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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 1989 comprises four parts. The first, in the present document, describes actions taken by the Department of Technical Co-operation for Development (DTCD) of the United Nations Secretariat in response to Governing Council decision 89/50 of 30 June 1989. It provides an update on the present division of labour between DTCD and the United Nations Development Programme (UNDP), and on the new and pragmatic approaches devised to increase both DTCD support and training in "process" aspects of technical co-operation to national execution. Of particular importance in 1989 was the emphasis on the multi-disciplinary programme of DTCD in Africa; the efforts made to deliver services through non-traditional modalities and to simplify procedures pertaining to all aspects of programme and project formulation and execution; and the establishment of a data bank of project results.

Addendum 1 of the Secretary-General's report provides descriptive information on the technical co-operation programme of DTCD. Activities of other entities in the Secretariat are contained in addendum 2, and statistical tables are included in addendum 3.

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I. INTRODUCTION

1. In response to Governing Council decision 79/22 of 28 June 1979 and General Assembly resolution 37/232 of 20 December 1982, the Secretary-General reports annually on the technical co-operation activities of the United Nations, in particular the work of the Department of Technical Co-operation for Development (DTCD) of the United Nations Secretariat. The current report addresses policy issues raised by the Governing Council at its thirty-sixth session, and highlighted in its decision 89/50 of 30 June 1989, that pertain to the Department as the main operational arm of the Secretariat in technical co-operation. A description of the Department's activities is contained in addendum 1 to the present report; information on the work of other entities in the Secretariat is provided in addendum 2; and statistical information is given in addendum 3 (DP/1990/56/Add.1-3).

II. OVERVIEW

2. The year 1989 was particularly challenging for the Department. As it advanced into the closing decade of the twentieth century, DTCD delivered the largest programme in its history. It was also an active participant in the reviews taking place within the United Nations system on major aspects of multilateral technical co-operation. While recognizing the value of past achievements, such exercises signaled the need for further improvement; the DTCD programmes reflected a will to modify traditional modes of operation in response to changing needs. Greater emphasis on simplifying processes, and expanding collaboration with other organizations, within and outside the system, enabled DTCD to broaden, in a responsible and responsive manner, the scope of its work in the service of developing countries.

3. Highlights of the work of DTCD in 1989 include the following:

(a) The first large-scale project funded by the United Nations Fund for Drug Abuse Control (UNFDAC) in integrated rural development - including crop substitution and diversification of employment opportunities - to facilitate the elimination of opium poppy cultivation;

(b) Statistical work in Namibia to obtain preliminary estimates of population and gross domestic product (GDP), as a basis for establishing a tentative indicative planning figure (IPF);

(c) Collaboration with the Southern African Development Co-ordination Conference (SADCC) to assist countries of the region in evaluating their potential for certain key minerals and related products;

(d) Development of a rigorous and recognized methodology for assessing the size and cost of the civil service throughout Africa;

(e) Assistance in financial planning and management to requesting African countries, as part of a co-ordinated package of technical co-operation in macro-economic planning and management;

(f) A more integrated approach to the provision of technical advisory services cutting across discrete sectors, including, for example, a development planning and management information system for the public sector, to improve linkages between national planning and investment programming;

(g) Progress in building up investment advisory services, and significant results achieved in promoting major investment projects; collaboration with an international chamber of commerce in Brazil on a seminar which addressed the legal, financial and financing aspects of joint ventures as a tool for channelling foreign investment;

(h) Establishment of a focal point on environment within DTCD to ensure that its operational activities take due account of all relevant environmental factors, particularly in the fields of natural resources and energy;

(i) Authorization to undertake management services at the request of Member States; the concurrence of the Advisory Committee on Administrative and Budgetary Questions (ACABQ) to revise financial rules for operational activities (patterned after those of UNDP);

(j) Support, at the request of the United Nations Conference on Trade and Development (UNCTAD), to a substantial number of least developed countries in the preparation of their national economic memoranda for submission to the Second United Nations Conference on the Least Developed Countries, to be held in Paris in September 1990;

(k) Stepped-up preparations, in 71 countries, for the 1990 round of population and housing censuses;

(l) A joint initiative with the United Nations Office at Vienna leading to an interregional meeting on corruption in Government, which called for significant administrative reforms of a structural nature in the public service.

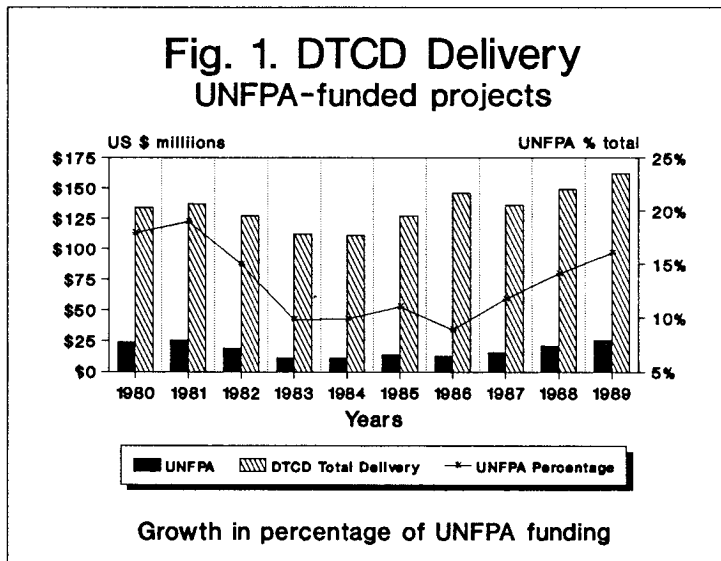
4. Developments in Eastern Europe last year prompted DTCD and other bodies within the United Nations system to review ongoing programmes in countries such as Bulgaria, Hungary, Poland and Romania, in order to estimate the level of possible technical co-operation requirements in coming years. DTCD also participated in inter-agency efforts to ascertain the parameters of a programme of basic needs in Cambodia, and to define the outline of reconstruction programmes for Iran and Iraq. Staff in the Department took part over the summer in the integrated country reviews organized by the Director-General. The triennial comprehensive review of operational activities, which culminated in the adoption of General Assembly resolution 44/211 of 22 December 1989, together with the studies that will be considered by the Governing Council at its thirty-seventh session, encouraged DTCD to explore beyond the normal confines of its technical co-operation programmes. At the request of some Governments, the Department forged ahead in providing technical support on a multisectoral and sectoral basis, and in testing new approaches. Action-oriented research assumed greater importance, as did the preparation of computer-based training packages. Greater numbers of workshops and seminars were organized to try out new concepts and to facilitate the dissemination of information and exchange of experience.

5. Human resources development - institution building, training, transfer of technology - remained the centrepiece of nearly all the DTCD activities in 15 substantive fields, aimed at strengthening the national capacities of developing countries. The year 1989 saw a noticeable increase in government requests for support related, directly or indirectly, to the utilization of loans financed by the International Bank for Reconstruction and Development (IBRD), this in recognition of the Department's objective stand on sensitive issues of policy, also in view of the fact that IPF funds often serve as seed money for projects which are subsequently linked to large-scale, loan-supported activities. Financial planning and management became an important element of the programme, as developing countries wrestled with problems of foreign debt and balance of payments. Competition as a means of improving the performance of public enterprises was discussed at the Ninth Meeting of Experts on the United Nations Programme in Public Administration and Finance. Developing countries concerned with the social cost of structural adjustment programmes sought assistance from DTCD in formulating more balanced medium- and longer-term strategies. Social development policies - on issues such as disability, and to a lesser extent aging and youth - received special consideration.

6. A global campaign to rehabilitate out-dated electric power stations was initiated during 1989, and an interregional training centre for energy planning and management was inaugurated in co-operation with the Latin American Energy Organization (OLADE). In all sectors, data collection and information management systems were essential components of the projects. Ecological and environmental considerations which should be factored in at various stages of the project cycle, also became more common features of projects executed by DTCD; countries saw the threat to development posed by environmental degradation, and recognized that the only safeguard to protect the environment was development itself - human resources, economic and social development. The DTCD specialists in water geared up to meet new challenges resulting from past inadequacies in the management of water resources development that have led to environmental degradation or to water shortages and conflicts over use.

III. PROGRAMME DELIVERY

7. The 1989 total delivery by DTCD rose to over \$162 million in project expenditures, against budgets of \$211 million. Thus, growth in delivery, both in actual terms and in percentages, persisted for the second year in a row, amounting to \$13 million or nearly 9 per cent in 1989, in comparison with 1988. Expenditures for projects financed by UNDP rose by \$7.1 million, accounting for 64 per cent of the total. A high rate of growth in funding by the United Nations Fund for Population Activities (UNFPA) was also maintained in 1989, with an increase of approximately \$6 million, or more than 29 per cent over 1988 (see figure 1 below), thereby offsetting a drop in United Nations trust funds. There was a reversal of the previous decline in UNDP trust funds which rose by nearly \$1 million.



8. Natural resources and energy remained the single largest area of concentration by DTCD, and reversed the drop experienced in 1988 with an increase of 5 per cent, or over \$3 million. Within the programme, an impressive growth of 26 per cent in the water sector served to counter the decline in energy, albeit from a smaller base. The minerals subsector continued to follow last year's positive trend and grew by 20 per cent. Statistics and population for the first time together comprised the second largest DTCD programme, advancing by over \$7 million, or 23 per cent. The programme in public administration and finance also increased by nearly \$3 million, or 12 per cent, while development planning activities increased by nearly \$4 million, or 11 per cent, over 1988. In general, growth in the 1989 programme delivery of DTCD involved the broad area of human resources development, and revealed an increasing preoccupation with investment promotion and resources planning.

9. The breakdown of expenditures by component shows that most of the increase in the 1989 programme related to expenditures for personnel (largely short-term consultants) and equipment. Training retained the significant gains registered in the previous year. Expenditures for sub-contracts remained at the same level.

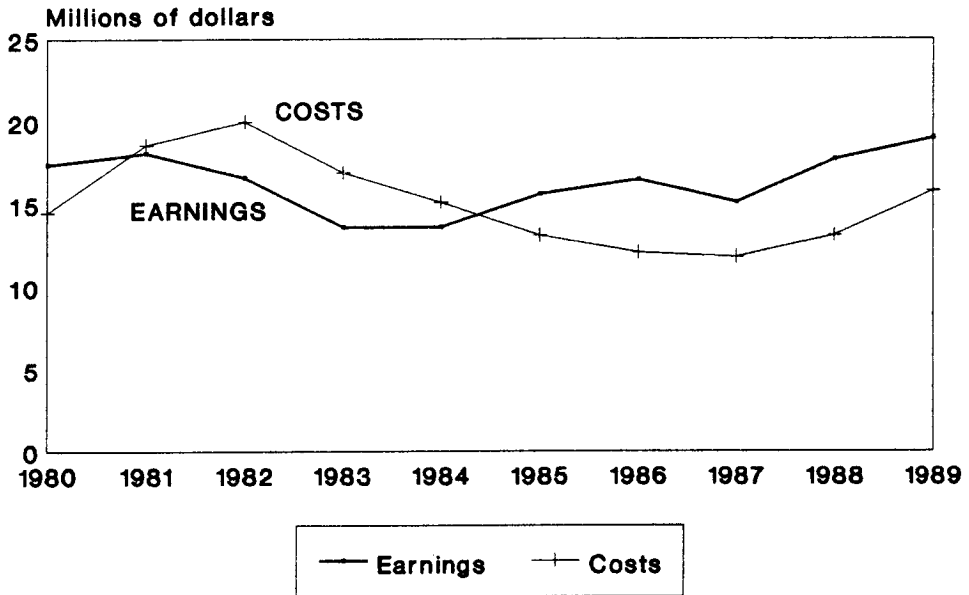
10. Full statistical details on the DTCD programme are given in addendum 3 to the present report (DP/1990/56/Add.3). As suggested by various Governments at the last three sessions of the Governing Council, that addendum includes graphs on trends in delivery, on the use of developing country resources and on the breakdown by gender of personnel recruitment and fellowships awards.

IV. ADMINISTRATIVE COSTS AND EFFECTIVENESS

11. As indicated in figure 2 below, on the relationship between support cost (overhead) earnings and administrative costs for the period 1980-1989, DTCD reported a modest surplus in the overhead account for the fourth year in a row. It was able to do so by observing the same strict limits on administrative costs. Higher expenditures for staff were almost exclusively the result of increased allocations for post adjustment and education allowances, since there was practically no change in the number of staff assigned to the Department in 1989. Earlier reports of the Secretary-General had already noted that staff cuts effected four to five years ago had left DTCD with the minimum of posts needed to maintain a sound technical base. The Department has only recently been in a position to expand its technical capacities and to equip itself to meet the challenges set out in the resolutions of the General Assembly on operational activities. One approach followed to increase the Department's effectiveness was the introduction of micro-computers in day-to-day work - a process co-ordinated by a departmental working group. The additional expenditures incurred in 1989 for that purpose represented a long-term investment to improve administrative efficiency, and eventually to reduce staff workload in this area. Another approach was to use greater numbers of consultants, to enable the Department to maintain high quality technical backstopping, yet at the same time retain the flexibility needed to respond to constantly changing needs for high-level expertise. Hence, economies of scale were achieved with a steadily growing programme, and with only marginally higher costs as DTCD began to prepare for the future.

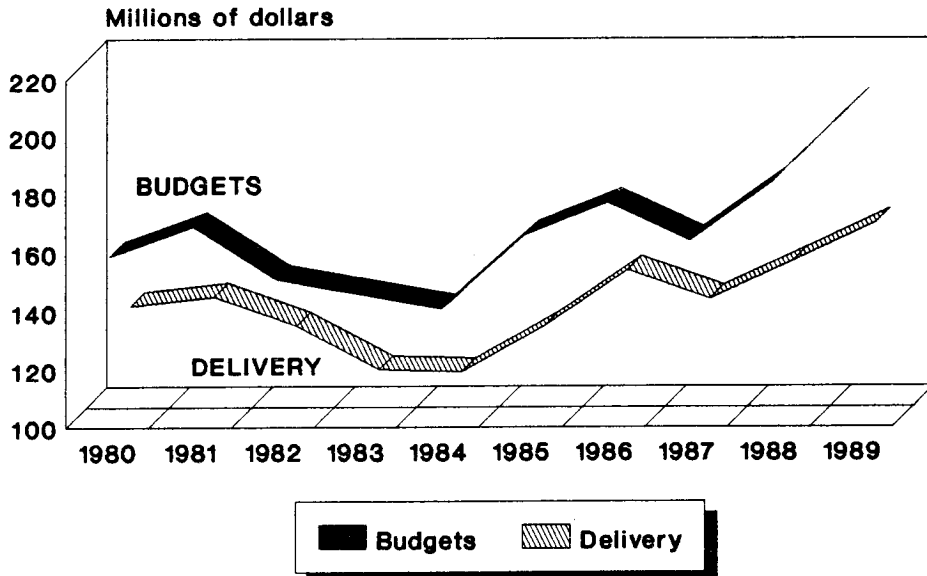
12. Figure 3 below demonstrates the relationship between the total project budgets of DTCD and its total delivery for the period 1980 to 1989. It is clear from figure 4 below, which compares project delivery and staff from 1982 to 1989, that the productivity of the DTCD staff last year was at its highest ever. The Department fully recognizes that the level of expenditures incurred should not, in and of itself, determine the effectiveness or even efficiency (productivity) of an organization. In the absence of another accepted methodology within the United Nations system, however, this provides at least some measure of the level of ongoing activity. Project budgets now on hand for 1990 should permit DTCD to maintain this record for one more year. Attention must be drawn, however, to the low level of project budgets at present available for subsequent years, and to the need to maintain the technical capacity of DTCD - preserving thereby a technical role for the United Nations in response to the new requirements of developing countries - when the new arrangements for support costs come into effect.

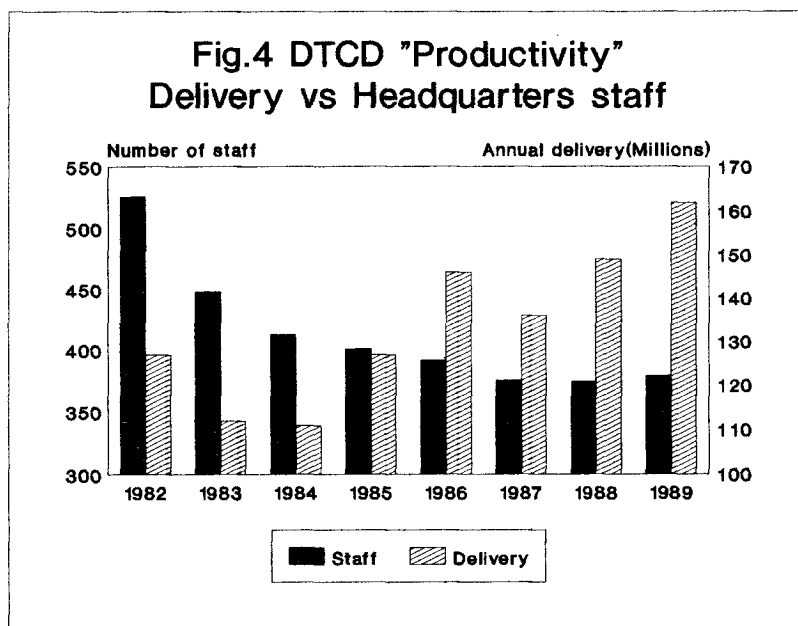
Fig.2 DTCD "Overhead" Earnings and Administrative Costs



Overhead earning on programme delivery

Fig.3 DTCD current year Project Budgets and Delivery





13. The following table shows the number of staff in DTCD from 1982 to 1989. Among professionals, 24 per cent of the staff were women in 1989. Talented younger staff, two of whom were women, were recruited from outside the Department to occupy nine posts at various levels. The Department continued to benefit from the services of associate experts financed by the Governments of Belgium, Denmark, Italy, Japan and the Netherlands which provided valuable support in several specialized areas.

Staff in DTCD a/

<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>
526	448	413	401	392	375	374	379

a/ The staff reductions during 1982-1985 resulted in fewer staff at year's end than at the beginning of each year. To account for this, a median figure for the number of staff available has been used.

V. LEGISLATIVE DEVELOPMENTS

14. As a Department of the United Nations Secretariat, DTCD is guided by the directives of the General Assembly, specifically its Second and Fifth Committees, the Committee for Programme and Co-ordination (CPC), and the Economic and Social Council, including its technical committees. Accordingly, the DTCD substantive programmes are reviewed by the Committee on Natural Resources, the Population and Statistical Commissions, the Meeting of Experts on the United Nations Programme in Public Administration and Finance, among others. It is the Governing Council, however, that reviews the Department's work in detail, in the first instance, as indicated in Governing Council decision 89/50 which stresses the Council's role in providing guidance to DTCD in its operational activities. The following paragraphs therefore address the issues discussed during last year's Council session, and respond to the recommendations contained in that decision.

15. Programme and project performance. DTCD registered significant gains, as noted above, in increasing its overall effectiveness. On the one hand, the use of office automation equipment, enhanced by specially tailored programmes, increased throughout the Department in 1989, encouraging staff to take a pragmatic approach to the development of integrated project management systems for project monitoring. Prompter delivery of equipment to the field, and a study of work procedures aimed at simplifying the recruitment and administration of consultants, figured among the results achieved. On the other hand, there were efforts to extend the Department's outreach and to establish collaborative arrangements with universities, private institutions and other sources of expertise. Special missions were organized to accelerate the implementation of the training component. DTCD also took the lead at a United Nations system-wide meeting of senior fellowship officers, in the area of fellowship evaluation.

16. An important development was the authorization, given for the first time to DTCD, to provide management services - as a means of channelling supplementary assistance to developing countries. The management services which the Department can now undertake will range from programme project identification, formulation and implementation, to assistance in providing inputs for project monitoring or supervision; in contrast to traditional execution, they will not cover all stages of the project cycle. One such arrangement, initiated in 1989, involved assistance to a developing country in the procurement of equipment funded by credits from the International Development Association (IDA). ACABQ approved revised United Nations Financial Rules, patterned after those of UNDP, which will be an added help in this regard.

17. The process of consultations begun last year with departments concerned within the Secretariat, will be vigorously pursued in 1990, in accordance with the General Assembly's request, in its resolution 44/211, to simplify and harmonize procedures pertaining to all aspects of programme and project formulation and execution. The decision in 1989 to revise the Financial Rules to raise the financial limit - below which contracts may be awarded without resorting to formal bids or review by the United Nations Contracts Committee - already represents a small step in the direction of streamlining processes and procedures. In the same vein, project implementation could be further simplified by new measures to facilitate government

execution of individual components within projects executed by DTCD, to increase equipment procurement in developing countries, and to expand the delegation of authority to DTCD project personnel in the field. On the broader issues contained in that resolution, DTCD is collaborating with the Director-General to formulate an action plan for channelling United Nations technical expertise in the direction of government/national execution, and for providing greater technical support at field level.

18. On another front, special efforts were deployed in 1989 to intensify the participation of DTCD in mid-term country programming reviews, and to assist in the preparations for the fifth country programming cycle. Given its fields of competence, DTCD attaches particular importance to programming issues, both at the macro and the sectoral levels. There is growing interest within the Department in following a more integrated approach in order to arrive at more coherent and holistic programmes. Such an approach, by way of example, associates development planning with public administration and statistics, thereby developing national capacities in all facets of economic and social management including policy analysis on the basis of reliable data, effective management information systems and sound administration of development-oriented programmes.

19. Support for government/national execution. Support by DTCD to projects carried out by Governments cannot be measured solely by the level of project expenditures actually recorded. DTCD has often been involved in the formulation or design of projects subsequently slated for government execution. The fact remains, however, that, in financial terms, actual support to projects executed by Governments represents only a modest element of the overall DTCD programme. The momentum which government/national execution has acquired over the past two years underscores the urgency of devising an approach that will facilitate the use by Governments of the expertise available within the United Nations system, and maintained by Member States for that purpose.

20. For its part, DTCD has already tried, in a pragmatic way, to insert into traditionally executed projects a new dimension of training in the "process" aspects of technical co-operation. Cadres of the national recruitment services (NRS) in developing countries should facilitate project execution by helping Governments set up, or improve, their own recruitment services. Special workshops are also being convened to discuss the administration, management, monitoring and evaluation of projects, and a set of training manuals, to help build national project management capacity, will be published shortly. Even the fact that, wherever possible, fellowships and study tours organized by DTCD take place in developing countries helps to strengthen these host institutions.

21. Co-operation between UNDP and DTCD including round tables and NATCAPS, as well as in non-project types of assistance. DTCD collaborated with the Office for Project Services (OPS) of UNDP in organizing one NATCAP exercise (National Technical Co-operation Assessment and Programmes) - in Guinea-Bissau - out of the 19 such exercises ongoing in 1989. It was associated with round-tables meetings in a few other countries, for the most part in the implementation of follow-up projects in specific sectors. A basis for raising the level of co-operation in this area to the benefit of developing countries also exists in view of the

expertise of DTCD development planners, their experience with the preparations for the Second United Nations Conference on the Least Developed Countries, to be held in Paris in September 1990, and the enormous range of other DTCD activities relevant to such exercises: public sector investment programming, financial planning and the formulation and implementation of human resources policies with linkages to macro-economic planning and economic adjustment programmes. In 1989, DTCD staff and experts were also involved in the management development programme (MDP) to the extent of carrying out diagnostic missions in five countries; MDP financing was made available to one project executed by DTCD.

22. Forces set in motion by the triennial comprehensive review of operational activities in 1989, have highlighted the value of collaboration between DTCD and UNDP. To date, for the most part, that collaboration relates to traditional project execution. In addition, financing from the UNDP project development facility (PDF) enabled DTCD to recruit outside consultants in 1989 and to undertake 19 project formulation missions, in contrast to 1988, when DTCD carried out only one such mission. Far less progress was made in promoting collaboration on matters connected to non-core funding or OPS. The record shows that DTCD signed only three new inter-agency agreements with OPS in 1989 (amounting to only \$30,000). Overall in 1989, the services provided by DTCD to OPS totalled approximately \$120,800 for seven projects. In October 1989, DTCD and UNDP senior management staff also exchanged letters stating that DTCD, to the extent applicable, would be governed by the Standard Basic Agency Assistance Agreement when serving as an executing agency of projects funded by UNDP.

23. Population related issues. The DTCD programme responds overall to the goals laid out in the World Population Plan of Action and reaffirmed in the Amsterdam Declaration. 1/ The targets of the Declaration - the integration of population into national development concerns and priorities, assistance in the design of population programmes, expanded co-ordination among the agencies working in this field, and strengthened capacity of developing countries to co-ordinate external inputs - are the mainstay of the DTCD programme. Lessons learned from the 1980 round of censuses guided the Department in building into the design of the next censuses special programmes in data analysis and dissemination. Considerable strides were made in building up national self-reliance and transfer of technology through human resources development. Skilled national experts took on greater technical responsibility, and teams of national consultants were constituted to work with the United Nations or national technical co-ordinators.

24. The Department welcomed the requests of UNFPA for assistance in the population programme review and strategy development missions, as well as in project formulation missions, and assigned DTCD technical advisers to serve as team leaders or co-ordinators for such missions where appropriate. The DTCD staff was involved in the subregional, regional and interregional seminars, conferences and workshops organized by UNFPA. The paper prepared by DTCD on a strategy to integrate women, environment and population into development - to ensure that these critical areas receive the priority attention required for balanced socio-economic growth - was the object of discussion at the UNFPA inter-agency consultation in March 1989. Contacts were established during the year with outside organizations such as the Netherlands Central Bureau of Statistics, which was host to the DTCD international

workshop on population data base development, in order to broaden the range of expertise that can be made available to developing countries.

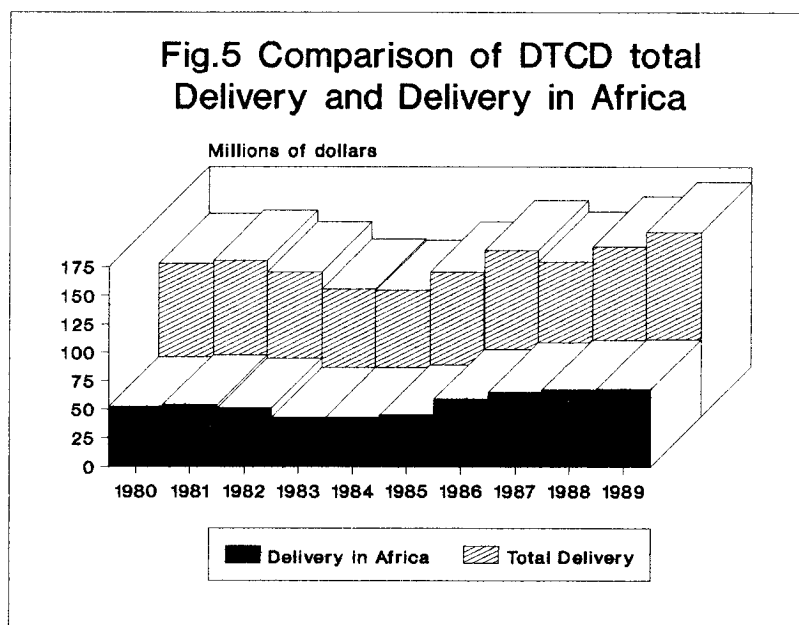
25. Data bank of project evaluation to improve feedback and enhance capacity of countries, and establishment of self-evaluation system (see also paras. 39 to 43 of the present report). Prior efforts to establish a data bank of project results were basically realized in 1989, and information has been entered to date on 79 in-depth evaluations, covering such elements as project problems and achievements, major recommendations, lessons learned and comments on the evaluation report itself. Feedback action is being recorded in the data bank and note taken of the extent to which the main recommendations of these evaluations are being implemented. The DTCD project self-evaluation system is based on UNDP project performance evaluation reports, prepared annually for all UNDP projects. Compiled by project management in the field, these evaluation reports are submitted for review to the three parties involved, and provide a comprehensive coverage of the information needed for self-evaluation. Thus, DTCD efforts are currently focusing on strengthening, rather than duplicating, the present system, particularly in respect to the issue of compliance. At present, self-evaluation for UNFPA projects is being introduced within DTCD on a selective basis. The DTCD staff also participated in the self-evaluation workshop organized by the United Nations Central Evaluation Unit in regard to the work which is funded from the regular budget of the United Nations or the Regular Programme of Technical Co-operation. The Department will continue to undertake self-evaluation of relevant sub-programmes.

26. DTCD took part in the Sixth Inter-Agency Group Meeting on Evaluation, held in Geneva in October 1989, and provided inputs for UNDP research activities, including the mid-term country review process, sustainability issues in the context of institutional development and project completion reporting and follow-up.

27. Support for technical co-operation among developing countries (TCDC). As noted in section IX of the Regular Programme of Technical Co-operation, DTCD pursued efforts in 1989 to promote TCDC through workshops, seminars and training programmes that encouraged the exchange of experience and expertise among developing countries. To date, for example, over 100 nationals from developing countries have participated in an on-the-job training programme which enables junior statisticians from developing countries to work in the statistical offices of other developing countries. The Department also co-operated in 1989 with the UNDP Special Unit for TCDC in the preparation of the handbook which will be used by national and international officials concerned with TCDC.

VI. AFRICA

28. As indicated in figure 5 below, DTCD activities in Africa last year remained at the same level in dollar terms, as in 1988. Thus, the Africa programme in 1989 accounted for 42 per cent of the total delivery of DTCD, in comparison with 45 per cent in 1988. While Africa still represents the most important component of the programme, DTCD is concerned that, in coming years, the level of extrabudgetary funding may not be sufficient to ensure that African Governments will be exposed to the Department's technical expertise in such critical areas as human resources development. The Department hopes, therefore, that greater involvement with programmes such as NATCAPS and MDP, as well as some DTCD initiatives, which were financed out of the limited funds available from the Regular Programme of Technical Co-operation, will add a new dimension in the future to its involvement in Africa.



29. For DTCD, one of the most significant developments in 1989 was the start-up of work in Namibia. A mission sponsored by UNDP, which DTCD organized in collaboration with the Statistical Office of the United Nations, went to Namibia to estimate the size of the population and of the GDP. These figures may have to be revised, once an independent Namibia is in a position to strengthen its national statistical capabilities. In the mean time they provide a basis for establishing a tentative IPF. In addition, DTCD specialists carried out a preliminary review of Namibia's water sector and DTCD staff were seconded to the United Nations Transition Assistance Group (UNTAG). The Department continued to assist the United Nations Institute for Namibia, and the United Nations Educational and Training Programme for Southern Africa (UNETPSA) - which has trained over 750 Namibians since 1982, among them several of the newly elected members of the Constituent Assembly of Namibia.

30. In other parts of Africa also, renewed emphasis was placed on human resources development, including improved economic management. A seminar on this subject, organized by the institutes of public administration of Quebec and Tunis provided an opportunity for DTCD to hold a meeting at Tangiers, with the national directors and chief technical advisers of its public administration projects and to discuss new programmes and concepts in this area. Cross-fertilization of ideas and exchange of experience were also promoted at an interregional workshop, organized by DTCD in collaboration with the Economic Commission for Africa (ECA), and attended by senior representatives from 31 African countries, as well as by personnel in development planning projects. An outgrowth of Africa Initiative (a regular programme activity described in earlier reports), the workshop dealt with the planning of financial resources for development, and focused on the practical aspects of economic policy-making, covering such issues as debt renegotiation and planning as a tool to attain long-term development goals in the context of structural adjustment programmes (SAP). In compliance with requests for follow-up sessions, DTCD will organize four more workshops, in 1990 and 1991, with funds from the joint Japan/DTCD-Africa Initiative through annual appropriations. These will concentrate on down-to-earth issues ranging from debt management to the integration of subnational and national planning.

31. Most of the 35 African countries with DTCD projects were interested in the applied, practical, facets of planning, covering public sector investment programming and/or monitoring. For example, a DTCD project in Sierra Leone on the planning, programming and implementation of public investment, is being reformulated to take into account the technical assistance needs arising out of the country's emerging adjustment programme. The process of institutionalizing government efforts in aid co-ordination is receiving help from another DTCD project which has some unusual features that may be useful in other countries. At the same time, DTCD has responded to the imperative of increasing productive employment opportunities for vast numbers of unemployed and underemployed and of promoting a more grass-roots, participatory approach to development, the key to raising the income levels of the rural poor.

32. Practically all DTCD projects in Africa made use of computer technology - to improve government budgeting, accounting and auditing; to strengthen the co-ordination and monitoring of external grants and loans; to exploit natural resources; and to analyse the demographic, social and economic data required both for policy formulation and for programme planning and implementation. Using the forecasting model SCOFLEX, for example, planners in Niger and Senegal were able for the first time to arrive at a quantitative assessment of both the short- and long-term effects of economic policies and adjustment programmes on the education sector.

33. Natural resources must be harnessed before economic and social development can take place, and DTCD has been at the forefront of mining exploration and promotion in Africa within the framework of UNDP-financed projects. In 1989, the accent was on the provision of legal and investment advisory services, to help draft or upgrade existing mining codes, and to assist during the negotiation stage of mining contracts - in response to the requests and priorities of Governments - in order to counter the decline in the proportion of GDP devoted to investment. A seminar was

organized in December 1989, in collaboration with the Government of Côte d'Ivoire and financed from the Regular Programme, on mining exploration and investment potential in West Africa. It was also intended to improve the political risk perception of Africa in the international business community. DTCD continued to collaborate with the World Bank on an African mining policy study to analyse the impact of government policies on the performance of the mining industry in 20 selected sub-Saharan countries.

34. Investment promotion was important as well in the energy sector, particularly in regard to petroleum, along with greater use of cleaner solar and wind energy sources and more energy conservation. In the water sector, DTCD activities in Africa evolved from an earlier concentration on bore-hole drilling to more broadly based water resources planning and management, including training, maintenance and monitoring activities, as well as the development of software for measuring hydrological data. At the same time, however, in response to the emergency situation in Chad resulting from recurrent droughts, DTCD undertook a joint project financed by IPF/CDF (United Nations Capital Development Fund) to drill approximately 500 bore-holes over a three-year period and to train some 98 national project staff.

VII. INVESTMENT

35. As noted elsewhere in the present report, DTCD intensified its efforts in 1989 to assist Governments through investment related work. These efforts covered: (a) pre-investment projects, funded mostly by UNDP, aimed at preparing the groundwork for large-scale inputs from other sources; (b) encouragement of investment follow-up; and (c) participation in the technical assistance components of projects financed by the principal multilateral development finance institutions, including the World Bank and regional development banks.

36. The DTCD pre-investment projects included sectoral or geographic studies to identify investment needs and priorities, actions leading to specific investment decisions and support for the implementation and supervision of investment projects. They ranged from support in planning to legal drafting, to management and evaluation services, and even technical assistance in resolving disputes with foreign firms. Attention was being increasingly drawn to such work in order to emphasize the "downstream" linkages in the broader development context.

37. Investment follow-up involved the generation of new commitments from public, private, foreign and domestic sources. In 1989, roughly \$1.2 billion of new commitments was recorded as a result of projects funded by UNDP and executed by DTCD. For the period 1982-1989, the total was over \$11 billion, mainly in the areas of energy, minerals and development planning. Greater encouragement of investment commitments is the natural counterpart to greater attention to the pre-investment nature of many grant-financed, technical co-operation projects. DTCD is increasingly seeking to assist requesting Governments in making known to potential investors the prospects for such a follow-up.

38. Investment participation entailed the provision of services to Governments in the context of the financing they had obtained. Governments can call upon DTCD technical and managerial expertise through cost-sharing contributions under a UNDP-funded project, or through a management services agreement directly related to a loan or credit from the development finance institution. A recent example is a mineral exploration project in Yemen being undertaken partly through a UNDP/IPF project and partly through a management services agreement under a World Bank credit. Further opportunities are being sought to increase the leverage and benefits of development assistance, within DTCD fields of competence. The magnitude of the resources involved in all these aspects of investment work, and the importance of building strong linkages between the grant and the loan sides of development assistance from the agencies and organizations of the United Nations system, make this a priority area of DTCD activity in serving developing countries.

VIII. EVALUATION

39. Over the past year, DTCD continued to strengthen its evaluation activities, and succeeded in carrying out 35 in-depth evaluations, compared with 22 in 1988. The total of 18 mid-term, 13 terminal and 4 ex-post evaluations involved the following substantive sectors: water (4); energy (3); infrastructure (3); minerals (7); development planning, including integrated rural development (4); population (4); public administration (5); statistics (4); and one project relating to women and development.

40. Most of the evaluations concluded that the projects were making significant contributions. Among the more noteworthy were the following. In Myanmar, despite severe difficulties and constraints, a project on computer development in the Central Statistical Office had a 90 to 95 per cent success rate in attaining its immediate objectives. Its performance was judged superior to the average UNDP project in this area and its results were comparable in quality to similar exploitations of information technology in a developed country setting. A cluster of five mineral projects in Mozambique was found to be of great assistance in promoting foreign investment and in negotiating with foreign organizations. In India, a project assisting the development of the Indian Railway Institute of Bridge Technology significantly enhanced the technological capability of the Institute and of the railways. A minerals investment promotion project in Bolivia put together a wealth of information on mineral occurrences which sparked renewed interest in the country's potential and led to the exploration of three deposits by private companies. In Equatorial Guinea, the project helped to establish a statistical office which plays an important role in that country's development. In Mali, the success of the household survey programme and other surveys led to a steady flow of reliable and integrated statistical data. Assistance to the National Energy Board in Ghana was praised for its results and cost effectiveness in comparison to similar projects in Africa. A regional project in Latin America to develop managerial capacity in the public sector generated substantial technical support and also had a positive impact on the institutionalization of the Latin American Center for Development Administration (CLAD).

41. The best of the evaluation reports clearly showed how positive and constructive such exercises could be from the technical and managerial standpoint, both for the project itself and for other projects. But DTCD saw the need for further improvement in a number of the in-depth evaluation reports. Not enough attention was being paid to the qualitative aspects of project design and implementation; the relevancy of the inputs and modalities used; the nature and scope of national capacity building; and the sustainability of the technical assistance provided. DTCD also believes that suggestions for follow-up action need greater specificity. The Department's evaluation office will be exploring different ways to improve the calibre of the reports on the basis of its experience in 1989, focusing in particular on briefing procedures and the consultant roster.

42. Lessons drawn from the in-depth evaluations in many instances simply reiterated earlier findings. Staffing problems - staff shortages, high turnover and frequent changes in national project management - remained stumbling blocks and affected project sustainability. Insufficient national resources to meet recurrent expenditures hindered government efforts to attract and retain qualified local staff and to cover the cost of fuel, maintenance, spare parts and the like. A number of reports noted the need for a project to establish linkages and to co-ordinate its activities with those of organizations and local bodies having similar or related objectives. Other reports stressed the need to synchronize inputs in order to improve project performance, and to involve nationals in designing and implementing the project's training component. Government commitment was once again deemed essential for successful project implementation and sustainability. Prospects for sustainability were enhanced when the project was placed within a body with strong leadership and corresponding political support. The reports found the degree of realism regarding the country's absorptive capacity, including the availability of national financial resources, to be a major determinant of project performance and sustainability.

43. The Department received good feedback in 1989 for most of the 22 in-depth evaluations undertaken in 1988. Eight of the projects were extended in accordance with the specific recommendations of the evaluations missions. Recommendations on issues such as the need to revise work plans, improve co-ordination and backstopping were implemented. Feedback for two projects, was limited as a result of inadequate government resources. In the case of six other projects, the recommendations were ignored, because of delays caused by one of the parties or owing to disagreement with the recommendations themselves.

IX. WOMEN IN DEVELOPMENT

44. The year 1989 saw increasing awareness in all sectors of the importance of women's participation in development, and the DTCD internal Task Force on Women in Development continued to deploy efforts to promote women through the vehicle of projects executed by the Department. It was generally recognized, for example, that village-level water projects do not succeed unless women are involved in the operation, maintenance and management of water resources facilities. By now, most DTCD grass-roots operations have components designed to teach women how to learn about, and benefit from, ongoing socio-economic development projects and

programmes. In Democratic Yemen, for instance, the participation of women in adult literacy and sewing classes organized by the community centres played a critical role in a DTCD project to improve the socio-economic conditions and living standards of the Bedouin population in general. The training provided to Bedouin women enabled them to acquire skills which increased their productivity and opportunities for employment.

45. Modalities were established in some countries to train women in social and economic development activities. Front-line development workers were assisted to work with women to increase their level of literacy and productivity. New project components were added to improve traditional technologies - fish smoking, cassava grating, poultry raising, water and transport of water and wood, etc. - to increase productivity and provide opportunities for employment and income-generation. Training in marketing and in business management techniques was an essential ingredient in the success of income-generating activities. Self-sustaining revolving loan schemes were also developed in certain countries of Africa to give women access to such funds.

46. Progress was made in 1989 in arriving at more complete statistics on women in development without which it is not possible to measure the success of any programme to integrate women. An extensive programme was developed to improve statistics and indicators on the situation of women; it includes improved statistical methods such as collection and dissemination at national and international levels, training and technical co-operation. Better statistics on women is now a target of the national household survey capability programme in some countries, to measure more fully women's participation in the economy. Advances were made in obtaining special tabulations by gender of demographic and socio-economic data collected through sample surveys and the decennial census. A first approximation of a microcomputer-based model on women in development, particularly in rural agricultural settings, was developed to demonstrate the impact of different policies and actions on women's social and economic progress. DTCD anticipates that it will be used not only as a tool to integrate women's concerns into national planning, but also as a teaching instrument, once the testing stage is complete.

47. DTCD remained actively engaged in the Task Force on Women and Water, which has drawn up detailed strategies to involve women in water supply and sanitation projects for the International Drinking Water Supply and Sanitation Decade (IDWSSD), (1981-1990). A representative of DTCD was the keynote speaker at the Regional Training Programme on Women and Water Supply and Sanitation, convened by the International Research and Training Institute for the Advancement of Women (INSTRAW) and the Economic and Social Commission for Asia and the Pacific (ESCAP), at Bangkok, in June 1989. The Department also participated in the INSTRAW Consultative Meeting on Evaluation Methodology for Programmes and Projects on Women in Development. Government departments collaborating on projects and other national authorities were reminded to nominate women candidates for inclusion in the United Nations roster of experts and consultants and for training opportunities. Preparations were started for the ad hoc meeting to be organized by DTCD with the International Civil Service Commission (ICSC) in conjunction with the 1990 NRS meeting to expand further the role of women in projects.

X. REGULAR PROGRAMME OF TECHNICAL CO-OPERATION

48. The comprehensive guidelines approved by the Governing Council, in its decision 80/42 of 27 June 1980, and reconfirmed in its decision 86/16 of 20 February 1986, provide the basic framework for the use by DTCD of regular programme resources. In the course of its annual reviews, the Council has adapted these guidelines to meet new and changed needs, thereby preserving the distinct role of the Regular Programme in assisting developing countries through technical co-operation.

49. Strengthening national capacity, particularly through human resources development, has always been a main target of regular programme activities, but it took on new significance in 1989 as developing countries accorded the highest priority to human resources development. Training increased markedly and a record number of 600 developing country nationals participated in 1989 in workshops and seminars financed under the Regular Programme. These workshops addressed a broad cross-section of issues of central importance to developing countries including: public sector investment programming and management and financial resources for development; water quality management, and water resources management in small island countries and in drought-prone areas; mineral exploration and investment potential; wind and solar energy, energy conservation and power plant maintenance; management development training, performance improvement of public enterprises and corruption in Government; human resources training in the disability field and the development of national mechanisms for youth; the collection of trade statistics, disability statistics and demographic and social data; and social services for economic development. In conducting these workshops, DTCD took particular care to respond to the specific needs and interests of participating developing countries. Thus, participants were requested to prepare papers in advance, highlighting their country's experience and identifying specific areas where additional training and exposure to new approaches, methodologies and techniques would be needed. Wherever possible, training was of a "hands-on" and practical nature, and included on-site demonstrations.

50. Effective training also means use of up-to-date methodologies in the field. Considerable effort has therefore been invested to develop appropriate methodologies which take full account of the possibilities and constraints in developing countries, and are formulated on the basis of practical experience at country level. Such methodologies are used as training tools in workshops and during the course of advisory missions and field projects. By way of example, training packages developed during 1989 included the application of a micro-economic planning model for island economies, a software programme for public personnel management, an energy information system and software for production of energy balances. As might be expected, most of these involved the use of computers; hence the training included demonstrations on computers as well as practical exercises in applying computer programmes to meet individual needs.

51. Advisory services were another way of promoting human resources development. Many of these advisory missions were undertaken to help identify, formulate and obtain external financing for technical co-operation projects where the thrust essentially was human resources development. Other requests for advisory services

involved the need to improve institutional arrangements and strengthen indigenous training capabilities as a basis for enhancing human resources development.

52. The Department's work in human resources development and training underlines the role of the Regular Programme as a source of seed money. Contributions of both developing and developed countries serving as host countries for workshops and individual training programmes greatly augmented the overall training resources of the Regular Programme. Co-operation with developing countries is specially welcome since their experience has relevance to other developing countries. During 1989, over half of the training activities organized under the Regular Programme took place in developing countries which, of course, also promoted networking and TCDC.

53. Co-operation with other organizations further enlarged the scope of regular programme projects, and made them more effective. DTCDC co-operated closely with the regional economic commissions in training activities, for example with ECA in organizing a workshop on the planning of financial resources, and with ESCAP for a workshop on the establishment and development of national mechanisms for youth. Staff of the regional commissions participated in many other training activities. As noted in paragraph 6 above, a training programme for the application of microcomputer technology to energy planning was organized in collaboration with OLADE. Advisory services were provided on a regular basis to help evaluate World Food Programme (WFP) project proposals in the light of broad development planning considerations. The Department also continued to provide expert services to the United Nations Institute for Training and Research (UNITAR) to design and deliver a course on world development and international economic relations. There was close collaboration with UNCTAD for a workshop on trade statistics, and in the preparations for the Second United Nations Conference on the Least Developed Countries.

XI. CONCLUSION

54. Looking towards the twenty-first century, DTCDC foresees that the easing of tensions in many parts of the world may well generate new opportunities for international co-operation in the economic and social spheres. A vital element will remain: the need to support capacity building in developing countries - to support transfer of know-how, and thereby help developing countries achieve self-reliance by achieving better control over, and management of their national resources, human, physical and institutional. The Department's experience in this area - the work which it has begun in such countries as Afghanistan and Namibia, in LDCs and low-income countries, as well as its expertise and multi-disciplinary competence - will be at the service of developing countries to help them arrive at a more coherent overall framework for policy options and objectives, to improve the linkages between the social and the economic spheres and to strengthen their managerial and technical capabilities.

Notes

1/ Adopted at the International Forum on Population in the Twenty-first Century, organized by UNFPA, in co-operation with the Government of the Netherlands, from 6 to 9 November 1989.
