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PROGRAMME IMPLEMENTATION

ANNUAL REVIEW OF THEMATIC PROGRAMMES ESTABLISHED BY THE COUNCIL

Addendum

CO-ORDINATION OF TECHNICAL ASSISTANCE

Summary

This paper is submitted in accordance with Governing Council decision 85/3. An analysis of the ways in which technical assistance is currently being co-ordinated indicates that because 85 per cent of Official Development Assistance (ODA) originates from bilateral sources, the problems cannot be solved by the United Nations system alone, even if it worked and collaborated perfectly. The solution is to assist Governments to strengthen their capabilities to co-ordinate external assistance more effectively. There is also a need for more discipline both on the part of the United Nations system and of donor countries to respect the stated priorities of Governments. Other conclusions show that: (a) the national technical co-operation assessments and programmes (NATCAP) scheme should be considered as an effective means of establishing priorities in technical co-operation and thereby assisting in aid co-ordination; (b) as aid co-ordination requires a flow of information on both the levels and nature of aid, in addition to a coherent general and sectoral planning framework, the UNDP yearly Development Co-operation Report may be utilized for providing the necessary data; (c) the Joint Consultative Group on Policy (JCGP) represents a significant mechanism for more complementary and effective joint programming; and (d) donors should adopt a more consistent approach in terms of trust funding and co-financing when advocating an expanded role for UNDP as the central funding agency.
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I. INTRODUCTION

1. The purpose of this report, which is submitted in accordance with Governing Council decision 85/3, is to examine the progress that has been made in the co-ordination of technical assistance since 1985. At the outset, it should be emphasized that the developing countries themselves are responsible for determining their own policies and priorities and thus the central responsibility for aid co-ordination lies with each recipient Government. Moreover, as multilateral ODA in 1985 was a mere 15 per cent of the total ODA provided to developing countries, the problems of aid co-ordination cannot be solved by the United Nations system alone. The fullest collaboration among the various members of the United Nations system, bilateral donors and recipient Governments must be obtained if aid is to be made more effective, if the priorities of Governments are to be respected, and if there is to be no duplication and waste of effort and resources.

2. The number of development aid agencies in developing countries has expanded substantially in recent years and their activities have strained the administrative capacity of the Governments of many recipient countries. Indeed, there is considerable evidence that the failure to co-ordinate aid flows effectively has led to a proliferation of competing projects. This in turn has adversely affected the capabilities of developing countries to implement and monitor not only those projects funded from external resources, but also those that are funded by the developing countries themselves. The net result is, not infrequently, the undermining of the entire developmental effort.

3. As a follow-up to this progress report and in accordance with Governing Council decision 86/15, an assessment of aid co-ordination arrangements at the field level will be presented to the Governing Council at its thirty-fifth session in June 1988. This assessment will be based on field visits to a number of selected countries in each geographical region and, in line with the wishes of the Director-General for Development and International Economic Co-operation, will be undertaken in conjunction with similar studies of existing aid co-ordination practices which he has been requested to make in a few selected donor and recipient countries, with the agreement and co-operation of the Governments concerned, with a view to ensuring consistency and coherence in their policy and positions. The Consultative Committee on Substantive Questions (Operational Activities) (CCSQ) (OPS) will also participate in this exercise.

4. The findings of a CCSQ (OPS) mission to Sri Lanka, Indonesia, Thailand and Nepal to identify and analyse the most significant arrangements and practices for sectoral and inter-sectoral co-ordination currently in use by the United Nations system will be taken into account in the compilation of the final report to the Governing Council and to the Economic and Social Council.
II. UNDP: CO-OPERATION

A. Country level

1. The UNDP country programme

5. In 1970, the Consensus stressed the central role of UNDP as a financing agency for technical assistance and stated that the principal mechanism for co-ordination should be the country programme. Since then, many United Nations resolutions and decisions have reaffirmed the potential of the UNDP country programme for co-ordinating technical co-operation. Indeed, the UNDP Governing Council at its June 1986 session stated that, in decision 86/17, "Governments and the specialized agencies should consider using the country programme of the United Nations Development Programme as a mechanism appropriate for promoting a more coherent and co-ordinated approach to technical co-operation activities by the United Nations development system".

6. In order to attain this laudable goal, it would be necessary for there to be joint programming exercises. In addition, one comprehensive programme for all the funds available to a particular country from the United Nations system as a whole should be prepared. Neither of these is being done. And although there are indications that some progress has been made in many of the country programmes approved or submitted for the fourth programming cycle, there is still a long way to go before the country programme really becomes a frame of reference for all sources of United Nations system technical assistance.

7. The Administrator has issued instructions that all the separate funds under his charge should be jointly programmed. He also proposes to hold discussions with the specialized agencies and the Governments of certain countries with a view to ensuring that at least in selected countries, the UNDP country programme be used as a frame of reference for United Nations system programming. If these experiments prove successful, he would hope that they may be extended to other recipient countries.

2. National technical co-operation assessments and programmes

8. Even though there are overall development plans in most developing countries, in very few are there programmes which take into account their technical assistance needs. NATCAPs are meant to fill this gap and are intended to provide Governments and their aid partners with a practical, analytic and prescriptive framework for the orientation, planning, co-ordination and implementation of a cohesive and effective national programme of technical co-operation.

9. Between December 1985 and August 1986, various phases of the NATCAP exercise were conducted in seven countries: Zambia, Burundi, Central African Republic, Guinea, Guinea-Bissau, Ivory Coast and Swaziland. Preliminary missions to plan NATCAPs are to be mounted soon in Ghana, Sierra Leone and Mauritania. Each phase of the NATCAP process is intended to end with the determination of priority needs and a strategy which adumbrates the action necessary to implement a technical
assistance programme, irrespective of the source of funds. NATCAPs also encourage donors to act more coherently in matters of technical co-operation. In every case, the broad conclusions of the NATCAP exercise are submitted to round table and consultative group meetings.

10. Although it is too early to determine the exact impact of the NATCAP mechanism on co-ordination, the indications so far are positive. The NATCAP scheme could therefore be considered as a potentially effective means of widening the coverage of the country programmes, particularly in the least developed countries (LDCs), establishing priorities for technical co-operation, and providing a mechanism for more effective aid co-ordination.

3. Round tables

11. The new, improved format for round tables was described in detail in document DP/1986/17, Implementation of the Substantial New Programme of Action for the 1980s for the Least Developed Countries, submitted to the Council at its thirty-third session in June 1986. In the new format, the round-table process is viewed as a recurrent cycle, a continuing process of consultation, information and negotiation with the donor community. It focuses on two groups of closely related events: the round-table conference and its related activities on the one hand, and the sectoral and special programme consultations on the other.

12. The changes in the new format include emphasis on policy reforms, a more selective approach in the choice of countries and participants, improved analysis and in-country follow-up, better preparation and organization of the round-table meetings with UNDP chairmanship, and closer collaboration with the World Bank. An agreement on guiding principles between UNDP and the World Bank which ensures close co-operation in preparing for round-table meetings was adopted in February 1986. Two round-table conferences, for Togo and Mali, were organized in 1985 during the transition to the new format and incorporated many of the improved features. UNDP has implemented the improved process in three African countries (Chad, Sao Tome and Principe and Cape Verde) and four Asian countries (Bhutan, Laos, Maldives and Western Samoa). Five round-table conferences were being prepared at the end of 1986 for Niger, Burkina Faso, Sierra Leone, Central African Republic and Equatorial Guinea.

13. The Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) has commended the role of UNDP in assisting in the preparation of round-table meetings, in making the necessary administrative and organizational arrangements, and in taking part in local aid co-ordination and monitoring. In order to ensure that the round-table meetings are of the highest quality, UNDP has recently recruited a number of economists who have been assigned on a two-year experimental basis to selected field offices in African LDCs and at headquarters to strengthen the organization's capacity in aid co-ordination, in technical and sectoral assessments, in monitoring and in the follow-up tasks concomitant with round tables. In addition to strengthening the aid co-ordination process, the field economists will be expected to address critical development issues in economic planning in their countries of coverage, to undertake...
macro-economic, structural and policy analyses, to make human resources assessments, and to advise on technical co-operation needs and priorities. They will also take part in NATCAPs and round tables.

4. Development co-operation report

14. To be effective, aid co-ordination requires both a flow of information which provides the levels and nature of aid, and a coherent general and sectoral planning framework. Perhaps the most widespread effort in UNDP at collecting and disseminating information on development assistance is its annual country Development Co-operation Report, the main purpose of which is to provide information on externally funded technical assistance projects and other activities from all sources. Moreover, it has been recently decided that in addition to providing information on the assistance given in past years, the report should also contain information on pipeline projects. Many bilateral aid donors have acknowledged the potential role of the report as an important means of improving the effectiveness of aid co-ordination at the field level. Indeed, DAC members have strongly endorsed UNDP efforts in this area and have agreed that their field representatives should provide timely information. In addition, the DAC countries have recently issued a set of guiding principles for aid co-ordination with developing countries which states, inter alia, that "full and frank exchanges of pertinent information on ongoing and planned activities among donors, and between donors and recipients, are essential to the successful co-ordination and effective use of aid".

15. Quite appropriately, Economic and Social Council resolution 1986/74 has emphasized "the importance for recipient countries to receive full information from all donors on their assistance efforts within the framework of operational activities for development, including information on the cost, nature and objectives of each project, concessionality and tying status". Furthermore, the same resolution "requests the resident co-ordinators to assist Governments of recipient countries, upon request, in managing information from all donors in their assistance efforts and in ensuring co-ordination and improved effectiveness of such assistance". To date, however, only half a dozen of the development co-operation reports are either government publications or joint UNDP/government efforts. If the reports are to become an integral part of the co-ordination of development assistance and an effective planning tool, then clearly the goal is for recipient Governments to play a more active role in preparing them and then in using them in the planning and co-ordination of external aid.

16. Although most recipient countries have national development plans, these do not always provide a specific framework for external aid co-ordination and do not always establish technical assistance priorities. Accordingly, UNDP continues to attach great importance to increasing the capacity of developing countries to absorb, manage and co-ordinate aid, as well as to utilize domestic resources. Many countries acknowledge the need for aid co-ordination and have sought assistance to strengthen their institutional capacity for planning, financing and administering co-ordinated development programmes. The sometimes sensitive nature of planning and policy analysis and the perceived neutrality of UNDP have led to the growing...
involvement of UNDP in the preparation of such programmes and plans. Thus, an expanding number of UNDP-financed operations are specifically directed to providing this sort of support both to central planning units of Governments and to sectoral ministries, particularly in Africa. The proportion of UNDP resources devoted to planning projects is rising steadily and now constitutes more than 15 per cent of its total expenditure.

B. Regional level

Meeting of aid co-ordinators

17. Intercountry programming is an exercise in the allocation of resources to meet regional priority needs. Traditionally, UNDP had relied on the specialized agencies of the United Nations system to identify regional and subregional needs. However, while these agencies will continue to play a major role in the preparation of regional programmes, it has become clear that recipient Governments themselves should be much more actively and directly involved in expressing their own collective needs and priorities.

18. It was with this in mind that the first meeting of aid co-ordinators (MAC I) was held in 1981 in the Asia and Pacific region to identify priority projects for the third cycle intercountry programme. This was followed by a mid-term review in 1984 (MAC II) to assess ongoing regional projects and to identify priority proposals for utilizing uncommitted resources. A third meeting of aid co-ordinators (MAC III) was held in October 1986 in Bangkok. This brought together the national managers of development assistance, the resident representatives, United Nations agency officials and donor representatives. These meetings have thus now become an established practice in the Asia and Pacific region and have served as a very useful means of encouraging a more direct role for recipient Governments in the process of priority determination for the fourth cycle intercountry programme. Similar meetings have been or will be held in the other regions.

19. In the Latin America and Caribbean region, the Caribbean Group for Co-operation in Economic Development (CGCED) is one of the main channels for promoting economic co-operation and development in Caribbean countries and as such plays a key role in aid co-ordination. UNDP, together with the World Bank, the International Monetary Fund (IMF), the Inter-American Development Bank (IDB) and the Caribbean Development Bank, is one of the sponsoring institutions for CGCED, originally formed in 1978 to mobilize more effective financial and technical assistance, to improve aid co-ordination and to foster regional co-operation among some 20 countries of the Caribbean. CGCED facilitated a doubling of the flow of assistance from an average of about $600 million in 1978 to $1.2 billion in 1985. Bilateral donors, multilateral agencies and recipient countries participate in the deliberations of the Group, which focuses on development problems on an individual country basis as well as in a regional and subregional context.

20. UNDP has been assigned special responsibilities for the co-ordination of the regional technical co-operation programmes of the Group in energy, private sector...
development, agriculture, transportation, and tourism development, many of which are built around UNDP projects. Recently, UNDP has also been requested to assume responsibility for the preparation of an information system on aid flows which will serve as the basis for improving co-ordination, avoiding duplication of effort and thus ensuring the optimal use of resources mobilized by the Group. Late in 1986, UNDP began the preparation of a compendium of aid flows (both capital and technical assistance), initially for member countries of the Organization of East Caribbean States (OECS). The feasibility of extending the compendium to other non-OECS countries of the Caribbean Group as well as to countries in other regions will also be determined.

C. Headquarters level

1. Joint Consultative Group on Policy

21. JCGP, which was established in 1984, represents a potentially significant breakthrough for more complementary and effective programming among the four main funding organizations for operational activities of the United Nations: UNDP; the United Nations Fund for Population Activities (UNFPA); the World Food Programme (WFP); and the United Nations Children's Fund (UNICEF), the first three organizations being represented in recipient countries by the UNDP resident representative. The aggregate expenditures of UNDP, UNICEF, UNFPA and WFP amounted to $1,835 million in 1985, or about 72 per cent of total grant operations of the United Nations system.

22. On two occasions, in December 1984 and March 1985, UNDP sought the views of resident representatives as to how the original agreement worked in practice at the field level. The replies showed a gradually improving situation, with regular, formal meetings now taking place on a weekly to monthly basis in at least 20 per cent of the countries and a more co-ordinated approach to programming. However, resident representatives stressed the difficulty of joint programming among funds with different programming periods, criteria and procedures. Since some of the more positive reactions come from LDCs, JCGP has decided to select four countries in Africa for a concerted effort at producing tangible results: Angola, Mali, the United Republic of Tanzania and Zambia. At headquarters level, JCGP met in April 1986 and examined a number of proposals for follow-up, and decided that there should be greater collaborative action, specifically in the area of women and development. In this regard, in December 1986, at the request of the Director-General for Development and International Economic Co-operation, JCGP held an inter-organizational top management seminar on women and development in New York. This international seminar brought together experts from various disciplines, from developing and developed countries, to examine key conceptual and operational issues related to women and development and to define specific implementation strategies for the four organizations so that women and development concerns might become an integral and routine element in the formulation and implementation of programmes. It has also been decided to establish a permanent mechanism or organizational framework at headquarters to facilitate joint action by the JCGP group.
2. Relations with the World Bank

23. As a result of consultations during the past years between the Administrator of UNDP and the President of the World Bank, and their senior colleagues, a framework for increased co-operation has been established. Agreement has been reached for UNDP to make fuller use of the analytic capabilities of the Bank and its economic reports, particularly in conjunction with the round-table process. The World Bank, in its turn, is increasingly relying on UNDP analyses in respect of the technical co-operation requirements for its consultative group meetings. Closer programme collaboration at the country level between UNDP and the World Bank is also manifested in all regions.

24. In Africa, the round-table process has been selected by 21 countries, while 23 countries have opted for the consultative group. The guiding principles reached between UNDP and the World Bank for aid co-ordination in sub-Saharan Africa cover: (a) criteria for the identification of countries for special UNDP/World Bank co-operation; (b) responsibility for the consultative mechanism, assuring a rational division of the leadership role; (c) the role of both UNDP and the World Bank in round-table and consultative group meetings; (d) the timing of consultative group and round-table meetings; (e) participation in the consultative groups and round tables; (f) follow-up mechanisms; and (g) information on aid.

25. In March 1986, IMF established the Structural Adjustment Facility (SAF) to extend concessional resources to low-income countries that are prepared to undertake adjustment programmes. Countries that request SAF loans prepare a Policy Framework Paper (PFP), which provides a framework of macro-economic and structural policy objectives and priorities over a three-year period, the policy measures that will be employed to achieve these targets, and estimates of financing requirements associated with the three-year adjustment programme. Countries prepare PFPs with the joint assistance of staff from the Fund and the World Bank. The Fund intends that the PFPs should complement the existing round-table and consultative group process. PFPs could be a useful mechanism to fill the sometimes lengthy intervals between round-table or consultative group meetings.

26. As noted in paragraph 31 of the 1986 report of the Director-General for Development and Economic Co-operation to the Economic and Social Council and the General Assembly (A/41/350-E/1986/108), "another important development is the gradual blurring of the technical and capital assistance functions in the overall development effort of the United Nations system. The World Bank now includes, at the borrower's request, technical assistance components in many of its lending operations, in part to maintain their effectiveness and in part to strengthen the institutional capacities of the host country. Such technical assistance has been increasing in the last few years and now amounts to $1,500 million per annum, an amount in excess of non-reimbursable UNDP and agency technical co-operation". The UNDP Office for Projects Execution is one source of management services to Bank borrowers who require assistance in order to implement the technical assistance elements of loan agreements. Conversely, the Bank executes approximately 6.4 per cent of UNDP-funded projects.
III. UNITED NATIONS SYSTEM: CO-ORDINATION

A. Country level

1. United Nations resident co-ordinators

27. The importance of co-ordination and coherent action among the various organizations of the United Nations was clearly confirmed in 1970 by General Assembly resolution 2688 (XXV). However, although the country programme was expected to serve as the programming vehicle for the entire United Nations system in terms of technical co-operation, it became increasingly devoted almost exclusively to UNDP-financed projects.

28. In order to enhance the unified structure of the United Nations system, in 1977 the General Assembly adopted resolution 32/197, calling for the restructuring of the system, stating that "there should be improved coherence of action and effective integration of the various sectoral inputs from the United Nations system", at the global and at the field levels. With respect to the field level, the resolution urged that the UNDP country programming process be utilized as a frame of reference for the operational activities carried out and financed by other United Nations organizations from their own resources. Moreover, the resolution accorded the resident co-ordinator overall responsibility for the co-ordination of all United Nations activities for development at the country level. In exercising this function, the resident co-ordinator was required to report directly to the Director-General for Development and International Economic Co-operation.

29. Two years after the restructuring resolution, the General Assembly, in further elaboration of the functions and responsibilities of the resident co-ordinator, decided in resolution 34/213 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.

30. Experience over the last 10 years has shown that effectiveness in the co-ordination of United Nations technical assistance by resident co-ordinators at the country level depends on their personalities and powers of persuasion. In the words of the 1986 report of the Joint Inspection Unit on the structure and co-ordination of the field representation of the United Nations system: "as it is, the resident co-ordinator is expected to build on a consensus which does not yet exist".

31. Because the different mandates of the various organs of the United Nations system do not appear to be conducive to joint programming, the Director-General and the Economic and Social Council have called for measures that are aimed at attaining greater coherence and complementarity and improving the impact of external development support. Indeed, Economic and Social Council resolution 1986/74 invited once again "the governing bodies of the organizations of the United Nations system to reaffirm their full support for improved coherence of action by the system at the country level and for the role of the resident co-ordinator". Any significant improvements, therefore, in the co-ordination of the programmes of
United Nations organizations and agencies, and eventually their integration if so desired, will require major changes in attitudes, mandates and structures.

32. Since 1984, resident co-ordinators have been submitting annual reports to the Director-General with copies to all participating and executing agencies. An examination of the 1986 reports indicates very clearly that there is a direct linkage between the effectiveness of the co-ordination machinery of recipient Governments and the extent of co-ordination among the local network of United Nations representatives. In fact, the stronger the co-ordination abilities of the Government, the more effective the collaboration among United Nations agencies. As stated in the annual report of one resident co-ordinator, however, if joint programming should still remain an objective to be pursued, co-ordination at the country level must be underwritten by a clear position on the part of the various United Nations headquarters in the form of common guidelines for their various country offices towards not only the sharing of information but also close collaboration at the programming and project preparation stages.

33. Another report also suggested that resident co-ordinators have probably reached their limit in terms of their capacity to improve the co-ordination process in the prevailing conditions of increasing diversity of procedures, constraints of staff, limited financial means, the absence of de jure clear-cut lines of authority, etc. Indeed, the average resident co-ordinator now spends fully one third of his time on co-ordinating the activities of both the United Nations system and bilateral and non-governmental agencies. It was strongly recommended by many that the existing general policy statements be translated into specific guidelines and instructions, starting with the mandatory exchange of information. Moreover, the report of the Group of high-level intergovernmental experts to review the efficiency of the administrative and financial functioning of the United Nations (contained in the Official Records of the General Assembly, Forty-first Session, Supplement No. 49 (A/41/49)) noted in recommendation 12 that "the cost effectiveness and efficiency of the field representation of the various programmes should be reviewed by the relevant governing bodies, with a view to merging field offices of the United Nations whenever feasible, thereby achieving better co-ordination and reducing some of the administrative costs".

B. Sectoral level

34. The co-ordination of technical assistance also takes place at the sectoral or multi-sectoral level, especially in interregional or global programmes supported by UNDP, other United Nations organizations and bilateral donors. For example, in the field of water and sanitation, UNDP chairs the International Drinking Water Supply and Sanitation Decade (IDWSSD) Inter-Agency Steering Committee for Co-operative Action, which seeks to strengthen the role of the United Nations system in assisting Governments to achieve their water supply and sanitation targets. Through the work of this Committee, the World Health Organization (WHO), UNICEF, the World Bank and UNDP have sought, with support from bilateral donors, to ensure the utilization of new low-cost technologies and the full participation by recipients in project management. At the country level, UNDP resident representatives serve as focal points for Decade activities.
35. Similarly, in the areas of tropical diseases and diarrhoeal diseases, UNDP, the World Bank and WHO jointly sponsor programmes of collaborative research and the application of research results at the country level under the overall management of inter-governmental bodies which consist of recipient countries, donor countries, international organizations and private foundations. The Diarrhoeal Diseases Control Programme, for example, provides support to 104 national diarrhoeal disease control programmes, and the joint UNDP/World Bank/WHO Special Programme on Research in Tropical Diseases co-ordinates research activities for six tropical diseases through over 700 training and institution grants annually.

36. In agricultural research, the Consultative Group on International Agricultural Research (CGIAR), co-sponsored by the World Bank, the Food and Agriculture Organization of the United Nations (FAO), and UNDP, and consisting of a number of donor and recipient countries, co-ordinates the work and strategy of 13 scientific centres of excellence with mandates to increase the production and dissemination of basic food crops. In all of the foregoing activities, co-ordination is strengthened by contributions from a variety of donor sources which thereby associate themselves with common policies and objectives.

C. Headquarters level

37. While a great deal of co-operation does indeed continue to take place in the day-to-day work of the United Nations system through ad hoc arrangements, personal contacts and correspondence, an over-emphasis on co-ordination may well result in making it an end in itself, particularly if it continues to be a constant subject of protracted debates unmatched by any commensurate improvement in practice. A review of inter-secretariat co-ordination in substantive areas has shown that, in any case, only a limited proportion of co-ordination activities of the system is carried out through the formal channels of the Administrative Committee on Co-ordination (ACC) machinery. Nevertheless, there has been recently renewed determination to make CCSQ (OPS) respond more effectively to operational problems and their resolution. This will be further enhanced by the resumption in March 1987 of UNDP agency review meetings which will be used to deal with major operational difficulties and will take place on an agency-by-agency basis. In addition to UNDP yearly missions to the agencies to discuss common problems, the agencies are now also invited to participate in the sessions of the Working Group of the Committee of the Whole of the Governing Council, in which operational problems are reviewed.

IV. RECIPIENT GOVERNMENTS

A. Responsibility

38. The developing countries have repeatedly reasserted their responsibility for the co-ordination of development co-operation. It is fully accepted that they must themselves prepare and implement plans, manage their own economic, human and financial resources, and administer the development assistance which they receive. However, while a number of developing countries have achieved a high level of
sophistication and capability in effectively co-ordinating development assistance, some still require considerable external support in many aspects of planning, management, evaluation, and co-ordination of aid. The 1985 Nordic Study, "UNDP in Action", observed that in many cases it must be recognized that the governmental co-ordinating unit is desperately understaffed and cannot possibly co-ordinate effectively. In particular, many LDCs are unable to provide the resources required to establish an efficient, well-trained bureaucracy for aid planning and co-ordination, especially when the number of donors and the diversity of their procedures and requirements are taken into account. In many cases, there is a lack of equipment required for the collection of essential data and there are no financial resources for the training of staff to collect, compute and co-ordinate these data.

39. In this connection, the report presented to CCSQ (OPS) at its March 1986 session supported the view that "in the final analysis, externally induced effort at co-ordination may not prove to be more than marginally useful unless it had the full and active support of the recipient Government and also reflected a genuine desire for, and indeed the actual existence of, a minimum degree of co-ordination within the Government itself. Particular cognizance should be taken of the fact that, in urging enhanced aid co-ordination through external means some recipient Governments may be reflecting their own weakness and other constraints embedded within Government itself; such weakness and their consequences can only be very inadequately compensated for by greater co-ordination amongst donors unless this is paralleled by a similar political will on the part of the Government".

40. In its decision 86/15, paragraph 2, the UNDP Governing Council, inter alia, emphasized again that the co-ordination of all technical co-operation activities is the responsibility of recipient Governments themselves and reaffirmed requests to the Administrator for UNDP to assist developing countries to strengthen their national technical co-operation co-ordination mechanisms. A leading multilateral organization estimated that in 1982, some 80,000 resident non-nationals were assigned to technical assistance programmes in the countries of sub-Saharan Africa alone and that the personnel cost was in the region of $4 billion annually. A related technical assistance mission, which had made a special effort to obtain detailed information on the volume of technical assistance in the agricultural sector, found that the ministries of agriculture did not have detailed information on the numbers of expatriate personnel or their particular skills. With few exceptions, no comprehensive lists were kept by Governments of technical assistance personnel employed in the country. Although it is clearly the responsibility of Governments to co-ordinate overall technical assistance, it would seem to be equally in the interests of the donors to make sure that details of aid programmes be made available to all involved.

41. The United Nations Programme of Action for African Economic Recovery and Development 1986-1990 and DAC reports emphasize the importance of utilizing existing aid co-ordination mechanisms such as UNDP round tables and World Bank Consultative Groups. However, they emphasized the need for more effective mechanisms for monitoring the progress of policy reforms and programme implementation as well as the monitorable commitments of donor assistance programmes. These reports also look to UNDP and the World Bank to play leading
roles in helping Governments to formulate their economic programmes, formulate aid co-ordination procedures and monitor performance.

42. As pointed out in an August 1986 World Bank report to its Development Committee, "many African countries have recognized the need for policy reforms in order to stem their continuing economic decline and donor fatigue reflected in decreasing net external flows. As the recovery programmes were launched, the need for more support from the donors became apparent. While the importance of better co-ordination of project activities has been emphasized for some time, these broad programmes of policy reform make the need for more co-ordination all the more urgent".

B. Monitoring

43. In addition to NATCAPs, round tables, consultative groups, sectoral collaboration mechanisms (JCGP), etc., there has recently been a marked expansion of local co-ordination through various forms of joint monitoring committees (JMCs) chaired by the Governments and involving local donor representatives. The majority of participants in consultative group meetings and the prescribed round-table meetings are representatives from the capitals or headquarters of these donors and thus JMCs serve an extremely useful purpose in fostering local co-ordination. The composition and modes of working of the JMCs vary a great deal: some provide only a forum for an exchange of information between donors and the host country, while others handle specific economic and social sectors. The number and scope of JMCs could be expanded on a systematic basis in order to monitor the implementation of government reform programmes and the performance of donor aid commitments.

44. In January 1986, the Central Evaluation Office of the Bureau for Programme Policy and Evaluation at UNDP headquarters conducted a review of UNDP assistance in strengthening government evaluation capacity in selected countries in Africa. Planning, monitoring and evaluation require a wide range of basic project information as well as the results of major surveys: population censuses, soil surveys, national resources inventories, etc. This information has to be both readily available and in an acceptable format. In the absence of project and programme inventories, planning agencies in most African countries lack information on the projects being identified or implemented, which in turn leads to deficiencies in co-ordination between various government organizations and donors. Hence, UNDP is providing assistance in the planning sector to interested Governments to help them establish management information systems based on data collected on a regular basis on all types of projects.
V. DONOR GOVERNMENTS

A. Discipline

45. The funds made available from external sources vary greatly as to their terms, conditions, preferences and priorities for particular sectors. In addition, there are differences among donors in their willingness to provide certain kinds of aid, and in the degree of their involvement in managing the aid delivery process. Several donors maintain full-time field staff in recipient countries to administer aid programmes. Others work mainly through resident diplomatic missions that are augmented in some cases by regional aid offices and in all cases by visiting development specialists.

46. Adding further to the complexity of the aid process is the wide variety of needs for aid: to help finance capital projects in many different sectors involving different planning and executing agencies; to provide technical assistance for strengthening local management, research, training and other institutions; to provide funds for essential imports, such as fuel, other production goods, spare parts and, in some cases, food. An extraordinary organizational effort is required to ensure that this complex process interrelates effectively with the recipient country's own resources and programming process.

47. In the discussions of the May 1986 OECD DAC meeting, members recognized that the best economic policy decisions and programmes to activate production will fail unless accompanied by improved capacities to implement such decisions. About 83 per cent of total contributions for operational activities come from OECD countries, according to the 1986 report of the Director-General to the General Assembly on operational activities for development. DAC members have also indicated that they would be prepared to review and co-ordinate their own technical assistance programmes to support systematically determined national priorities for the improvement of public management and to advocate in the governing bodies of international agencies similar co-operative responses. Subsequently, at its December 1986 High-level Meeting, DAC members agreed that stronger collective efforts by recipient countries, donors and international institutions were required to establish and implement well-designed policies and carefully appraised investment and expenditure programmes. They agreed also that, for the effective use of resources, donors should adhere to such carefully appraised programmes which have been the subject of consultations and consensus in the international aid co-ordination arrangements.

48. Donors, however, cannot encourage recipient countries to undertake adjustment programmes and forward planning without providing adequate monitorable aid inputs. Donors must be prepared to accept the discipline of aid co-ordination and be willing to adopt a comprehensive approach and support medium-term framework for both the government adjustment programmes and for their own programming. According to a recent report of the World Bank, donor countries agree that co-ordination on technical assistance matters at the local level among themselves has so far been very poor and though some are reluctant to divulge details of their operations, they nevertheless assert that co-ordination would help avoid duplication and streamline the overall development effort. It is, therefore, worth noting that
both UNDP Governing Council decision 86/17 and Economic and Social Council resolution 86/74 call on the resident co-ordinator to play a broader co-ordinating role. However, for resolutions to be transformed into actual practice a greater commitment must be displayed by all concerned.

B. Co-financing and trust funds

49. As expressed in the May 1986 issue of the UNDP document "Donor Prolifes", co-ordination and co-financing have increasingly gained centre stage in discussions on the UNDP role at the country level, including its relations with bilateral aid programmes. This comes amidst a growing recognition that the UNDP co-ordinating capacity as the central funding agency within the United Nations system for technical assistance is weakened by donor contributions to individual trust fund activities. As stated in the Nordic study, "UNDP in Action", "co-ordination is clearly to a large extent a matter of money. If there is only one funding organization, there is also only one say."

50. Since 1976, when UNDP was absorbed in raising core resources for a programme seriously affected by a liquidity crisis, trust fund arrangements with the United Nations specialized agencies have attracted growing resources from the aid community, especially DAC members. Such trust fund arrangements have had effects which might not have been intended by donors. Moreover, direct donations to trust funds appear to be in conflict with recent calls from the same donors for an increased co-ordinating role for UNDP at the country level. The Nordic report "UNDP in Action" puts it this way: "In our view, it is a remarkable inconsistency that many Governments uphold the leadership of UNDP in the Governing Council yet undermine it at home by engaging the agencies to execute projects outside the country programme. In fact, the behaviour of the specialized agencies cannot be expected to be better than that of the member Governments."

51. In summary, it is of concern to UNDP that, at a time when so much has been said on the need for an increase in UNDP central resources, much trust funding still bypasses its channels. Moreover, when DAC donors are themselves advocating an expanded co-ordination role for UNDP, it is also of concern to UNDP that these donors continue a trust fund policy that weakens the co-ordinating capacity of UNDP. The resulting multiplicity of channels makes co-ordination at the country level more needed, yet at the same time more difficult.

VI. EMERGENCIES AND OTHER SPECIAL SITUATIONS

A. Emergencies

52. Resident representatives and the UNDP field network exercise a crucial co-ordinating role on behalf of the United Nations system and with respect to other parts of the international community. This is particularly significant in emergencies and other special situations, e.g. in Africa or at times of natural disasters, where prompt action and leadership in the field are of vital importance.
53. The United Nations system has responded to the call for assistance by sub-Saharan African countries in the present economic crisis. Assistance in the form of mobilization of resources, logistical support in the delivery of relief aid, and co-ordination of relief aid has been provided to the countries concerned. There are also other developing countries outside Africa which have suffered from disasters such as earthquakes, volcanic eruptions, floods or cyclones to which the United Nations system has responded expeditiously through the mobilization and co-ordination of relief aid.

54. The African emergency underscores the need and the potential for resident co-ordinators to play a critical role. They have been actively supporting Governments in sub-Saharan Africa in the co-ordination of emergency and humanitarian assistance. In addition, resident co-ordinators have increasingly taken initiatives to lead or participate in consultations, and to facilitate co-ordination, with the involvement of the local aid community. Among the increasingly visible subjects of such co-ordination is the technical assistance which is required as a link between immediate relief and the rehabilitation and growth that must follow as soon as possible. Moreover, as the crisis spread throughout the African region in recent years, UNDP and the resident co-ordinators have served as a focal point by providing vital reports, by facilitating internal information flows and by joint-problem solving.

B. Office for Emergency Operations in Africa

55. In early 1985, the Secretary-General established the Office for Emergency Operations in Africa (OEOA), headed by the UNDP Administrator, in order to ensure that all elements directly responsible would work together with the highest degree of effectiveness and harmony. The key to its effectiveness in performing its co-ordination functions lay in the collaborative arrangements worked out between the principal United Nations organizations concerned with the African emergency, at headquarters and at the field levels, through the African Emergency Task Force (AETF). At headquarters level, AETF comprised representatives of the Economic Commission for Africa (ECA), FAO, UNDP, the United Nations Disaster Relief Organization (UNDRO), the Office of the United Nations High Commissioner for Refugees (UNHCR), UNICEF, WFP, WHO and the United Nations. The Office itself, located in New York, was composed almost entirely of staff members temporarily seconded by the United Nations organizations concerned. At the field level in the affected African countries, under the chairmanship of the resident co-ordinators, emergency operations groups (EOGs) were set up with local United Nations agency representatives, who met regularly, in close consultation with the host Governments.

56. OEOA also instituted and maintained close co-operation with Governments, intergovernmental organizations and non-governmental and private sector organizations by means of periodic meetings: (a) with the permanent missions in New York; (b) at Geneva, through the Humanitarian Liaison Working Group; and (c) with individual Governments and bilateral aid organizations. Similarly, co-ordination with non-governmental organizations based in North America and Europe was achieved through: (a) periodic meetings and (b) consultative arrangements.
Through the creation of a small private-sector/non-governmental organization support programme unit within the Office, it became possible to facilitate the role of private sector organizations, particularly non-governmental organizations, in collectively assessing and responding to emergency needs.

57. A key function carried out by OEOA was the provision of information for all involved on emergency needs and donor responses to them, through the publication of monthly status reports.

58. When the situation eased in most affected countries, the Secretary-General closed OEOA on 31 October 1986 as a separate entity of the United Nations system, with an announcement of measures taken to ensure the continuing capacity of the United Nations to respond in a co-ordinated, timely and effective manner to future emergencies of a complex nature. A special working group of senior United Nations officials had provided recommendations on how best to incorporate OEOA experience and capacities into the permanent structure of the United Nations. Indeed, since it must be assumed that emergency situations are likely to recur, the existing structure for consultation, collaboration and co-ordination within the United Nations system needs to be used fully. As the capacities of the United Nations system to deal on an ongoing, concerted, co-ordinated basis with emergency situations become more effective, there will be less need for special arrangements.


59. A United Nations steering committee, composed of the executive heads or their designated alternates, of ECA, UNDP, UNICEF, UNFPA, the Department of Technical Co-operation for Development (DTCD), and the Office for Special Political Questions (OSPQ), was established in New York at the end of August 1986. The Committee meets periodically under the chairmanship of the Director-General for Development and International Economic Co-operation. The Executive Secretary of ECA serves as vice-chairman, and the Director of the Regional Bureau for Africa, UNDP, acts as secretary of the committee. Other entities of the United Nations system, such as the World Bank, FAO, the International Fund for Agricultural Development (IFAD), WFP, the United Nations Conference on Trade and Development (UNCTAD) and the United Nations Environment Programme (UNEP), have been called on to participate in the work of the Committee. The steering committee is responsible for organizing and stimulating action by the United Nations required for the implementation of the Programme, promoting productive consultations with the international community, reviewing and reporting on development at the national, regional and international levels, and proposing such other initiatives as may be appropriate. A flexible approach is being adopted by the steering committee in dealing with problems and proposing action to be undertaken by organizations of the system as well as with bilateral aid agencies.

60. In co-operation with UNDP, ECA organized, from 13 to 15 October 1986, a special meeting of its Conference of Ministers of Planning and Development. The Ministers affirmed their determination to implement the United Nations Programme for Africa, which they consider to be the overall framework for action by all for
the economic progress of the continent. They agreed on some practical steps to speed up the implementation of the Programme in their own countries, including the appraisal and evaluation of actions undertaken, and reporting on such actions. Following their review of recent developments concerning sub-Saharan Africa, including the outcome of the United Nations special session, the members of the Development Committee of the World Bank and IMF urged multilateral and bilateral agencies to assist in implementing the United Nations Programme of Action.