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TECHNICAL COOPERATION IN STATISTICS

Report of the Secretary-General

SUMMARY

The present report discusses several important operational issues involved in the provision and utilization of technical cooperation in statistics (paras. 3-11). It reviews the impact of General Assembly resolution 44/211 and the new agency support cost arrangements for the provision of such technical cooperation (paras. 12-18). The report also contains information on regional issues and developments provided by the regional commissions (paras. 19-46). Points for discussion by the Statistical Commission are included (para. 47).

^{*} E/CN.3/1993/1.

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INTRODUCTION

- 1. At its twenty-seventh session, in 1993, the Statistical Commission continued to review technical cooperation in statistics. It stressed the importance of this activity and the need to improve its efficiency and effectiveness. The Commission requested the Secretary-General to submit to it, at its special session, a report on special issues in technical cooperation. The request was approved by the Economic and Social Council in its decision 1993/223.
- 2. At its sixteenth session, the Working Group on International Statistical Programmes and Coordination agreed that the report should address the development of mechanisms to ensure that information on the flow of technical cooperation resources was available for coordination purposes, and should cover global and regional issues related to technical cooperation (E/CN.3/1994/2, para. 41). Accordingly, the present report contains information provided by the regional commissions.

I. OPERATIONAL ISSUES

- 3. The purpose of the present section is to identify certain operational issues that continually arise in technical cooperation projects in statistics. By way of background for understanding some of the issues raised, a brief description of the basic components of United Nations technical cooperation activities is contained in the annex below.
- 4. Clearly, the most critical element in the success of technical cooperation activities is the political commitment by government at all levels. Government support is crucial to the assignment of priority in the allocation of financial and human resources. This is particularly relevant in the case of statistics because national statistical offices are government institutions. The mobilization of political support for statistics and statistical development tends to be more difficult in countries having a long history of outdated and unreliable data. In these circumstances, national policy makers may ignore data entirely or find it easier to rely on estimates for their own country appearing in international compendia rather than assign sufficient priority to national data-collection efforts. To educate users in those countries about the value (and costs) of national data and the value of fostering dependable and continuing national sources of such data is a major challenge.
- 5. The availability of personnel, infrastructure, financial resources and management capability at the country level has a major influence on whether a project can be carried out successfully within the time agreed upon. Many projects in statistics and data processing have been found to suffer from weaknesses in some or all of these areas (it should be added that these problems are not unique to statistics or even technical cooperation generally, but rather are common to many national development activities). Although significant variations exist among regions and countries, the limited availability of qualified national staff has been one of the common and serious constraints to successful project execution.

- 6. In these circumstances, statistical training must continue to be emphasized as an essential component of technical cooperation in statistics. In many less developed countries, regular academic programmes do not generate sufficient graduates with the mix of quantitative and subject-matter skills needed by national statistical services. Only relatively large countries can afford to develop statistical training institutes within or associated with the national statistical service. Moreover, sufficient attention is rarely given to training in the managerial and administrative aspects of statistical operations.
- 7. Rapidly evolving technologies will continue to require that staff of most national statistical offices receive training if these offices are to benefit from the savings that result from the use of new technologies. In these circumstances, multilateral and bilateral technical cooperation programmes in statistics will need to plan for continued support for such training activities. It is paradoxical that training is usually provided as part of a substantive project it would be preferable if project personnel were trained before the main activities began. There is also a need for training of existing personnel, including high-level administrators of statistical programmes, when new methods and procedures are introduced, so as to increase their proficiency and motivation.
- 8. Insufficient technical support for Governments receiving technical cooperation also remains a serious problem in many cases. Technical support is part of the substantive and managerial inputs a project receives from the executing/technical supporting agency. These inputs may or may not be formally part of the project itself. In the United Nations context, technical support may be provided by full-time technical cooperation personnel, by regular staff of the Statistical Division of the United Nations Secretariat (UNSTAT) or the regional commissions, or by consultants. The ability of any institution to provide technical support largely depends on the quality, specialized expertise and number of those available to respond to needs. The critical role of technical support services provided internationally and regionally has grown over the years as fewer full-time international experts are provided as part of individual country projects.
- 9. As a result of the new agency support cost arrangements affecting United Nations technical cooperation activities funded by the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA) (see sect. II below) and related policy decisions of UNDP and UNFPA, there has been a significant reduction in personnel in UNSTAT and the regional commissions engaged in full-time technical support for technical cooperation in statistics. The increased use of other staff to support technical cooperation can compensate for these losses. Beyond a certain point, however, such an approach runs into a number of practical and administrative difficulties. Although efforts are being made to improve the planning and coordination of technical support activities between and among the executing agencies, the funding agencies and other involved agencies at the country level, the question arises of how UNSTAT and the regional commissions will continue to respond to requests from developing countries and countries with economies in transition for technical support.
- 10. Another issue affecting technical cooperation in statistics concerns the use of international and national consultants. Governments have become less and

less eager to involve long-term international technical advisers, not only because of their high cost but also because of growing self-confidence in national expertise. There has been a general trend to replace long-term advisers with short-term consultants and to rely increasingly on national consultants or on the training of nationals for specific skills and tasks. Long-term experts are costly and their effectiveness has been called into question from a cost-benefit perspective. On the other hand, in countries without strong technical counterparts, short-term missions have often little or no consistent impact and problems tend to drag on unresolved.

11. The recruitment of qualified, experienced and effective international staff is also a continuing concern. Apart from problems of language and technical expertise, even highly qualified experts are not always able to transfer their technical expertise to available counterparts. Many agencies, including UNSTAT, have made special efforts to expand, update and improve rosters of international experts. Moreover, coordinating the timing of assignments with the availability of consultants still presents some difficulties. Increased inter-agency coordination and advance planning for technical cooperation are needed.

II. IMPLEMENTATION OF THE NEW AGENCY SUPPORT COST ARRANGEMENTS

- 12. Pursuant to General Assembly resolution 44/211 concerning operational activities, the Governing Council of UNDP/UNFPA, at its thirty-eighth session (1991), adopted comprehensive legislation on successor arrangements for agency support costs. 1/ These arrangements, covering UNDP-funded technical cooperation projects, and related arrangements subsequently adopted by UNFPA were significant decisions with long-term implications for the operational activities of the United Nations system in general and for technical cooperation in statistics in particular. Although these new initiatives were designed to foster a number of widely accepted goals, such as (i) national execution, (ii) a programme approach to technical cooperation and (iii) a renewed emphasis on human development and capacity-building in development activities, in application they have so far resulted in far fewer resources than formerly being made available for technical support in statistics.
- 13. Prior to the adoption of the new agency support cost arrangements, executing agencies $\underline{2}$ / received a flat 13 per cent of the total project expenditures as "overhead" to cover both substantive and administrative expenses of project execution and implementation. In recent years, both UNDP and UNFPA followed the same pattern for paying agency support costs. During the biennium 1992-1993, for example, such overhead funds provided support for 3 technical advisers, 4 other Professional staff members and 11 General Service staff members in UNSTAT.
- 14. Under the new arrangements, which came into effect in mid-1992, UNDP separated its support for the United Nations and other large specialized agencies into three distinct facilities: technical support services at programme level (TSS-1), technical support services at project level (TSS-2) and administrative and operational services (AOS). 3/ The TSS-1 facility was established to contribute to the enhancement of agency technical support for developing countries and is additional and complementary to similar activities

carried out under agencies' regular programmes. The TSS-2 facility is entrusted to UNDP to obtain technical support services from agencies in their respective areas of competence and is used primarily to provide technical support during project implementation. AOS refers to services related to the management, procurement and delivery of project inputs. UNDP reimburses agencies for these services at differential rates, depending on the individual services rendered (personnel, subcontracts, training, equipment), which are assumed to average overall at about 10 per cent.

- 15. At present, UNSTAT is able only to utilize the TSS-1 and TSS-2 facilities to support its work. This presents a special challenge since the TSS-1 facility is programmed two years ahead and each TSS-2 facility needs to be separately negotiated. Moreover, despite a variety of training activities organized by UNDP to acquaint both UNDP field offices and Governments with these new facilities, few national statistical offices appear to be aware of them and some UNDP field staff still have limited experience in helping Governments to utilize them. For example, so far for 1994, UNSTAT has fully approved TSS-2 support for work in only three countries (Kuwait, Lebanon and Mozambique) despite the fact that TSS-2 funds do not reduce the resources available to developing countries for their own use under the UNDP programme.
- 16. Regarding UNFPA-funded projects, the new arrangements require a fundamental shift in the administrative and technical relationship between headquarters and regional advisers. 4/ The latter have been reassigned from the regional commissions to work as part of country support teams. These teams, under UNFPA leadership and in collaboration with the United Nations and participating specialized agencies, are intended to be the primary locus for provision of technical support services to Governments in the field of population, including population statistics. Under the new arrangement, UNFPA has provided UNSTAT with six specialist posts: (i) specialist in population census; (ii) specialist in civil registration and vital statistics; (iii) specialist in sampling; (iv) specialist in population statistics and data-processing hardware; (v) specialist in population databases and dissemination; and (vi) specialist in household surveys. These specialists are located in UNSTAT at United Nations Headquarters. They are to provide the country support teams with state-of-theart information and research so that this support can, in turn, be integrated with the teams' contributions to meeting country needs, or provide direct support to countries if a team is unable to do so. UNFPA will also reimburse each executing agency for administrative and operational services (AOS) costs incurred in the implementation of UNFPA-funded country projects, based on a compensation of 7.5 per cent of the annual project expenditure. However, UNSTAT does not as yet have access to such AOS funds. As a result, neither UNSTAT nor the Department for Economic and Social Information and Policy Analysis, of which it is part, receive any additional revenues regardless of the number and size of UNFPA-funded country projects for which the Department has executing-agency responsibility.
- 17. UNDP and UNFPA have been principal sources of funding support for technical cooperation work in statistics undertaken by UNSTAT and the regional commissions. Both UNDP and UNFPA have funded not only the technical cooperation activities at the country level but also supported the ability of UNSTAT and the regional commissions to provide technical support to countries, global and

regional training activities and selected methodological and related developmental work associated with technical cooperation. As a result of the various decisions taken so far, there has been a major reduction in the overall capacity of UNSTAT and the regional commissions to respond to ad hoc requests for assistance by national statistical offices. To some extent, better awareness by Governments and UNDP staff on how to use the UNDP TSS-2 facility for statistical work can help to offset a portion of this reduction. However, a substantial portion of the reduction appears to arise as the unintended consequence of a series of administrative decisions whose full impact is only now being recognized. If UNSTAT and the regional commissions are to continue to provide the kind of technical services that Governments rightly expect, ways will have to be found to better structure the administrative arrangements to permit these services to be provided.

18. Of course, the difficulties faced by UNSTAT and the regional commissions only mirror the difficulties faced by the countries themselves. The overall decline in contributions to UNDP in the past two years has resulted in a significant reduction in resources available that countries would have liked to earmark for technical cooperation in statistics. This development has occurred at a time when resources allocated by many countries in the developing world for their respective statistical programmes have been severely constrained and in many cases even cut back as a result of the budgetary and fiscal constraints with which these countries are having to cope. The reduction in available resources appears to have seriously affected the statistical capabilities of developing countries, especially in the Africa region.

III. REGIONAL ISSUES

19. The regional commissions were invited to give their views on major issues in technical cooperation in statistics. These views are summarized below.

Economic Commission for Africa

- 20. Technical cooperation in statistics carried out by ECA during the biennium 1992-1993 was financed from the United Nations regular budget and the regular programme of technical cooperation and by UNFPA and UNDP. However, the Regional Advisory Service in Demographic Statistics which had been located within ECA until September 1992, is now operating within the framework of the new arrangements for the provision of UNFPA-funded technical support services. Under the new arrangements, the ECA regional advisers have been incorporated into three UNFPA multidisciplinary teams.
- 21. The new working arrangements established with the UNFPA country support teams are proceeding well. However, there is a need to ensure that the arrangements are maintained and improved.
- 22. UNDP support for the statistical development programme for Africa was terminated at the end of March 1993. Efforts are being made to mobilize the necessary resources to support the implementation of the Addis Ababa Plan of Action for Statistical Development in Africa in the 1990s.

- 23. The Coordinating Committee on African Statistical Development (CASD) and its subcommittees are among the essential tools in support of statistical development efforts in the region. The principal objective of CASD is the coordination of statistical activities in the African region, with emphasis on regional and global technical and other assistance. The four CASD subcommittees which have resulted from growing cooperation between ECA and bilateral and multilateral agencies and organizations are already a valuable resource for ECA in the implementation of the Addis Ababa Plan of Action. Since the bureau of the Joint Conference of African Planners, Statisticians, Demographers and Information Scientists and the centres participating in the Statistical Training Programme for Africa are represented in CASD, CASD is able to monitor the implementation and coordination of statistical activities at the national level.
- 24. With the termination of UNDP assistance (as mentioned above), there is great need for increased operational support for CASD.

Economic and Social Commission for Asia and the Pacific

- 25. Most of the information that the Economic and Social Commission for Asia and the Pacific (ESCAP) receives on the flow of technical cooperation resources comes from UNSTAT. Information from other agencies both within and outside the United Nations system tends to be "lumpy", except in the case of the countries of the former Soviet Union, where a steering committee has been established to coordinate technical cooperation. There is undoubtedly much information that is never received by the regional commissions. It is possible that the Subcommittee on Statistical Activities of the Administrative Committee on Coordination, especially if it is able to function on a more continuous basis, could serve as, or develop, a mechanism for information on the flow of technical cooperation resources. However, the question arises as far as the regional commissions are concerned, of how that information, no doubt voluminous and detailed, would be absorbed and coordinated.
- 26. At the recent meeting of the Working Group of Statistical Experts, the ESCAP secretariat presented a paper which, inter alia, described ways in which the Committee on Statistics (which the Working Group was advising) might become more actively involved in the coordination of technical cooperation. The Working Group, however, had little guidance to offer on the matter. It will therefore have to be taken up again at the forthcoming session of the Committee, in November/December 1994, by which time some new ideas may have emerged.
- 27. With regard to emerging global and regional issues related to technical cooperation in new and urgent areas of statistics, the establishment of task forces seems in principle to be a good way to tackle them. However, the regional commissions, with their extremely limited financial, as well as human, resources will continue to have difficulty, not only in attending the meetings of task forces but, in most cases, in making a meaningful input to their work.

Economic and Social Commission for Western Asia

28. Since the implementation of the 1993 System of National Accounts (SNA) is now one of the important issues at the global and regional levels, the Economic and Social Commission for Western Asia suggests the formulation of a global

programme for the implementation of the 1993 SNA, such as the global programme of training in population and development on the international programme for accelerating the improvement of vital statistics and civil registration systems. The formulation of such a programme would ensure global coordination in the field of technical cooperation, a better distribution of resources and the transfer of experience between regions and countries.

Economic Commission for Latin America and the Caribbean

- 29. Technical cooperation in the area of statistics carried out by the Economic Commission for Latin America and the Caribbean (ECLAC) takes place in three ways: (i) technical cooperation by means of executing projects or agreements, (ii) organization of meetings, seminars or training courses and (iii) technical cooperation missions to the countries of the region.
- 30. The technical cooperation provided by the Division of Statistics and Projections of ECLAC is strongly supported by extrabudgetary resources. Generally ECLAC is able to provide this service by assuming the role of executing agency of projects or agreements financed by UNDP or by other international organizations or donor countries in association with a receiving country. At present there are nine technical cooperation projects or agreements undertaken by the Division.
- 31. As a member of the Executive Committee of the European Training Centre for Developing Country Economic Statisticians, Madrid (CESD-Madrid), ECLAC collaborated in the organization of six training courses and seminars in the region during 1992 and 1993. Jointly with UNSTAT and the Oficina Central de Estadística e Informática de Venezuela, ECLAC organized a seminar and a workshop. These activities were undertaken in the framework of the project entitled "Development and execution of sample frames and sample designs for household survey programmes in Latin America and the Caribbean". Special mention should be given to the Meeting of Directors of Statistics of the Americas (Spain, November, 1992), which was organized jointly with the National Statistical Institute of Spain, and also to the two meetings, organized jointly with UNSTAT, on the implementation of the System of National Accounts, 1993.
- 32. Short-term technical missions were carried out in 16 countries of the region in the following fields: organization of computing systems applied to statistical data; household surveys and poverty measurement; external trade; updating of sample frames and sample designs; and improvement of national accounts and basic statistics.
- 33. Regarding emerging global and regional issues related to technical cooperation for new and urgent areas of statistics, the Division of Statistics and Projections should eventually undertake work on information for decision-making to support, in particular, international cooperation to accelerate sustainable development in developing countries and related domestic policies. In that regard, and depending on the availability of extrabudgetary resources, the Division has proposed to the ECLAC secretariat that:
- (a) Statistical methodologies and environmental accounts elaborated by the organizations of the United Nations system, the European Economic Community and

the Organisation for Economic Cooperation and Development (OECD) should be adapted to the particular conditions of the countries, or groups of countries, of Latin America and the Caribbean;

- (b) Proceeding from the conceptual framework defined in technical meetings, agreement should be reached with countries on the collection of a minimum set of environmental statistics to support the implementation of the "satellite account" of the System of National Accounts, 1993, whose implementation in the region in its fundamental aspects will require an estimated four to five years. Technical cooperation is an indispensable tool for mobilizing national resources for the purpose of generating a set of environmental indicators and a set of sustainable development indicators;
- (c) In collaboration with UNSTAT, accelerated development of the National Household Survey Capability Programme (NHSCP) should be promoted, especially in the countries which require further international cooperation.

Economic Commission for Europe

- 34. The Conference of European Statisticians is the primary body responsible for the coordination of official statistical work, including technical cooperation, in the region of the Economic Commission for Europe (ECE).
- 35. There are, however, a number of mechanisms which ensure coordination in specific areas. The Steering Group for the Coordination of Technical Assistance to Countries of the Former Soviet Union, which is serviced by the International Monetary Fund (IMF), is the main coordinating body for technical assistance in statistics in that area. A Working Party of the Statistical Office of the European Communities (EUROSTAT) also coordinates technical assistance to European countries in transition both inside and outside the former Soviet Union.
- 36. IMF maintains a database of technical assistance to countries of the former Soviet Union on behalf of the Steering Group, and the database in turn is used to update large-scale databases on technical assistance held by the European Economic Community and OECD. Coordination of all these mechanisms is ensured by the Conference of European Statisticians and its bureau, which, in addition to its six elected country members, is also attended by the heads of the statistical offices of the Commission of the European Communities, OECD, IMF, the World Bank, the United Nations Secretariat and ECE. The flow of information is also enhanced by the joint presentation of the statistical programmes of OECD and ECE at the annual sessions of the Conference of European Statisticians.
- 37. The European region is particularly fortunate in that it receives technical assistance not only from such global bodies as IMF and the World Bank but also from bodies which are active mainly in the ECE region, that is to say, OECD and the European Economic Community. It is also fortunate in that many of the most advanced statistical offices in the world are located there. Moreover, through the Conference of European Statisticians, the European countries in transition are able to work with and learn from their neighbours.

- 38. Although around half the member countries of ECE are in transition from a centrally planned to a market economy system, they are at varying stages of statistical development: some are newly independent States with very little statistical infrastructure, while others have long-standing statistical offices with well-developed systems which are adapting reasonably quickly to their new circumstances. The more advanced countries in transition have also proved to be very effective in assisting the less advanced countries.
- 39. The transition process is not a purely technical one, but requires some fundamental rethinking of principles. To that end, ECE, in 1992, adopted a set of Fundamental Principles of Official Statistics which had been drawn up and proposed by the Conference of European Statisticians. The Fundamental Principles are to be presented to the United Nations Statistical Commission at its twenty-eighth session by its Working Group on International Statistical Programmes and Coordination, for approval.
- 40. In the early stages of transition, when the number of activities and participants on both recipient and donor side was smaller and knowledge of the needs of transition countries was limited, activities were more concentrated on determining which priority projects could be defined and organized, and on selecting priority projects on the basis of an assessment of data needs and conceptual and data-collection problems. A number of seminars and workshops were organized covering specific statistical fields (national accounting; price statistics; foreign trade statistics; business registers; business cycle indicators; data collection and statistics from private enterprises) and dealing with the specific needs of transition countries. The direct outcome of these activities was the Steering Document, in which the strategies, priorities and results of the work of statistical offices of transition countries in Europe, were set out in an integrated way.
- 41. Simultaneously with the continuous growth in the number of countries in transition and new member countries that needed technical assistance and with the more pronounced differences in their needs, the number of international organizations, agencies and donor countries that started to provide technical assistance has also increased. The Conference of European Statisticians became aware of these developments and responded by reinforcing its determination to continue to serve as the focal point for coordination of the activities of all participating agencies, to present programmes in an integrated form so as to facilitate that coordination, to provide conditions for the more efficient use of available knowledge and experience, and to provide support in the practical execution of assistance programmes by international organizations.
- 42. However, it was realized that, because of its limited resource base, the ECE secretariat would have to focus its substantive work on a limited number of fields of statistics in which it had some expertise and comparative advantage, and rely on countries and other international organizations to make substantive inputs in their fields of competence and experience.
- 43. The Conference of European Statisticians continues to work closely with UNSTAT, IMF, EUROSTAT, OECD, the European Free Trade Association, the World Bank, ILO and other international organizations. According to the Conference, the experience gained thus far in the technical assistance programmes for

transition countries allows for a critical assessment of its forms, implementation, coordination and effectiveness. In that connection, ECE recently organized a workshop on evaluation of the results of technical assistance in statistical offices of transition countries.

- 44. The workshop proved that, in spite of an improvement in the coordination of technical assistance programmes during the past three years, there is room for further improvement in the coordination of technical assistance activities at the national level (within the national statistical offices and among various agencies involved in statistical activities); between bilateral donors; between multilateral donors; and between bilateral and multilateral donors. At each of these levels a different set of problems has to be dealt with in order to enhance the coordination and effectiveness of technical assistance. The workshop also provided an opportunity to exchange views and assess the most efficient forms of technical assistance.
- 45. The experience of both recipient and donor countries and organizations shows that focusing on a few statistical subject areas in technical assistance has proved to be more effective than programmes spread over a number of subject fields. Experience has also shown that small workshops are more productive than large seminars particularly when the latter cover a heterogenous group of countries. Direct bilateral assistance in dealing with specific practical problems is also greatly appreciated by recipient countries. Practical projects with the final results in the form of some new set of statistics, and with a concrete and identifiable output that can be published, are judged to be effective models of technical assistance.
- 46. The Conference of European Statisticians will continue to play its central coordinating role in statistical cooperation in the ECE region. The Statistical Division of ECE will continue to service the Conference and support the programme of work. It will also seek to take a more direct role in technical cooperation, in close collaboration with other organizations, in particular OECD and the European Economic Community. This is expected to be made possible by the appointment of a regional adviser in statistics in ECE and by the filling of long-term vacancies.

IV. POINTS FOR DISCUSSION

- 47. The Commission may wish to:
 - (a) Comment on global and regional issues in technical cooperation;
- (b) Review the implications of the new agency support cost arrangements for the technical cooperation programme in statistics.

<u>Notes</u>

- $\underline{1}/$ The new support cost arrangements for the provision of technical cooperation in statistics were described in the report of the Secretary-General on technical cooperation in statistics (E/CN.3/1993/17) submitted to the Statistical Commission at its twenty-seventh session .
- $\underline{2}/$ As a result of the restructuring carried out in the Secretariat in 1993, the Department for Economic and Social Information and Policy Analysis, of which UNSTAT is part, was assigned executing agency status for projects in statistics and population.
- $\underline{3}/$ See UNDP, "Guidelines for (1) Determination of execution and implementation arrangements; (2) Successor arrangements for agency support costs", Rev.1, October 1992.
 - $\underline{4}$ / See UNFPA, "Guidelines on technical support services", 31 July 1992.

<u>Annex</u>

BASIC COMPONENTS OF UNITED NATIONS TECHNICAL COOPERATION ACTIVITIES

- 1. In the United Nations context, multilateral technical assistance is usually provided within the context of a country programme. A country programme is a coherent, multisectoral programme of activities, which serves as a framework for achieving a country's long-range development objectives. \underline{a}/A country programme is developed through several stages: (i) assessment of needs, (ii) project development, (iii) project formulation and (iv) project execution.
- 2. The project development and formulation stage is crucial to the successful execution of the project. Not only is it important that the project respond adequately to a country's needs, but the objectives and work plan should be clearly defined and formulated within the context of local circumstances. There are several common weaknesses in project development, resulting in problems when national authorities are insufficiently involved in the design and formulation of the project. Project design is often carried out by external consultants, in a short period of time, without an adequate assessment of local circumstances surrounding the project, including the availability of national resources, and knowledge of local policy-making and administrative mechanisms.
- 3. Project evaluation conclusions have indicated constraints resulting from an unclear definition of objectives, poorly defined strategies and a lack of explicit identification of the steps needed to achieve each objective. Problems of coordination result from an unclear delineation of responsibilities with respect to the duties of the Government and executing, implementing, cooperating and funding agencies. To mitigate these problems there has been an increasing tendency to encourage greater involvement of nationals, particularly those responsible for project execution, in the project design and formulation process.

<u>Notes</u>

 $\underline{a}/$ See $\underline{\text{UNDP Programme}}$ and $\underline{\text{Projects Manual (PPM), Part II: Programming}}$ $\underline{\text{UNDP Technical Cooperation.}}$
