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OPERATIONAL ACTIVITIES FOR
DEVELOPMENT

OPERATIONAL ACTIVITIES OF THE UNITED NATIONS SYSTEM

Note by the Secretary-General

1. The Secretary-General has the honour to submit herewith the report of the Director-General for Development and International Economic Co-operation for the triennial policy review of the United Nations system's operational activities for development. The report has been prepared pursuant to General Assembly resolutions 38/171 of 19 December 1983 and 40/211 of 17 December 1985. It also complies with relevant legislative decisions regarding the length of documentation.
2. The annual updating of statistical information on operational activities will be issued subsequently as addendum 1 to the present report.
3. In its resolution 40/211, the General Assembly invited governing bodies of the organizations of the United Nations system, where possible, to provide the Economic and Social Council and the General Assembly, at the time of the 1986 comprehensive policy review of operational activities, their views on the system-wide policy issues affecting operational activities identified by the Assembly in its resolutions 38/171 and 40/211. Information provided by organizations in response to this invitation will be issued in a separate report (A/41/374-E/1986/109).

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ANNEX

Policy review of operational activities for development

Report of the Director-General for Development and
International Economic Co-operation

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I. INTRODUCTION

1. This report deals with the operational activities for development of the United Nations system, which include the technical co-operation programmes of the United Nations, the United Nations Development Programme (UNDP), the United Nations Fund for Population Activities (UNFPA) and the specialized agencies; the food aid of the World Food Programme (WFP); and the activities of the United Nations Children's Fund (UNICEF). Operational activities have become an established and important dimension of the development efforts of the organizations of the United Nations system, absorbing about 60 per cent of the regular and extrabudgetary resources of the system. Total resources provided for these activities amounted to about \$2,600 million in 1984, compared with a level of about \$850 million in the mid-1970s.

2. This report does not cover the humanitarian and relief activities of the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNWRA) and the Office of the United Nations Disaster Relief Co-ordinator (UNDRO), which amounted to \$630 million in 1984. It also does not cover the operations of the World Bank, which amounted to \$8,400 million in 1984, of the International Development Association (IDA), which amounted to \$2,500 million in 1984, or of the International Fund for Agricultural Development (IFAD), which disbursed nearly \$200 million in 1984. However, the report does discuss issues relating to the co-operation between these organizations and the entities of the system undertaking operational activities.

3. Resources are contributed by over 170 Governments of Member and non-member States, by intergovernmental organizations and the private sector. Members of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) currently provide about 83 per cent of the total value of these contributions. Developing countries themselves contribute 15 per cent, including 7 per cent from the member countries of the Organization of Petroleum Exporting Countries (OPEC). Members of the Council for Mutual Economic Assistance (CMEA) provide 2 per cent.

4. The system's operational activities now comprise two fifths of the total disbursements of official development assistance by multilateral agencies. The system each year supports over 6,000 development programme projects in over 150 developing countries and territories at the national, regional and global level. In 1984, expenditures on such programmes amounted to \$2,300 million, compared to \$570 million a decade previously. In 1984 this financed 12,000 experts and consultants, procured \$480 million of equipment and sub-contracts, and provided training to over 11,000 students. The sectors of agriculture, health and natural resources in 1984 absorbed about 50 per cent of total resources for technical co-operation, followed by population, transport, industry and general development issues. Two million metric tons of food were delivered under WFP auspices. The cost in 1984 of administering these activities amounted to about \$480 million.

5. Operational activities take place in all developing countries. Notwithstanding such universal coverage, the system concentrates nearly 75 per cent of its activities in countries with a 1984 per capita income of less than \$500. Taking into account the recommendations of the Substantial New Programme of Action for the 1980s for the Least Developed Countries, the share of country activities taking place in least developed countries has increased from 33 to 41 per cent in the six years since 1979. The share of sub-Saharan Africa has also increased to about 40 per cent.

6. The system's operational activities are financed and carried out through a complex institutional structure. Some 24 policy-making or governing bodies oversee these activities. Those in the United Nations itself are responsible to the General Assembly. The specialized agencies are linked to the United Nations through relationship agreements.

7. Some organizations are sector-specific, while others are cross-sectoral in character. Most have an integrated structure comprising policy, research and operations. As far as funding is concerned, some 22 different funds and programmes participate in the annual United Nations pledging conference for development activities; UNDP itself administers or is responsible for over 20 funds and programmes. In addition, Member States contribute directly to the funding arrangements, including funds-in-trust, of the various entities in the United Nations and of the specialized agencies.

8. Arrangements for the carrying out of programmes vary according to the nature of the activity and the source of funding. Their common characteristic is to draw upon the technical expertise of the organizations of the system. Technical co-operation is generally tripartite in character, involving the (host) Government, the funding source (UNDP) and the executing agency. There are now 28 executing agencies of UNDP, including the 5 regional commissions of the United Nations, compared with some 17 a decade ago.

9. UNDP and UNFPA execute some of the projects that they finance; Governments execute others, as is the case for all the activities of UNICEF and WFP. Organizations of the system are being requested by multilateral development bank borrowers to provide technical co-operation financed through lending operations. UNDP provides management services to donors and recipients to assist the implementation of bilaterally financed development programmes.

10. The amount of resources expended on operational activities is modest in relation to the totality of resources mobilized by developing countries for development as well as in relation to total official development assistance. In 1984 these constituted 6.4 per cent of total official development assistance, compared with 3.7 per cent 10 years earlier. The importance of such activities lies less in its dollar value than in its impact on development.

11. Evaluation studies conducted by various organizations of the system suggest a range of successes and failures similar to the findings of evaluation of bilateral and other multilateral programmes. These studies analyse the factors that appear to affect project results. Not enough is yet known as to why some projects succeed

and others fail. However, a review of the literature on technical co-operation effectiveness presented as part of the material prepared for the World Bank/IMF Development Committee Task Force Report on Concessional Flows concluded that evaluated projects tend to fall in the range of one half to two thirds judged satisfactory, of which one third or more are projects judged fully satisfactory. Outright failures were reported in 10-15 per cent of projects.

12. The ultimate objective of technical co-operation is to help countries make optimum use of the main factors of production: capital, labour and technology. Economic analysis and even more practice demonstrates the vital and indispensable role of institution building, policy analysis, training and other forms of technical co-operation in the process of growth and development.

13. The operational activities of the United Nations system aim at promoting and strengthening the endogenous efforts of developing countries. These activities are calibrated according to the needs of developing countries, both in content and in time-frame, emphasizing the development of human resources and institution building in some cases, and access to scientific and technological know-how in other cases. The efficacy of action by the United Nations system is determined by counterpart support and by efficient and effective backstopping by the executing agencies.

14. The United Nations system has the capacity through its field offices to act as an effective catalyst for development, through a continuous interaction at the country level between the Government involved and organizations of the system. The field offices also provide a point of reference for bilateral and other multilateral development assistance.

15. The diversity of the United Nations system represents a unique asset in assisting countries to cope with complex and multi-disciplinary development processes. However, permanent efforts are required to ensure adequate coherence of action, particularly in co-ordinating sectorally or geographically focused programmes. Such coherence is necessary in the programming as well as in the execution of activities.

16. As the Administrator of UNDP stated in his recent annual report (DP/1986/11), "development work and international co-operation remains a significant catalyst". The Development Committee's Task Force Report on Concessional Flows concluded that "most aid has been productive and helpful to development [and that] there is an effectiveness case for channelling a high level of official development assistance through multilateral aid agencies". The view of the Chairman of DAC in his 1985 review regarding the overall impact of development assistance is widely shared, namely, that "much aid has made significant contributions to development, and that the sources of early cases of ineffective aid have been identified and are being corrected".

A. Integrated approach to development

17. To the extent that the human being is at the centre of the development process, operational activities will of necessity have to be multi-faceted. Action in any one sector is conditioned by and in turn influences the course of events in other sectors. These interactions are increasingly recognized by Member States both in the context of their development policies and at the international level. This is particularly relevant in such areas as environment, population, employment, primary health care, urban concentration or the application of science and technology.

18. In the light of the foregoing, some illustrations follow that emphasize efforts of organizations of the system to promote an integrated approach to development.

1. The fight against poverty

19. A major challenge for development policies is to alleviate if not eliminate poverty, particularly in its more acute form. This is not a problem confined to the least developed and other low-income countries; there is also the phenomenon of rural and urban poverty characteristically associated with intermediate stages of development. Integrated development efforts involve major social and infrastructural changes that transcend the scope of technical co-operation. It is in that area, therefore, that coherent and complementary action of funding and executing agencies is particularly important to trigger and support durable national efforts, and here also that there exists scope for combining United Nations system capital and technical assistance resources.

2. The continuity between emergency action and development

20. Action in response to emergency situations, natural or man-made, represents a priority closely related to and often associated with chronic poverty. In addition to assistance provided by UNICEF, UNHCR, WFP and a variety of other programmes, increasing efforts have been made to add a development dimension to such activities, with the objective of rehabilitating, preventing recurrences and helping developing countries to cope with, or at least mitigate the effect of future emergencies. In situations of civil conflict or in their aftermath, operational activities have at times acquired a special significance (in addition to their relief, rehabilitation or reconstruction objectives), by constituting a bridge between opposing parties or communities and thus setting a basis for future political settlement.

21. The ability of the United Nations system to respond rapidly and effectively to major emergencies has been demonstrated in a number of instances. For example, the response in the recent case of Africa was in the provision of immediate relief, co-ordination of multilateral and bilateral assistance (including non-governmental organizations) whenever possible, and initiatives to promote longer-term development. One important lesson of the African emergency operations is the need

to improve and rely more on early warning systems in sectors such as food supply and health. Another lesson is the key role of co-ordination mechanisms encompassing the major funding agencies and organizations and the importance of fully mobilizing the system's sectoral expertise and institutional infrastructure for a common purpose.

3. Adjustment policies

22. The repercussions of the global economic crisis, in particular as regards external debt management, adjustment measures and the containment of their social cost, have generated a variety of new demands for United Nations system technical assistance, side by side with the intervention of United Nations financing agencies. In the area of economic and social policy, they include assistance in the formulation of employment and incomes policies, the strengthening of analytical and planning skills, sectoral and inter-sectoral, and social impact monitoring and evaluation. Assistance has also been requested in public sector management, to ensure greater cost-effectiveness of social programmes, and to provide external support for the most vulnerable population groups. United Nations system technical assistance has also been called upon in connection with external debt management and the generation of increased export revenues, as well as to ensure a fuller utilization of multilateral capital assistance. All these examples point to the potential of, and the need to enhance, co-operation between the international financial institutions and those organizations addressing social issues.

4. Women and development

23. Through the world conferences on women held in 1975, 1980 and 1985 the United Nations has played a very significant role in increasing public awareness and consciousness regarding the contribution of women to the development of economies and societies. The African economic crisis has underlined the fact that some 80-90 per cent of African small-scale food farmers and food workers are women. There is a need to translate this awareness into policies and practical action at all levels, national, regional and global. Efforts are needed to ensure that operational activities are designed systematically to provide benefits to women, who constitute half of the productive adult population.

24. In order to ensure a more meaningful involvement of women as both participants and beneficiaries in operational activities, organizations of the United Nations system will need to continue to take a number of measures to promote the involvement of women in planned development activities through (a) improved data, research and analysis on women's issues; (b) more effective project design, monitoring and evaluation by, inter alia, including women in project planning and execution; and (c) utilization of special instruments, including the mobilization of resources, particularly in support of the United Nations Development Fund for Women.

II. SOME POLICY ISSUES

25. Drawing upon the description above, this section of the report comments on some of the problems that have arisen in recent years with regard to operational activities. Subsequent sections suggest policies or measures by which they may be surmounted.
26. The validity of operational activities should be assessed in the context of their relevance to current development needs and of their cost-effectiveness. These considerations are particularly important in the face of current resource constraints.
27. The system derives much of its strength from the knowledge and technical expertise available in the specialized agencies and entities within the United Nations itself, each dealing with particular sectors or programme areas. The specialized agencies are autonomous, having their own intergovernmental bodies, budgets and national constituencies. While such diversity has advantages, many have underlined the dangers of proliferation of institutions. This is indeed true. At the same time it reflects the response to new needs and requirements of Member States. In contrast with national administrations, however, there is no locus of authority in the United Nations system at either the intergovernmental level or the Secretariat level to ensure the coherent functioning of the system and concerted action towards common objectives.
28. As already noted, sectoral and global issues need to be harmonized in recognition of their complex interactions. Notwithstanding country programming, it has proven difficult in practice to reconcile the need for such harmonization with the full mobilization of sectoral resources. Central intergovernmental bodies like the Economic and Social Council have not found themselves able to play a significant co-ordinating role to that end.
29. The support given by Member States over the years to the co-ordinating role of UNDP linked to a process of country programming may be contrasted with the reality of diversified funding arrangements for special programmes targeted on specific issues. In 1984, for example, over 125 Governments contributed \$651 million to the main resources of UNDP; in the same year about 145 Governments provided extrabudgetary resources amounting to \$420 million to the variety of special purpose funding arrangements in UNDP, elsewhere in the United Nations, and in the specialized agencies. These amounts may be compared to \$680 million and \$287 million, respectively, five years earlier.
30. In 1977, the General Assembly decided by resolution 32/197 of 20 December 1977 that there should be a single official, subsequently established as the resident co-ordinator, with overall responsibility for operational activities and their co-ordination at the country level. In 1979, the Assembly decided by its resolution 34/213 of 19 December 1979 that the guidelines for the exercise of the functions of the resident co-ordinator do not affect relations between Governments and individual organizations of the system nor relations between executive heads and their own representatives at the country level. There have been difficulties in reconciling these two decisions in the implementation of the resident

co-ordinator arrangements. Section III of the present report makes some recommendations in this regard.

31. Another important development is the gradual blurring of the technical and capital assistance functions in the overall development effort of the United Nations system. The World Bank now includes, at the borrower's request, technical assistance components in many of its lending operations, in part to maintain their effectiveness and in part to strengthen the institutional capacities of the host country. Such technical assistance has been increasing in the last few years and now amounts to \$1,500 million per annum, an amount in excess of non-reimbursable UNDP and agency technical co-operation.

32. Most of the organizations, irrespective of their original purposes, have in varying degrees been increasingly involved in development activities. The programmes of UNICEF have expanded in recent years, in response to felt needs in development-related areas; to an extent, this is also the case with WFP. UNHCR's work for the settlement of refugees is also growing. The distinction between the programming/funding organizations and the technical/executing agencies has also lost its sharpness, partly as a result of special purpose funding arrangements, and partly as a consequence of direct execution by UNDP combined with other recent developments in UNDP.

33. Questions have often been asked as to whether the United Nations system should concentrate its efforts exclusively on least developed and other low-income countries or continue to maintain a universal coverage. In the immediate future there is no real alternative. The system will have to give high priority to the needs of least developed and other low-income countries without losing the universality of its approach. As noted above, some 75 per cent of United Nations system resources for operational activities were allocated in 1984 to countries with a per capita GNP of less than \$500.

34. The principle of universality has been maintained in response to the continued demand from middle-income and technologically more advanced countries for multilateral co-operation to consolidate their development. However, the methods of such co-operation are different, involving smaller, more specific and specialized projects. Programming must allow for a considerable measure of flexibility and place particular emphasis on national counterpart efforts and such special methods as government execution.

35. Also, the principle of universality does not contradict the expectation that the more advanced developing countries should assume greater responsibilities in terms of cost sharing, the gradual absorption of field office costs, increased overall contributions for global development (and ultimately, net contributor status) in UNDP and other programmes. This is in fact increasingly the case. It also underlies the need for active participation by these countries in South-South co-operation.

36. Another consideration arises from the fundamental problem of conforming external assistance to national development objectives and priorities as determined by the developing country concerned. Operational activities have to be firmly

rooted in the Government's own development programmes. The 1970 consensus established the principle, since then often repeated, that the Government "has the exclusive responsibility for formulating its national development plans or priorities and objectives" (resolution 2638 (XXV) of 11 December 1970, annex). It is essential that the financing of operational activities should continue to be ensured in a manner consistent with this basic principle.

37. Governing bodies understandably expect organizations to maximize the rate of delivery, utilize national expertise and capacities as much as possible, minimize administrative and support costs and maintain quality programmes that justify the use of public funds. It is difficult to ensure that all these objectives can be attained simultaneously. For example, the utilization of capacities of developing countries may be adversely affected in some instances by the pressure exercised by contributing countries, as well as by the preferences of recipient countries, to secure goods and services from developed countries. It should also be recalled that measures to enhance further the effectiveness of operational activities are being undertaken essentially within existing resources and, in some instances, despite declining staff and other resources. The 1985 DAC review has recognized that these measures often require more resources, which will clearly not be forthcoming in the present circumstances.

38. Development involves long-term processes. However, resource flows to multilateral programmes intended to support these processes are largely unpredictable. Voluntary pledges are made annually or, as in the case of WFP, biannually. This poses a serious challenge both for programming and for management, and calls for renewed efforts to obtain assurances of long-term predictable funding, an issue discussed in section VI.

III. MEASURES TO PROMOTE COHERENCE OF ACTION

39. Co-ordination is an essential means to be utilized in a determined manner for certain well-defined purposes, in order to enhance the impact and effectiveness of operational activities. In a setting as complex and diversified as the United Nations system, it can neither be pursued through a single institutional formula nor assured without sustained efforts at all levels, field and headquarters, Governments and secretariats.

40. Methods of co-ordination should naturally reflect the particular circumstances of each country, including the interplay of economic, institutional and political factors. These cannot be pursued for all countries at all times on the basis of a single approach. Arrangements for collaboration among the organizations of the system at the local level can however be improved through concerted action at the global level.

41. Co-ordination of external assistance at the overall and the sectoral level is the responsibility of the Government of the country concerned. No action by the donor agencies can substitute for the exercise of this responsibility.

42. The United Nations system helps Governments strengthen their capacity to co-ordinate external assistance through technical support to the responsible departments and by assisting in the organization of informal local co-ordination arrangements. In some instances, formal mechanisms have been established, such as round tables and similar co-ordination and consultative groups. These efforts should be strengthened, in particular in the least developed and other low income countries.

Recommendation 1. The United Nations system should give high priority to assisting Governments in strengthening their capacity for co-ordination, at both the overall and sectoral level.

43. Co-ordination of external assistance is accepted by recipients and donors as necessary for the effective use of development resources. Acceptance of the principle, however, is easier than its implementation, as there is need for the integration of a range of differing types of assistance and varying terms and conditions with national resources, programmes and procedures. There has been progress in this direction, but there remains scope for further improvement. In this regard particular attention should be paid, in the appropriate forums, to strengthening the process of securing consensus on agreed programmes; to developing institutional arrangements for co-ordination, including those at the local level; and to removing administrative constraints on the use of aid by both donors and recipients.

44. This section deals with some specific issues relevant to the co-ordination of operational activities, namely, strengthening the role of the resident co-ordinator (subsection A); co-ordination at the global level (subsection B); the programming of technical co-operation in least developed and other low-income countries (subsection C); the complementarity of technical co-operation and capital assistance (subsection D); linkages between food aid and development (subsection E); and collaboration with non-governmental organizations (subsection F).

A. The resident co-ordinator

45. The resident co-ordinator, designated by the Secretary-General after consultation with members of the Administrative Committee on Co-ordination, has a key role to play in the efforts to achieve greater coherence and complementarity of action at the country level. As might be expected, his/her functions have had a particular significance in emergencies and other special situations, e.g. in Africa or in the wake of natural disasters, where prompt action and leadership in the field were of vital importance.

46. Resident co-ordinators advise the Government on the most orderly and efficient utilization of resources made available by organizations of the system. They facilitate the dialogue between the Government and its aid partners as well as among the latter. They assist Governments in the organization of local aid co-ordination arrangements, including co-ordination between the United Nations system and other aid agencies. They also help Governments mobilize additional resources for development.

47. The effectiveness of the resident co-ordinator arrangements often derives from his/her personal ability to persuade and secure consensus. To a greater extent, however, their strength and relevance will derive from the willingness of Governments and agencies to make the best use of the institution of the resident co-ordinator.

48. The resident co-ordinator, whose function is normally combined with that of resident representative of UNDP, benefits directly from support for the resident representative that Governments have shown increasingly over the years. The functions of the resident co-ordinators would undoubtedly be helped by the restoration of UNDP to its former level of strength as a central funding source within the United Nations system for technical co-operation. In his/her capacity as resident representative, the resident co-ordinator is also the representative of WFP and UNFPA and other programmes, a practice that must be maintained.

49. There is need, however, to give fuller effect to the intentions of the General Assembly through bridging the gap between the responsibility of resident co-ordinators and their authority. Resident co-ordinators have neither funds nor formal authority to support the exercise of their functions. Problems arise also inasmuch as agencies regard UNDP as a competitor for the mobilization of extrabudgetary resources and for the execution of projects.

50. The direct relationship of the resident co-ordinator with the Director-General is important. This link helps to ensure that operational activities are placed in the overall context of development and international economic co-operation. It also helps resident co-ordinators when confronted with jurisdictional problems that are unavoidable in the complex institutional setting of the United Nations system.

51. There is need to strengthen further the resident co-ordinator's functions. In this connection, acting under the authority of the host Government and with the support of bilateral and multilateral donors:

Recommendation 2. Resident co-ordinators should on a regular basis consider with the Government, the representatives of organizations of the system and where appropriate with other aid partners specific measures in areas where greater coherence and complementarity is required as a matter of priority to improve the impact of external development support.

Recommendation 3. Resident co-ordinators should develop, where necessary, local co-ordination arrangements for the implementation of such measures.

52. The Director-General is consulting the executive heads of the organizations of the system in order that they and their field representatives are able to provide firm support to the resident co-ordinator in the actions recommended in paragraph 51.

Recommendation 4. Particular attention should be paid to arranging a more timely and systematic exchange of information among organizations of the system at the country level, to rationalizing missions and to avoiding repetitive requests for similar information. There should be a common understanding regarding the involvement of the resident co-ordinator in visits by senior officials of the United Nations and of the organizations of the system. There is also need to streamline the reporting requirements of resident co-ordinators, not only in that capacity but also as representative of UNDP, WFP and UNFPA. Action is under way to open the possibility of accrediting the resident co-ordinator to the Government by a single letter from the Secretary-General covering also his/her responsibilities as representative of UNDP, WFP and UNFPA.

53. The report of the Joint Inspection Unit entitled "Field representation of organizations of the United Nations system: structure and co-ordination", reviewed the growth of field representation. It called attention to three issues, namely (a) that "in the light of the substantial aggregate expenditure for field representation and the probability that further uncoordinated increase ... may not produce benefits commensurate with the cost ... [there should be a] stay in the establishment of any new arrangements for field representation until prescribed criteria are met"; (b) "that there should be a roster of possible candidates for the post of resident co-ordinator, including suitable candidates from the specialized agencies"; and (c) that "the Secretary-General should make provision for a single accreditation to Governments [to] cover the resident co-ordinator and the director of the United Nations information centre". The report of the Unit and comments thereon will be brought to the attention of the Economic and Social Council at its second regular session of 1986 and the General Assembly, at its forty-first session.

54. With regard to (a) above, governing bodies may wish to ensure, with a view to limiting administrative expenditure, that new offices are not established unless the required services cannot be shared with other organizations or provided in any other way. There is also need for renewed efforts at the inter-agency level to ensure the best possible common use of office facilities and premises through consolidating services wherever possible. Whilst the specific proposal under (b) for a roster of candidates for the post of resident co-ordinator will require careful attention, it is the view of the Director-General that a broad-based process for the selection of resident co-ordinators is desirable. With regard to (c), discussions are continuing within the United Nations Secretariat to ensure close collaboration between resident co-ordinators and directors of United Nations information centres.

55. A matter that requires further consideration is the question of the delegation of sufficient authority to country representatives to facilitate the adjustment of programmes and projects to changing circumstances and to iron out problems of co-ordination. Such delegation should not be incompatible with the need to maintain the accountability of executive heads to governing bodies for the use of funds.

B. Co-ordination at the global level

56. There is need for consistency of action in the different policy organs of the system, central and sectoral. However, as the report of the Preparatory Commission to the United Nations noted in 1945 regarding the Economic and Social Council, its "task of co-ordination can only be performed if Members individually will assist in making co-ordination possible. The acceptance by each Member of responsibility for harmonizing its policies and activities in the different fields covered by the specialized agencies and the United Nations will prevent confusion and conflict ..." (PC/20, chap. III, sect. V, para. 43).

57. Experience has shown that it has not been easy for Member States to establish adequate arrangements to ensure consistency in the position of their representatives in the various central and sectoral policy bodies of the United Nations system.

Recommendation 5. A comparative study of existing interministerial co-ordination practices in the area of development might be of considerable value to Member States and its results could be brought to the attention of the Economic and Social Council.

58. The Economic and Social Council may wish to consider how it could more adequately perform its responsibilities in the area of operational activities, by serving not only as a central policy organ but also as a forum where sectoral concerns can be reflected in an effort to reconcile divergent perspectives. A start has been made in this regard by the General Assembly, which, in paragraph 9 of its resolution 40/211, invited governing bodies to contribute to the triennial policy review. Information provided in response to this invitation will be found in addendum II and subsequent addenda to the present report.

Recommendation 6. In the future, the Council may wish to identify specific policy issues upon which the views and reflections of interested governing bodies could be solicited.

59. There is no effective forum in the United Nations system, as the Chairman of DAC noted in his 1985 review, "in which it is natural for donors and recipients to sit down together and seek common approaches to the task of making [overall] United Nations development assistance more effective". This observation is an important one and could contribute to increasing the effectiveness of the work of the United Nations system. However, it has several institutional and policy implications. All these will need to be taken into account in further reflections on this matter by Member States.

60. It may be advantageous for the Economic and Social Council to draw upon expertise from Member States and from organizations of the system in dealing with selected policy issues, some of which are of a highly technical and specialized nature. If such an approach commends itself to the Council, appropriate proposals could be developed further. Financing could be sought from voluntary contributions. It would be desirable to involve the governing bodies of the organizations of the system in such an effort.

61. Co-ordination efforts are being made among the four main funding agencies, UNDP, UNFPA, UNICEF and WFP. Meeting periodically through the Joint Consultative Group on Policy and under the overall guidance of the Director-General, the organizations have promoted efforts for "co-ordinated programming". The results of the efforts of the Group to date are indicative of the potential for enhanced collaboration, particularly in Africa, where major efforts are being made in this regard. Effective collaboration among the four organizations also provides Governments a useful source of advice and assistance on the social and human dimensions of development in the context of adjustment programmes. The Group is also arranging inter-organizational staff training seminars on the integration of women in development.

62. There are a number of other inter-agency programmes undertaken on a thematic basis, generally with a lead agency and often in association with bilateral and other multilateral agencies. Such programmes provide the basis for greater transparency in operations and the opportunity for joint action. All these initiatives are extremely valuable and reflect the concern of funding and executing agencies with the overall coherence of their respective programmes.

C. Programming of technical co-operation in least developed and other low-income countries

63. Co-ordination is particularly necessary in the least developed and other low-income countries where official development assistance from the United Nations system and other sources finance a major share of development expenditure. The report of the Secretary-General on the critical situation in Africa submitted to the special session of the General Assembly (A/S-13/2) deals in some detail with these problems as they relate to countries in Africa. The present report does not attempt to cover the same ground; it focuses on one issue that warrants particular attention, namely the co-ordination of the programming of technical co-operation.

64. The large number of aid agencies - bilateral, multilateral and non-governmental - and the proliferation of projects (for example, Kenya - 600 projects from 60 donors; Lesotho - 321 projects from 61 donors; Zambia - 614 projects from 69 donors) places a heavy burden on the public administrations charged with the programming and management of this assistance. It is increasingly recognized that in least developed countries, especially in Africa, there is need for more programme financing and less project financing. Moreover, technical co-operation should be programmed to maximize its integration with and support for wider development efforts.

Recommendation 7. Efforts should be made to mobilize technical co-operation resources towards specific programmes based on a jointly agreed framework for multilateral and bilateral aid. The pooling of funds has been tried for instance in Mali, where the local currency proceeds of food aid shipments of WFP, the European Community and the United States were placed in a single fund for use without conditions to support specific development activities in that country. Such an approach should be extended, when advisable, to all technical co-operation, including that embodied in multilateral development bank operations.

65. The Chairman of DAC has stated in his 1985 review that DAC members looked to resident co-ordinators to initiate assessments of resource needs and priorities for institutional and manpower development and that they had agreed to reorient their technical co-operation programme to support systematically determined national priorities for the improvement of public sector management. Needs assessments have been conducted in Africa (e.g. the UNDP and World Bank exercise in Somali, and other UNDP-sponsored national technical co-operation assessments and programmes exercises). Similar sectoral or thematic assessments are regularly carried out by a variety of organizations. World Bank technical co-operation for institution-building is growing.

Recommendation 8. Building upon the experience with round tables, consultative groups and similar arrangements, the main financing agencies and donors - including the multilateral development banks - should conduct joint needs assessments and programming exercises with selected developing countries. Such needs assessments should transcend the perspective, budget and time parameters of any one organization, and whenever possible be carried out jointly by the Government and the main funding and executing agencies.

Recommendation 9. It therefore follows that the various initiatives already mentioned should be brought together, so that technical co-operation activities are effectively combined in support of the Government's priority programmes for human resource development and institution-building. Such an effort would contribute to the follow-up to decision 85/3 of the Governing Council of UNDP regarding the co-ordination of all external technical assistance.

D. Technical co-operation and capital assistance

66. The complementarity of United Nations system technical co-operation and capital assistance has been clearly demonstrated by the growing co-operation between the International Bank for Reconstruction and Development (IBRD), UNDP and other United Nations agencies. Technical assistance plays a critical role at the pre-investment stage as well as in the implementation of capital assistance

projects. Increasingly, multilateral lending includes technical assistance components that are executed by United Nations system technical assistance agencies under trust-fund or cost-sharing arrangements. Disbursements to 13 organizations for such purposes amounted to \$29 million in 1985 compared to \$17 million involving 9 organizations in 1983.

67. The interaction between financial and technical assistance can take a variety of forms, including management contracts under which UNDP assumes responsibility on behalf of the Government for the administration of World Bank projects. In other instances, United Nations system technical co-operation has been successfully used to help borrowing countries assume fuller responsibility for the formulation, evaluation and management of capital assistance projects.

Recommendation 10. Although it is essential in all these instances that capital lending and technical assistance agencies and programmes retain their separate identity and specific functions, it is equally important that there be a more open and systematic dialogue between them.

E. Food aid and development

68. Food aid is an important component in the United Nations system support for development. In 1984-1985 WFP committed resources to a value of more than \$1,500 million for new development projects, or new phases of existing projects. Over 40 per cent was for least developed countries. The 3 to 1 ratio between development and emergency operations was maintained. The largest part of food aid has been applied in development projects in agriculture and rural development, including support for rural infrastructure, settlement schemes and food production and price stabilization. Other projects have been in human resources development, through nutritional assistance to vulnerable groups as well as education and the acquisition of skills.

69. The United Nations/Food and Agriculture Organization of the United Nations (FAO) Committee on Food Aid Policies and Programmes has evolved policies and examined project requests with the aim, inter alia, of realizing the potential of food aid as a development resource, while working to avoid the risks of the growth of dependence on food aid. Improvements are being made in programme planning and execution. Further research is required into the appropriateness of various kinds of food aid and into ways of using food aid in support of agreed policy changes desired by recipient Governments. Developing countries are seeking to manage food aid more effectively. Better mechanisms are required for determining and agreeing on amounts and kinds of food aid needed in individual countries and on the uses of that aid.

70. Food aid needs to be integrated with other development inputs as food commodities comprise about 10 per cent of all official development assistance, and in some countries, particularly in sub-Saharan Africa, up to 25 per cent. Even in more favourable circumstances, some countries will continue to need food aid for a considerable time. Co-ordination can be facilitated by the fact that the resident

co-ordinator is also the representative of WFP. Results so far show both the potential for improvement and practical problems that require resolution. In recent years, WFP has been drawn increasingly into the role of de facto co-ordinator of food aid programmes in some recipient countries, and in certain cases has been asked to serve as agent for food aid donors in co-ordinating the use of local currency funds generated through food price stabilization schemes.

Recommendation 11. In order to improve coherence between food aid and other forms of development assistance, it would be desirable for WFP to be more actively involved in round tables and consultative groups. WFP country food aid policy reviews could be related to the technical co-operation needs assessments and programmes discussed in paragraph 65.

F. Collaboration with non-governmental organizations

71. United Nations system operational programmes are benefiting from closer linkages with non-governmental organizations, especially in social areas where participatory action is important at the planning and implementation level. Successful efforts have been made to take advantage of the technical and managerial capacity of private and public sector enterprises in developed and developing countries for United Nations development activities.

Recommendation 12. The complementary use of United Nations system resources and of the contribution of non-governmental organizations and private and public sector enterprises should be more systematically explored.

IV. MEASURES TO INCREASE PROGRAMME EFFECTIVENESS

72. It is generally accepted that there is a direct correlation between the quality of the project's preparatory work and its subsequent implementation and cost-effectiveness. This part of the report discusses some of the issues highlighted in evaluation studies, other than the need for co-ordination discussed in the preceding section, such as improvements in project selection and design, institution building, and project monitoring and evaluation that influence such a correlation.

A. Project selection and design

73. More careful attention should be given to ensuring that identified project proposals offer the best alternatives for meeting specific development needs. This points to the importance of comprehensive needs assessments and of country-focused programming (see paras. 63-65).

Recommendation 13. Better project design enhances project effectiveness. Ways and means need to be found to overcome difficulties identified in evaluation studies. These include inconsistency between inputs, outputs and objectives, inadequate attention to the project's environment, failure to include baseline data to measure results and over-ambitious goals.

74. The changing nature of technical co-operation requires flexible use of alternative methods, attention to the proper deployment of international and national project staff, close monitoring of performance and an increased role for field offices in the project cycle. Furthermore, the success of each project depends in large measure on the extent of the Government's commitment to it, including the provision of the necessary counterpart support.

75. There is a wide range of methods for project execution and recruitment of international staff. In those countries where traditional technical co-operation is gradually becoming less relevant the resident expert will become the exception rather than the rule. UNDP provides alternative approaches to project execution, such as government execution and non-salaried services. The choice of methods should be based solely on project efficiency considerations and should in particular aim at reducing the high cost of international project personnel. It should not be influenced by extraneous factors.

B. Institution building

76. Sound development policies require effective institutions with qualified and experienced staff. Yet evaluation studies have shown that institutions established with the support of project assistance often lack the capacity to generate or sustain benefits after the support has ended. Parallel structures and special incentives have been introduced to ensure that projects are implemented on schedule.

77. Long-term commitments on behalf of both Governments and agencies are required to strengthen institutions.

Recommendation 14. In conception as well as in the implementation of projects it would be desirable whenever possible to ensure that the project extends beyond realizing its limited and immediate objectives to contributing towards the strengthening of the managerial capacities of the Government. Methods such as the twinning of institutions, integration of projects with national processes and closer collaboration between United Nations organizations and other aid agencies in support of specific national institution-building objectives all require greater attention.

C. Monitoring and evaluation

78. Arrangements for monitoring and evaluation are being strengthened in United Nations organizations, as evidenced by recent Joint Inspection Unit reports. Several issues warrant particular attention. Monitoring of project implementation, which under the tripartite system is a joint responsibility of the host country, UNDP and the executing agency, does not receive adequate attention in the project cycle. It needs to be carried out primarily at the project level. Effective monitoring by Governments would strengthen their involvement in project decision-making. It is a comparatively inexpensive process with immediate feedback.

79. The Director-General's annual report for 1985 (A/40/698 and Corr.1) provided information on efforts by the United Nations to assist Governments in strengthening their monitoring and evaluation capacities. It is clear, however, that more needs to be done in this regard. This is a subject that should continue to have priority in the work of organizations of the system.

80. Experience suggests that disproportionate attention has hitherto been given to the evaluation of the quantitative aspects of projects.

Recommendation 15. Without neglecting that aspect, it is equally if not more important to give attention to the qualitative evaluation of the results of programmes or projects. This would provide better opportunities for a constructive exchange of experiences between bilateral and multilateral donors in improving the quality of institution building, human development and associated technical co-operation.

D. Administrative and support costs

81. The amount of administrative and support costs in relation to programme delivery has been a continuing subject in intergovernmental discussions on operational activities. This has also been a subject addressed in previous reports of the Director-General. It is worth observing that perceptions of efficiency vary according to the observer. Donors, for example, are interested in the overall picture; recipients look at the return on resources deployed by them. Developing countries are concerned with the need for efficient administration by organizations

engaged in operational activities, as this enables a larger quantity of resources to be made available for development purposes. It also helps to ensure good use of the considerably larger resources provided as counterpart funds.

82. The analysis of costs in relation to delivery has two broad aspects: those relating to the costs of project inputs and those relating to the costs of administrative support. The scope for reducing the costs of project inputs is not without limit, however. There is evidence, for example, that the terms and conditions for United Nations international project personnel are lower than for other types of technical co-operation personnel.

83. As stated in previous reports of the Director-General, a comparative analysis of the relationship between administrative and support costs and delivery is fraught with technical difficulties, notably those involved in comparing different types of programmes and projects with differing requirements for administrative and technical backstopping. At its thirty-third session, the UNDP Governing Council will be reviewing further data on support costs, on the basis of the Administrator's report on this subject; such data, and the results of the review, will be drawn to the attention of the Economic and Social Council and the General Assembly.

E. UNDP and the Department of Technical Co-operation for Development

84. Efforts are continuing to enhance collaboration between UNDP and the Department of Technical Co-operation for Development, in view of the potential for greater complementarity between the two. The Department has reversed the decline in total delivery of the last few years: 1985 saw the beginning of a return to the levels achieved earlier in the decade, thus placing the Department on a more solid financial basis. In line with initiatives already taken by the Director-General, there is need to keep under review relations between UNDP and the Department, in order to strengthen this complementarity.

V. MEASURES TO ENHANCE CO-OPERATION AMONG DEVELOPING COUNTRIES

85. Co-operation among developing countries is an under-utilized component of operational activities. Such co-operation can supplement the traditional patterns of North-South co-operation by focusing on shared solutions to common problems. The challenge to the system is to remove the attitudinal and other barriers that still hamper greater use of modalities for technical co-operation between developing countries by interested Governments.

86. The political recommendations at the international level calling for more and better South-South programmes have not always been matched at the operational level in developing countries. Experience suggests that there are several pre-conditions for viable programmes of South-South co-operation. Such pre-conditions include: existence and availability of know-how and interest and willingness to share it; visible mutual benefits for participating countries and their institutions;

availability of financial resources in local currency and in foreign exchange; effective national co-ordination or focal point mechanisms; and reliable and well-focused information on each of the above points.

87. There are growing numbers of specific and constructive examples of South-South co-operation that would appear to satisfy these pre-conditions. In the priority area of food and agriculture, initiatives have recently been taken to extend the successful experience and know-how of some Asian countries to Africa, particularly in the specific fields of dryland farming and anti-desertification programmes; biogas technology; exchange of seed germ-plasm and seed production technology.

88. Building on these examples, there is need to ensure that opportunities for South-South co-operation are systematically explored during the project formulation and implementation stage.

Recommendation 16. Action is needed by developing countries. It has already been noted that there is discrepancy between the exhortations by developing countries at the international level and concrete action at the national level. More consistent use of the capacities of developing countries will help achieve higher cost-effectiveness as well as greater relevance. This requires, however, a willingness by developing countries to recognize and accept each other's expertise and know-how, including training institutions, consulting firms and centres of excellence, rather than relying exclusively on traditional sources of knowledge. Organizations of the system should publicize as much as possible information regarding the capacities of developing countries for mutual co-operation.

Recommendation 17. Action is also needed by the United Nations system, which can stimulate (e.g. by the use of the field office network to prospect needs and opportunities for joint action), support and co-finance South-South projects. However, such support cannot substitute for national commitments from the parties engaged in mutual co-operation. The emphasis must be on sustained efforts to identify common problems and on seeking opportunities for joint action. Above all, support for South-South co-operation should not be reduced to a separate programme or fund; it should be a significant dimension of all operational activities.

89. Recruitment of project personnel and consultants from developing countries, including for projects in their own countries, has increased. Indications suggest that this trend will continue. As far as procurement of goods and services is concerned, data show that the share of developing countries in system-wide procurement (equipment and sub-contracts) has remained at around the 20 per cent level over the last three years. Five developed countries account for about 50 per cent of total procurement.

90. The absence of equitable distribution of procurement affects donor countries whose facilities are not widely used and developing countries. United Nations system procurement services, and developing countries themselves, tend to rely on traditional suppliers and sources of expertise as a matter of commercial expediency (i.e. the advantages of dealing with familiar suppliers, whose guarantees, maintenance and repair services are known) as much as of habit and cultural empathy.

91. Understandably, a relatively high percentage of equipment is not likely to be available in developing countries at the present time. Nevertheless, the supplies that could be obtained from developing countries may be conservatively estimated at 35-50 per cent of the total value of procurement. There is considerable scope for improvement of this situation.

92. The Inter-agency Procurement Services Unit of UNDP encourages greater diversification of procurement. It has been able, with the support of and in consultation with agency procurement services, to identify new sources of procurement in developing countries, and has initiated a statistical reporting service to monitor and facilitate appropriate management action in this area. The experience with other more direct interventions, or norms, concerning sources of procurement has not been positive. Thus preferences in favour of local or developing country procurement (e.g. up to 15 per cent above c.i.f. prices) have generally not been effective, quite apart from the fact that such preferences can easily be circumvented. Mandatory short-listing of suppliers from developing countries is a potentially effective measure. Discretionary action by contracts committees of organizations and advisory services to developing country sources of supply may also help. It is evident that there are no easy formulae to ensure greater diversity in procurement sources among both contributing countries and developing countries.

Recommendation 18. More equitable procurement requires persistent efforts by the Inter-agency Procurement Services Unit, the agencies and national authorities, supplemented by continued monitoring at both the management and the policy level.

VI. RESOURCES: TRENDS AND PROSPECTS

93. According to the report of the Chairman of DAC for 1985, "total official development assistance from DAC members as a group is likely to increase at a ... moderate annual rate over the next few years, perhaps of the order of 2 per cent in real terms". The results of the 1986 pledging conference for development activities would tend to confirm that prognosis, in so far as the United Nations is concerned. It should be observed, however, that part of the nominal increase over 1985 levels took place following a decline of the United States dollar against the currencies of other major contributing countries. UNDP and other organizations are also benefiting from increased contributions from developing countries themselves.

94. The continued willingness of donors, among them also a growing number of developing countries, to contribute the necessary resources on a voluntary or assessed basis is obviously a key factor. There appear to have been no major

shifts in traditional public support in donor countries for external assistance. There is nevertheless a growing preoccupation with the issue of cost effectiveness in the system's activities. Also, as noted earlier, willingness to contribute relates primarily to relief and emergency action. This was evidenced during the emergency in Africa, when, for example, WFP was able to mobilize additional resources more rapidly than other organizations.

95. This seems to imply a humanitarian rather than a mutual interest motivation (global interdependence) on which long-term support for development is contingent. It may be hoped, in this connection, that the forthcoming special session of the General Assembly on the critical situation in Africa will contribute to a better awareness of the close interdependence of relief and development.

96. The financing through voluntary contributions reflects the nature of operational activities as an international partnership freely entered into by all countries. However, the acceptance by an intergovernmental body of a target for resource mobilization for a United Nations fund or programme has in the past not been translated into commitments or even firm intentions, and executive heads of the United Nations entities concerned continue to be faced with the task of conducting permanent campaigns for contributions.

97. The lack of assuredness may have been due in part to unrealistic expectations regarding future levels of contributions and to the establishment of funding targets by intergovernmental bodies, without the necessary political and financial commitment from major donors. More recent decisions, for example in the UNDP Governing Council, have been based on a political consensus, and it is to be hoped that the agreed resources level will be attained. Only in this way can there be orderly planning and implementation of operational activities.

98. The role of UNDP as the central funding agency for United Nations system technical co-operation, combined with country programming, is vital for the efficiency of the system. Admittedly, this role has been affected by special purpose funding arrangements. Such funding arrangements, which are largely voluntary and therefore to some extent unpredictable, also have implications for recipient Governments when planning their technical co-operation programmes. Organizations of the system have expressed concern regarding initiatives by UNDP to mobilize trust funds and to function as an executing agency and its encouragement of government execution.

99. UNDP's co-ordinating role is not expected to be adversely affected by such special purpose funding arrangements, provided the latter address specific situations and are closely linked with central funding in support of the Government's technical co-operation programme. Furthermore, UNDP or government execution does not preclude agency consultation or involvement in areas of their particular competence.

Recommendation 19. It is essential for Governments to provide UNDP with the resources it needs to meet its obligations by maintaining at least the real value of their contributions and by keeping in proper balance their contributions to other funding arrangements. This, together with the improvements to the effectiveness and quality of the Programme, will enable UNDP to perform its essential role for the provision of technical co-operation and to carry out its increasing responsibilities in the area of co-ordination.

100. Contributions being voluntary, there are no commonly accepted norms against which the relative performance of individual contributors may be objectively measured. However, too large a share of the financing of operational activities is borne by too few donors, particularly those who channel a significant share of their total official development assistance through the United Nations system. Thus operational activities rest on a precarious situation, especially since the donors in question do not benefit much in the way of a return flow. The consequences of this situation are clear, and other major donors should increase their contributions.

Recommendation 20. There thus remains a need to attain higher levels of contributions for operational activities as a whole, as well as the more equitable sharing and greater predictability required for long-term development financing.

101. A further issue concerns contributions being provided with conditions attached to their use, i.e. the practice of tied procurement by bilateral donors channelling contributions through the United Nations system. Some organizations utilize such mechanisms while others do not, and the total volume of such procurement remains small.

102. The disadvantages of tied procurement are well known, principally the dangers of procuring goods or contracting for services at a higher price and/or lower quality than would have been the case through international competitive bidding or universal recruitment. Above all, the practice is fraught with implications of principle for the functioning of the multilateral system as a whole, as recognized by the General Assembly in its resolution 38/171. It does not appear that tied procurement is spreading: indeed the UNDP Administrator has recently recommended against continuation of the practice with regard to the activities of the United Nations Sahelian Office (UNSO) and the United Nations Capital Development Fund (UNCDF). Notwithstanding, tied procurement requires continuing monitoring to ensure that the practice remains limited.

VII. A PERSPECTIVE ON THE FUTURE

103. Efforts to overcome the economic, social and technological inequalities among nations are integral to the attainment of the key political objectives of the Charter of the United Nations, namely peace, security, self-determination and respect for human rights. System-wide operational action continues to be the most concrete and visible form of mutual support. The demand for such support will continue to be strong as the needs of developing countries become more specific and their absorptive capacity is improved. New and purposeful efforts at all levels are thus needed to improve the way in which aid is provided, utilized, administered and co-ordinated, if the system is to respond with the requisite coherence and effectiveness to this growing and qualitatively more sophisticated demand.

104. At the government level, in spite of constraints in the growth of official development assistance, the level and predictability of contributions, voluntary or assessed, needs to be adequate to sustain United Nations operational activities in a time-frame dictated by the long-term nature of development. This responsibility concerns not only traditional donors, but also the more advanced developing countries, through arrangements for cost sharing, for overall net contributions and for a more substantial involvement in South-South co-operation. Equally important is the political will of Governments to sustain coherence and co-ordination by adopting consistent positions in the various United Nations bodies as well as in the context of country-level programming and operations.

105. At the level of policy bodies, it is essential to ensure a more open and effective system-wide dialogue, ultimately in the context of the General Assembly and the Economic and Social Council, but first in the context of each organization, on the relevance, coherence and effectiveness of operational activities. It is inherent in the dynamic nature of development that national development objectives and the operational response to them should be kept under regular review by policy bodies in a global or thematic perspective.

106. At the organizational level, continued efforts must be made to ensure the quality and timeliness of technical backstopping in the face of increasingly specific and sophisticated demands. Particular importance should be attached to the systematic use of impact evaluation and monitoring as management tools. Given the complex and multi-sectoral nature of development processes, co-ordination in the context of the Administrative Committee on Co-ordination and its subsidiary bodies remains essential. So are co-ordination efforts led by particular agencies or programmes. It is particularly desirable that, as in the recent African emergency, efforts to achieve greater clarity and complementarity of action should encompass United Nations system capital assistance and food aid, and that organizations consider operational action as a joint effort for the benefit of developing countries rather than as a source of greater institutional power. In that context the role of UNDP as a central funding and co-ordinating agency must be strengthened. The involvement of UNDP and agencies in fund-raising and execution should not be allowed to jeopardize either UNDP's essential co-ordination functions or the full utilization of sectoral experience and skills within the United Nations system.

107. Action at field level is central to ensure efficiency and responsiveness to country needs. Programming of technical co-operation resources based on need assessments is fundamental. Essential too are the functions of the resident co-ordinator appointed by the Secretary-General to enhance coherence of action at the country level. Governments and organizations are called upon to give resident co-ordinators their complete support, involving them fully in their country-based programming and operations. Acting under the authority of the host Government and with the support of bilateral and multilateral donors, resident co-ordinators should on a regular basis consider with the Government, representatives of organizations and, whenever appropriate, with other aid partners specific measures in areas where greater coherence and complementarity is required as a matter of priority in order to improve the impact of external development support.
