co-ordinate their programming activities and to achieve maximum complementarity. The country programme exercise provides the ideal mechanism for such co-ordination. The current UNDP resource crisis, resulting in a decline in UNDP's share of multilateral assistance has meant that UNDP's total share in multilateral technical assistance has been declining. There is bound to be a parallel decline in the influence UNDP has been able to exert on its United Nations partners in spite of the vigorous efforts which we are making through informal means."

76. This comment was reflected by another Resident Representative, who wrote:

"As a matter of principle, the Government encourages the use of the country programming process as a frame of reference for the co-ordination of development assistance. However, in practice two major difficulties are encountered:

"a) Co-ordinating Government authority, which is also the Government representative for communication with UNDP, is not adequately staffed to perform the co-ordination role at a satisfactory level. As a consequence it often happens that various sectoral ministries bypass the Government co-ordinating authority, and UNDP office as well, and approach United Nations agencies directly.

"b) Needs of the country for development/technical assistance are enormous. UNDP financial possibilities to meet such needs are barely modest. Under such circumstances the Government co-ordinating authority is often inclined not to intervene (or only to formally approve requests) in cases where there is likelihood of getting additional development/technical assistance."

77. Another Resident Representative wrote: "Although there is only minimal activity carried out and financed by United Nations system organizations from their own sources, the Government in consultation with our office encourages the use of the country programme as a frame of reference. However, more important is to stress the need for prior consultation between United Nations system organizations before any activity takes place at the country level."

78. Still another Resident Representative noted that, "No particular encouragement by the Government is made in this respect. Although there is close contact and co-operation among the United Nations system of agencies in the country, no serious attempt has been made so far towards integration of United Nations system's input into various development activities."

79. These comments were reiterated by another Resident Representative: "As for the Government's attitude, it does look to UNDP as a central point of local activities of the United Nations system, but only in a somewhat general

way. It could not be said that the Government has taken any position via-à-vis the non-UNDP financed activities of other United Nations agencies, although its position in support of the country programme for IPF-financed activities is quite clear."

80. During 1982, UNDP also took practical steps to strengthen its collaboration with the World Bank, already strong in terms of close working relationships in such areas as energy, water and sanitation, health, agricultural research and roundtable conferences for least developed countries, among others. Because of the Bank's growing technical assistance operations, and because of UNDP's worldwide on-the-spot field presence, further collaboration at both field and headquarters levels was agreed upon. The following questions were under discussion: Were there situations in which the Bank and the government concerned would find it useful to entrust implementation of Bank technical assistance to UNDP? Could UNDP, through its field network, assist the Bank in identifying technical co-operation needs where, in particular, UNDP resources were inadequate to meet such needs? Could the Bank and the United Nations Capital Development Fund move toward the co-financing of certain small-scale, human-oriented capital development projects (rural roads, village water supplies, etc.), which UNCDF could undertake to administer? How could UNDP take greater advantage of such World Bank strengths as its economic research capabilities, sectoral surveys, etc.? On the whole, positive responses were evident from these discussions, which are continuing.

Closer relations with non-government organizations (NGOs)

81. NGOs have become an important factor in development assistance, constituting a wide spectrum of organizations from small local initiatives to those which are internationally active in the area of development. It is estimated by the OECD that the latter provided more than \$2,000 million in aid to developing countries in 1981 alone. NGOs have been generally recognized as important purveyors of technical expertise, especially in such areas as education, health, disaster relief, food production and other income-generating activities. They tend to have an awareness of social problems and access to the most disadvantaged groups, and they frequently display a capacity for innovation and problem-solving. A number of Governments have, therefore, already availed themselves more actively of the services and expertise of NGOs. UNDP itself recognizes that local institutions, including local NGOs, may play a crucial role in many development projects by sustaining project achievements following the termination of outside assistance.

82. In 1982, UNDP sought ways of expanding closer co-ordination of technical co-operation efforts provided by NGOs and UNDP. New, more elaborate guidelines issued in 1982, designed to enhance the collaboration between UNDP and NGOs, were aimed at attracting additional resources, services and expertise to complement the assistance that the Programme provides to developing countries and to enhance its own effectiveness. Operational relations with NGOs at the country level were being pursued with the express

consent of the respective Governments. These relations are governed by the "Guidelines concerning the relationship between the United Nations Development Programme and external institutions," which the Governing Council adopted at its twenty-sixth session (decision 79/19) and reaffirmed at its twenty-ninth session (decision 82/40).

83. During 1982 UNDP undertook several collaborative activities with NGOs. In four South-Asian countries (Bangladesh, India, Nepal and Sri Lanka) consultations were sponsored by UNDP to determine how national NGOs of these countries could make meaningful contributions to the achievement of national plans for the International Drinking Water Supply and Sanitation Decade. Involving about twenty NGOs in each country, these three to five day consultations were also attended by representatives of government, UNDP, specialized agencies, bilateral donor Governments and international donor NGOs. As a result, Governments were provided greater knowledge of the capabilities of NGOs in this area. In addition, a number of bilateral donors indicated their willingness to assist projects proposed and implemented by NGOs in developing countries under certain conditions. These workshops agreed on the importance of institutionalizing national NGO consultation mechanisms to ensure effective contributions and co-operation of NGOs in the development process, and affirmed that UNDP was well placed to assist developing countries in this regard.

84. An extensive review was undertaken at headquarters, with the participation of a number of NGOs in consultative status with ECOSOC, to determine what measures could be taken to ensure a more effective association of NGO activities with those assisted by UNDP. The Administrator decided that UNDP should pursue a flexible, country-by-country approach and, on a trial basis, offer its expertise to Governments by sponsoring such workshops as described above. They would be based on the sectoral and operational needs of each country and should lead to direct project-level collaboration, with or without UNDP funding. Several such consultations are anticipated for the latter part of 1983 and in 1984. UNDP's experience shows that, prior to initiating a consultation process, "seed" funds should be made available to match the contributions from other sources to projects that might be undertaken pursuant to such a consultation.

Staff management and training in 1982

85. In 1982, as a result of the findings and recommendations of the UNDP Headquarters and Field Staffing Survey, the Administrator recommended a reduction of 323 in the number of posts compared with the provisional 1982-1983 biennial budget. The reduction in budgeted posts amounted to 9.7 per cent at headquarters and 7.5 per cent for field offices. The adjustment of the number of staff in post to the reduced number of budgeted posts has been facilitated by a recruitment freeze, which was instituted in July 1981, and by attrition through retirement, resignation, and agreed termination. It is expected that the new levels will have been attained by the end of 1983.

86. In response to the Staffing Survey, a number of recommendations for improving the personnel management function continued to be implemented, with the Reassignment Policy being given top priority during 1982, resulting in increased rotation of Professional staff between headquarters and the field and between different types of field duty stations. During 1982, 132 staff members, including Resident Representatives, were reassigned. The number of reassignments for 1982 is somewhat higher than the number for 1981 (113) as a result of the realignment of posts and staff necessitated by the reduction and redeployment of posts proposed by the Administrator and approved by the Governing Council. Of the 132 reassignments, 39 were from headquarters to the field, 22 from the field to headquarters, and 71 from one field duty station to another. The larger numbers of reassignments from headquarters to the field is explained by the redeployment of staff as a result of post reduction at headquarters and the recruitment freeze.

87. At the end of 1982, 108 Resident Representatives were serving as Resident Co-ordinators. During the year, nine UNDP career staff were appointed for the first time as Resident Representatives/Resident Co-ordinators while 18 career staff received their first appointment as Deputy Resident Representatives. Despite the recruitment freeze and the reduction in posts, UNDP maintained a steady level of female representation in the regular professional category. At the end of 1982, of the 167 female staff members, 11 served in field as Resident Representatives or Deputy Resident Representatives.

88. Important progress was made in 1982 in regularizing the category of local professional staff, or National Officers in field offices. The implementation of their category was evidenced by the fact that by the end of 1982, 85 National Officers were serving in 41 countries. While further implementation is partly hindered by the constraints of the recruitment freeze and reduction of posts, the strengthening of the National Officer category has proven to offer greater continuity in field offices while promoting the concept of self-reliance and permitting a more effective deployment of international staff in the professional category.

89. Another area of noteworthy progress has been that of job classification, for the introduction of which UNDP has been preparing intensively over the past two years. UNDP has actively participated in the development of job classification standards for General Service posts in New York and in the development of standards for the field of work of "Technical Co-operation Administrators." Both were approved and promulgated by ICSC during 1982. The actual grading of headquarters administered posts began in 1982, with the process expected to be completed by the end of 1983, for formal implementation as of 1 January 1984. UNDP is also taking the lead in the inter-agency context for the development of job classification standards for General Service posts in non-headquarters duty stations.

90. In 1982, the Administrator took a number of initiatives to draw the attention of its agency partners to the particular characteristics of service in the field, within the overall personnel system of the United Nations. A number of proposals were pursued within ACC and International Civil Service Commission with the objective of giving due recognition to the aspect of

mobility, which characterizes service with UNDP more so than with most other organizations. Adjustments in some of the areas of the allowances system have already been made in 1982 to deal more equitably with field service, and UNDP continues to pursue other measures in 1983. In a related area, the Administrator also placed high priority in 1982 on measures, both internal and in an inter-agency context, designed to improve the security and safety of UNDP staff serving around the world.

91. New initiatives in staff training during the year included the establishment of an Advisory Committee on Training Needs which will provide additional support to ensuring the relevance and comprehensiveness of the organization's training programmes. Course offerings were increased during 1982 with the introduction of the Administrative and Clerical Procedures Course designed for headquarters General Service staff. A special orientation programme was also developed for UNDP interns and design of pre-arrival information kits was begun for newly-recruited JPOs. Ten in-service courses, attended by over 225 staff members from all categories, were conducted in 1982 focusing on such topics as development policy, pre-investment programming, project design, programme management, administration policy and operations and financial management.

92. Educational assistance was also received by 130 staff members in support of their participation in 415 courses on administration, management and development related subjects offered by academic and technical institutions. An additional 39 staff members attended specialized workshops organized externally in a variety of job related fields. Field offices, through their annual training programmes organized locally, provided approximately 1,000 staff members with a range of in-house seminars and individually selected outside courses directly aimed at increasing job effectiveness. In addition, staff in 64 field offices participated in job-relevant language studies in host countries organized within the office or through enrolment in local institutions.

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