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POLICY

UNITED NATIONS TECHNICAL CO-OPERATION ACTIVITIES

Report of the Secretary-General

Summary

The report of the Secretary-General on United Nations technical co-operation activities for 1986 comprises four parts. The first, the present document, addresses various policy issues and other matters of concern to the Department of Technical Co-operation for Development (DTCD); others describe in detail the technical co-operation programme of the Department (addendum 1), and those of other entities of the Secretariat (addendum 2), accompanied by a statistical supplement (addendum 3). Taken together, these documents review the main activities and special characteristics of the programmes, and highlight issues for attention.

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INTRODUCTION

1. This annual report is the latest in a series in response to Governing Council decision 79/22, as amplified by General Assembly resolution 37/232, specifying the nature of information desired on United Nations technical co-operation activities. In addition it responds to a number of issues raised in Governing Council decision 86/36, pertaining to the work of the Department of Technical Co-operation for Development (DTCD).

2. The operational activities of the Department produced very encouraging results in 1986. The year was the best ever in terms of budgets and programme delivery, with an increase of 15 per cent in project expenditures for the second year in a row, and the achievement of an 83 per cent implementation rate. This was accomplished despite resource constrictions imposed in recent years, including one third less staff than the Department had in 1982. It represented an additional growth in productivity per staff member, in which technical content and general quality of work were also augmented, as part of a continuing effort for greater efficiency and effectiveness. The combination of increased support-cost ("overhead") income and decreased administrative costs resulted in complete elimination of the deficits which DTCD had earlier accumulated in its overhead account, and by end-1986 a surplus of \$1.4 million was realized. Available indicators also show that the Department has continued to improve its competitive position in general.

I. OVERVIEW

3. Some highlights of the work of the Department, more fully presented in the textual and statistical portions of this report, include the following:

(a) The technical co-operation programme in Africa experienced a welcome turn-around from its erosion over several previous years. This resulted from an increase in the volume of requests for and expenditures on assistance, and the fruition of special efforts mobilized within DTCD and in collaboration with its partners.

(b) The very successful interregional "marketplace" for agreement on projects for technical co-operation among developing countries (TCDC), convened by the Government of China with support from UNDP and DTCD, began a new form of involvement by the Department, which will receive additional attention in future, in response to requests from Governments.

(c) Promotion of investment opportunities was further developed, including strengthened linkages with international financial institutions at the global and regional levels, and increased follow-up to projects by other public and private sources. A very interesting case, in which a wide range of investors are becoming involved, was reported for the development of a variety of mineral resources in Mozambique. The establishment of project data banks, and of systems for monitoring

and evaluating investment projects, emerged as an area of growth, especially in the development planning sector.

(d) Significant steps were made for improvement in the analysis and reporting of results from in-depth evaluations of projects. Several pages of this year's report are devoted to the subject and the lessons learned.

4. Among the substantive sectors of DTCD responsibility, strong economic pressures for more comprehensive and effective planning, and for reduced costs and improved performance of civil service structures, led to substantial requests for advisory services and projects in development planning and in public administration and finance, and significant growth of technical co-operation expenditures in the related sub-fields. There was a rapidly growing demand for water resources projects, including many new ones in Africa. With international mineral prices down, DTCD assistance focused less on exploration and more on institutional strengthening and on improved domestic productivity. Microcomputers for data processing, analysis and projections continued as a major area of interest in the fields of statistics and population, together with special attention to problems of those countries least advanced in statistics.

5. By component, a number of actions was taken for improvement of recruitment functions, in response to recommendations of a meeting of National Recruitment Services. Consultants continued to increase as a percentage of total DTCD project personnel, and use of national professionals in projects doubled, while the personnel component continued to decline as a percentage of total project expenditures. The implementation rate for sub-contracts and equipment increased markedly, and further refinements were made in financial data base management overall.

6. Problem areas included slow growth in project budgets for future years, a significant shortfall in utilization of funds available for fellowships and other training awards, continued stagnation in the participation of women as project personnel and project trainees, and mixed results from the efforts for greater use of developing country resources as project inputs.

II. PROGRAMME DELIVERY

7. The 1986 total delivery by DTCD amounted to \$146 million of project expenditures, against budgets of \$176 million. Expenditures increased by \$19 million (15 per cent), and budgets by \$11 million (6 per cent) from 1985. Both the implementation rate against year-end budgets, and that against peak (October) budgets, rose by 6 percentage points. The volume of expenditures for UNDP (71 per cent of the total) increased by 17 per cent (\$15 million), accounting for over four fifths of the total DTCD increase. Delivery under trust funds administered by UNDP also rose significantly. Expenditures for UNFPA declined slightly.

8. Natural resources and energy remained the largest programme at 51 per cent of the total, with a delivery increase of 25 per cent from the previous year. Within

this programme, expenditures for the largest subsector, water, grew by \$8 million or 37 per cent, while energy increased somewhat and minerals experienced a slight decline. From a smaller previous volume, expenditures for the infrastructure subsector grew by 79 per cent and the implementation rate advanced by 20 percentage points, the greatest increases in the Department. Delivery in the second largest programme, development planning, grew by 19 per cent (\$5 million). Expenditures in public administration and finance increased by 26 per cent (\$3 million). Those in population and in statistics declined, by 12 and 11 per cent respectively. It may be noted that the patterns of work related to the decennial cycle of population censuses affected the budgets and delivery in these sectors.

9. The proportion of total expenditures devoted to personnel costs continued to decline, from 47 per cent to 45 per cent, while that for equipment continued to grow, from 27 per cent to 31 per cent. Delivery in the sub-contracts and equipment components each increased by about 30 per cent from the previous year. For sub-contracts this was entirely the result of fuller implementation, as the budgets remained constant; the implementation rate advanced to 91 per cent, a 19-point increase. For equipment, the impact of fuller implementation was also significant; budgets grew by 18 per cent, while the implementation rate advanced to 87 per cent, an 8-point increase. By contrast, the training component experienced a modest decline in budgets and volume of delivery, and the implementation rate remained well below the norm. According to headquarters data, the problem in the volume and rate of delivery for training was mainly generated by non-receipt of requests for placements against available resources. Factors associated with the delivery situation for all components, and actions for performance improvement, are discussed in chapter II of addendum 1 of this report.

10. Full statistical details on United Nations technical co-operation in general, and on DTCD project delivery and origin of inputs in particular, are given in addendum 3. As suggested at the thirty-third session of the Governing Council last June, this includes several graphs on trends in delivery, and in the use of developing country resources, for the past several years. Data for the technical co-operation activities of the United Nations Secretariat are also made available in the aggregate to the Advisory Committee on Administrative and Budgetary Questions (ACABQ). Full information on the Department staffing table is contained in section 7 of the programme budget for the biennium. Likewise, information on the resources for the United Nations Regular Programme of Technical Co-operation is contained in section 24 of the programme budget.

III. ADMINISTRATIVE COSTS AND EFFECTIVENESS

11. Governing Council decision 86/36 commended the Department for reducing costs and increasing efficiency and effectiveness in delivery of services, noted the reduction in past support costs earnings deficits, and looked forward to elimination of the remainder. DTCD performance was further improved in 1986, as may be seen from figures 1, 2 and 3, and the earlier administrative cost deficits were eliminated. The restoration of financial health is a result of several factors: staff cuts and other economy measures, combined with effects from the 1983 departmental reorganization and streamlining; efforts to increase project

Figure 1. DTC D programme support earnings and administrative costs
(in millions of US dollars)

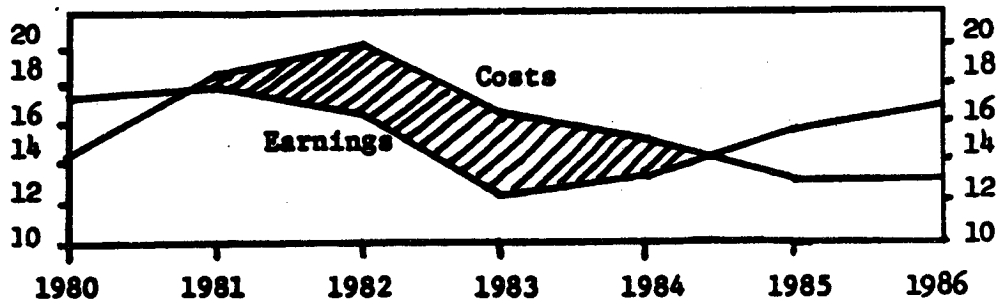


Figure 2. DTC D total project budgets and delivery
(in millions of US dollars)

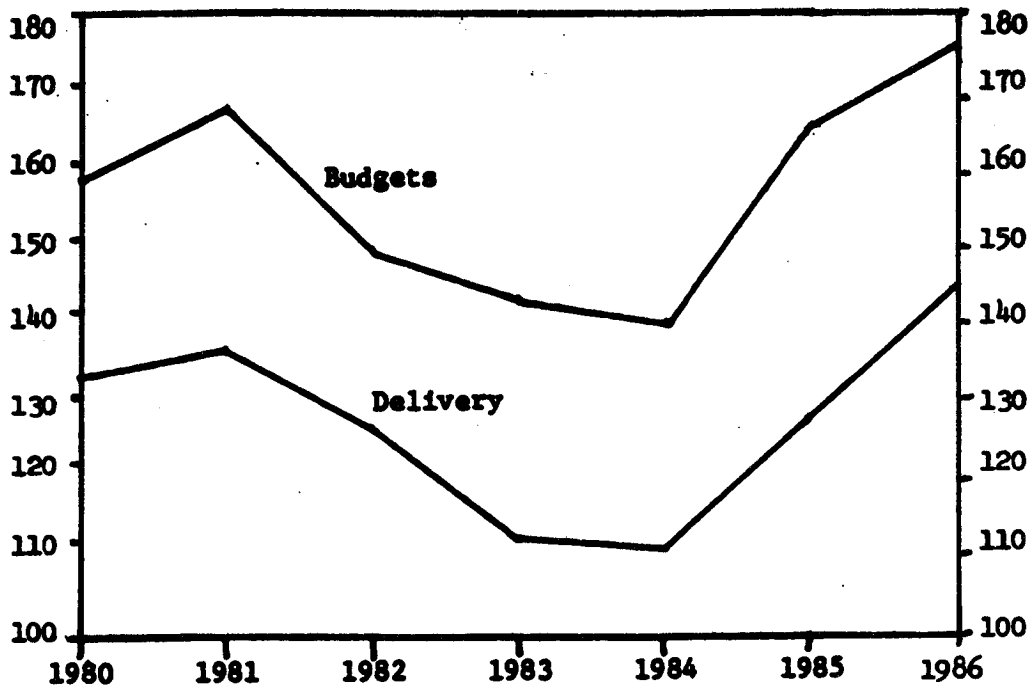
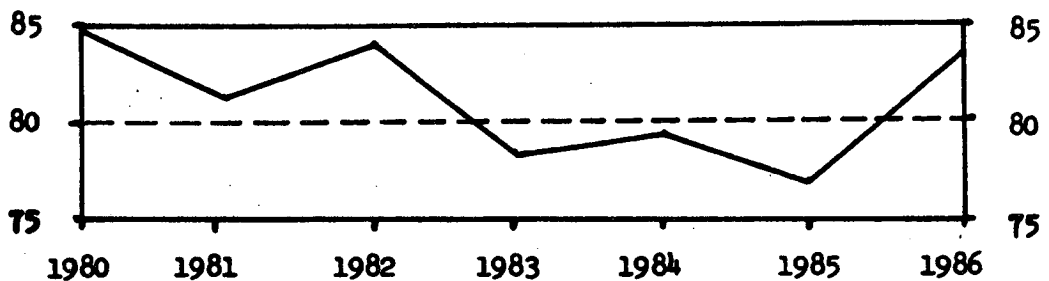


Figure 3. DTC D project implementation rate
(delivery as percentage of budgets)



budgets and delivery, operational effectiveness and technical quality; and favourable external factors including reduced inflation and common staff costs. Described in chapter IV, below, are various elements of the response to guidance provided by the Governing Council, in the context of broader efforts currently being undertaken to improve the efficiency of the administrative and financial functioning of the United Nations, in response to General Assembly resolution 41/213.

12. The graphs in figure 4 show the trends in the position of the Department in relation to its own previous performance and to that by all agencies for UNDP. (The graphs are drawn to the same scales of proportion to facilitate comparison.) By the end of 1986 DTCD regained and surpassed the project expenditure levels it had achieved in 1981, both for UNDP source of funds and overall. The aggregate of agency expenditures for UNDP in 1986 was still considerably below the 1981 total. Set into the context of the reductions in DTCD staff and administrative costs, the recent expenditure performance of the Department provides an encouraging measure of effectiveness. Moreover, as a consequence of its level of delivery in 1986 the DTCD rate of support cost reimbursement from UNDP was reduced from 14 to 13 per cent, in accordance with the provisions of Governing Council decision 80/44.

13. As may be seen from figure 5, the DTCD share of all-agency delivery was 15.0 per cent in 1986, down from 15.4 per cent in 1985. While the DTCD position in terms of dollar volume (figure 4) was quite strong, this in part reflected the previous growth in its percentage share and an early resurgence in volume from the low point of expenditures in 1984. However in 1985 the Department experienced a decrease in the total value of new projects approved by UNDP for execution, which was then reflected in the comparison of DTCD expenditures with those for all agencies in 1986. Efforts to remedy the situation have been undertaken, whose impact should be felt in future. UNDP approval of new projects for DTCD increased considerably from 1985 to 1986. While the total value of new UNDP-financed projects (IPF and cost-sharing) approved for all agencies increased by 9 per cent, that for DTCD-executed projects increased by 29 per cent. Nevertheless, the situation for future years needs further attention in the context of the start-up of the UNDP fourth programme cycle, 1987-1991, as the translation of available new funding into signed project budgets so far has been observed to be less than desirable.

14. The DTCD implementation rate against peak budgets, formerly quite low, was in 1986 second among the five major UNDP executing agencies and above average for the system. Apart from more effective planning and monitoring, part of the explanation for the high implementation rate in 1986 was that delivery rose faster than budgets.

Figure 4. Comparison of DTCDD total delivery, DTCDD delivery for UNDP and all-agency delivery for UNDP

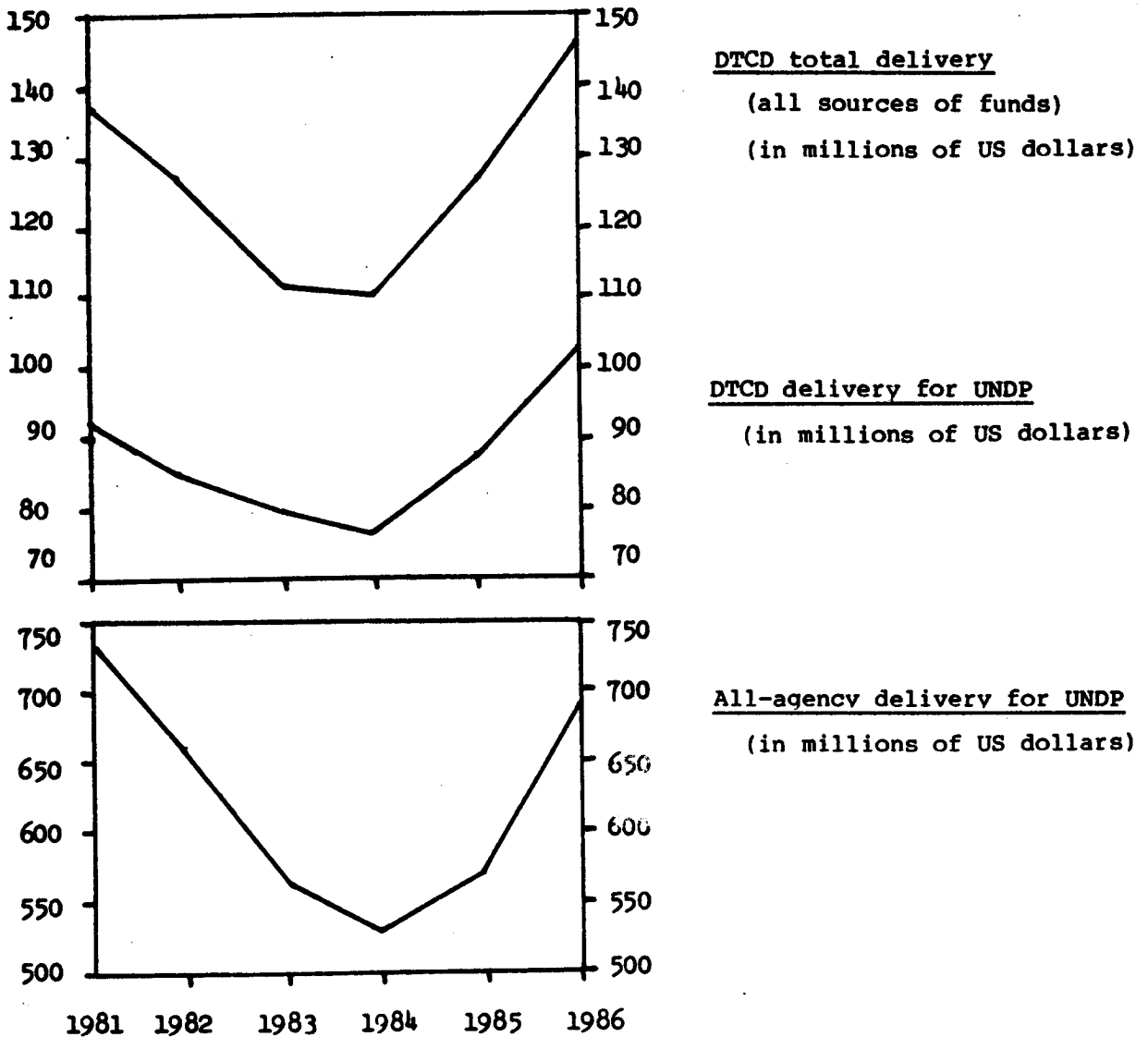
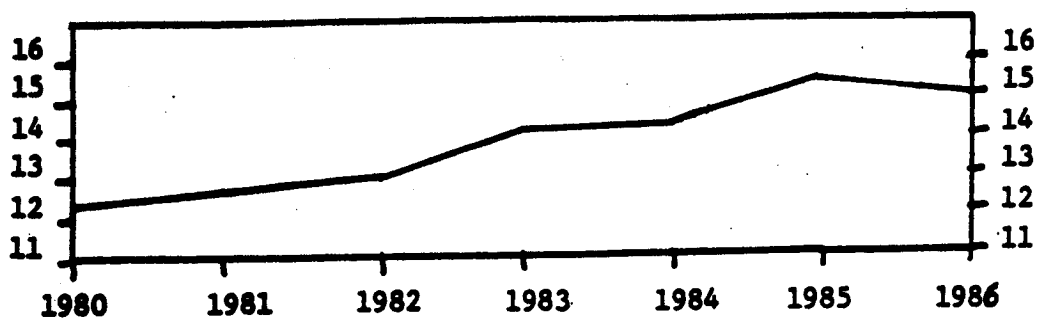


Figure 5. DTCDD as percentage of project delivery by all UNDP executing agencies



IV. LEGISLATIVE DEVELOPMENTS

15. In its decision 86/36, the Governing Council provided guidance on a wide range of issues of concern to DTCD, and requested that progress in the implementation of several recommendations be reported to its thirty-fourth session. The status on such matters is provided hereunder.

16. Some of these issues are also under consideration in other fora. As the Governing Council would be aware, the General Assembly last December adopted resolution 41/213, on the review of the efficiency of the administrative and financial functioning of the United Nations. The resolution was based upon consideration of the report (A/41/49) of a group of high-level intergovernmental experts, commonly referred to as the Group of 18. The Director-General for Development and International Economic Co-operation is now engaged in a functional review with all United Nations bodies in the economic, social and humanitarian sectors on a list of questions pertaining to structural, managerial and related matters. The results of this would also have relation to recommendations made in decision 86/36.

17. As the Council will also recall, the Committee for Programme and Co-ordination (CPC), at its twenty-fourth session in 1984, reviewed the work of DTCD, based upon a 1983 report by the Joint Inspection Unit (A/38/172 and Add.1). CPC made a number of recommendations pertaining to DTCD internal structure and effectiveness, field activities and arrangements for evaluation, as well as on issues pertaining to terms of reference for the Department, clustering of technical co-operation functions, and co-ordination of guidelines and methods. At its twenty-seventh session, the CPC will have before it a triennial review on the implementation of these recommendations, prepared by the Central Evaluation Unit in the Secretariat (E/AC.51/1987/7). The report assesses the progress made, indicates main problems remaining, and proposes suggestions for further action.

18. The following paragraphs in response to decision 86/36 are therefore to be viewed in the context outlined above.

19. Relief of constraints to competitiveness. DTCD has proposed several measures aimed at ensuring more effective arrangements for the conduct of technical co-operation activities, relating to modifications to the existing administrative, managerial and financial practices of the United Nations. These ideas, plus those of other Secretariat units, are being taken into account in the review organized by the Director-General. The triennial review for CPC also focuses upon some of the major issues and problems.

20. Technical advisory staff. It was agreed in the 1985 Secretariat Task Force on DTCD that, despite a reduction in the number of DTCD generalist posts, the Department should be allowed to engage in a phased recruitment against vacant posts for technical advisers. In view of its strong financial performance in 1985 and 1986, and its needs for action in response to country requests for services, DTCD has so far received specific authorization for recruitment of 10 technical advisers. At the time of writing, recruitment for five of these was under way.

21. UNDP/DTCDC joint task force and related guidelines. A first draft of the guidelines has been prepared, and views are being exchanged on this. The matter is being examined with a view to avoiding overlap and duplication between the operational activities of the Department and of UNDP/OPE, and to identifying opportunities for wider co-operation in general between UNDP and DTCDC. The subject has also been highlighted in the current review under the authority of the Director-General.

22. Operational activities in statistics. The question of implementing the relevant portion of General Assembly resolution 32/197 has been treated in the report on the DTCDC triennial review and in the DTCDC contribution to the review under preparation by the Director-General. Despite the Governing Council request for action to move the locus of technical support for statistics projects from DIESA to DTCDC, the matter remains unresolved. The triennial review for CPC consideration proposes that the review under preparation by the Director-General should definitively determine the organization of the relevant functions. The DTCDC position is that the further clustering of responsibilities for operational activities within the Department would contribute to the consolidation and rationalization of functions envisaged in General Assembly resolution 32/197, and would have advantages in terms of coherence of DTCDC activities, promotion of inter-disciplinary linkages within DTCDC programmes (e.g., population, development planning and development administration), improvements to overall management and effectiveness of DTCDC programmes, and further cost-effectiveness of DTCDC operations. The Department believes that resolution of the question, which has remained unsolved for a long time, should be given high priority during the current process of review and reform of United Nations structures.

23. Use of DTCDC capabilities by United Nations funding institutions. The volume of budgets from UNDP and the DTCDC percentage share of total UNDP agency expenditures are indicators of the extent of reliance placed by UNDP upon the capabilities of the Department. As stated above, some consideration has been given to measures for broader co-operation between the two entities, which process is to continue over the next several months.

24. With regard to use of DTCDC capabilities by UNFPA, the recommendations proposed in a report of the Secretary-General on the strengthening of the United Nations system in the field of population (E/1986/18; A/41/179) were endorsed by the Economic and Social Council in its resolution 1986/7 and were noted by the General Assembly at its forty-first session. Among these were measures to improve co-ordination, performance, and more systematic use by UNFPA of the technical and professional expertise available both in the Secretariat and elsewhere in the United Nations system, with regard to project formulation, development, appraisal, approval and execution. Implementation of these recommendations is under way through contacts at the working levels.

25. Technical assistance recruitment. The Council's request for "measures to make effective use of the knowledge, competence and national recruitment services available indigenously" was one of the underlying themes of the biennial meeting of National Recruitment Services (NRSs), hosted by DTCDC in October at Geneva. This

meeting also had participation from the International Civil Service Commission (ICSC) and other agencies and development institutions of the United Nations system.

26. The 1986 meeting, supporting the work under way in DTCD to review and analyse recruitment trends, urged expeditious completion of the effort. It urged further attention to the need for careful planning of project implementation, with a view to promoting the integrity and universality of the recruitment process. It also supported the DTCD efforts under way for repair of the roster, so as to make it reflect actual needs in the field more accurately and to make it a better instrument for universal recruitment and for responding to legislative mandates concerning women and experts from developing countries. The meeting urged that work in all these areas be expedited, and proposed fuller NRS involvement in the identification of candidates for the roster. The meeting asked DTCD to promote more active NRS participation in recruitment, and to keep the NRSs up-to-date on projected needs and on the status of current candidatures. Also recommended was the expansion of the geographic scope of prospection and interviewing for candidates, especially by the Geneva-based Technical Assistance and Fellowships Office (TARFO) of DTCD, possibly with the assistance of other entities such as the UNDP field offices and the NRSs in the regions concerned. Use of DTCD/TARFO services by agencies in addition to UNIDO was encouraged. The meeting urged special measures to ensure the submission to Governments of larger numbers of candidates from developing countries, and from socialist countries. It further recommended that DTCD co-operate with developing countries in establishing and strengthening NRSs, through training programmes for NRS staff, pursuant to recommendations adopted in 1985 by the ICSC on the basis of UNDP Governing Council decision 82/7.

27. DTCD commenced implementation of many of the recommendations immediately after the meeting; the impact upon recruitment performance should begin to show results in the near future. Greater emphasis was given to the review and analysis of recruitment trends; internal procedures were adopted to control "rush" requests, to encourage better planning of project implementation, and to further stimulate and verify attention to recruitment of women and of developing country and socialist country nationals. More precise criteria for considering candidates for the roster were devised, and revised forecasts of requirements for expertise were sent to NRSs. Channels of communications with NRSs were scrutinized and improved. The recommendations concerning TARFO are being examined, bearing in mind the current financial situation. Meanwhile TARFO has been asked to engage in further prospection in North Africa, as well as European countries, and, in co-operation with the relevant NRSs, to identify non-governmental institutions which might be suitable sources of expertise on the basis of reimbursable loan arrangements. Plans were initiated for organizing a training programme for senior officials of developing country NRSs, for which extrabudgetary funding would be sought.

28. Human resources development. Governing Council decision 86/14 identified planning, management and institution-building as priority issues in UNDP-funded technical co-operation activities. DTCD has been working with UNDP and Governments to strengthen the orientation and impact of efforts for the mobilization of human resources. Examples from various sectors are given in addendum 1 of this report.

Work pertaining to the United Nations Special Action Programme for Administration and Management in Africa is described in chapter V, below, and the attention given through activities financed by the Regular Programme is discussed in chapter IX.

29. Implementation strategy on women. The Governing Council invited DTCD to complete its development of an internal implementation strategy related to the issue of women in development, taking into account the parallel efforts under way in UNDP and UNFPA. With full consideration given to the UNDP Programme Advisory Note and implementation strategy, as well as the UNFPA guidelines, DTCD has completed a draft of its departmental implementation strategy. This establishes verifiable objectives and a plan of action, provides guidelines and procedures, and strengthens the role of the departmental Task Force on Integration of Women in Development. The strategy pertains to aspects of technical co-operation activities at all levels, including DTCD staff training, project design, fellowships, job descriptions for experts and consultants, monitoring and evaluation. DTCD has also been involved in the preparation of the System-Wide Medium Term Plan for Women and Development and the report of the Secretary-General on measures taken to implement the Nairobi Forward-looking Strategies for the Advancement of Women, and it participated in the Conference on Women, Population and Development in Latin America. Further discussion of DTCD efforts in relation to women appears in chapter VI, below.

30. Qualitative aspects of performance. DTCD has taken several steps to strengthen the monitoring and evaluation of field projects and of the performance by Headquarters offices. Internal linkages pertaining to evaluation activities have been improved in order to ensure that funding agency guidelines are correctly applied and follow-up action taken. A more analytical presentation has been prepared this time on the evaluation of completed projects. (See chap. VI, below.) The Department has participated in the UNDP Inter-agency Working Group on Evaluation, in relation to field-testing, discussion and finalization of the revised UNDP procedures for monitoring, evaluation and reporting. The UNFPA draft revised guidelines for monitoring and evaluation and for project document formulation, both issued during 1986, are also receiving scrutiny. DTCD co-operated with UNDP during 1985-1986 in an assessment of development planning capabilities and future needs in Africa, and during 1986 in an assessment of past efforts and future needs in administration and management in Africa in the context of the SAPAM. The Department has sought to strengthen its performance in the evaluation of technical co-operation activities, in keeping with its (1983) reorganized structure and in response to the 1984 CPC recommendations and the 1986 Governing Council decision. While the Department is not yet fully satisfied, an increasing amount is being accomplished within existing constraints.

31. With regard to monitoring, the Department continued to devote special efforts to its internal systems for verifying and ensuring the timeliness and quality of performance. Improvements in 1986 included refinements in the preparation and use of the computerized monthly financial reports, in the Automated Purchase and Payment System (APPS) and its reports, wider use of microcomputers for project data reviews, and simplification/consolidation of procedures and related forms. Details are provided in chapter II of addendum 1 regarding the main components of project inputs.

V. AFRICA

32. Reacting to information provided in last year's report, the Governing Council expressed concern with respect to the negative trend in the proportion of DTCD activities in Africa; it urged that special measures be taken to reverse this, in co-operation with the financing sources and in response to requests from African Governments. The Council likewise stressed the importance of the role of DTCD in implementing the United Nations Special Action Programme for Administration and Management in Africa (SAPAM).

33. Priority efforts to augment the programme and its implementation in Africa were undertaken by DTCD in collaboration with its partners during 1985-1986. These efforts are now bearing fruit. Reversing the decline of previous years, the programme in Africa experienced a significant financial improvement in 1986. Its share of total project expenditures rose to 40 per cent, from 36 per cent in 1985; budgets increased by 15 per cent; delivery increased by 30 per cent (about \$14 million); and the implementation rate rose by 9 percentage points to 82 per cent, a level commensurate with performance in other regions. Concern remains however, with respect to future year budgets. It is hoped that this situation mainly reflects the delayed start of the next UNDP programme cycle for many countries of the continent. Special efforts for programme development and for monitoring of project implementation are continuing.

34. In this context, DTCD participation in broader United Nations and UNDP endeavours related to African development is worth mention. The Department is a member of the Steering Committee for follow-up of the United Nations Programme of Action for African Economic Recovery and Development (UNPAAERD) (adopted in 1986 by the thirteenth special session of the General Assembly), and has been seeking ways to incorporate the perspectives resulting from this into its work. The UNPAAERD put renewed emphasis on policy reform, public administration, water resources, and new and renewable energy, fields in which DTCD plays one of the principal roles in the United Nations system. DTCD has also assisted several Governments in preparations for donors' round-table and consultative group meetings, and exercises under the National Technical Co-operation Assessment Programme (NaTCAP), as well as in steps towards preparation of national development plans, UNDP country programmes, and national economic recovery programmes. With UNDP as lead agency, DTCD collaborated in 1985-1986 in an assessment of recent and ongoing development planning projects, in order to derive findings and recommendations on experiences and needs for incorporation into projects for the fourth cycle.

35. Some of these points are further highlighted in a UNDP document for the current session of the Council (DP/1987/20). Discussion of recent notable DTCD efforts in Africa related to investment, and to use of Regular Programme resources for innovative projects and for advisory services, including a new project to strengthen the institutional and managerial capacity of African countries in development planning, is provided in chapters VIII and IX, below. The sector-by-sector descriptions of DTCD activities in 1986, set forth in addendum 1 of this report, give prominence to the reinforced efforts being made. It is also worth noting that DTCD-executed projects over the past decade have led to more than

\$1 billion of investments in Africa, for further development of water resources, minerals, energy, infrastructure, and other undertakings.

36. SAPAM is founded on a recognition of the important relation between administrative/management capacity and long-term development prospects. As pointed out in last year's report, a working group composed of DTCD, UNDP, and the Economic Commission for Africa (ECA) recommended in early 1986 that such a programme be established to focus attention and intensify activities in this critical area, and to mobilize additional resources. Support for the programme was expressed at the General Assembly's special session on Africa and, in particular, by a contribution of funds from the Government of the Netherlands, to be channelled through UNDP.

37. DTCD has collaborated with UNDP and ECA in devising a multi-pronged approach to SAPAM, in order to assess major obstacles at the national and regional levels, and to identify measures which could make a visible and significant impact. Three teams, composed of a development administrator, a financial administrator, and a development planner, undertook missions to nine countries in the fall of 1986. Where possible, team members were selected from among DTCD technical advisers or project personnel. Focusing on the key governmental organs and training institutions, the missions assessed the impact of past efforts and made proposals for action in the immediate and mid-term perspectives. Twenty-seven project possibilities were identified at this stage, including outlines of proposals and draft project documents.

38. Several common themes, which warrant particular attention, emerged from the reports of the teams. One is the need to stress manpower planning in conjunction with the formulation of national training policies and the improvement of personnel management systems. Another is strengthening the interlinkages between the planning, budgeting and administrative processes in order to streamline government machinery and to ensure a more integrated approach to managing the national economy. A third is the importance to be placed on assistance to countries involved in structural adjustment programmes and having to reduce the size of their civil service, so that they can better analyse the policy options available and avoid arbitrary solutions with possible long-term negative impact.

39. Consultations are in progress in Africa and at Headquarters for the purpose of defining more precisely the elements of the action programme and selecting and preparing the documentation for priority projects. Relevant issues were also discussed at the Eighth Meeting of Experts on the United Nations Programme in Public Administration and Finance, held at New York in March 1987, and at the inter-agency meeting which preceded it. The Department looks forward to collaborating with UNDP and others in promoting SAPAM and in implementing its recommendations, to the extent that resources are made available.

VI. EVALUATION

40. UNDP and UNFPA have been seeking to increase the number and strengthen the quality of project evaluations, and the Department has been participating in this endeavour. In-depth evaluations of DTCD-executed projects totalled 25 in 1983, 27 in 1984, 33 in 1985, and 40 in 1986. Efforts by the Department for progress in treatment of and reporting on evaluation matters, in the context of JIU and CPC recommendations and General Assembly resolution 37/232, were given further impetus by Governing Council decision 86/36. As part of the strengthening of departmental arrangements, in the Country Programming and Evaluation Branch and among the focal points for evaluation in the substantive offices (including the Statistical Office/DIESA), a new reporting format has been adopted.

41. Instead of a detailed "case study" discussion of a few projects, supplemented by a list of all completed projects, as in previous annual reports, the text below analyses the results of all evaluation missions conducted or reported upon in 1986 for projects completed in that year. It is intended that this presentation better responds to the request of the General Assembly for "a succinct evaluation of the results achieved during the previous year, with regard to completed projects". Full details on individual cases, both in relation to evaluation mission reports and to other assessments of projects by DTCD staff, are available within the Department.

42. By way of reference, 44 project evaluations (including 4 in late 1985) were carried out during the period of review. Twenty-two of the projects have now been completed, another 22 continue. Forty-one were funded by UNDP, and 3 by UNFPA. Their sectoral distribution was as follows: development planning, 8; statistics, 8; development administration, 5; population, 2; and natural resources and energy, 21, including 10 in water resources, 5 in cartography, 4 in energy, and 2 in mineral resources.

43. Twelve of the completed projects were assessed to have achieved their objectives fully, and another 6 did so in large measure. These comprised four fifths of the total. Four projects were judged to have performed poorly. Partly as a result of the evaluations, decisions by the funding source, Governments and DTCD were taken in 13 cases to plan for follow-up projects or project extensions; drafting of proposals was part of the missions' work or was taken up shortly thereafter in 6 cases. Where projects had been successful, the new work would build upon that. Where performance was mixed or even poor, new work was envisaged in an attempt to overcome previous shortcomings in design, implementation, or government infrastructure. Further assistance upon the completion of current activities was not agreed in some instances.

44. The main values of the reports were in clear identification and analysis of difficulties, and in proposals for remedies. This frequently led to the redrafting of proposals in progress for intended follow-up work (or, in the case of ongoing projects, to revision of the current project document). Some reports were also useful in confirming previous general impressions as to the adequacy of the project, or in impressing upon one or another of the parties the seriousness of its shortcomings.

45. Lessons were learned and actions taken for improved performance in both the now completed and the continuing projects. Issues for future attention by DTCD and others include further verification that lessons are applied and feedback ensured in relation to strengthening or reorientation of current work, decisions on extensions and new projects, programme formulation, and general responsiveness, including remedies with respect to avoidable sources of difficulty. Ensuring that criteria are met in the application of guidelines for project design, and for project evaluation, also have significance for DTCD, although in this regard the funding agencies naturally have the decisive role.

46. General conclusions, drawn from the substance of the mission reports and the commentary upon them, include the following:

(a) The success or failure of projects depends upon an intimate combination of resources to a common purpose by the Government, the executing agency and the funding agency. The trajectory of the entire undertaking is the central concern, which reflects upon the participation of and the remedies applied by all. The adequacy of project design, for example, which was a main focus of attention in the evaluations under review, rests upon a composite of conceptualization and follow-through, technical specifications, drafting and appraisal in which the skills, experience and resolve of each of the three parties are interlinked. This shared responsibility continues after signature of the project document to the process for review and revision of these commitments, which may be needed in order to adapt to changing circumstances. Such issues were brought out clearly in the discussions among representatives of Governments, agencies and UNDP at the September 1986 meeting of the Working Group of the Committee of the Whole of the UNDP Governing Council, and deserve reiteration here in the light of specific evaluation mission findings.

(b) Where the projects reviewed were judged successful, in whole or in part, their achievements could be attributed to realistic project objectives, well-formulated work plans, sufficient counterpart support (both personnel and financial), timely provision of international inputs and effective co-operation and co-ordination at the national level. The importance of a well-designed project, taking into account the availability of resources and with a clear strategy for implementation, was quite obvious. Among the projects with mixed or poor performance, the inhibiting factors mainly related either to deficiencies in the projects themselves or to problems experienced by the Governments in providing full counterpart support. Among the former could be cited unrealistic objectives, poor work plans, lack of detail in project design, improper orientation and insufficient flexibility to adjust to evolving situations. Such factors pointed to the need for greater efforts by all parties for careful preparation of the project documents approved, and their revision as necessary during the life of the project.

(c) Among the difficulties reported in counterpart support, the most frequently mentioned were lack of adequate and qualified staff, financial shortages in respect of commitments, delays in providing infrastructure, high turnover of staff, institutional problems and changes in organizational structure. It was evident that project success depended heavily upon the availability of sufficient government support, and the close co-ordination among all parties during both the

formulation and implementation stages. Aspects of this have also been receiving attention at the inter-agency level, in the Consultative Committee for Substantive Questions (Operational Activities) (CCSQ(OPS)) of the Administrative Committee on Co-ordination (ACC), under the heading of "local and recurrent costs".

(d) With the exception of one project, in which nearly every possible problem arose, difficulties relating to provision of international inputs seemed, in general, not seriously to have affected the completed projects under review. Delays in recruitment and placement of fellowships however, were cited, and in one case the absence of a chief technical adviser (CTA) led to lack of co-ordination among staff. Insufficient backstopping from Headquarters was also mentioned. While satisfactory project performance is, of course, not possible without timely and adequate provision of the international inputs, shortcomings in these areas were usually not identified as among the more important constraining factors.

(e) The importance of training was emphasized in almost all cases. Lack of organized programmes for training in the Government, inadequately trained staff, need for redirection of training activities, and lack of or delays in submission of candidates for external training were among the difficulties mentioned. This also had implications for the provision of adequate counterpart support and the turnover rate, since the release of staff for training and their retention thereafter were often problematic. It was obvious that further attention to the subject is needed, both in relation to project implementation and to the continuation of services after project completion.

VII. WOMEN

47. In addition to projects aimed in whole or in part at helping women, DTCDD has been focusing on supplementary elements within ongoing projects which will ensure the participation of women. For project modifications requiring additional funds, the support of UNDP, UNFPA or the United Nations Development Fund for Women (UNIFEM) is sought. This is supplemented if necessary from the regular programme. Funding from the regular programme was provided to publish training materials derived from the Seminar for the Portuguese-speaking Countries on Compiling Indicators on Women's Participation in Development, held in Cape Verde in November 1985. Likewise, a consultant was sent to El Salvador to advise the Ministry of Social Development on economically productive activities for women in depressed rural regions. In some areas where particular needs exist, regular programme resources are used to support pilot or demonstration projects. For example, an Interregional Workshop on the Development of Managerial Women was organized for February 1987 to provide senior officials in developing countries with career development techniques to promote an increased role of women in public management. DTCDD is also co-operating with ESCWA and UNIFEM in the preparation of a directory of qualified women experts in the Arab States region. The Department is making efforts to improve statistics and indicators on women, and to analyse population censuses and demographic surveys for assessment of the status of women and identification of policy options addressing women's needs. Regular programme activities relating to women have recently had to be curtailed, however, owing to a general reduction in the availability of funds from that source.

48. Training is an essential element of most development projects. Special efforts are being made to increase the number of women in training programmes and to adapt their contents to meet the needs of women. The training organized by DTCD covers a wide range of fields and topics. Most projects in statistical data processing, for example, include a substantial training component and most of these have included women.

49. The Department is mindful of the need to increase the number of female experts and consultants in technical co-operation projects. The DTCD recruitment roster currently contains the names of about 700 women. The DTCD recruitment and substantive offices have been seeking to include more women among the candidates submitted to Governments. (See also the discussion in para. 29, above.) The results are still unsatisfactory. The proportion of female experts accepted by Governments and recruited has remained static at just over 5 per cent. While the Department itself has a fair proportion of women (35, or 25 per cent) among its Professional staff and technical advisers, in 1986 DTCD appointed its first female interregional adviser.

VIII. INVESTMENT

50. One of the primary objectives of the Department's technical co-operation programme is to facilitate domestic and external resource commitments to viable development projects. DTCD does this by undertaking technical and economic feasibility studies, assisting in the preparation of economic development plans, evaluating and preparing profiles of individual investment projects, identifying potential sources of financing and advising Governments during the negotiation of commitments. In addition the Department provides institutional and training assistance to Governments aimed at attracting commitments to development projects. In 1986 UNDP reported over \$1.5 billion in investment commitments connected to UNDP-financed, DTCD-executed projects.

51. In recent years the Department has been called upon to take a more active role in assisting Governments to foster follow-up investments from among bilateral and private sources and the major financial institutions. In addition to the identification and evaluation of investment projects, the Department has arranged tours of key government officials to selected potential investors and assisted in the presentation of economic and technical data related to the projects under consideration. DTCD staff also helped Governments to negotiate joint venture agreements and to monitor, upon request, the performance of investors.

52. Several cases are illustrative of recent investment support activities undertaken by the Department. For example, gold deposits in Mali and gold mines in Ghana are attracting sizeable external investments with DTCD assistance. In numerous African countries DTCD-supported ground-water projects have served as the corner-stones upon which bilateral follow-up commitments are being built. Many water planning projects in various regions now include computerized data banks which assist Governments in the co-ordination of bilateral inputs and record water resources data useful in further investment decision-making. In eight Caribbean island countries, numerous investments have been arranged with the assistance of

DTCB-assisted water resources assessment and management projects. Interestingly, many of those are for rather small-scale ventures, attuned to local requirements. Development planning projects and the project data banks now operational in several countries (see chap. IX, below) have also been indirectly responsible for attracting additional funding.

53. An economic assessment and investment promotion programme, in co-operation with the Government of Mozambique, is leading to considerable foreign investment in relation to metallic and non-metallic minerals. DTCB has further been helping in negotiating the arrangements for exploration and exploitation. Contracts or other agreements have been signed or are under discussion with many private and public concerns. Among the former are firms based in the United States of America, Canada, the United Kingdom, Luxembourg, and Italy. Among the latter are the Soviet Union, a Bulgarian-Mozambican mixed enterprise, the Italian Government and the European Investment Bank. A mission has been sent to Japan to discuss various joint ventures, and presentations have also been made to the Islamic Republic of Iran and Saudi Arabia. The fruition of these undertakings could have a significant impact upon the economy of Mozambique.

54. DTCB, like most of the agencies in the United Nations system, now has collaborative arrangements with most of the development banks. DTCB does not, however, have a permanent representative in Washington, Abidjan, or Manila, as several other organizations do, to facilitate co-operation and investments. The collaboration is ensured by frequent consultations with and visits to the development banks.

IX. REGULAR PROGRAMME OF TECHNICAL CO-OPERATION

55. DTCB activities under the Regular Programme, in accordance with guidelines approved by the Governing Council and reaffirmed by its decision 86/6, are intended to generate and test new approaches in the transfer of technical know-how, help strengthen institutional capacities, and provide support on urgent development questions. Emphasis is put on maximizing the multiplier role of the programme and its potential for promoting global priorities enunciated by the intergovernmental bodies.

56. Over the years, the very modest level of resources available under this source has evolved as a flexible mechanism for quick and effective response to a diversity of needs which are often unpredictable. Activities are of three broad types: short-term advisory services, pilot projects and special training programmes. Information on activities financed by the programme appears throughout the sector-by-sector discussion in addendum 1 of this report. Unfortunately, the resources of the programme are currently experiencing a constriction in the context of the financial difficulties affecting the regular budget of the United Nations Secretariat.

57. Human resources development has always received high priority in the regular programme, including the strengthening of the capacity of national staff to carry out specific development-related tasks, assistance in identifying strategies and

policies that maximize human resources potentials, and help with the planning and implementation of such policies. DTCD support provides "seed money" to such efforts.

58. During 1986, for example, training of personnel from developing countries was undertaken throughout the DTCD sectors. The Regular Programme financed participation for 235 of these individuals, largely for interregional seminars or workshops organized by DTCD and hosted by countries with particular experience and expertise in the respective subject-matters. These covered such subjects as development and exploitation of geothermal energy; decision-making for mineral development; statistical development in least developed countries (LDCs), small island and land-locked developing countries; and audit techniques and procedures. The project for on-the-job training of statisticians and programmers, an interesting TCDC example, has since 1983 placed 40 trainees from 25 countries for training in 20 other developing countries. Courses under Regular Programme financing also continued in the Soviet Union, which offered specialized instruction in statistical data collection, economic statistics, prospection and exploitation of coal resources, geology and mineral surveying.

59. Assistance in identifying and formulating strategies, policies and plans to achieve the best use of human resources is an essential aspect of the interregional advisory services. Throughout DTCD sectors, such missions assist with urgent questions relating to institutional and personnel capacities. These have involved advice on many problems: how to gauge particular staffing needs, how to plan and manage the use of staff, how to upgrade skills, how to include all segments of the population in development, how to co-ordinate the development planning process and how to organize integrated technical co-operation programmes. Through its work in public administration, DTCD provides advice on a wide range of topics to enhance administrative and managerial capabilities.

60. The new DTCD pilot project to strengthen institutional and managerial capacity of African countries in development planning, which started preparatory activities in 1986 in response to Governing Council decisions 85/36 and 86/6, seeks to design a more effective and dynamic approach to the development planning process in Africa, especially in LDCs, within the frame of the UNPAERD. Optimal use of human resources is a major concern to be addressed. The project will also train a core of planners in several countries on methodological findings and ways to improve planning capacity.

61. Another significant effort is an interregional pilot project for improved management of public investment through the establishment of project data banks. These systematically organize, for each envisaged investment project, all relevant economic and financial data needed for sound investment decisions. The project provides expert assistance to adapt the relatively complicated methodology for the establishment of data banks to the needs and capacities of various countries, and provides training. To date the project has helped generate UNDP-financed action in six countries, for more intensive training of specialists in this methodology and its incorporation into appropriate institutional structures. Close co-operation has also been established with the African Development Bank, whose collaboration extends the project's scope for action.

62. Promotion of TCDC is another Regular Programme objective. In the various project activities of the Department there are frequent opportunities to support TCDC efforts by Governments. The programme makes it possible to take advantage of these through catalytic inputs. Advisory services help requesting Governments to identify areas where sharing of know-how may be mutually beneficial. Seminars and training programmes also bring together participants to share experiences that have proved successful in their countries, and to help foster networks and linkages. Similarly, pilot projects that have proven the feasibility of new approaches can serve as demonstration and training centres for personnel from other developing countries.

63. During 1986, DTCD participated with UNDP in providing support for the Inter-governmental TCDC Programming Exercise held in China. This marked a new form of involvement by DTCD. It was the first interregional "marketplace" for the matching of developing country needs and capabilities in a wide range of sectors. Twenty-five developing countries were represented; 145 projects and areas of technical co-operation were identified between China and the other countries present; and another 61 were identified among countries other than China. The envisaged exchanges will involve mainly training/study tours or advisory services. DTCD plans to support, to the extent possible, some of the "bridging costs" involved in implementing such TCDC exchanges. Several other developing countries have since expressed interest in hosting similar exercises, with DTCD involvement, including Turkey and Tunisia in early 1987.

