



**Governing Council
of the
United Nations
Development Programme**

Distr.
GENERAL

DP/1985/4
2 May 1985

ORIGINAL: ENGLISH

Thirty-second session
June 1985, New York
Item 3 of the provisional agenda

P O L I C Y

**POLICY REVIEW: CO-ORDINATION OF EXTERNAL TECHNICAL CO-OPERATION AT THE
COUNTRY LEVEL AND EXAMINATION OF STEPS TAKEN BY THE UNITED NATIONS
DEVELOPMENT PROGRAMME TO STRENGTHEN CO-ORDINATION IN PRACTICE**

Report of the Administrator

Summary

The report is submitted in response to Governing Council decision 84/4 adopted at its thirty-first session. The report is intended to serve as a background document and analytic framework for the Governing Council's policy review of the co-ordination of technical co-operation and the strengthening of co-operation practices.

The subject of aid co-ordination is reviewed in the context of the recent international dialogue and emerging consensus among donors and recipients about the need to improve the effectiveness of development assistance and to strengthen the substantive foundations and processes which facilitate aid co-ordination.

In order to identify requirements and potential opportunities to strengthen co-ordination in practice, the report examines the objectives of aid co-ordination and the most important conditions for effective aid co-ordination. The report then discusses several major steps taken by UNDP to both facilitate and participate in the co-ordination of aid. Particular attention is devoted to the measures taken by UNDP and resident co-ordinators to assist recipient Governments to formulate adequate programmes and to prepare for and conduct the consultative arrangements that are essential preconditions of effective aid co-ordination.

Finally, following the appraisal of a selected number of problems and opportunities for improvement, nine specific recommendations pertaining to the policies and practices of both UNDP and other aid partners are advanced for the Council's consideration.

The report is supplemented by an addendum which includes inter alia, summary information about aid co-ordination at the country level and some of the steps taken by UNDP to strengthen aid co-ordination.

C O N T E N T S

	Pararaphs
INTRODUCTION	1 - 16
I. OBJECTIVES AND CONDITIONS FOR EFFECTIVE CO-ORDINATION OF TECHNICAL CO-OPERATION	17 - 39
A. Objectives of aid co-ordination	17 - 18
B. Conditions to achieve effective co-ordination of technical co-operation	19 - 39
1. Commitment and the adequacy of the capabilities of recipients and aid agencies	20 - 24
2. Planning and programming foundations to achieve co-ordinated technical co-operation	25 - 31
3. Effective processes and mechanisms to achieve co-ordinated technical co-operation	32 - 39
II. CO-ORDINATION IN PRACTICE: STEPS TAKEN BY UNDP AND THE APPRAISAL AND IDENTIFICATION OF ISSUES	40 - 41
A. Overview of steps taken by UNDP	40
B. Strengthening the capability of recipient Governments to exercise co-ordination and to programme technical co-operation	41 - 45
C. Planning and programming of co-ordinated technical co-operation: the country programming process	46 - 72
1. The Consensus	47 - 48
2. Restructuring	49 - 51
3. The current situation	52
4. Comments and issues: co-ordinated technical co-operation and the country programme process	56 - 62
5. Prospects for more co-ordinated programming within the United Nations system	63 - 70
6. Prospects for more co-ordinated technical co-operation programming with bilateral donors and the World Bank	71 - 73
D. Formal and informal consultation arrangements	74 - 85
E. Sharing of development information to facilitate co-ordination	86 - 89
F. UNDP capability	90 - 94
III. SUMMARY AND RECOMMENDATIONS	95 -109
	/...

INTRODUCTION

Greater intensity in the dialogue about aid co-ordination

1. Aid co-ordination is so important to the success of development assistance that it has been considered by member States of the Governing Council many times. Recently, many international gatherings have repeatedly drawn attention to the need for the co-ordination of aid and have reflected a convergence of views on what must be done to enhance co-ordination.
2. In the introduction to the Administrator's annual report for 1984, prominence is given to the theme of co-ordinating development assistance.^{1/} The Governing Council took two decisions at its thirty-first session relevant to aid co-ordination: decision 84/4, paragraph 22, appealed for wider and more effective co-operation at the country level; and decision 84/18 on the economic and social crisis in Africa which in paragraphs 1-7 recommended several areas for enhanced co-ordination of development assistance involving UNDP and resident co-ordinators.
3. Member States have also expressed their views on aid co-ordination individually and jointly, revealing increasing interest in improved co-ordination practices. Statements to this effect have been made, inter alia, during the thirty-ninth session of the United Nations General Assembly,^{2/} particularly during its debate on the Director General's report on operational activities.^{3/} Moreover, recipient countries contributed to the dialogue at the meeting convened by UNDP of ministers of planning of least developed countries (LDCs) in Africa held in October 1984,^{4/} and at meetings of the Economic Commission for Africa (ECA) Council of Ministers.
4. The views of many donors, and one of the main reasons for the new impetus for better co-ordination, were quite clearly expressed at a high-level meeting of Development Assistance Committee (DAC) members, in November 1983, which considered the scope for increasing the effectiveness of development co-operation. The meeting reached agreement on a broad set of suggestions for improved aid co-ordination at the country level.^{5/} DAC, at a meeting on 3 and 4 October 1984, at which both the UNDP and the World Bank were represented and to which the two organizations had submitted reports which served as one basis for discussion, subsequently focused on enhancing formal consultation arrangements and strengthening recipient countries' own capacities.
5. At their high-level meeting on 3 and 4 December 1984, DAC members discussed means of strengthening the contribution of official development assistance (ODA) to developing countries with special focus on the critical situation in Sub-Saharan Africa. The Administrator of UNDP participated in these discussions as well as senior representatives of the World Bank and the International Monetary Fund (IMF). DAC members recognized that their programmes and practices would have to be "adapted in order to achieve a degree of co-ordination, responsiveness and coherence required".^{6/} As one step in that direction, members welcomed the efforts of UNDP to strengthen the co-ordination capability of the round table process. Subsequently, DAC issued an important "Checklist for concerted action in Sub-Saharan Africa" which is reproduced as annex II to DP/1985/4/Add.1 and referred to in the substantive discussion which follows below.

6. Furthermore, the World Bank has contributed to the conceptual and practical dialogue on co-ordination through various measures, including the issuance in 1984 of its report "Toward Sustained Development in Sub-Saharan Africa: a Joint Programme of Action".

Factors causing the renewed interest in aid co-ordination

7. The dialogue itself has generated part of the interest in aid co-ordination. In addition, the intensity of this dialogue about co-ordination is caused by several circumstances.

8. First, a new sense of urgency has arisen due to the severity, the geographic scope, and the longer-term implications of the present critical economic situation in Sub-Saharan Africa. The crisis in that region has placed the concepts and the practice of development assistance under closer scrutiny among government officials, aid practitioners, as well as legislatures and the general public. The Secretary-General has continued to emphasize the need for co-ordination in the context of his special initiative for Africa. His decisions and practical actions, resolution 39/29 of the General Assembly, and the response of the international community at both the country level and outside Africa have given testimony to the importance placed on the co-ordination of assistance to meet the immediate and longer-term needs of the people of Sub-Saharan Africa.

9. Second, the general stagnation of most categories of ODA since 1980-1981 and the considerable doubt whether resources were likely to grow rapidly in real terms in the immediate future have contributed to pressures on both recipients and donors to reassess development assistance efforts with a view to find ways which would improve the effectiveness, impact and co-ordination of the use of available resources. Moreover, developing countries have become more conscious of the cost of financing, administering and implementing development co-operation, and of the major burden which it places on their limited domestic resources.

10. Third, during the last decade there has been a substantial expansion of the number of bilateral and multilateral funds and development agencies, often with their own special criteria and procedures. This situation has caused aid activities to strain the managerial and administrative capacity of many recipient countries as well as aid agencies. Both recipients and donors have recognized the difficulties this has caused in arriving at coherent and effectively co-ordinated development assistance.

11. Fourth, as a consequence of the review which some donors have made of their criteria for the provision of loans or grants, these donors have decided to focus greater attention, in a more co-ordinated manner, on a limited number of countries.

12. Fifth, the extensive problems of public finance and external debt, not only in Africa but in other regions of the world, have put co-ordination of external resources to the test during the last few years.

13. Finally, these and other economic changes that have occurred in the developing countries over the past decade have led to basic adjustments in the

manner in which aid programmes are carried out. In order to achieve sustained results, for example, it has increasingly been viewed as essential to deal not only with individual projects but to take into account comprehensive sectoral and national development efforts and policies, i.e., a co-ordinated and coherent "programme" approach.

The Governing Council decision to consider aid co-ordination and the scope of this report

14. UNDP has long had a mandate and central role in the provision of technical co-operation. As such, the Programme has advocated and sought means to contribute to the effective co-ordination of development assistance, under the guidance of the Governing Council and with full regard to the sovereignty and responsibilities of developing countries.

15. Therefore, taking into account the present circumstances affecting the development dialogue and with the desire to enhance further UNDP's contribution to development, the Governing Council in decision 84/44, paragraph 2, designated "Co-ordination of external technical co-operation at the country level and an examination of steps taken by UNDP to strengthen co-ordination in practice" as the subject for deliberations during the high-level segment of the thirty-second session. This report is therefore intended both as a summary report of UNDP activities which affect aid co-ordination and as a basis for the consideration of several selected policy issues.

16. The issues brought to the Council's attention focus on UNDP's functions, activities, and performance in the broad framework of the partnership which affects the successful co-ordination of development assistance. Accordingly, this report tries to appraise and comment on policy and practical aspects of aid co-ordination which have implications for both UNDP and other parties who are intrinsically involved with UNDP in the aid process.

I. OBJECTIVES AND CONDITIONS FOR EFFECTIVE CO-ORDINATION OF TECHNICAL CO-OPERATION

A. Objectives of aid co-ordination

17. The paramount objective of the co-ordination of development assistance is to enable both donors and recipients to make the most effective use of resources, in conformity with the national priorities and plans of the recipient country to achieve self-sustaining economic and social development. To this end, co-ordination is intended to ensure that individual aid programmes are integrated into the recipient country's development programmes and are in concert with assistance programmes of other donors. Additionally, co-ordination aims at achieving the most rational, effective and coherent utilization of human and financial resources at the sectoral, sub-sectoral and project level.

18. Another goal of aid co-ordination is to attain a consensus about priority policies and actions which need to be taken, as well as a joint

commitment by recipients and donors to take the necessary decisions. Better co-ordination would also facilitate the process of strengthening the recipient countries' own capacities for managing development and development assistance activities.

B. Conditions to achieve effective co-ordination of technical co-operation

19. The fulfillment of the objectives of co-ordinated technical co-operation is neither easy nor automatic, as experience has demonstrated. Yet more than three decades of experience acquired by donors, the recipients, and UNDP suggest that there are several salient principles and conditions in order to achieve these goals. Interestingly, these preconditions apply almost equally to the various forms of ODA, including technical co-operation, capital assistance, general programme lending, and to a certain extent, food aid.

1. Commitment and the adequacy of the capabilities of recipients and aid agencies

20. Commitment to co-ordination by all parties is indispensable. Success or failure in achieving co-ordination can often be judged in relationship to the sustained and firm commitment of the respective donors and recipients; when this condition occurs, the impact on the development process of developing countries has usually been direct and rapid. This underscores that effective co-ordination is dependent upon positive attitudes and firm commitments on the part of individuals and institutions. Decisions about the substance and process of aid co-ordination can be managed with at least some flexibility and adjustments can be made, if required, to enhance co-ordination.

21. Recipient Governments' responsibilities and the adequacy of their capabilities. A fundamental prerequisite of all aid co-ordination is to respect the sovereign right of recipient countries to set their own priorities and development objectives. During the discussion in the Second Committee at the thirty-ninth session of the General Assembly, there was a wide endorsement of the Director General's view that "for a sustained contribution to development, external assistance has to be closely woven into economic and social programmes that thoroughly reflect the policies of the developing countries."^{7/} Along with their rights to set policies and determine priorities, recipient Governments have the prime responsibility for their own development and for the co-ordination of their development programmes. Consequently, developing countries should possess the capacity to prepare and implement plans, and to manage their economic, human and financial resources. They should also be capable of administering and co-ordinating the development assistance which they receive. DAC members have concurred with this position. In October 1984, their discussions identified as a major objective of co-ordination "the development of means to strengthen the recipient country's own capacity for managing development and development assistance activities, especially in the execution of more effective macro-economic and sectoral policies, public investment and expenditure programmes, programme and policy review procedures and adaptation of key institutions to national development priorities and resource constraints."^{8/} While a number of developing countries have achieved a high level of sophistication in managing

these functions related to the effective co-ordination of development assistance, other countries still require considerable external support in many aspects of planning, management and aid co-ordination.

22. Adequate capabilities of aid agencies in the co-ordination process. There is a widely endorsed view that national level co-ordination arrangements need strengthening and that these arrangements must enable participants to reach decisions on the spot. This may require in many instances stronger national-level representations of donors, greater delegation of authority to them, and closer links between country-level representatives and the central decision-making authorities in donor capitals. Donors which prefer to retain centralized arrangements may have to take other measures in order to participate effectively in country-level co-ordination, or to incur the costs of extra telecommunications and transport.

23. Recipient Government internal co-ordination can also be a very significant factor contributing directly to the improved co-ordination of development assistance. Determining coherent development policies and programmes and carrying out effective consultation arrangements can be achieved most successfully, and in the long-term most efficiently, when conducted through established channels with centrally determined decision-making. It would be potentially confusing, as well as economically unsound and counter-productive, if individual donors and parts of the recipient Government reached separate understandings without proper reference to the central governmental authority charged with the responsibility of overall co-ordination. Indeed, the majority of donors and recipients increasingly seem to accept that there has to be self-discipline and that all parties have to work within the single set of agreed priorities and programmes which have been determined by the Government.

24. Administrative and cost efficiencies and effectiveness: actions and policies of the international community. An essential condition of good aid co-ordination is to reduce the administrative and cost burdens to recipients and donors alike. It is therefore desirable to achieve compliance with the most consistent and pragmatic systems and procedures, to synchronize scheduling and to integrate or harmonize action, both internally and among donor agencies. Effective actions include, for example, avoiding overlapping and wasteful programming, monitoring and evaluation missions, and eliminating repetitive feasibility studies and sectoral analyses.

2. Planning and programming foundations to achieve co-ordinated technical co-operation

25. The adequacy of the policy and programme framework is one of the first requirements of aid co-ordination at the country level. A coherent set of priorities and programme proposals for technical co-operation is needed which reflects the main development objectives and policy goals of the recipient Government. If this information is not elaborated adequately in a development plan in order to secure a basis for aid co-ordination, Governments may have to update or, in some cases, initiate a sufficiently comprehensive macro-economic analysis, assessing primary development constraints and their causes at the national and sectoral levels. An adequate framework for co-ordinated

development assistance also requires an analysis of the current and projected availability of national financial and human resources, as well as the identification of internal policy and programme measures which are required to achieve the best deployment and utilization of those development resources. The specific modalities and policies which influence the impact of technical co-operation should also be reviewed periodically, and opportunities for improvement should be pursued.

26. Projects and sectoral programmes for technical co-operation should be assessed fully and substantiated within the framework of national priorities and policies. Finally, the Government should identify and quantify its priorities for external development assistance, and specify the forms and modalities which are most justified in order to achieve a coherent development programme. Plans should include strategies and programmes for human resources development and institutional strengthening, as well as their inherent interdependence with public investment programmes. Consideration should be given to the governmental and non-governmental sectors of the economy, taking into account the ways that government policy and strategy affect the private sector.

27. For the analyses and the resultant programmes to be cost-effective instruments for development and for co-ordinated technical assistance, it would be neither necessary nor desirable to produce complex human resource plans which encompass all public and private sector personnel. Yet, to be effective, developing countries' programme proposals would be based on sufficiently focused analyses in order to identify priority needs on an institutional, sectoral, thematic or national level, and to assess the effectiveness and self-sufficiency of the most important human resources capacities related to the Governments' priorities.

28. The programmes should embody a distinct policy and strategy which would orient technical assistance to strengthen national capacities and self-reliance in the medium and longer term, and to meet shorter-term operational requirements. In the present circumstances of many countries in Sub-Saharan Africa, the linkage should be identified between, first, technical assistance and national policies which attempt to alleviate the present emergency situation, and, second, those programmes, strategies and policies intended to make an impact on longer-term priorities.

29. Programme commitments by donors and recipients should be functionally practical. Specifically, for co-ordination to be effective, aid partners increasingly recognize the necessity to commit themselves firmly to at least a medium-term scenario for technical co-operation, with the caveat that joint monitoring and review can permit and should promote adjustments if governmental plans, priorities and objectives are justifiably altered. Experience has reaffirmed that recipients (and, indeed, donors,) need to have a basis for relying on predictable aid flows from all sources a year in advance at an absolute minimum, and preferably for longer periods. For the recipient Governments, this would permit the rational and coherent planning of national budgetary and investment resources, as well as the proper deployment of limited human resources. The argument is also made that if recipients

adopted what may be tough adjustment programmes as a consequence of a dialogue with major donors and financial institutions, then they should be entitled to receive definite understandings from those organizations about the extent of support on which they could rely. DAC's "Checklist for concerted action in Sub-Saharan Africa" responds positively to this position: "DAC Members agree to adjust their programmes and procedures so as to be better able to provide timely and effective support through increased programme assistance for agreed economic reform programmes".^{9/}

30. Commitments should also be monitorable, which enhances specificity and raises prospects for complementarity and integrated development assistance. In addition, monitorable commitments greatly facilitate effective follow-up and periodic adjustment. The importance attached to commitments by recipient Governments and donors have received considerable attention since the World Bank published its 1984 report "Toward Sustained Development in Sub-Saharan Africa: A joint programme of Action" in which it called for "more explicit and monitorable commitments by recipient Governments and donors to implement their respective responsibilities under an agreed programme of action."^{10/} These conditions of effectiveness were reviewed by DAC members late in 1984. Although some Governments expressed the view that such explicit commitments might transform consultative meetings into negotiating sessions,^{11/} the principle has been widely supported and DAC issued a statement that its members "will work towards... monitorable commitments by recipient and donor Governments under agreed... programmes of action".^{12/}

31. The effective co-ordination of projects must also be achieved. Co-ordination at the project level is the practical realization of a co-ordination programme of technical co-operation, and it offers one of the richest opportunities for increased enhancement of aid co-ordination. Linkages to achieve effective complementarity can be achieved in many ways, either vertical or horizontal. A technical co-operation project can, for instance, serve as seed capital; or by facilitating pre-investment studies or institution building, a project can contribute to the mobilization of priority financial assistance and better use of other forms of aid. Moreover, capital assistance projects often generate or accentuate the need for skilled human resources, thus helping to identify technical assistance requirements. Co-operation may also be based on integration, such as through co-financing arrangements, or may be based on the support and co-ordination of parallel activities. Another perspective is that the co-ordination manifested through intercountry projects and programmes can foster more effective development assistance. It will be necessary, therefore, that during the identification, design or execution stage of a programme or project, effectiveness and co-ordination are enhanced by flexibly adapting project objectives, inputs, activities and outputs so that they are fully consistent with government plans, priorities and objectives, as well as being most coherent and complementary to other programmes of assistance.

3. Effective processes and mechanisms to achieve co-ordinated technical co-operation

32. Consultation arrangements have been established or strengthened progressively with regard to many more countries during the past four years in

recognition of the essential role such processes play in co-ordinating concerted action. As discussed in chapter II of this report, UNDP has contributed during the past year to the evaluation and definition of measures to strengthen such co-ordination processes.^{13/}

33. The UNDP round table process, consultative group meetings of the World Bank, and similar mechanisms applied in certain countries provide an important means to plan for coherent development assistance and to improve the co-ordination of aid. Governments, themselves, have the responsibility to choose which consultation arrangements they wish to adopt, in accordance with General Assembly decisions, as well as operational understandings between UNDP and the World Bank.

34. Aid co-ordination must be an ongoing process whose forms, activities, frequency and participants are adapted in a flexible manner to differing development circumstances, to varying forms and requirements of development assistance, to the traditional patterns and processes of co-ordination in the recipient country, and to the mutual desires of the recipient Government and its principal aid partners. An effective process might include formal and informal meetings conducted in the recipient country, particularly consultation at the sectoral and sub-sectoral level. Moreover, development themes and problems are often suited to special in-country consultations: for example, with regard to budgetary and non-project requirements or the role of the non-governmental sector. The success of all types of consultations, regardless of size, are enhanced by excellent preparation and coherence with the Government's macro-economic plans and priorities. Specialized technical assistance may be needed from aid organizations which are heavily committed to support a certain sector or which can make special expertise available to assist the recipient.

35. The recipient Government and its principal multilateral and bilateral donors have both found it valuable to consult together about the Government's plans and proposals for development assistance in the framework of what has usually been referred to as a policy dialogue. While some recipient Governments may be concerned about a meeting with donors, co-ordination can and should raise the effectiveness of external assistance, and should not become the pretext for interference in the domestic policies and priorities of recipient countries. On the other hand, limiting discussion to lists of project needs or financial assistance outside a policy framework is increasingly recognized as inadequate to facilitate the attainment of a consensus for co-ordinated action and to promote new firm commitments. With an adequate dialogue, commitment and support from the donor community are likely to be enhanced. The Administrator's annual report for 1984 to the Council (DP/1985/5) cites this important point in paragraph 31 of the introduction.

36. The consultation process also serves to satisfy the need for the periodic monitoring and updating of commitments made by both donors and the recipient, and for the review of policies, strategies and programmes. In conjunction with the monitoring process, it may be advantageous for Governments to establish a joint body composed of government officials and key donors. These parties may also utilize the consultation process as a means to

reach agreement about the follow-up activities which will maintain an effective ongoing co-ordination process.

37. Another principle to ensure effective aid co-ordination is that consultation activities should be seen by the participants as a progressive, fully integrated process. Hence, while there can be no substitute for direct negotiations and consultations between a recipient and its aid partners, the consultation process, nevertheless, should supplement and reinforce their direct negotiations and provide an efficient framework for the provision of aid or investments. Independent programming and efforts to organize unintegrated consultations among donors and recipients (especially pertaining to sectors or sub-sectors) undermine the coherency of the process. In addition, they potentially cause confusion among donors and run the risk of developing conflicting programmes of action or overlapping demands on limited national counterpart resources and debt servicing capacity. Hence, the most effective and credible co-ordination of development assistance requires discipline on the part of all relevant partners.

38. Sharing of development information for enhanced co-ordination. In addition to face-to-face consultations, a full exchange of relevant information, in a timely manner, among donors, and between donors and recipients, particularly at the country level, is a prerequisite for the success of co-ordination efforts and to more effective use of aid. The following are examples of the kind of information to be shared:

- (a) Financial analyses and macro-economic assessments at the national and sectoral level;
- (b) Assessments about priority human resources and institutional development requirements;
- (c) Programme and project feasibility studies;
- (d) Technical reports and evaluations;
- (e) Current and prospective information about aid policies; and
- (f) Current and prospective data on programme and project commitments.

The provision of this latter type of information is one of the surest reflections of the willingness of aid partners to commit themselves to co-ordination and the improved effectiveness of development assistance.

39. Lead agency functions and authority. Practice has affirmed the principle that certain essential leadership functions in the consultation process should be exercised by a lead agency, subject to the request and concurrence of the recipient developing country. A lead agency can spearhead with the recipient Government the more effective co-ordination of support so that the Government can carry out its responsibilities, particularly in the preparation of documented analyses and programme proposals. The lead agency should also help to maintain certain quality control standards with the

Government in the preparation, conduct and follow up to consultations. The lead agency should be prepared to provide significant resources of its own to facilitate and contribute to this process. It is important that the responsibilities, authority, and relationships between the lead agency and other aid partners be clearly established and supported in general and at the country level, as noted in the Director-General's 1984 report to the General Assembly on operational activities for development.^{14/} Frequently, UNDP or the World Bank has been selected; but, especially for sectoral programmes, a bilateral or other multilateral organization can play a technical and/or facilitative role.

II. CO-ORDINATION IN PRACTICE: STEPS TAKEN BY UNDP AND THE APPRAISAL AND IDENTIFICATION OF ISSUES

A. Overview of steps taken by UNDP

40. By its very nature and in recognition of its mandates with respect to operational activities of the United Nations system, UNDP has always been deeply involved in, and supportive of, the co-ordination of technical co-operation, whether with Governments, the Programme's aid partners in the tripartite arrangements for UNDP-financed projects, or with other donor organizations. Considerable portions of UNDP's staff resources are devoted to managing a process which entails co-ordination, and a significant percentage of UNDP's programmes also promote enhanced co-ordination capabilities, activities and processes. Reference is made to the addendum to this report which provides summarized information on a regional or country basis with respect to formal and informal local co-ordination arrangements, co-ordination of activities of the United Nations system and the role of resident co-ordinators. This information, however, can only do partial justice to the variety and extensiveness of the effort and accomplishments with respect to aid co-ordination.

B. Strengthening the capability of recipient Governments to exercise co-ordination and to programme technical co-operation

41. Some recipient Governments have shown greater willingness during the last two years to seek assistance to strengthen their institutional capacity for planning, financing and administering co-ordinated development programmes as a means of enhancing the impact of development programmes and of ensuring stable aid flows. Many also recognize that their capacity for the management of the co-ordination process must be strengthened, partly through technical co-operation. Thus, while always an important field of UNDP assistance, a growing number of UNDP-financed operations are specifically directed to providing this sort of support to both central planning units of Governments and to sectoral ministries, particularly in Africa. This is fully in accord with General Assembly resolution 39/220 which emphasized the importance of this matter by requesting the Secretary-General "to ensure that the United Nations system is responsive to assisting developing countries, at their request, in strengthening their capabilities in exercising co-ordination"(para.8).

42. The emphasis of this type of technical assistance has been put on human resource capabilities in various fields of public sector management: the

co-ordination and most effective use of development assistance, the formulation of macro-economic policies, the preparation and analysis of public investment and expenditure programmes, the strengthening of programme and policy review procedures, and assistance so that recipients can adjust key institutions to meet national development priorities and resource constraints.

43. In recognition of the varied capacities of developing countries, UNDP assistance has been flexibly adapted to provide technical co-operation, advice and management services, both as concerns immediate operational tasks as well as long-term institution-building. The proportion of UNDP resources devoted to planning projects is increasing steadily and now constitutes more than 15 per cent.

44. In addition, the country programmes, especially those for the countries in Sub-Saharan Africa, are being reviewed in order to channel an increasing share of available resources to critical areas of public administration and management and to ensure that the country programmes are more directly facilitating short-term solutions and longer-term prospects to alleviate the critical situation. The results of this review of the ongoing programmes will be before the thirty-second session of the Council in the Administrator's report on implementation of selected country programmes in Africa (DP/1985/23), as well as reflected in the fourth programming cycle programmes which will be submitted to the Governing Council during the next few years.

45. To allow for the provision of added assistance to meet public sector management requirements in LDCs, the proposal is made, in a separate report on implementation of the Substantial New Programme of Action for the 1980s for the Least Developed Countries (DP/1985/11), to include among the priorities for the use of the Special Measures Fund for the Least Developed Countries (SMF/LDC) the financing of technical co-operation in planning and aid co-ordination to strengthen the capabilities of the Governments of LDCs.

C. Planning and programming of co-ordinated technical co-operation the country programming process

46. UNDP's functions related to the co-ordination of technical co-operation should be examined at both the programme and project levels. On the programme level, one of the most important issues raised in this report for the Governing Council's consideration is whether and how the country programming process can be improved further to meet the conditions for effective co-ordination, as described in chapter I, paragraphs 20-39, above. Discussion of this issue, including consideration of steps already taken by the General Assembly, the Director-General, UNDP and others, should take separately into consideration the co-ordination of technical co-operation within the United Nations system and, secondly, such co-ordination among all multilateral organizations, bilateral donors and other parts of the international community.

1. The Consensus

47. The United Nations has always stressed the importance of coherent action in the operational activities for development of the various United Nations

system organizations. This was evidenced by the adoption of General Assembly resolution 2688 (XXV) of 11 December 1970 which included in its annex the Consensus on UNDP. The Consensus itself was based on the forceful statement for closer co-ordination within the United Nations system contained in the Study of the Capacity of the United Nations Development System (DP/5). Following the 1970 Consensus, UNDP has actively engaged in supporting government efforts to co-ordinate UNDP and national resources as well as other assistance from the United Nations system and other sources in order to achieve integration of that assistance at the country level. The principal vehicle is the country programming process. Since the 1970s, UNDP's Policies and Procedures Manual instructs the resident representatives that country programming is "expected to enhance the Government's opportunity to ... better integrate UNDP technical assistance with its own development efforts and with the technical and other assistance it receives from other sources."^{15/}

48. Whereas these UNDP actions during the first programming cycle, 1972-1976, and in preparations for the second cycle, 1977-1981, helped recipients and UNDP to provide a basis for programming UNDP resources and for more co-ordinated technical co-operation, decentralizing tendencies were at work. Increasingly, the programming process in many countries became an exercise especially to achieve the most relevant UNDP-financed assistance in priority development sectors.

2. Restructuring

49. The interest among Member States in more co-ordinated development assistance was further evidenced by the adoption of General Assembly resolution 32/197 of 20 December 1977 on the restructuring of the economic and social sectors of the United Nations system. The General Assembly decided, inter alia, that "there should be improved coherence of action and effective integration in accordance with the objectives and priorities of the Government concerned, of the various sectoral inputs from the United Nations system (annex, section V, para. 22). The General Assembly also decided that the UNDP country programming process should be utilized as a "frame of reference" for the operational activities carried out and financed by organizations from their own resources. Moreover, the resolution stated that "a single official," the resident co-ordinator, should be designated as having overall responsibility at the country level for co-ordination of United Nations operational activities for development. The resident co-ordinators, reporting to the Director-General for Development and International Economic Co-operation, were also called upon to exercise team leadership and to evolve a multi-disciplinary dimension in sectoral development assistance programmes in conformity with the Government's objectives.

50. Two years after the restructuring resolution, the General Assembly, when giving further elaboration to the functions and responsibilities of the resident co-ordinator, decided in resolution 34/213, paragraph 7, that the new arrangements would not affect relations between Governments and individual organizations of the United Nations system nor the direct lines of authority between the representatives of those organizations and their own executive heads. The need to balance the Assembly's expectation that there would be

designated a single official having overall responsibility with its decision that relations between Governments and organizations remain unchanged naturally affects the manner in which the provisions of the restructuring resolutions are being carried out to achieve co-ordination in practice.

51. Since 1980, the Director General for Development and International Economic Co-operation has in his reports on operational activities regularly dealt with the efficiency and effectiveness of operational activities and has usually taken up the question of co-ordination in this context. The General Assembly has affirmed at several recent sessions the need for the improvement in co-ordination of operational activities of the United Nations system under the overall responsibility of the resident co-ordinators and the need for coherence in programmes at the country level.^{16/}

3. The current situation

52. In his 1984 report (A/39/417), the Director-General submitted information, provided by the resident co-ordinators themselves, on the steps being taken to promote greater coherence in the system's operational activities. The subsequent debate in the Second Committee during the General Assembly's thirty-ninth session confirmed that the resident co-ordinator's role in inter-agency co-ordination at the country level continued to be viewed as having prime importance. Current efforts of resident co-ordinators to achieve co-ordination of the system's activities include the following priority concerns.

(a) Programming of operational activities to promote complementarity and integration with the Government's programmes

53. Resident co-ordinators, acting within guidelines issued by the Director-General, pursue this goal especially in the framework of the country programming process and continuous programming. UNDP-financed technical assistance and United Nations system personnel work with and support Governments in the analysis of technical co-operation requirements and the formulation of technical co-operation programmes. With the assistance of the appropriate technical agencies of the United Nations system and involvement of bilateral and other multilateral donors, sectoral and sub-sectoral requirements particularly are analysed and projects designed. Joint programming exercises have also been conducted focusing on a particular sector or theme (e.g., development of water resources, energy, public administration, etc.). In this regard, practical means have been taken, particularly at the country-level under the leadership of the resident representative, to co-ordinate programme activities of core UNDP funds with the associated funds under UNDP's administration. United Nations Capital Development Fund (UNCDF), United Nations Sudana-Sahelian Office (UNSO) and United Nations Volunteers (UNV) project activities are frequently linked during programming and implementation to IPF-financed technical assistance. This relationship reflected in the Administrator's report to the Council on the financial structure of UNDP (DP/1985/64).

(b) Assistance to help Governments make the most effective use of external resources

54. As described earlier in Chapter II and elsewhere in this report, a variety of measures are being undertaken to assist Governments, including technical co-operation to the appropriate government departments, support for local co-ordination arrangements and utilization of the "good offices" of the resident co-ordinator.

(c) Promoting within the United Nations system the exchange of information at the country level

55. In support of further positive action, the Director General issued a letter to resident co-ordinators on 24 October 1984 encouraging them to review with agency colleagues the system's co-ordination mechanisms which are in place at the country level and to identify whether any action could be taken to improve their effectiveness. Particular emphasis was placed on regular consultations on programme matters and on the earliest possible collaboration among the different parties involved in operational activities.

4. Comments and issues: co-ordinated technical co-operation and the country programming process

56. In principle, the country programming process and the country programme of UNDP-financed technical assistance potentially fulfill the pre-requisite for co-ordinated and more effective technical co-operation.

57. The process, however, has, in general, not been treated by all relevant parties as a mechanism to achieve a co-ordinated national programme for technical assistance and for human resources and institutional development. In addition, while the recipient Governments' country programmes themselves are usually based on very broad assessments of technical assistance needs, they are, however, rarely an authoritative framework for all technical co-operation. Rather, the country programmes reflect well justified, high priority technical co-operation activities to be financed by the recipient and UNDP. Moreover, while the resident co-ordinator is able to convene co-ordination consultations, to foster with the Government the provision of co-ordinated sectoral inputs during the country programming process from other parts of the United Nations system, and to take other development assistance into account when designing and approving UNDP-financed assistance, he or she does not possess the authority to assure compliance and collaboration with a Government's programme framework for the co-ordination of all technical co-operation.

58. It might be concluded therefore, that present arrangements approved by the General Assembly in the several restructuring resolutions designed to help Governments programme technical co-operation do not adequately fulfill, in practice, the needs of the recipients and the international community to achieve the most effectively co-ordinated technical co-operation. This conclusion is reached despite, inter alia, the Consensus and restructuring resolutions with respect to the operational activities of the United Nations

system; other decisions and guidance provided by the Governing Council; the enormous aggregate and country-specific efforts, including those by UNDP and the resident co-ordinators; and many innovative arrangements which address parts of the broader requirement. Obviously, both recipient and donor Governments face a challenge to strengthen the means of achieving practical results which reflect the positions which they have taken in General Assembly resolutions and in DAC decisions.

59. One proposal toward improvement was submitted for consideration by the Governing Council at its thirty-first session:

"The Administrator would suggest that Governments may wish to utilize the fourth country programming exercise as an occasion to identify technical co-operation needs beyond those which can be met by the resources of UNDP."^{17/}

60. In reviewing the Administrator's suggestion, it is useful to recall that most developing countries have national development plans; additionally, many have adopted public investment programmes (sometimes formulated with the assistance of the World Bank). However, as recognized by most developing countries, their planning processes would have to be carried out in a more vigorous and systematic manner in order to produce in-depth analyses of their human resources and institutional development objectives and needs in the context of their national and sectoral plans and priorities. Consequently, most recipient countries do not possess a sufficient framework for the prioritization, coherent programming and co-ordination of all technical assistance.

61. Developing countries' requirements for assistance to undertake such an important exercise differ considerably. A number of developing countries have demonstrated the commitment and the capability to formulate systematically their own authoritative national programmes and priorities for technical assistance over which they themselves exercise effective co-ordination. Several other developing countries, recognizing the need for such an approach, have requested specifically targeted assistance from UNDP to help them establish a more comprehensive and coherent national programme for technical co-operation.

62. As an example, the Government of Somalia welcomed the collaboration of UNDP and the World Bank to conduct a technical co-operation assessment mission (TCAM) in late 1984. The forward looking assessment exercise focused on analysing and identifying priority requirements within the broader framework of the Government's plans and objectives. Drawing extensively on the experience and knowledge of other aid partners, the assessment has also led to several important conclusions about the more effective use of national personnel and technical assistance. Among the initial results, the Government has considered the TCAM to be the beginning of a process of well-targeted assessments and programming of technical co-operation. Follow up actions are already progressing, in accord with the Government's priorities, which can serve as the framework for other donors' and organizations' co-ordinated involvement. This important pioneering venture is described in more detail in the annex to this report.

5. Prospects for more co-ordinated technical co-operation programming within the United Nations system

63. In order to help Governments develop the framework for more co-ordinated technical co-operation, the Administrative Committee on Co-ordination (ACC) machinery in 1979 agreed to take a "team approach" to a "shared task"^{18/} and to work under the "team leadership" of the resident co-ordinator, as called for in General Assembly resolution 32/197. After several years of further review of this matter, ACC decided in its decision 1983/1 that "efforts should continue to be made toward adjusting the concept and practice of country programming to the specific circumstances of each developing country and using it, to the extent feasible, as a frame of reference for continuing consultations between the national authorities and representatives of multilateral and other aid agencies on the identification of needs and the application of the various sources of funding available to Governments."(para. 3).

64. Despite the foregoing, however, in practice independent action to programme technical co-ordination without the framework of overall coherence, continues to be pursued actively by some organizations, often with the collaboration of sectoral ministries of the recipient Government. Consequently, in general, the attempts to use the country programming process as a frame of reference for programming of assistance from other sources have not been successful.

65. In reflecting on these consequences, statements in the Second Committee indicated concern that some organizations were hesitant to pursue possibilities for collaboration;^{19/} the suggestion was made that the resident co-ordinator's responsibilities and relationships vis-à-vis the organizations of the United Nations system needed to be more clearly defined. Another approach to enhance prospects for more effectively co-ordinated technical co-operation has been taken by DAC members. In their "Checklist for concerted action in Sub-Saharan Africa" (see DP/1985/4/Add.1, annex II), DAC members stated that not only are they "prepared to reorient and co-ordinate their technical assistance" in support of "authoritative and systematically determined national priorities" but also they are prepared "to advocate in the governing bodies of international agencies a similarly responsive attitude by these agencies."

66. Pending the results of such initiatives, it is worthwhile to point out that there have been many important innovations and models which characterize the flexibility and determination to improve practical co-ordination at the country or intercountry level among parts of the United Nations system. These include major programmes in such fields as drinking water supply and sanitation, labour-intensive public works, river blindness and applied agricultural research. Three other specific examples, principally involving the organizations of the United Nations, are described below.

(a) The Joint Consultative Group on Policy

67. The Joint Consultative Group on Policy (JCGP) represents a potentially significant effort at more complementary and effective programming among the

United Nations four main funding organizations for operational activities: UNDP, UNFPA, WFP and UNICEF. The first three organizations are represented in recipient countries by the resident representative. Together, the four organizations spent over \$1.6 billion in development programmes in 1984. With the full encouragement and support of the Director-General, the executive heads of the four organizations jointly agreed in March 1984 to strengthen further the practical collaboration among their organizations and to bring about greater harmony and complementarity in their respective programmes by co-ordinated programming, i.e., by working together from the earliest stages of their programme and project formulation cycles to determine possible areas of complementarity and to avoid duplication. To explore the potential of such an approach, JCGP decided as an initial step to focus efforts on collaboration within the area of health and nutrition, particularly in Africa. Three jointly-conducted missions were sent to Africa in mid-1984 to examine concrete prospects for co-ordinated programming and to consult with and support the responsible officials at the country level. Results, both positive and some less favourable, have been reviewed by JCGP and consolidated into follow-up instructions sent to field representatives in December 1984. Reports received to date from the field indicated that in many countries much closer collaboration is occurring. This is especially important in view of the fact that at least 70 UNDP country programmes are scheduled for preparation over the next 12 to 18 months. In some countries, joint programming committees have been established and in the United Republic of Tanzania a joint programming mission has twice visited a seriously affected region of the country and produced an integrated and comprehensive programme of co-operation. As a result of the review of the reports received so far, each organization, in consultation with other JCGP members, will give further guidance to its field staff on steps needed to be taken at the field level to implement the agreement of March 1984.

(b) Refugees

68. With the objective of dealing effectively with millions of refugees in Africa, and in the light of intensive joint efforts to prepare for and to follow up on the second International Conference on Assistance to Refugees in Africa (ICARA II), very close collaboration has taken place between UNDP and UNHCR often involving other parts of the United Nations system. One example is that, following headquarters level consultation and the issuance of formal agreements between UNDP and UNCHR, and as a result of an initiative taken in 1983 by the Government of Sudan and the field offices of UNDP and UNHCR, the two organizations jointly funded development projects embracing all the population in an area west of the White Nile which had been severely affected by a heavy influx of refugees. This collaboration has also been extended to include Somalia and serves as a timely precedent which is currently being pursued in other countries.

(c) Emergency situation in Sub-Saharan Africa

69. Resident co-ordinators are actively supporting Governments in Sub-Saharan Africa in the co-ordination of emergency and humanitarian assistance, including components of technical co-operation. In addition to playing a focal role as the crisis spread by providing vital reports,

facilitating internal information flows and joint problem-solving, resident co-ordinators are increasingly taking initiatives to lead or participate in consultations, and to co-ordinate, with the support of the local aid community, discussions and decisions about future technical assistance which serves as a link between immediate relief and the rehabilitation and growth that must follow as soon as possible. UNDP has taken initial redeployment measures to strengthen its staff capabilities in the most seriously affected countries.

70. At the international level, the Secretary-General on 17 December 1984 announced the establishment under his direct supervision of the Office for Emergency Operations in Africa (OEOA) and designated the Administrator to head this office. In addition to ensuring effective international co-ordination of the emergency assistance and support from the United Nations system organizations not directly involved in the African crisis, OEOA has been requested to provide "all appropriate and necessary support as may be requested by the affected countries and the international community at large, including the donor Governments and non-governmental organizations."^{20/} UNDP and resident co-ordinators have fully co-operated with OEOA and the inter-organizational African Emergency Task Force which operates under its supervision. Functional arrangements are evolving rapidly and will be reported on during the Governing Council's thirty-second session.

6. Prospects for more co-ordinated technical co-operation programming with bilateral donors and the World Bank

71. As implied in the introduction to this report (paras. 4-6), prospects are significantly better for the improved co-ordination of technical co-operation involving some of the largest bilateral donors and the World Bank. Moreover, the normative roles of UNDP and the resident co-ordinators in the process have been defined to a certain extent by these donors. In support of more co-ordinated action, DAC members at their high-level meeting in November 1984, expressed their commitment to support the development of an authoritative, analytical policy and programme base for co-ordinated technical assistance in Africa. DAC's "Checklist for Concerted Action in Sub-Saharan Africa",^{21/} referred to previously, amplifies the point and calls for establishment of national programmes for "institutional and manpower development ... under the responsibility of the developing countries themselves." This segment of the donor community says that its members will "look to the United Nations resident co-ordinators to instigate such reassessments and to assist in mobilizing expert assistance to African countries for this purpose, including contributions by UN agencies, multilateral development banks and bilateral aid programmes, as may be requested by the Governments concerned."

72. At their meeting on 14-15 March 1985 to discuss development assistance in Sub-Saharan Africa, DAC members welcomed concrete proposals made in response to their "Checklist", to the effect that UNDP should proceed to assist African Governments, if so requested, by taking the lead in conducting the necessary, focused analyses that would help the developing countries to identify priority needs and to develop national programmes for institution building and human resources development. Some members indicated they would

be prepared to participate with UNDP in a co-ordinated assessment process, in addition to supporting DAC's position to co-ordinate technical assistance in accordance with the priorities which are determined.

73. With respect to the World Bank, as a result of high-level consultations between the Administrator and the President of the World Bank, and their senior colleagues, increased co-operation has occurred. Agreement has been reached for UNDP to make fuller use of the Bank's analytic capabilities and its economic reports. Moreover, closer programme collaboration at the country level between UNDP and the World Bank is manifested in all regions. The joint TCAM in Somalia is one example. With respect to Africa, generally, senior officials of the World Bank have said they would welcome the increased leadership of the resident co-ordinator and of UNDP with respect to the co-ordination of technical assistance at the country level, regardless of which consultation arrangement the Government has chosen.

D. Formal and informal consultative arrangements

74. UNDP's and the resident co-ordinator's functions within the United Nations system necessitate that they actively facilitate, as requested, and support the recipient Government's efforts to conduct consultation arrangements. Additionally, many of UNDP's own responsibilities, and its accountability for resources entrusted to it, require that it be responsive both to leading and participating in varying forms of consultations with other parties to achieve improved co-ordination and the most effective utilization of development assistance.

75. As described in DP/1985/4/Add.1, UNDP is involved in consultation arrangements in many countries, with the type of co-ordination process and consultative mechanisms adapted to the national context. These range from a formal cycle of meetings involving all relevant development assistance partners, such as the round-table process, to many less structured and less formal meetings often not reflected in the addendum.

76. As a normal part of their duties, resident co-ordinators maintain frequent, informal contacts with individual aid donors and visiting missions in order to deal with specific operational issues. They also organize or participate in resident donor groups which have government approval or at least its knowledge of these arrangements. Resident co-ordinators have periodic meetings, often frequent, with government officials and with agency representatives. Meetings among United Nations system representatives, convened in many countries with regularity, usually contribute to improved co-operation. In some instances, while recognizing the desirability and necessity of direct links between agencies and sectoral ministries, Resident Co-ordinators may nonetheless face difficulties in ensuring that the consultation process among country representatives of the UN system maintains the desired level of co-ordination of United Nations technical co-operation activities.

77. The round-table process. UNDP's support for consultative processes have recently been in several respects systematically upgraded and intensified in order to achieve, inter alia, better co-ordination of development assistance

in accordance with the prerequisites for success described in chapter I of this report. This has happened particularly with regard to countries in Sub-Saharan Africa, where the most recent formal round-table activities have been organized. However, effective mechanisms are not confined to that region. As of April 1985, 25 of 36 countries which have been designated as least developed countries (LDCs) by the General Assembly have chosen UNDP as lead agency for the implementation of round-table meetings. Of these, 18 are in Sub-Saharan Africa, 5 are in Asia and the Pacific, and 2 are in the Arab States region. Two developing countries in Africa not designated as LDCs also received UNDP assistance in the preparation and implementation of their round-table conferences. The Government of Togo requested UNDP and the World Bank to serve jointly as lead agencies during the preparation of its round-table conference; this pioneering variation provided useful lessons that future round-table and consultative group activities can better utilize the respective insitutional capabilities of both UNDP and the World Bank. The five round-table conferences organized by Asian countries with UNDP's support were convened as a joint series of meetings in Geneva in May 1983.

78. The only LDC in Latin American, Haiti, has an ongoing consultative arrangement in the form of a Joint Commission for External Co-operation Programmes with the participation of UNDP and six of Haiti's other multilateral or bilateral aid partners. A few LDCs have chosen or are now considering the organization of a consultative group arrangement with the World Bank, although most consultative groups are organized at present in developing countries not designated as LDCs. A few LDCs have no formal consultation arrangements at present.

79. Evaluation and improvement of the round-table process. UNDP has evaluated in considerable depth, its experiences with the round-table process in Africa and in Asia and the Pacific during the past year.^{22/} Consultations held by UNDP during the past six months with senior representatives from recipient and donor Governments, with DAC, the World Bank and various organizations of the United Nations system, have all led to strong support for the proposed improvements to the process which grew out of the evaluations.

80. Operational guidelines and instructions are now being prepared by UNDP in order to capture the lessons of the evaluations and to elaborate recent improvements so that they can be suitably applied, as appropriate, in all future aid co-ordination activities.

81. The evaluation and the improvements now being implemented in round-table activities are also discussed in document DP/1985/11 on implementation of the Substantive New Programme of Action for the 1980s for the Least Developed Countries. Three major points from among many, supplement the conceptual discussion about the conditions for an effective co-ordination process (paras. 50-53) and highlight steps which UNDP is taking to improve the co-ordination of technical assistance in practice.

82. Quality and macro-economic preparations. The new generation of UNDP-supported round-table activities being implemented as of January 1985 have as an objective the preparation of higher quality macro-economic

analyses, more coherent policies and strategies, and priority programmes. Specific proposals are being implemented with regard to better use of existing analyses, and to other measures to improve the quality of preparations which will serve as an improved basis for dialogue and joint commitments. World Bank officials have agreed to make special efforts to schedule the preparation of their macro-economic analyses and investment programmes in a time frame so that their availability to the recipient Government and to UNDP will be synchronized, where feasible, with the schedule for the preparation and implementation of round-table activities in Africa.

83. Importance of technical co-operation. Future round-table meetings will place greater emphasis on the assessment of not only investment and non-project requirements but also technical co-operation needs. The co-ordinated support required to meet these needs will be taken into account as well. In this respect, more emphasis will be given to the generation of additional, co-ordinated support to strengthen human resources and institutional capabilities. The understanding arrived at in recent months between UNDP and the World Bank, with regard to Africa in the first instance, also calls for UNDP to exercise a similar responsibility with regard to technical co-operation for the consultative groups.

84. In this regard, it is noteworthy that DAC donors at their March 1985 meeting, suggested that technical co-operation and issues of human resources development, public and private sector management, and institutional strengthening might be treated as if they were a sector, meriting special country-level consultations linked to relevant macro-economic assessments, and to national and sectoral development policies and priorities.

85. Consultation arrangements as a necessary ongoing process in all developing countries. Because consultation arrangements, including round-table activities, should be an ongoing process, UNDP is therefore promoting and facilitating, at the request of recipients and their partners, a cycle of activities adapted to the particular circumstances of each developing country. The improved round-table process provides, as from 1985, a framework for Governments and resident representatives to adapt the consultation process to particular country needs. UNDP is supporting government efforts to include the participation of the donor partners which are most relevant to each particular round-table activity. A significant increase in the number of sectoral and sub-sectoral meetings are now planned in Africa, as well as special consultations on non-project financial support. Meetings in the framework of the round-table process are also being arranged among NGOs in at least three African countries during 1985. UNDP is supporting and facilitating in several countries periodic monitoring of commitments. It should be noted in DP/1985/4/Add.1 that UNDP is providing assistance to many co-ordination processes and consultation activities which fulfill these same purposes without Governments necessarily designating them as round-table conferences.

E. Sharing of development information to facilitate co-ordination

86. UNDP's involvement in many informal and formal consultation arrangements provide one medium for the Programme to facilitate an important flow of information about current and prospective technical co-operation policies,

programmes and commitments. Additionally, UNDP conducts, in essence, two other activities of a three-pronged strategy designed to facilitate co-ordination and the sharing of essential information about technical co-operation.

87. Development co-operation reports. These statistical and descriptive publications report all external aid to the country concerned in a particular year, and have been prepared by UNDP field offices for nearly all developing countries. UNDP collects, processes and disseminates the data. Many Governments acknowledge the key role of the development co-operation report as an important means to improve the co-ordination and effectiveness of aid at the country level, both for the general information it provides, and especially for its value as a tool for sectoral aid consultations and co-ordination. In order for these reports to contain more timely and useful data, for both donors and recipients, UNDP has instructed its resident representatives with effect from 1985 to request donors to supply as early as possible information not only on current aid activities but, more importantly, on planned levels and types of assistance. In some countries this data may be collected and shared on a national or particular sectoral basis more frequently than once annually, especially if information will facilitate the efficient functioning of a consultation arrangement. This proposed improvement to the development co-operation report was reported to the Governing Council during its thirty-first session, as well as to the October 1984 meeting of DAC members, who concurred on the utility of such information, and agreed to collaborate in its submission to the resident representatives.

88. Information to mobilize resources and to use UNDP assistance as a catalyst. UNDP and its associated funds and programmes such as UNSO and UNCDF continue to provide donors with project information which promotes the mobilization of external resources and/or facilitates the financing of activities which are parallel to or linked with UNDP-funded programmes. Moreover, through its pre-investment project work and related activities by resident representatives on behalf of Governments, UNDP has acquired many years of practical experience in helping Governments of the developing countries to mobilize resources in support of priority public and private investment activities. The results of these effort are, inter alia, contained in the report of the Administrator on investment commitments as a follow up to UNDP-assisted projects.

89. The Administrator has submitted a separate report to the Governing Council (DP/1985/59), in accordance with decision 84/33, on the structure, financing and inter-relationship of all funds under UNDP's administration. The report focuses on the financial arrangements and operational modalities that have enabled UNDP to play an increasingly significant role as a catalyst for co-ordinated programming, in particular through co-financing and parallel financing of projects. The Project Annotated Listings, published by UNDP since 1983, should, in this regard, be viewed as one formal reflection of UNDP's initiative which is supplemented by many other country-level activities and accomplishments to arrange co-financing. These arrangements are flexible so that they can be sensitive and responsive to the interests of both donors and recipients. Consequently, there is an increasing tendency for Governments and UNDP to mobilize resources in a coherent way through these arrangements.

F. UNDP capability

90. As noted in chapter I, paras. 21-23 of this report, adequate capacity of the recipient Government, the donor organizations and lead agencies is a prerequisite for effective co-ordination of development assistance. Staffing needs of the aid agencies at the country level are often most easily identified, but their headquarters technical, managerial and administrative capabilities also merit consideration in order to assure the adequacy of backstopping and support to their respective field representatives.

91. UNDP, with its presence in 115 countries, has an extensive field office network which, as succinctly described in this report, serves multiple functions in aid co-ordination as a facilitator and catalyst, initiator, aid partner, advisor, and donor with accountability for programme and administrative resources put at its disposal. The degree and manner of current and prospective involvement in co-ordination activities depends in each country on specific local circumstances, particularly the requests and needs of the recipient and donors. In general, though, at the country level, UNDP has usually attained a position of trust and confidence; moreover, the resident representative usually has access to key units of the recipient Government as well as close working relations with all principal aid agencies. UNDP activity in the field has also been responsible for considerable achievements in co-ordinated aid and is looked to for further innovations and improvements. Therefore, resort to the UNDP field office and resident co-ordinator in matters pertaining to the co-ordination of technical co-operation is an obvious choice of the aid partners seeking further improvements.

92. With regard to UNDP's capacity to respond effectively, three factors need to be drawn to the Council's attention. First, the average number of core professional staff serving in each field office is four, including the post of resident co-ordinator. Second, regardless of the size of the UNDP resources made available to a developing country, UNDP and the resident co-ordinator have a large core of responsibilities as well as opportunities to play an effective and catalytic role. In fact, in some countries with relatively small IPFs, resident co-ordinators and UNDP play their most significant roles. Third, while the Administration of UNDP's core resources demands a crucially important effort, a proportionately larger and larger share of UNDP's and the resident co-ordinators' work is devoted to other responsibilities arising from the decisions of the General Assembly and the Governing Council.

93. At this decisive stage, therefore, when the international community is moving toward agreement on proposals for action to meet their needs for improved aid co-ordination, and potentially to place even more responsibility on UNDP and the resident co-ordinator, it is important to raise the question of whether UNDP might be rapidly reaching a stage when the capacity of its field offices may be stretched to the limit of acceptable effectiveness. In addition, a similar issue should be posed as to whether the ability of headquarters units is becoming excessively strained to provide flexible centrally based, top-quality support to the field.

94. The Administrator's proposals with respect to field offices are contained in the 1986-1987 budget estimates, document DP/1985/51 and, with respect to Africa, in document DP/1985/16. In addition, UNDP has taken certain steps to redeploy and upgrade the capabilities of staff, in part to help address the growing opportunities to improve the co-ordination and effectiveness of technical co-operation. The Governing Council may wish to review these proposals in conjunction with this report, and to consider the cost-effectiveness of strengthening any capacities which may be judged inadequate.

III. SUMMARY AND RECOMMENDATIONS

95. The international discussion on aid co-ordination has been revitalized and has led to a remarkable, unequivocal convergence of appeals for greater and more effective co-ordination of development assistance. At present, approximately \$10 billion is spent annually on technical assistance, and there is widespread concern about its effectiveness. Action-oriented decisions of intent have been taken which have far-reaching implications.

96. Traditional experiences and achievements as well as recent innovations and flexibility involving UNDP, resident co-ordinators and others have provided a set of lessons and precedents of rich practical value in guiding a course of action that could yield decisive, cost-effective improvements in the co-ordination and effectiveness of technical co-operation. Potential beneficiaries of more co-ordinated technical co-operation are both the recipient developing countries and the donor community and aid agencies: all partners seek the means to enhance the impact of available human and financial resources in achieving rehabilitation, stabilization and development.

97. At such an opportune moment, the challenge before the international community is how to fulfill better the various conditions described in chapter I of this report, which constitute prerequisites for the improvement of co-ordinated technical co-operation. In the light of these criteria for successful aid co-ordination, and the description and appraisal of action taken, contained in chapter II of this report, nine recommendations are submitted for the Governing Council's consideration.

Recommendations

98. Acceptance and implementation of recommendations 1, 2 and 9 would contribute significantly to the achievement of many essential prerequisites for more effective co-ordination of technical co-operation. However, given present circumstances and opportunities, such decisions and their follow-up would not be sufficient nor take advantage of recent lessons and present opportunities to render more effective assistance to developing countries and to achieve more effectively co-ordinated technical co-operation. Therefore, recommendations 3-8 propose the application of several important systemic and policy innovations and addresses other issues, many of which have been raised in the past.

Recommendation 1: enhanced commitment

99. It is necessary that all parties engaged in technical co-ordination, commit themselves to the achievement of greater aid co-ordination; that they demonstrate their collective and individual resolve through disciplined action to exploit positively all appropriate available opportunities for more co-ordinated technical co-operation; and that they make every effort to attain the highest quality performance with respect to the achievement of more effective and more co-ordinated technical co-operation in full accordance with the priorities, objectives and plans of the respective developing countries.

Recommendation 2: central role of UNDP and the resident co-ordinator in co-ordinating technical co-operation

100. The Governing Council is invited to affirm the central role and responsibilities of the resident co-ordinator and UNDP not only with regard to technical co-operation, but also to their primary leadership to assist developing countries, when so requested, in the more effective co-ordination of their technical co-operation. Were the Governing Council to support this recommendation, it would also be desirable for the Council to urge other parties in the international aid community - the recipients and donors and the multilateral and bilateral aid organizations - to co-operate with and support the effective functioning of such arrangements.

Recommendation 3: establish national plans for priority technical co-operation

101. Developing countries should be encouraged to give high priority to the establishment of coherent national plans for priority technical co-operation based on analyses of the most important institutional and human resources development constraints, and the resultant needs for assistance. Such programmes would provide the analytic and prescriptive framework for the orientation, planning, and implementation for recipient Governments' own actions as well as the actions of their aid partners who finance and execute technical co-operation.

102. Moreover, to achieve internal coherence, these plans and programmes should be strongly linked to national rehabilitation or development priorities and plans, to public investment programmes and, if applicable, to structural adjustment programmes or financial stabilization activities. The analyses and programme proposals for technical co-operation should be broadened, further elaborated, and adjusted to address priority concerns as an integral, dynamic part of development planning. To attain agreement and to secure commitments of support, adequate consultation arrangements should be utilized.

Recommendation 4: assist developing countries to establish technical co-operation programmes

103. In order to help them to establish their plans, strategies and policies for technical co-operation and to conduct the requisite analyses of institutional strengthening and human resources development, developing countries, upon request, should receive the strong support of UNDP and other agencies of the international community. It is suggested that UNDP should

give priority attention to assuring that it could respond capably and effectively to such requests.

Recommendation 5: UNDP leadership in assisting governments to co-ordinate national technical co-operation programmes

104. Support to the developing countries to conduct requisite analyses and to establish their national technical co-operation programme should be fully co-ordinated. It is suggested that the Resident Co-ordinator, functioning under guidance of the Director-General, should normally provide the leadership of such co-ordination for the United Nations system, in accordance with General Assembly resolutions. Furthermore, it is suggested that, with a view toward optimizing coherency and reducing the administrative complications and burdens on recipient governments, the member States of the United Nations which maintain bilateral aid programmes, and the multilateral organizations in which they participate, should together identify and support a focal point to provide leadership. It is suggested that the resident co-ordinator should normally also be designated to play such an integral leadership role. In this context, the World Bank and DAC members' current positions, referred to previously, are particularly relevant.

Recommendation 6: strengthened framework and co-ordination of UNDP-financed and other technical co-operation

105. The acceptance and implementation of recommendations 3, 4 and 5 would provide a different and improved framework, in practice, for the programming of UNDP's resources and all other technical co-operation, as well as for the content and coherence of these programmes. In that context, the Governing Council is invited to reaffirm that technical co-operation financed from UNDP's core and associated funds should be programmed within the framework of Governments' priorities and national programmes for technical co-operation, taking fully into account Governments' strategies and plans for longer-term institutional strengthening and human resources development and all other technical co-operation. Such an approach would facilitate the enhanced relevance, quality and impact of (a) the country programme of UNDP-financed technical assistance, (b) the assistance financed by the associated funds, and (c) the country programming and continuous programming processes. Similarly, it is urged that all technical co-operation financed by other donors be programmed in accordance with the same authoritative national programme of priority technical co-operation needs, a position spelled out in the DAC Checklist.

Recommendation 7: effectively functioning consultation arrangements for the co-ordination of technical co-operation.

106. To achieve co-ordination of technical co-operation within the framework of government priorities and programmes for investment and human resources, it is urged that a consultation arrangement, adapted to needs, be established or strengthened so that it is functioning effectively in all countries to meet the needs of the recipient Government and its aid partners. An ongoing process at the country level should be in place to work toward achieving consensus about priorities and strategies, and coherence in programme design

and implementation. Whatever the consultation arrangement, the round-table process, consultative group meetings or some other mechanism, all relevant parties are urged to devote the necessary attention to technical assistance issues. DAC members' support for this position, cited in para is relevant.

Recommendation 8: consistent support for these proposals in other forums

107. If the Governing Council should decide to endorse the type of systemic and policy recommendations presented to it in recommendations 2-7 above, it would also be desirable for the Council's members and observers to advocate consistent positions internally as well as in other suitable international forums.

Recommendation 9: endorsement and support to UNDP for other measures to improve the co-ordination of technical co-operation

108. While the previous recommendations focus mainly on establishing an adequate framework for determining the substance and for strengthening the processes that will facilitate the improved co-ordination of technical co-operation, the Council's endorsement would be welcomed with respect to UNDP's other ongoing initiatives and innovations, as well as the activities which UNDP and resident co-ordinators regularly pursue to promote effective co-ordination, as described in chapter II and the annex to this report. Moreover, the Governing Council may wish to call upon all parties in the international community, including recipients, donors and the other aid agencies, to support constructive efforts by UNDP and resident co-ordinators which will foster the co-ordination of technical co-operation.

Conclusion

109. It is hoped that these recommendations and proposals for action, as well as other issues raised in this report, will promote a fruitful discussion at the high-level segment of the Governing Council's session, contribute toward enabling the Council to seize the present opportunities to improve the co-ordination of technical co-operation, and enable UNDP to become a more effective instrument of the international community in the service of development.

Notes

- 1/ See DP/1985/5, pages 7-10.
- 2/ See A/C.2/39/SR.51, paras. 21, 22, 60 and 61; A/C.2/39/SR.52, paras. 4, 5, 221, 29, 49, 54, 56, 72, 73, 81, 90 and 106; and A/C.2/39/SR.53, paras. 26, 31, 68, 79, 86 and 109.
- 3/ A/39/417.
- 4/ A meeting was held at Cotonou, Benin, 22-24 October 1984, under the chairmanship of the Honorable Minister of Planning of the Government of Benin in order to consider the draft report prepared by UNDP's Regional Bureau for Africa entitled "Evaluation of the round-table experience in Sub-Saharan Africa".
- 5/ OECD, Press Release, Press/A(83)61, Paris, 29 November 1983. See also OECD, Development Co-operation, 1984 Review, Paris, 1984, Annex I.
- 6/ OECD, Press Release, Press/A(84)67, Paris, 4 December 1984, page 2.
- 7/ A/39/417, para. 44.
- 8/ OECD, DAC' "Improving Aid Co-ordination - A DAC Review," DAC(84)24 (1st Revision), 9 November 1984, para. 5.
- 9/ DP/1985/4/Add.1, annex II, para. 3.
- 10/ See World Bank, Toward Sustained Development: A Joint Programme of Action for Sub-Saharan Africa. Report N. 5228, August 1984, pp. 5 and 58.
- 11/ OECD, DAC, op.cit., para. 8
- 12/ DP/1985/4/Add.1, annex II, para. 2.
- 13/ "Evaluation of the Round Table Experience in Sub-Saharan Africa", produced by the UNDP's Regional Bureau for Africa preliminary version, 25 September 1984, and final report, April 1985. Also, "Review and Assessment of the SNPA Round Table Meeting Process for the Asia and Pacific Least Developed Countries" produced by the UNDP's Regional Bureau for Asia and the Pacific, September 1984.
- 14/ See A/39/417, section A, pages 23-26, particularly para. 66.
- 15/ UNDP Policies and Procedures Manual, the Country Programme, Chapter 3210, sections 3211 and 3212; see particularly 3211/2.0/2.
- 16/ See General Assembly resolutions 37/226, para. 22, and 38/171, para. 22.

17/ DP/1984/27, para 44.

18/ See "Arrangements for the Exercise of the Function of Resident Co-ordinator", Annex to the report of the ACC Meeting, mid-1979, para 8.

19/ See A/C. 2/39/SR. 51, para. 32.

20/ SG/SM/3639, ND/202, 17 December 1984, p. 4.

21/ DP/1985/4/Add.1, annex II, para. 10.

22/ See footnote 13 above.



Annex

Technical Co-operation Assessment Mission
Trial Joint venture in Somalia

Introduction

1. Directly related to improving the effectiveness of technical co-operation and to strengthening aid co-ordination, UNDP and the World Bank joined together in late 1984 with the Government of Somalia in conducting an assessment of technical co-operation, and in assisting the Government to identify policies and priorities for its technical co-operation programmes. The main objectives of this exercise were, inter alia, to consider the following:

(a) The effectiveness and achievements of technical co-operation in relation to the country's needs, its progress towards self-reliance, and the Government's expressed priorities and plans;

(b) Government and donor constraints in the effective utilization, absorption, and sustainability of the results of technical co-operation;

(c) The relationship of technical co-operation to the Government's public investment programme and projects;

(d) The impact of the civil service and its procedures on the effectiveness of technical co-operation;

(e) The institution-building functions of technical assistance;

(f) The availability and present utilization of national personnel and strategies to foster their development; and

(g) Possible problems arising from differing donor modalities as concerns technical co-operation.

2. This exercise has utilized UNDP's experience in analysing and identifying technical co-operation activities and its related country-specific knowledge, as well as the macro-economic analytical capacity of the Bank and its particular experience in investment programming. In conducting the exercise, the experience and knowledge of the bilateral and multilateral development agencies assisting the country have been drawn upon extensively.

Summary outcome

3. The report of the technical co-operation assessment mission is currently under review with officials of the Somali Government. The final report will cover a general statistical analysis of technical co-operation activities in Somalia, with more in-depth examination of technical co-operation in the

agricultural sector. Proposals for better management of the activities of the multiplicity of donors at the country level will also be covered in the report. It is expected that the mission's recommendations, when finalized, will aim to:

(a) Improve the institutional basis of technical co-operation activities through, inter alia, sharper focus on institutional development rather than through projects, through planning of technical co-operation in a longer-term time frame, and through implementation of civil service reforms with concerted support of the donor community; and

(b) Improve the co-ordination of technical co-operation with respect to both donors and the Government through, inter alia, more effective local co-ordination efforts, and through strengthening of the country's planning processes and its capacity to manage foreign aid.

Follow up

4. The technical co-operation assessment mission is considered to be the beginning of a process and some of the follow-up actions are already under way. UNDP is organizing a programming mission to assess, in the areas of agriculture, livestock and fisheries, total needs in foreign technical support. This is a companion exercise closely linked with a major World Bank sector review of the same subject. For its part, the Bank is proposing to finance a technical co-operation package for pre-investment studies and for assistance in the management and planning of aid in close collaboration with UNDP.

5. Discussions are taking place between the Bank, UNDP and other countries interested in having such technical co-operation assessments during 1985 and beyond.

- - - - -