



Trond Vedeld

UNDP AS STRATEGIC PARTNER

Profile and policy coherence of
multi-bilateral cooperation

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Profile and policy coherence of multi-bilateral cooperation

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Abstract: The working paper provides a profile of Norway's multi-bilateral allocations to UNDP over a 4-years period 2000-2003 – amounting to 1,1 billion NOK. It assesses the policy coherence of these allocations in relation to UNDP's and MFA's development policy. The working paper finds that the level of support doubled in the period, with a major emphasis on support to programme areas such as governance, peace, and post-conflict reconstruction; all key areas within UNDP's mandate. UNDP is considered by officials of MFA to perform reasonably well, although capacity limitations of UNDP field-offices occasionally hampered progress. Compared to Norway's general development policy, the UNDP allocations were slightly larger to Asia than to Africa in the period, and less than 50 per cent were provided to Least Developed Countries. UNDP could become a more significant partner for Norwegian multi-bilateral cooperation in the "Main Partner Countries". The working paper suggests increasing the UNDP support in Africa, and improving in-house coordination of UNDP allocations. Moreover, the rationale for MFA's decision making in support of post-conflict situation should be made more transparent in order to explain the policy and profile to a wider audience, and to strengthen internal learning.

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Preface

This report provides an overview of Norway's multi-bilateral cooperation with UNDP for the 4-year period 2000-2003. Norway contributed almost 4 billion NOK to UNDP in this period out of which 1,1 billion were multi-bilateral assistance to about 60 countries across all regions. The level of multi-bilateral support from Norway through UNDP doubled in the period – making UNDP become one of the strongest and strategically most important partner for international development. The support from Norway was focussed mainly within the broad area of governance – in particular related to post-conflict, peace building, and related programmes and activities.

The report assesses the degree of coherence between these multi-bilateral contributions and UNDP's overall policy and mandate as well as the internal consistency of these contributions in relation to overall Norwegian development policy. Given the importance of UNDP as a global actor and key strategic development partner for Norway in a number of peace and development operations, the report may be of value to all development professionals interested in the role of UNDP, the UN system and relationships between UNDP and Norway, including policy makers, researchers and practitioners. The period under review falls parallel to the first Multi-Year Funding Framework for UNDP; a period which saw many important reforms in UNDP's own business line, policies and operations. The work was carried out under the general guidance of Tom E. Eriksen and Aslak Brun, in the UN Section of the Ministry of Foreign Affairs (MFA). Constructive and valuable comments were made on the draft report by Tom E. Eriksen, Aslak Brun, Bård Hopeland, Berit Aasen, and Arild Schou at NIBR. Elin Gjedrem provided statistical data from NORAD/MFA's data base, and a "crash course" for how to handle the material. Ingebjørg Støfring helped providing recent documentation about UNDP. We are grateful to many officials of various Norwegian Embassies that responded positively to our requests for information and documentation, and to those MFA/NORAD officials that rendered help by sharing information about their work through formal interviews.

Oslo, December 2005

Arne Tesli
Research Director

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Executive summary

Trond Vedeld

UNDP as Strategic Partner

Profile and policy coherence of multi-bilateral cooperation

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The main scope of this report is to provide an overview of Norwegian multi-bilateral cooperation with the United Nations Development Programme (UNDP), and to assess the degree of coherence between these multi-bilateral contributions and UNDP's overall policy, mandate and practice. A secondary objective is to explore the internal consistency of the combined UNDP-MFA multi-bilateral cooperative programme from the perspective of Norwegian development cooperation policy.

More specifically, the report analyses the trends and profile of these contributions over the four year period 2000 to 2003.

Some key findings from the review are:

- Norway contributed almost 4 billion NOK to UNDP for both multi-bilateral and multilateral support in the four years period 2000-2003. The total multi-bilateral contributions to UNDP were almost 1,1 billion NOK covering about 60 countries across all regions (about 27 per cent of the overall allocations).
- The annual multi-bilateral allocations increased significantly in the period (doubled from the year 2000 to the year 2003).
- Asia received the largest contributions, slightly above Africa – both regions now receiving each 37 per cent of the total multi-bilateral allocations
- The share of multi-bilateral allocations for LDCs was 46 per cent; while 98 per cent of the contributions to Africa were for LDCs; only 9 per cent went to LDCs in Asia
- The five most receiving countries were Afghanistan (99 million NOK), Guatemala (82 million NOK), Mozambique (57 million NOK), Pakistan (55 million NOK), and Mali (55 million NOK).
- The main DAC sectors for these contributions were: i) “Governance and civil society” (62 per cent of all allocations); ii) Emergency and distress relief (7 per cent); and iii) Social services and infrastructure (7 per cent). The largest contributions were provided from Transitory aid – GAP (kap/post 162) and Peace, reconciliation, and democracy (kap/pos 164).
- Within the DAC code “Governance” the contributions were distributed mainly on – in sequence: i) Post conflict peace building; ii) Government administration; iii) Legal and judicial development; iv) Elections, v) Strengthening civil society, vi) Human rights; vii) Land min clearance. These priorities basically reflect that the large majority of the main recipient countries were in a situation of violent conflict or post-conflict/reconstruction.

- Within individual countries the contributions were concentrated to a few sectors and projects/programmes – mostly of key importance for rehabilitation and reconstruction – often with UNDP in important policy dialogue and coordination roles in early phases of the process
- A few potential “outlier” projects were noted, although not necessarily outside UNDP’s broad policy and mandate

According to the review conducted of MFA’s Activity Plans and interviews with MFA officials, UNDP is generally well regarded as independent implementing agency and coordinator of development operations, in particular in situations where the government was weak and/or Norway had no local Embassy or strong administrative presence. UNDP was especially appreciated for its presence in conflict prone countries, and for its ability to react fast and non-bureaucratic in crisis situations. UNDP showed capacity to establish dialogue, make key actors meet (convening power), while allowing governments to remain in control (ownership). UNDP’s was often a driving force in early phases of reconciliation and reconstruction. Even so, opinions about UNDP’s capacity among MFA officials were mixed, and UNDP’s capacity limitations in the field were frequently mentioned.

UNDP is reported in the Activity Plans (Virksomhetsplaner) to be stronger and more able to conduct coordination in relation to governance and post-conflict programmes, than in terms of harmonisation in new agendas for development cooperation related to PRSPs, budget support, and furthering of MDGs (according to the assessment of the Activity Plans).

There are two major trends to note in the multi-bilateral allocations to UNDP which both have policy implications. First, compared to overall Norwegian development policy and UNDP’s overall profile of non-core funding as reflected on the ground - Norwegian multi-bilateral contributions may be perceived to have a “bias” towards:

- Asia (not “Main Partner Countries” in Africa)
- Transition countries in Europe
- Medium income countries (not LDCs)
- Governance (less for e.g. poverty reduction/economic development, environment, or social services)
- Non-partner countries for traditional Norwegian bilateral assistance (not “Main Partner Countries” and “Other Partner Countries”)

Second, it is striking that the utilization of UNDP as channel for cooperation in “Main Partner Countries” is relatively insignificant, and shows a declining trend. Only in Mozambique has the allocation to UNDP been of any significance in the period, but is now declining. The level of support in Tanzania is also declining; while in Uganda, Zambia, and Bangladesh UNDP was never really utilized as a development partner for Norwegian aid. Judging from the reporting in the Activity Plans, there occasionally seems to be some lack of awareness or recognition of the role of UNDP – and the UN system in general – and the potentials of closer interaction and coordination between bilateral and multilateral cooperation. Only in Malawi and Nepal is there some indication of increased support to UNDP towards the end of the 4 years period.

UNDP could obviously, with its comparative advantages as development partner related to capacity building, governance, and coordination, potentially become a more

strategically important actor for Norwegian development cooperation also in the “Main Partner Countries”. This would depend among others on the perceived relevance and capacity of the individual UNDP field offices in each of the Embassies and countries of concern.

It should be stressed that this profile of Norwegian multi-bilateral support to UNDP, which represents a shift in MFA’s policy in the period (compared to earlier periods), reflects increased Norwegian engagement in various important and high profile peace, conflict, and recovery operations. The policy change may be perceived as coherent with policy guidelines for the specific Transitional/ Humanitarian Support (Kap 162).

Even so, the policy shift may raise questions about the degree of alignment of the UNDP contributions in relation to Norway’s traditional - or overall - development policy and guidelines. In particular, the high level of support to Asia, at the expense of support to LDC countries in Sub-Saharan Africa, might at face value seem somewhat problematic from a Norwegian policy point of view. There are many critical conflicts in Africa that might motivate higher degree of Norwegian contributions through UNDP. Hence, it should be possible to increase the level of contributions to UNDP operations in Africa in the years to come.

It is, however, a matter of perspective whether the profile of these UNDP contributions contains any mis-alignments at the macro-level with Norway’s overall development policy goals, or not.

Even if the profile of the Norwegian contributions is not fully in line with UNDP’s own profile of non-core resource allocations, the individual UNDP programmes supported by Norway seem mostly coherent with UNDP’s policy and mandate. Furthermore, Norway/MFA may have perfectly legitimate reasons to maintain a different profile than UNDP in its allocation of multi-bilateral resources at sector, country or regional levels (i.e. related to choice of programmes and profile of support). However, if the present profile of these UNDP allocations are to be understood by a wider audience, the rationale for MFA’s decisions in post-conflict situations should be made more transparent

1 Introduction

1.1 Background

United Nations Development Programme (UNDP) is a key strategic partner for Norwegian development cooperation. Norway has provided more than 1 billion NOK annually to UNDP over the last few years, and is among the largest donors to the regular resource base of UNDP – for core and non-core resources combined. Hence, the Norwegian contribution is substantial in terms of furthering UNDP's overall ability to carry out its mandate effectively. This fact places Norway and the Ministry of Foreign Affairs (MFA) in a unique position in terms of utilizing UNDP as a strategic partner at global and country levels.

The main scope of this report is to provide an overview of Norwegian multi-bilateral cooperation with UNDP, and to assess the degree of coherence between multi-bilateral contributions and UNDP's overall policy, mandate and practice.

A secondary objective of this report is to explore the internal consistency of the combined UNDP-MFA multi-bilateral cooperative programme from the perspective of Norwegian development cooperation policy.

More specifically, the report analyses the trends and profile of Norwegian multi-bilateral cooperation with UNDP over the four year period 2000 to 2003 – covering the period of UNDP's First Multi-Year Framework (MYFF). The report includes overviews of the type and extent of multi-bilateral allocations to activities broken down according to:

- Region
- Country (large and small recipients) – LDCs and MUL
- Main sector (according to DAC main sectors and subsectors)
- Target area (resultat område)

Two main questions to answer are to what degree the Norwegian multi-bilateral allocations are in alignment with a) UNDP's own policy, expenditures, and operations, and b) Norway's general development policy – reflected in general and country-wise policy documents. The report is an input to MFA's effort to strengthen its policy and program cooperation with UNDP as a strategic partner at central and country levels.

Based on brief contextual information about the country, national partners, UNDP local office capacity, and strategic plans at the level of the Norwegian Embassy or regional departments, the report presents preliminary hypotheses for why UNDP was chosen as bilateral channel of support.

The period under analysis starts by the year of the Millennium Summit and the adoption of the Millennium Development Goals (MDGs), which put poverty more firmly at the centre of international development, and provided UNDP with a critical mandate to oversee progress in terms of furthering the MDGs.

A better understanding of the nature of Norwegian non-core cooperation with UNDP may help to ensure a stronger, integrated and coordinated use of MFA's combined cooperative programme with UNDP at country and global levels. It may also help to define policies and guidelines for better coordination of bilateral, multi-bilateral, and multilateral channels and systems of cooperation more generally within the recently reorganised MFA.

The requirement for improved coordination reflects the fact that UNDP and other multilateral organisations, including also the international finance institutions (IFIs), play an increasingly important role in dialogue with local governments, in working with the MDGs, and in coordinating and harmonising policies and approaches in relation to development cooperation.

1.2 Context

An assessment of multi-bilateral cooperation between Norway and UNDP in the four years period 2000 to 2003 has to acknowledge that the context for, and nature of, development cooperation have changed dramatically over the last decade.

Recent changes in international development have shifted the focus of development assistance from project support to policy dialogue, sector programmes, and policy-based programmes (budget support, macro-reforms). It has meant a shift in emphasis from reforming macro-economic structures and building infrastructure and spreading technologies to focusing more on macro-economic and institutional arrangements, capacity building and involving poor people. It has also meant more focus on the rising number of conflicts and post-conflict reconstruction. The "new" agenda for international development has led to new concepts, conceptual frameworks, and themes becoming prominent in development speak and development policy. Although the focus varies across regions and countries, the agenda has led to reduction in project support and greater focus on budget support and sector programmes. For Norway it has meant greater concentration of programmes to certain defined sectors in each country – guiding the bilateral cooperation. Coordination among donors and harmonisation are in focus. The "new" agenda has raised particular challenges for UNDP at country level in relation to its project operations, due among others to greater focus among bilateral donors to budget support and sector programmes – and less funding for projects.

Another feature of the "new agenda" is the increased focus on conflict prevention and recovery – in response to the many violent conflicts across the world – in some instances combined with natural disasters. This has meant a much stronger focus of development assistance on peace, democracy, and reconstruction of governance, infrastructure and essential services. Peace and post-conflict interventions have provided UNDP with a new and important domain - building on its presence in most countries and comparative advantages as implementing agency and multilateral actor with large convening power.

The changing context for international development raises important issues and challenges for UNDP and the UN system, which faced some difficult years in the 1990s. Over this decade, UNDP experienced a sharp decline in its core expenditures, and falling recognition as a development partner.

This situation changed somewhat with the appointment of new Administrator and introduction of series of internal organisational reforms from 1999 and onwards. Focus was placed on transforming UNDP's management and operations, with the aim of making the organisation into a more 'effective and efficient provider of advocacy, advisory services and capacity-building support' (Ref. statements by Mark Malloch Brown, UNDP Administrator).

These reforms have been able to attract additional resources, in particular non-core resources, and attention to UNDP as a development partner. However, the basic structure of relationships between core and non-core resources remains problematic for the organisation in that the level of core allocations dropped dramatically in the 1990s. In 2000 the core expenditures were about USD 540 million against a level of USD 1.1 billion in 1990. Even so, UNDP has managed to increase the level of non-core expenditures considerably – amounting to more than USD 1.6 billion in 2000 (75 per cent of UNDP's overall expenditures for that year) (UNDP 2000: Alignment of Non-Core resources with the organization's mandate).

Hence, UNDP utilized the "crisis" situation of the 1990s to important internal reforms, the launching of new business strategies, and was able to regain some lost terrain. It is fair to say that UNDP has over the last five years, under its new Administrator, managed to acquire a more significant position as a global development actor and partner in policy dialogue in many countries. There is also indication that its effectiveness on the ground has improved in many instances. The foreword to UNDP's "Development Effectiveness Report 2003 – Partnerships for Results" – which analyses more than 1000 UNDP projects and programmes – argues that both the efficiency and effectiveness of UNDP's work in the field is "continuing the upward trend noted over the past two years, although more needs to be done" UNDP 2003: Development Effectiveness Report, Page vii).

For UNDP, the stronger poverty focus of the "new" development agenda has been of particular relevance - manifest in its key role within the UN system in the follow-up of the Millennium Development Goals (MDGs). The MDGs now represent a 'common framework' for designing development strategies among both bilateral and multilateral donors. At the same time, the MDGs presuppose a strong emphasis on partnerships at different levels – recognising that the challenge of promoting sustainable development and poverty reduction is large and complex – and "no single agency or development actor alone can realize the desired development outcomes" (UNDP 2003: Development effectiveness report). The focus on the MDGs has firmly raised issues of coordination and coherence between recipient countries' policies and programmes and those of multilateral and bilateral.

1.3 Methodology

This report is based on a desk review that combines statistical data, reviews of internal MFA-documents, documentation about UNDP, and interviews with key officials in MFA. The statistical data is retrieved from NORAD/MDA's data-base. The main documentation from MFA included policy documents, decision-making documents, evaluations, and Activity Plans produced by the Embassies at country level. More in-depth interviews were carried out with MFA officials in all four regions, in particular with staff having worked within the Embassies or regional offices covering Afghanistan, Pakistan, India, Palestine area, Mali, Rwanda/Burundi, Ethiopia, Eritrea, and Mozambique.

The report provides overviews of financial allocations to UNDP from Norway in the four year period 2000-2004 through Norwegian Embassies and NORAD at country level and directly from MFA centrally to specific country, region, or global operations, or directly to UNDP's Thematic Programmes located at UNDP's headquarters. An overview of the overall multilateral core contributions is provided. The trends in these allocations are analysed in relation to expenditures across regions, sectors, and types of support. In particular, the report analyses the degree of "policy coherence" between the multi-bilateral allocations and UNDP's overall policy and practice. "Coherence" in this regard is assessed in fairly narrow terms and relates mainly to the programmes' relevance and consistency with policy objectives – both in relation to UNDP's policy as manifested in different general policy documents and in relation to the actual profile of allocations at regional levels, and in relation to MFA's policy statements and concrete bilateral allocations (i.e. distribution on regions and sectors). The report is more concerned with input (i.e. profile of allocations/expenditures) than with output and outcomes of the operations (i.e. program performance and UNDP's efficiency in managing operations).

The patterns of allocations emerging from Norway to sectors and regions are compared with UNDP's own general allocations. The report points to certain "outliers" in the Norwegian support programme. The report reviews certain issues and challenges, and highlights lessons from the analysis from the perspective of MFA.

It is important to keep in mind that the report is based on a fairly brief desk-review - combined with a few interviews with key officials of MFA. Due to lack of field-work, there are limits to how far the report explains performance, roles and relationships between the development partners on the ground and in relation to individual country programmes.

2 UNDP policy – 2000-2003

2.1 The role of UNDP

UNDP maintains a particular position within the UN system with its focus on development and poverty reduction and coordination of UN's joint development activities. UNDP is the operational arm of the UN. UNDP is represented in most countries and links UN centrally with UN at the country level.

Coordination takes place through UNDG (UN's Development Group) in New York and, in recent years, through UNDAF (UN's framework for development at country level). UNCDF is the subordinated capital development fund that works to fund UNDP activities.

UNDP today considers itself as being “engaged in global advocacy and analysis to generate knowledge, alliance building and promotion of enabling frameworks on key policy issues, policy advice and support for national capacity building, and knowledge networking and sharing of good practices” (UNDP web, October 2004).

2.2 Multi-Year Funding Framework (2000-2003)

UNDP's policy during the years 2000-2003 – the years against which comparisons are made in this report – is set forth in the first Multi-Year funding framework (2000-2003) - and in subsequent business plans. These documents set the frame for the intended work of the organisation in the period. MYFF (2000-2003) was presented to the Board in 1999 and became the key instrument for strategic management of the organisation.

The MYFF provides a picture of what areas and outcomes UNDP is engaged in and presents an opportunity to align the capacities of the organization more closely with its tasks. This MYFF also focuses more on results based management. In this regard, the MYFF is perceived as a document against which actual country experiences can be checked. UNDP in this document considers itself as “*a facilitator, catalyst, adviser and partner*” in development (UNDP/DP/1999/30). At the same time it acknowledges that UNDP is in need of sharpening its strategic focus and improving performance in order to address the decline in contributions to UNDP, which at this point is seen to represent “a devastating blow to the UNDP programme, a major threat to the essential universality of this organization and a most difficult start to the MYFF”(p3). The MYFF stresses that country experiences “repeatedly positions UNDP to address its critical *anti-poverty mission from the angle of capacity building, economic and social governance, in-country coordination and post-conflict transition, bringing new knowledge, new ideas and new partners into play*”.

An evaluation of “soft interventions” such as advocacy, policy dialogue, field presence, partnerships – roles that UNDP is assumed to have a comparative advantage in playing – is difficult to conduct, and is beyond the scope of this report. Rather, this report considers the Norwegian contributions against some general performance criteria – and – mainly – in relation to whether the support falls within the five programmatic areas defined by the MYFF (2000-2003). These areas emerged from 150 country reports on UNDP activities (cf. Strategic Results Frameworks (SRF)).

1. Enabling environment for sustainable human development
2. Poverty eradication and sustainable livelihoods
3. Environment and natural resources
4. Gender equality and the advancement of women
5. Special development situations (disaster, human security, relief, recovery)

Related to these programme fields, UNDP would aim to focus on capacity-building, knowledge networking, empowerment and participatory approaches, and targeted/pilot interventions (from which to draw lessons for wider dissemination). Hence, achievements of UNDP should be assessed both with reference to the relative emphasis on thematic areas and on outcomes related to capacity building, knowledge networking, empowerment/participation and pilot operations. Since this report is not an attempt to evaluate UNDP’s achievements, the focus is more on the input side and less on output and outcomes.

Beyond these programmatic areas, UNDP has a special mandate to extend effective support to the UN Agenda for Development related to enhancing a coherent UN operations and activities for development globally and at country level. This provides UNDP with a mandate to coordinate (funding, views, operations, policy), information and public relations, provide services to UN agencies at country level. UNDP is also supposed to follow-up on UN global conferences, and improve awareness about the role of UN in development. In relation to improved management, the MYFF stresses goals such as improving results- and resource-based strategies, effective human resource management, cost-effectiveness, learning and accountability, and client orientation.

It is useful in the context of this report to compare the Norwegian allocations to UNDP support for these areas through non-core (and core) resources. Another central issue for UNDP is to achieve an integrated approach to core and non-core funding – reflected in the MYFFs and the Strategic Results Frameworks (SRFs). The relative importance of non-core resources has increased significantly in the last few years. This approach requires a need for substantive alignment in the utilization of non-core and core resources with the organisations policy and support of development results (UNDP Evaluation Office, 2000). UNDP’s own effort to focus its overall programme, requires greater complementarity between core and non-core supported activities – as well as mutual reinforcement between country level goals and efforts and UNDP’s global development mandate.

A main aim of UNDP in this period has been to sharpen programme profiles – overall and at country level – and to make programme positioning optimal (given its limited resources). But achieving coherent programmes is subject to a diverse range of demands from a range of partners. In this regard, it is recognised by UNDP in its assessment of progress in 2003 that the choice of focus areas and outcomes is the results of a combination of country and donor priorities, corporate goals and country office capacities (MYFF 2004-2007, DP/2003/32). Hence, MYFF 2004-2007 calls for country offices to

use a strategy that facilitates cross-thematic linkages and complementarity of targets in order to reduce and phase out certain activities (“outliers”) and focus on activities that lies within the corporate focus of MYFF.

In the course of MYFF 2000-2003, two events made the organisation shift focus in important manners. The first related to the Millennium Declaration and the Millennium Development Goals in which UNDP would take a lead role within the UN system. This would also imply reconfirming the aim of reducing poverty for the organisation. The second, results from the increased focus on policy and advisory services and capacity development, which meant that UNDP needed to strengthen its substantive knowledge base in key practice areas. Second, the period was one of increasing crisis and political upheavals, which carved out a stronger role for UNDP in conflict prevention and recovery related to both natural disasters and civil strife. In the policy guidelines of the new Trust Fund for Crisis Prevention and Recovery (CPR) established in March 2000, UNDP sees the need for a) comprehensive and integrated strategies in order to address root causes of conflict, b) appropriate institutional frameworks for conflict management and legal and judicial reform, and c) targeted development actions to address the needs of war-affected communities in terms of secure livelihoods and access to essential services. The CPR Trust Fund was provided the following long-term goals:

- To reduce the incidence and impact of armed conflict
- To reduce the incidence and impact of disasters and establish solid foundations for recovery,
- To facilitate the social and economic recovery of countries in post-crisis situations

For effective implementation, UNDP would aim to strengthen this kind of operations in the world’s poorest countries. UNDP launched an updated strategy for crisis prevention and recovery at the meeting of the Executive Board early 2001. Following this initiative, the High Commissioner (of UNHCR), the World Bank and UNDP agreed in 2002 on the 4 R approach: Repatriation, Reintegration, Rehabilitation and Reconstruction as a collaborative effort shaped at country levels using existing cooperative mechanisms (such as CCA-UNDAF, CAP, CG, CAS and PRSP processes). This programme concept provided linkage between all four processes operationally and institutionally regarding both planning and implementation in that:

- UNHCR takes the lead on *repatriation*
- UNHCR and UNDP share the lead on *reintegration*
- UNDP takes a lead in consultation with other development agencies on *rehabilitation*
- World Bank and UNDP take a shared lead on *reconstruction*

2.3 UNDP present policy - MYFF (2004-2007)

UNDP’s present policy and core goals are set forth in the Second MYFF (2004-2007). These are simpler, more focussed and reduced to a fewer set of ‘service lines’.

1. Achieving the MDGs and reducing human poverty
2. Fostering democratic governance
3. Managing energy and environment for sustainable development
4. Supporting crisis prevention and recovery, and
5. Responding to HIV/AIDS

These are drawn from the broader mission of the UN to promote peace, security and development. These may be perceived to continue from the first MYFF and are, according to UNDP, likely to remain the core of UNDP services beyond the second MYFF – towards 2015 – the time horizon for assessment of the MDGs. These goals reflect three key developments. First, the reinforced focus on poverty in international development, and the particular role of UNDP in follow-up of the MDGs. Second, the recognition of increased incidence of crisis and conflict around the world. Third, the challenge of HIV/AIDS which threatens to endanger many aspects of development, and which requires multi-sectoral and multi-agency responses at many different levels. Gender is said to remain a priority dimension of all programmes. Moreover, UNDP seeks to strengthen its support of information and communication technology – in view of demand from national counterparts.

UNDP's present profile is the result of the major turn-around operation initiated in 1999 and 2000, in response to a continuous fall in funding and performance and headed by the new Administrator of UNDP Mark Malloch Brown.

2.4 Coherence with Norway's overall development policy

There is great coherence in policy between UNDP and Norway's international development policy on many accounts - related to general goals, principles, target areas and profile of support with a focus on low income countries and regions (Africa). Norway is a keen supporter of the UN system and UN's overarching goals of promoting peace, security and development. This will be further illustrated when comparing the trends and patterns of support. In general terms, there is great degree of policy coherence in relation to the following:

- Overall goals of furthering poverty reduction through a focus on the MDGs, sustainable economic, environmental, and social development, and good governance, peace and democracy
- Principles of building development cooperation around partnerships, country ownership, participation, coordination and harmonization
- A country and regional focus on LDCs and Africa
- A thematic focus on governance, peace and conflict/post-conflict reconstruction – based on a comprehensive or holistic approach to development – that recognizes the close interaction between dimensions such as poverty, health, education, peace and security, environment, human rights and democracy (www.odin.dep.no/ud/norsk)
- The importance of human rights, gender and environmental principles as key integrated concern of all forms of development assistance
- The importance of capacity building, information, knowledge creation, dissemination, advocacy, and networking as key concerns at policy and operational levels

This sharing of policy and principles for international development is central for understanding the important contributions Norway has given to UNDP over the last few decades. Moreover, there is a general recognition of UNDP's comparative advantages in international development. As noted on the above mentioned home page address of MFA:

“UNDP has a clear poverty profile. UNDP is with its network of country- and regional-offices a good representative for UN's aim of universal presence. UNDP's strength at

country level lies especially in its role as neutral broker (“honest broker”) between the authorities and the bilateral donor” (my translation)

The main objectives of Norwegian policy vis-à-vis UNDP as outlined on the homepage are:

- Contribute to making UNDP a main actor in the work of reforming UN’s operational activities
- Utilize UNDP as a channel to strengthen UN’s development office – UNDG – in order to improve integration between thematic funds and programmes at headquarters
- Support UNDP’s coordination role at country level by working for more resources and greater authority to the local representative/coordinator
- Contribute to forming policy that clarifies shared responsibility and mandates between UNDP, other UN agencies, and the World Bank
- Direct resources from earmarked allocations (non-core/multi-bilateral) to general allocations and work towards making the earmarked funds utilized to support core tasks in order to avoid fragmentation
- Provide additional funding for UNDP’s thematic areas for democratic governance, conflict management and post-conflict situations, and sustainable energy

The stated important tasks – mentioned at the MFA’s website for 2004 – but generally relevant also for preceding years:

- Encourage donor countries to increase core contributions to UNDP
- Increase the number of Norwegians in UNDP
- Support the work of the MDGs
- Work towards harmonisation between UN at country level through joint country programmes, joint country offices and joint use of resources and services
- Help to ensure that coordination and the UNDAF process is taking place in cooperation with other development actors and adjusted national plans and poverty reduction strategies
- Work to increase participation in sector programmes
- Work to strengthen the Norwegian UN delegation in order to improve follow-up

Specifically, Norway has developed guidelines for addressing transition situations - ref. the new GAP or transitional budget mechanism (“overgangsbistand kap. 162) (source: MFA, April 2004. This support aims to bridge the gap between short term humanitarian (disaster/emergency relief) and long-term development support – reflecting the 4 R approach by the UN and World Bank. The main aim of this mechanism is to contribute to development and peace in countries affected by violent conflicts or recent natural disasters (hence: matching UNDP’s policy on these matters). The support for transition situations should aim:

To strengthen the international society’s capacity and competence to provide assistance in such situations

- Rehabilitation and reconstruction of infrastructure, and basis government functions and civic structures (political and administrative)

- Lasting solutions for refugees, internally displaced and former soldiers, and support demobilisation and reintegration
- To promote reconciliation, democracy and respect for human rights

This kind of support is considered short- to medium term, it is not meant to lead into long-term support, rather *it should be concentrated to countries within which Norway does not have established long-term bilateral cooperation*. The UN system and international finance institutions are held to be central channels for this kind of support. These guidelines further underscore the coherence between UNDP and Norway's policy within the domain of crisis prevention and recovery.

Hence, with a relative increase in this kind of support through UNDP one would expect less funding for e.g. major cooperative countries.

In summary, Norway's policy towards UNDP at "global" policy level aims to increase core contributions to UNDP, support UNDP's poverty and governance goals, work towards coordination, rationalisation of UNDP and the UN system, and enable harmonisation and new forms of development cooperation at country levels.

Norway's policy towards UNDP in specific country contexts would – or should - be guided by these general policy guidelines, as well as more specific guidelines (e.g. for Transition support) and other framework agreements or program decision documents at country or global levels. The policy is interpreted at the country level by the Embassies and regional departments/offices, reflected in Activity Plans, and manifested in country programmes, sector priorities, and projects.

3 Overall Norwegian allocations to UNDP – 2000-2003

Norway is among the largest financial contributors to UNDP, and Norway's allocations and share of total contribution to UNDP have increased considerably over the last few years. Norwegian support to UNDP is channelled as a combination of core funds/regular resources, funds to thematic priority areas (Trust funds), and multi-bilateral contributions directly to the country level directed to specific UNDP projects and programmes – either through NORAD or through MFA.

In this regard it is important to keep in mind that multi-bilateral (and bilateral/multilateral) contributions from Norway are provided through different channels and budget posts with different policy objectives.

- NORAD/Embassies – regional department
- Ministry of Foreign Affairs – regional departments
- Transition Support/Humanitarian assistance – emergency relief and transition support in situations of violent conflicts/post-conflicts and/or natural disasters

While bilateral assistance is aimed to be concentrated to “Main partner countries” and “Other partner countries” – Transition Support (Overgangsbistand, Kap. 162) is meant to be focussed to other selected countries and conflict prone areas (areas which generally receive little development aid). The new policy guidelines suggest that such kind of support will only exceptionally cover activities in program countries for bilateral support.

Norway continues to be one of the largest contributors to the regular resources of UNDP through its multilateral channels (for core funds/Trust funds). Norway often acts jointly with other Scandinavian countries in policy and program matters. Together these groups contribute a major share of UNDP's total resources. Norway is well positioned to utilize UNDP as a strategic partner – alone or jointly with other like-minded countries. This is a function of Norway's high level of financial support, but may also be a reflection of Norway's increasing recognition as broker in peace/conflict situations, and role in post-conflict and reconstruction.

In the period 2000-2003, Norway contributed almost 4 billion NOK in multilateral and multi-bilateral allocations to UNDP.

Table 3.1 *Norwegian contributions to UNDP 2000-2003 – multilateral and multi-bilateral*

Type of allocations	Norwegian allocations 2000-2003*
Africa	352 483
Asia and the Pacific	360 263
Latin America (central)	112 224
Europe	99 201
Middle East	50 538
Global (unspecified)	89 503
Multilateral assistance	2 895 400
Total	3 959 612

* Includes unspecified allocations to Africa, Asia, and Europe.

This can be broken down on regions as in Table 3.2.

Table 3.2 *Norwegian contributions to UNDP – regional and annual breakdown – 2000-2003*

	Africa	Asia	LA	Europe	Middle East	Global	Multilat.	Total*
2000	47 511	65 646	16 518	12 089	22 282	28 394	574 500	766 940
2001	71 788	65 490	35 334	2 584	2 059	13 983	713 500	904 738
2002	133 828	143 663	31 021	29 982	400	7 858	807 000	1 153 752
2003	99 356	85 464	29 351	54 546	25 797	39 268	800 400	1 134 181
Total	352 483	360 263	112 224	99 201	50 538	89 503	2 895 400	3 959 612

* Includes unspecified allocations to Africa, Asia, and Europe.

It is interesting to note that the multi-bilateral contribution to Asia in the period was 360 million, while Africa received 352 million. There was a considerable increase in contributions from Norway to UNDP from the year 2001 to 2002. This increase reflects in part an increase in the multilateral allocation to UNDP by almost 100 million NOK, in part an increase in the multi-bilateral allocations by about 60 million NOK to both Africa and Asia. Subsequent sections will show how this increase is explained by a substantial *increase in direct multi-bilateral support to particular countries in conflict/post-conflict in 2002, such as Rwanda/Burundi, Congo and Eritrea in Africa – and Afghanistan (in particular) and Pakistan in Asia.* The increased support to Iraq comes only in 2003.

During this four years period the total annual multi-bilateral contributions from Norway to UNDP increased from about 192 million NOK to 334 million NOK. Multi-bilateral/non-core allocations for the whole four years period constituted 26.9 per cent of the total UNDP allocation (including unspecified regional and global allocations), and the non-core allocations' share of total core and non-core allocation increased from about 25 per cent to 29.4 per cent – see Tables 3.1 and 3.2.

Table 3.3 *Total allocations to UNDP in the four years period 2000 to 2003 (NOK 1000)*

	2000		2001		2002		2003		Total	
	1000 NOK	%	1000 NOK	%	1000 NOK	%	1000 NOK	%		%
Multi-bilateral*	192 440	25.0	191 238	21.1	346 752	30.0	333 781	29.4	1 064 212	26.9
Multi-lateral**	574 500	75.0	713 500	78.9	807 000	70.0	800 400	70.6	2 895 400	73.1
Total	766 940		904 738		1 153 752		1 134 181		3 959 612	

Table 3.4 *Total allocations to UNDP in the four years period 2000 to 2003 (NOK 1000)*

Type of allocation	Total	%
Multi-bi (60 individual countries)*	1 064 212	26.9
Multilateral **	2 895 400	73.1
Grand total	3 959 612	

* Includes unspecified allocations to Asia, Africa, Europe, and

Global; when these are excluded the amount was NOK 766 mill.

** Includes support of Thematic Trust funds; which is a form of non-core support.

3.1 Norwegian support to Thematic Trust Funds (multilateral support)

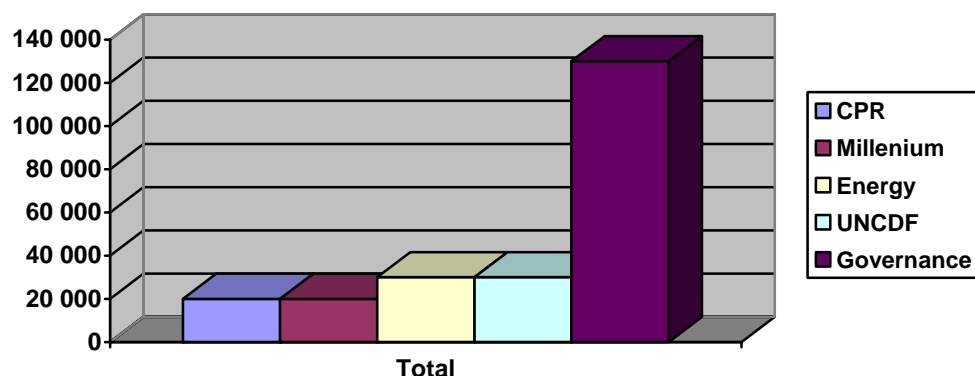
The following Table provides a breakdown of Norway's *multilateral* assistance via UNDP for the period 2000-2003, as provided by MFA's statistical reports, adjusted with figures provided by the UN section.¹ The total support amounts to almost to 3 billion NOK. Although the contributions to UNDP's general resource base represented by far the largest contribution – about 2.4 billion NOK – Norway also supported UNDP's various Thematic Trust Funds.

Table 3.5 *Breakdown of multilateral support to UNDP**

	2000	2001	2002	2003	Total
General contribution Multilateral	574 500	620 000	645 000	539 250	2 378 750
Energy Trust Fund			20 000	10 000	30 000
Conflict Prevention and Recovery Trust Fund (CPR)			20 000		20 000
Governance Trust Fund			65 000	65 000	130 000
Millennium Trust Fund			10 000	10 000	20 000
UNCDF			30 000		30 000
General others		93 500	27 000	176 150	296 650
	574 500	713 500	817 000	800 400	2 905 400

* The 2002 and 2003 figures were adjusted according to figures provided by the UN section, MFA.

¹ The statistical data were adjusted in consultation with MFA's UN office data.

Figure 3.1 *Overview of Norwegian support to Trust Funds**

*Includes also support to the Millennium Trust Fund

Table 3.6 *Thematic Trust Fund support from Norway – 2000-2003**

Thematic Trust Fund	Total allocation	Per cent
Energy Trust Fund	30 000	17
CPR Trust Fund	20 000	11
Governance Trust Fund	130 000	72
Total	180 000	100

An overview of Norwegian support to three key Thematic Trust Funds for the same period is provided in Table 3.6. Among these, the Governance Trust Fund received 72 per cent of the total allocations.

3.2 Multi-bilateral support by allocating authority

The relative contributions of multi-bilateral resources to UNDP from NORAD and MFA respectively are distributed as in Table 3.7 – reflected also in Figure 3.2. The total amount is about 924 million for the period. The level of support from both NORAD and MFA increased through the period.

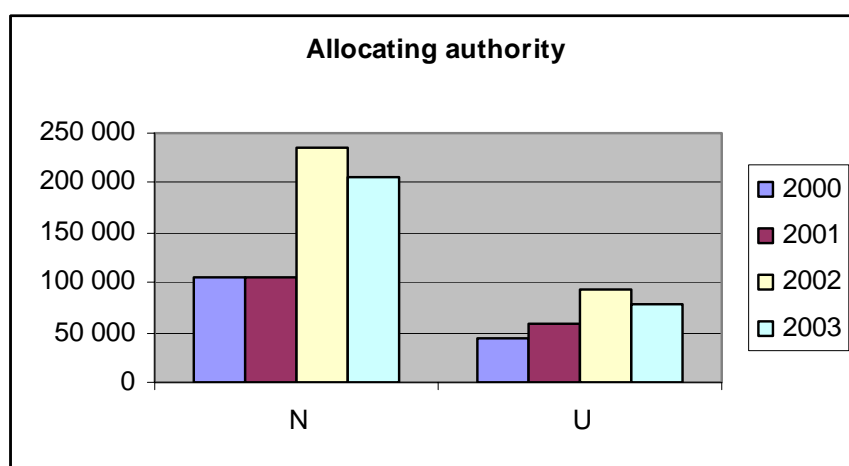
As already indicated, the amount of multi-bilateral support doubled from 2001 to 2002 (unspecified support at regional and global level held aside). This was mainly due to NORAD more than doubling its allocations, but also due to a large increase in this kind of support from MFA.

Table 3.7 *Allocating authority of multi-bilateral funds*

Allocating authority	2000	2001	2002	2003	Total multi-bilateral*
Norad	104 674	104 471	235 046	206 100	650 291
MFA	43 504	58 793	93 515	78 123	273 936
Total	148 178	163 265	328 562	284 223	924 227

*Unspecified amounts to the regions are not included

These specific multi-bilateral contributions were made to about 60 countries across all regions for various programmes and projects.² There was a clear concentration to certain countries and areas of support (see below), however, there was a number of different countries and sectors/areas receiving (minor) support. Hence, there is clearly scope for further concentration of this kind of support.

Figure 3.2 *Multi-bilateral support by allocating authority*

Broken down according to allocating authority and region, the contributions from NORAD are by far greatest to UNDP in Africa, Middle East and Central America. In Europe, allocations from MFA are largest. Regarding Asia, the contributions are largest from NORAD, but considerable amounts are also provided by MFA. The relative share of UNDP allocations from MFA is particularly small in the Middle East. Further details are provided in Appendix 1.

² In this figure, the unspecified regional and global allocations have been subtracted. These unspecified allocations amounted to about 140 000 000 or 3.5 per cent of the total core/non-core allocations.

Table 3.8 *Allocating authority by region*

Region/ Allocating authority	Total	% of regional total
Norad	274 352	81
MFA	66 276	19
Total Africa	340 629	
Norad	199 096	58
MFA	144 450	42
Total Asia	343 546	
Norad	30 530	39
MFA	46 760	61
Total Europe	77 290	
Norad	98 526	88
MFA	13 698	22
Total Central America	112 224	
Norad	47 787	95
MFA	2 751	5
Total Middle East	50 538	
Total	924 227	

4 Profile of multi-bilateral contributions

4.1 Introduction

The following sections provide breakdown of profile and trends in the multi-bilateral contributions from Norway to UNDP according to:

- Region
- Country (large and small recipients, LDC)
- Main sector (according to DAC main and subsectors)
- Target area (resultat område)

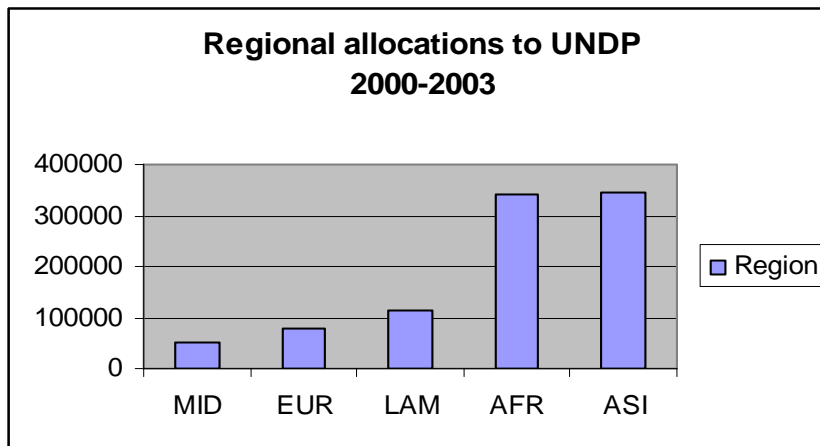
The trends and patterns of these allocations are in subsequent chapters compared to UNDP's declared policy (mainly as stated in the MYFF 2000-2003) and operations (looking at allocations of non-core resources according to region and country and main sector). A comparison is also made to the policy and practice of MFA/NORAD with reference to general policy statements, stated goals in Activity Plans, and actual allocation of bilateral assistance to regions, countries, and sectors/target areas.

The point is to assess degrees of (policy) coherence – as well as reveal possible outliers or mis-alignments between Norwegian support at country level and overall UNDP policy.

The analysis of these patterns provides input to some plausible explanations for why or when UNDP is chosen as a bilateral channel.

4.2 Regional allocations of multi-bilateral funds

The Table 4.1 and Figure 4.1 suggest a fairly strong concentration of Norway's multi-bilateral allocations to Africa and Asia – each receiving about 37 per cent of the total funds for 2000-2003 – Asia a little more than Africa in amount of NOK. Latin America – or rather a selected group of Central American countries – received 12 per cent.

Figure 4.1 *Multi-bilateral allocation by region, 2000-2003*

These figures will later be compared to the patterns of allocations of UNDP's non-core resources and Norway's bilateral allocations.

Table 4.1 *Multi-bilateral allocation by region, 2000-2003*

Region	Total allocation 2000-2003	Per cent
MID	50538	6
EUR	77290	8
LAM	112224	12
AFR	340629	37
ASI	343546	37
Total	924227	100

4.3 Distribution on countries

The total Norwegian multi-bilateral contributions to UNDP were distributed across many countries and sectors with fairly large differences in the level of support (see overview in Appendix 2).

The total number of activities funded for the period was close to 380, which amounts to an average of 95 activities approved annually. The number of projects would, however, be considerably less since many projects run for several years and receive several allocations at different points in time.

The average direct allocation to each country per year was about NOK 3, 85 million, which is a fairly small amount.

Among the 20 countries receiving the highest UNDP contributions from Norway, 17 are in a situation of violent conflict or post-conflict.³ In these countries, UNDP – and Norway – operates in at least three different kinds of situations characterised by (examples among

³ Hence, most of these countries and governance systems are invariably characterised by unstable political and administrative conditions, sometimes weak and insecure institutional arrangements, and frequently weak economy and high degree of poverty. Only Mongolia, Malawi, and Laos, perhaps Mali, can be considered fairly unaffected by recent violent conflicts, although these countries have particular governance and political conflicts of different nature.

those countries receiving high level of Norwegian contributions to UNDP provided in brackets):

- less-developed countries, where overcoming poverty is a key issue and where traditional development cooperation is in focus (including preparation of PRSPs, budget support and governance reforms) e.g. *Mozambique, Laos, Mali, Malawi, Mongolia (perhaps also India can be included here, although not “less-developed”)*)
- less-developed countries experiencing deep political and/or economic crisis – with on-going or recent armed conflicts (multiple problems) in which focus is on both post-conflict reconciliation and reconstruction and poverty/economic development e.g. *Eritrea, Ethiopia, Rwanda, Burundi, Afghanistan, East Timor, Nepal*
- medium-income countries with great insecurity problems due to violent conflicts, or post-conflicts mainly with issues of repatriation, reintegration, rehabilitation and/or reconstruction e.g. *Iraq, Guatemala, Indonesia, Pakistan, Bosnia-Herzegovina, Palestine area*

UNDP is obviously required to adjust to the context in each of these countries and respond to needs at different levels. The variety of issues and challenges involved in these different situations inevitably confront the different UNDP country offices – as well as Norway - with hard choices in allocating scarce administrative, professional and financial resources to different themes, sectors, levels of society, and geographic regions.

4.3.1 The 10 largest receiving countries

The ranking of the 10 largest receiving countries of Norwegian multi-bilateral contributions appear from Table 4.2. Among these there were five LDCs (Mozambique, Mali, Laos, Burundi and Rwanda). Only Mozambique is among the seven countries categorized as “Main partner Country” for Norwegian bilateral assistance (see later).

Table 4.2 *10 most receiving countries of multi-bilateral allocations*

10 most receiving countries	1000 NOK (2000-2003)	Least Developed Country (1999)
Afghanistan	98 577	
Guatemala	81 796	
Mozambique	57 392	Yes
Pakistan	55 272	
Mali	54 921	Yes
Laos	37 631	Yes
Burundi	37 000	Yes
Indonesia	27 550	
Rwanda	26 208	Yes
Iraq	25 505	
Sub-total	501 852	

The 10 subsequent countries in terms of level of multi-bilateral contributions to UNDP during the same period were as provided in Table 4.3.

Table 4.3 *10-20 most receiving countries of multi-bilateral allocations through UNDP*

10-20 most receiving countries	1000 NOK (2000-2003)	Least Developed Country (1999)
Bosnia-Herzegovina	23 713	
Palestine (area)	22 282	
Ethiopia	22 615	Yes
Angola	22 216	Yes
Eritrea	22 100	Yes
East-Timor	21 696	
Malawi	20 975	Yes
Nepal	20 187	Yes
India	20 021	
Mongolia	19 239	
Sub-total	215 044 000	

Hence, the 20 most receiving countries, for the period 2000-2003 received a total amount of about 717 million NOK. Among these, 10 countries were LDCs.

The 10 countries that received the highest amount obtained a total of NOK 501 852 0000 i.e. about 54 per cent of the total contributions. This constituted on average NOK 12 546 000 per country and year. In contrast, the 10 countries receiving the least amounts of support in the same period – but which received something – were allocated a total of only NOK 4 123 000 i.e. less than 5 per cent of the total contributions. This amounted to an average of NOK 103 000 per year.

Table 4.4 *Share of total multi-bilateral allocations by the 10 highest and 10 lowest receiving countries*

Category	Amount (1000 NOK)	%
10 countries with highest allocations	501 852	54,3 %
10 countries with lowest allocations (> 0 NOK)	4 123	4,5%
Total non-core	924 227	100

Table 4.5 *Countries receiving below NOK 5 mill and less over a 4 years period 2000-2003*

Below NOK 1 mill	Between NOK 1 mill-3 mill	Between NOK 3-5 mill
El Salvador	Armenia	Cuba
Elfenbenskysten	Aserbajdsjan	China
Fed. Rep. of Yugoslavia	Bangladesh	Nigeria
Gambia	Benin	North-Korea
Honduras	Jordan	Zimbabwe
Iran	Kasakhstan	
Libanon	Kirgistan	
Mexico	Liberia	
Moldovia		
Sri Lanka		
Tadsjikistan		
Zambia		
12 countries	8 countries	5 countries

Table 4.6 *The 10 least receiving countries (in NOK 1000)(2000-2003)*

Country	Allocation
El Salvador	500
Elfenbenskysten	500
Fed. Rep. of Yugoslavia	672
Gambia	446
Honduras	500
Iran	400
Libanon	360
Moldovia	89
Sri Lanka	566
Zambia	90
Sub-total	4 123
Per country per year	103 075

4.3.2 Relative allocations to Least Developed Countries (LDCs)

The share of allocations provided through UNDP for Least Developed Countries (LDCs) amounts to 46 per cent of the total multi-bilateral support – see Table 4.2. In Africa, 98 per cent of the allocations were for LDCs, while in Asia only 9 per cent went to LDCs. In Europe there are no LDCs; neither so among relevant Middle-East Countries.

Table 4.7 *Share of multi-bilateral UNDP contributions to LDCs*

Region	LDCs	Total allocation 2000-2003	Share of allocation to LDC
Middle East	0	50 538	0
Europe	0	77 290	0
Latin America	10 000	112 224	0
Africa	335 104	340 629	98
Asia	81 273	343 546	9
Total	426 377	924 227	46

4.4 Multi-bilateral allocation by sector

This section presents the profile of multi-bilateral contributions from Norway to UNDP from 2000 to 2003 according to sectors and sub-sectors – based on the DAC coding system.

Table 4.6. indicates, first of all, that there is large variety of sectors involved in these allocations – 20 main DAC codes - some of which may potentially seem to fall outside UNDP's normal mandate and policy. Appendix 2 indicates the number of sub-sectors involved. The degree to which these are not aligned with UNDP's overall policy seems small, as is shown by the overview provided in Chapter 6. Analysis of the Activity Plans. Second, the lions share of these allocations were made for a variety of relevant

programmes within the sector “*Governance and civil society*”; a key sector for UNDP (DAC main code 150). And third, there was little focus on other sectors, such as environment, energy, and human resource sectors (education and health). This profile must be seen to reflect a deliberate choice from MFA’s side regarding how it utilizes UNDP within its policy (manifest in the support structure also for the Thematic funds - see above).

Overall, there is a clear focus on a UNDP’s mainstream area of “governance” in line with UNDP’s key mandate. Moreover, the level of support for lesser relevant sectors is quite low. It is therefore likely that there are only few incidences of potential “misalignment” between UNDP’s overall policy and the programmes supported by Norway. The large support for DAC sector 150 warrants a further breakdown in order to understand what it contains.

Table 4.8 *Non-core expenditure by main DAC sector, 2000-2003**

	Main DAC sector	1000 NOK	Per cent
321	Industry	270	0,0
240	Banking and financial services	308	0,0
312	Forestry	500	0,0
220	Communications	4 800	0,5
331	Trade policy and regulations	8 100	0,8
130	Population policies/programmes and reproductive health	12 966	1,2
998	Unallocated/unspecified	13 138	1,2
120	Health	13 777	1,3
311	Agriculture	16 861	1,6
420	Women in development	18 203	1,7
140	Water supply and sanitation	21 076	2,0
110	Education	23 242	2,2
410	General environmental protection	25 298	2,4
530	General programme and commodity assistance - other	27 000	2,5
230	Energy	28 333	2,7
430	Multi-sectoral - other	47 130	4,4
160	Social services and infrastructure - other	69 434	6,5
720	Emergency and distress relief - other	72 419	6,8
150	Government and civil society	661 359	62,1
	Total non-core expenditure	1 064 213	

*Including unspecified allocations at global and regional levels.

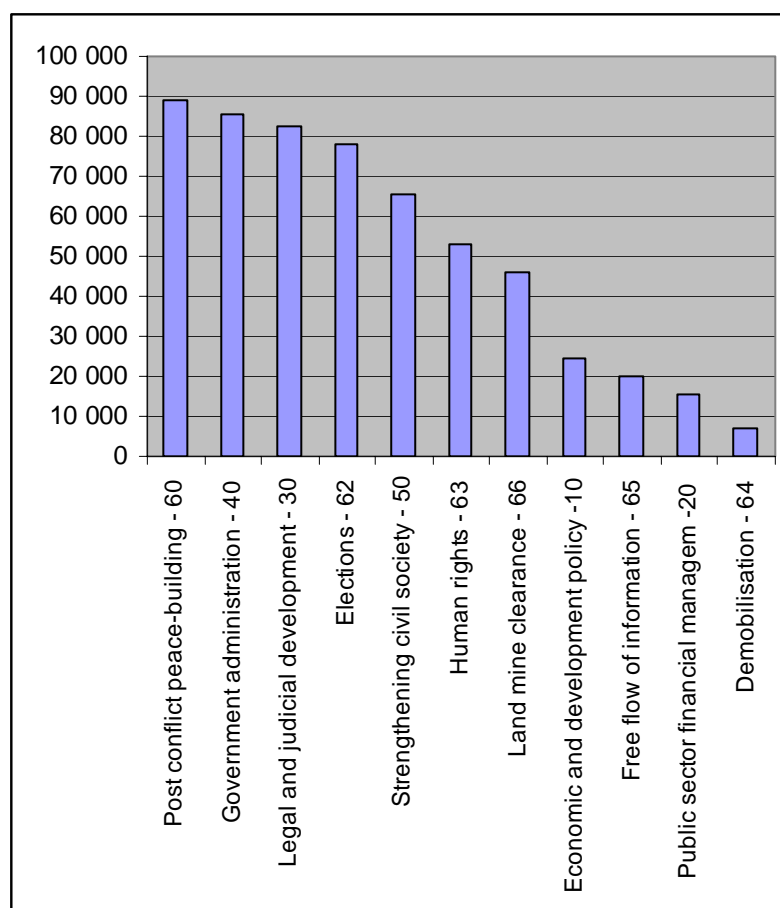
Annex 2 provides a more complete overview of the allocation to each DAC sector and sub-sector.

4.4.1 Support to “Government and civil society” (DAC sector 150)

More than 60 per cent of the multi-bilateral allocations have been provided for “Government and civil society” - DAC main code 150.

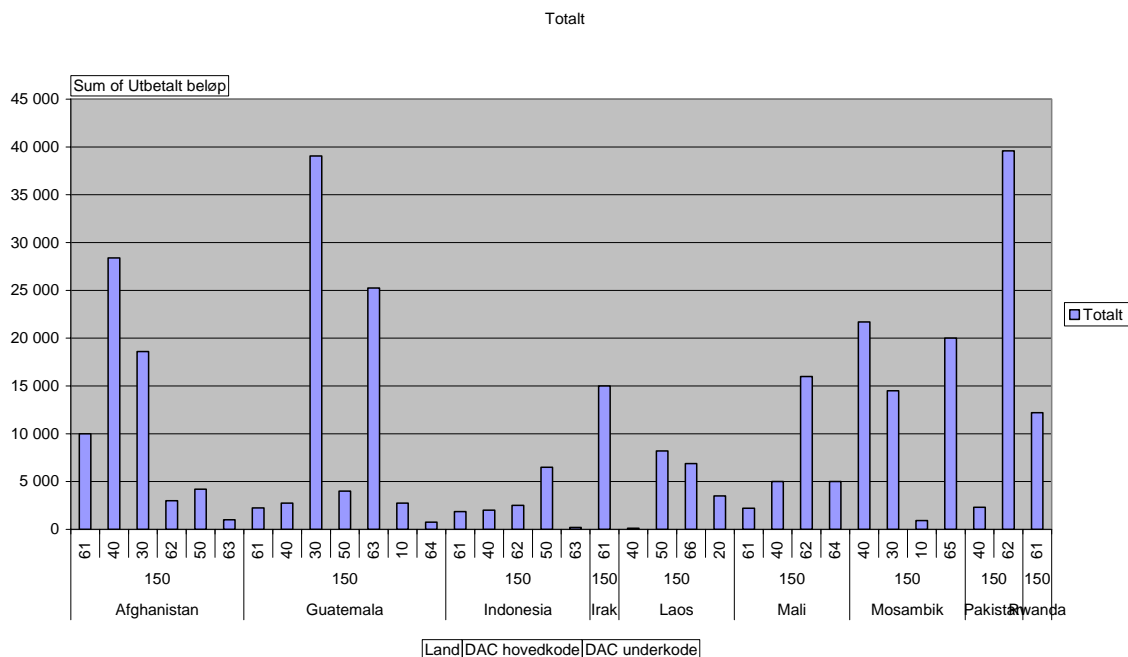
Table 4.9 *Allocations to Government and civil society (DAC main code 150)*

Government and civil society – DAC sub-codes	1000 NOK
Post conflict peace-building - 60	88 792
Government administration - 40	85 313
Legal and judicial development - 30	82 661
Elections - 62	78 123
Strengthening civil society - 50	65 655
Human rights - 63	53 137
Land mine clearance - 66	46 189
Economic and development policy -10	24 737
Free flow of information - 65	20 000
Public sector financial managem -20	15 330
Demobilisation - 64	6 990
Grand total – DAC Main code 150	566 927

Figure 4.2 *Distribution of support for Government and civil society on sub-sectors (according to DAC coding)*

A breakdown of the support within this DAC main code 150 to the ten most receiving countries is given in the figure below (Figure).

Figure 4.3 *Distribution on sub-sectors under DAC main code 150 – ten most receiving countries*



The figure shows that there was a variety of sub-sectors involved. However, it seems that within each country, in particular when the context was one of conflict/post-conflict, there were generally one or two main sub-sectors of support chosen. For example, in Afghanistan the lions share of support was provided for 40-Government administration and 30-Legal and judicial development; in Guatemala, the main support was for 30-Legal and judicial development and 63-Human rights, in Pakistan the support was mainly for 62-Elections; and in Irak only for 61-Post conflict and peace building.

In countries less affected by conflict/post-conflict situations, the distribution of support was more evenly spread on different sub-sectors, such as in Laos, Mali, and Mozambique. In these countries UNDP support was determined through more “normal” sector and country programming and dialogue between established authorities and the Embassy - than in some of the conflict prone countries. This will be further discussed below.

4.5 Support in favour of main development goals

The support to UNDP can be distributed according to the degree to which the relevant project objectives addressed certain important issues (or policy goals) – irrespective of what sector the support was provided within. The relevant policy markers in this regard are; Gender and equality, Environment, Human rights/Participatory development/good governance/democratisation, HIV/AIDS, and Research. An activity can have more than one policy marker. The coding distinguishes three levels of focus:

- Code 2 = Main and principle objective
- Code 1 = Significant objective
- Code 0 = Not targeted

Code 2 is utilized if the issue of concern is identified as being fundamental in the design and impact of the activity, and it is an explicit objective of the activity. Code 1 is utilized if the issue is important in the design, but not one of the main reasons for undertaking the activity. It should be kept in mind that the coding of these markers is recognized by concerned NORAD/MFA statisticians to be fairly unreliable for a variety of reasons.

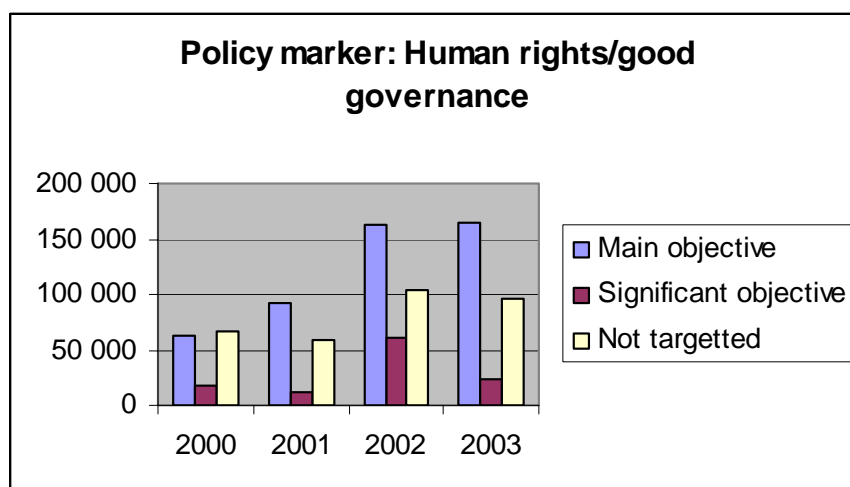
Below follows tables and figures showing how government officials have identified policy markers for the concerned activities related to Human rights/good governance; gender; and the environment – respectively.

Table 4.10 *Level of activities addressing Human rights/good governance*

	2000	2001	2002	2003	Total
Main objective	62 457	92 769	162 785	164 283	482 295
Significant objective	18 509	12 350	61 563	23 953	116 375
Not targeted	67 212	58 145	104 214	95 987	325 558
Total amount					924 228

Hence, in money terms, about 52 per cent of the activities were identified to address Human rights/good governance as a main objective and 13 per cent as a significant objective. 35 per cent of the activities in money terms did not target this issue.

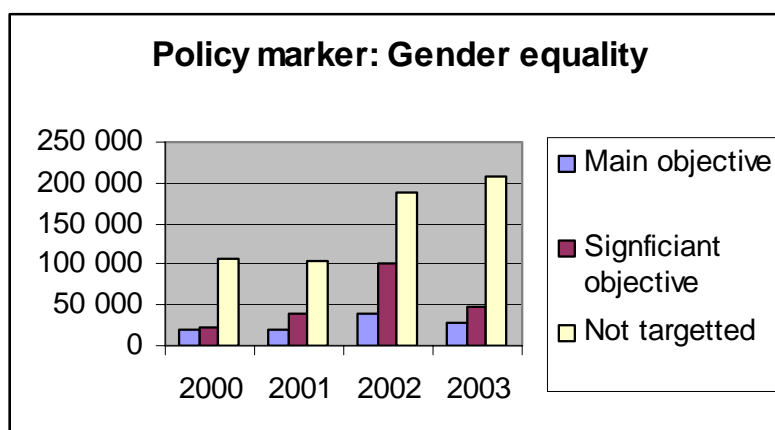
Figure 4.4 *Addressing policy marker Human rights/good governance*



According to Table 4.11 only about 12 per cent of the activities, in money terms, included gender as a main objective, and 25 per cent as a significant objective. The attention to this cross-cutting policy issue dropped in 2003 (at least in reporting).

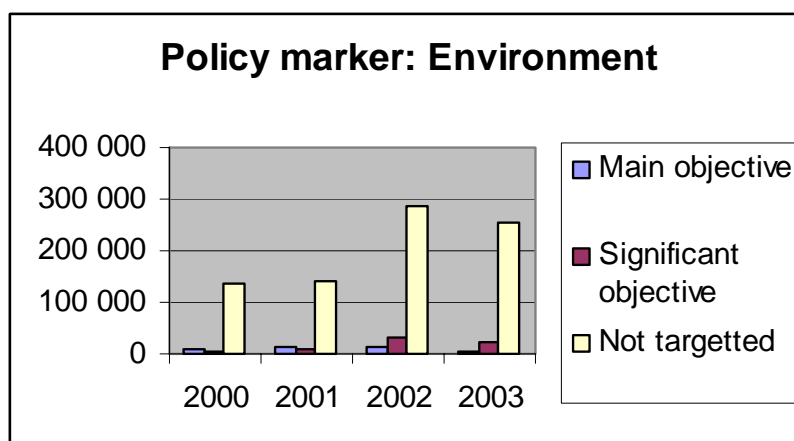
Table 4.11 *Level of activities addressing policy marker Gender and equality*

	2000	2001	2002	2003	Total
Main objective	21 015	20 048	39 577	29 343	109 983
Significant objective	21 366	38 146	100 050	47 937	207 499
Not targeted	105 797	105 070	188 935	206 944	606 745
Total amount					924 227

Figure 4.5 *Addressing policy marker Gender and equality*Table 4.12 *Level of activities addressing Policy marker Environment*

	2000	2001	2002	2003	Total
Main objective	9 568	15 007	11 750	5 611	41 935
Significant objective	4 500	8 000	29 600	24 564	66 664
Not targetted	134 110	140 258	287 212	254 047	815 627
					924 226

Support of the environment as a main objective was noted for less than 5 per cent of the activities in money terms. It was a significant objective for another 7 per cent of the activities.

Figure 4.6 *Addressing policy marker Environment*

4.6 Distribution of support to main thematic target area

The multi-bilateral allocations to UNDP distributed according to main thematic area (innsatsområde) are provided in Table 4.13. The table shows that 61 per cent went into “Good governance”, 17 per cent into “Health, education or other social sectors”, and 9

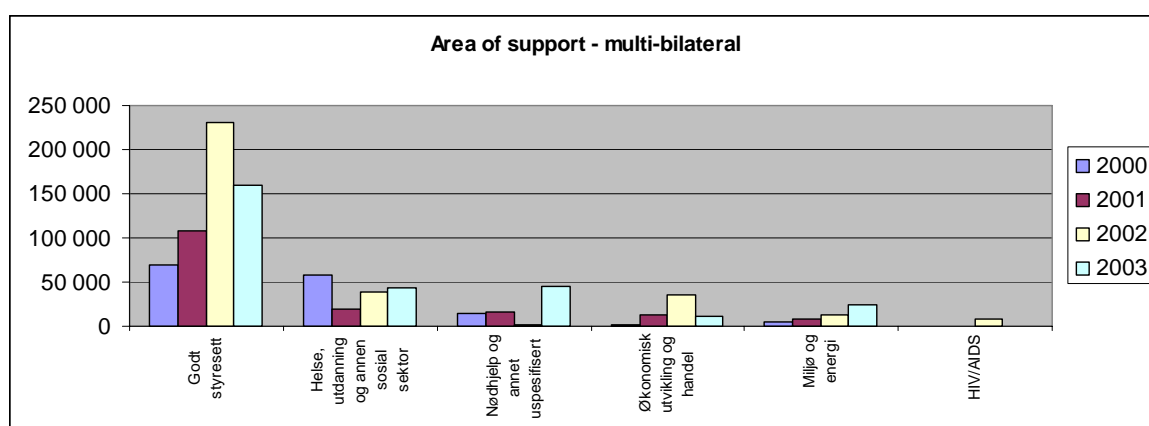
per cent into Emergency and other unspecified. The support for “Environment/ energy and HIV/AIDS” as main target area is fairly insignificant.

Table 4.13 *Multi-bilateral allocation to main target area*

Main target area	2000	2001	2002	2003	Total	Per cent
Good governance	68 941	107 679	231 330	158 977	566 927	61
Health, education, social	58 211	19 269	39 208	44 245	160 934	17
Emergency and other	15 117	16 185	2 000	45 647	78 949	9
Economic dev. and trade	1 408	12 645	35 323	10 609	59 985	7
Environment and energy	4 500	7 486	13 001	24 744	49 731	5
HIV/AIDS			7 700		7 700	1
Total	148 178	163 265	328 562	284 223	924 227	100

The general trend indicates an increase in contributions to “Good governance”, until 2003 when this type of support fell slightly. The annual variation in support for various target areas is so large, however, that it is difficult to conclude about trends – judging only from these figures. Apart from a reduction in the support for “Health/Education/Other social” there was a significant increase in the allocations to all other target areas.

Figure 4.7 *Trends in allocation to main target area*



Policy coherence

4.7 Comparison with UNDP’s own non-core expenditures

The following sections compares the patterns of support between Norwegian contributions to UNDP and UNDP’s overall spending of non-core resources across regions, sectors, and areas of support. It is not argued here that the distribution of Norwegian support should by necessity follow this pattern, yet it is of interest to make such comparison in order to get a better understanding of the patterns of Norwegian allocations and the potential policy goals behind.

It is important in this regard that the level of non-core resources has become considerably more important for the overall programme of UNDP over the last few years.

4.7.1 Comparison with UNDP's regional distribution

The distribution of UNDP's expenditures of non-core resources for the year 2000 is provided below (ref. UNDP DP/2001/CRP12 and UNDP Evaluation Office, May 2000). This overview is based on the Third-party (donor) non-core resources, which is most relevant for comparison (Table 5.1).⁴

Table 4.14 *UNDP non-core third-party (donor) expenditure by region, 2000 (in millions of USD)*

Africa	Latin America	Europe	Asia/Pacif.	Arab States	Palestine	Total
103.78	64.88	29.62	93.68	104.70*	64.75	461.41
23	14	6	20	23	14	100
28**	17	8	25	5	17	100

Source: UNDP DP/2001/CRP.12) *Includes the Iraq Oil for Food Programme (85 percent of fund)

** Percentages if the Oil for Food Programme is not included

According to the Table 5.2 Norway has higher level of support for Africa and for Asia, while significantly lower for the Middle-East.

Table 4.15 *Comparing UNDP and Norwegian multi-bilateral allocations across regions**

	Africa	Asia	Latin America	Europe	Middle East
MFA/NORAD multi-bilateral	37	37	12	8	6
UNDP non-core (Third party)	28	25	17	8	22

* Iraq Oil for Food Programme is kept out of estimates

4.7.2 Comparison with UNDP's support for thematic areas

In 2000, the first year of the 4-years period under review here, the share of total programme resources was distributed according to the following main thematic areas, for both core and non-core combined (source: UNDP Evaluation office, 2000)⁵:

Governance:	42 per cent
Poverty reduction:	31 per cent
Environment:	14 per cent
Total:	87 per cent

⁴ It is important to note that there are three types of non-core funding; i) government cost-sharing, ii) Third party (donor) funding, and iii) Trust funds. Different regions attract different sources of non-core funding. For example, in Latin America and the Caribbean government cost-sharing accounted for 85 per cent of total expenditures of non-core resources in the region (the majority of which was obtained from the World Bank and the Inter-American Development Bank).

⁵ Comparison of sectors between UNDP and MFA as well as between years within UNDP is made difficult by the fact that the definition of sectors varies, meaning that what type of programmes are to be included/excluded under one or the other of the sectors is not the same. Hence, the comparison is fairly rough.

The trend in allocation of non-core resources within UNDP has been towards an increase to the areas Governance and Poverty reduction – the two areas in which UNDP is asked to play a greater role. However, if looking to the Third party (donor) cost sharing and trust funds, the largest share went into:

Special development situations:	30 per cent
Environment:	28 per cent
Governance:	26 per cent
Total:	84 per cent

Although the sectors and coding between UNDP and Norway are slightly different here, it seems fairly obvious that Norwegian multi-bilateral allocations are focussed relatively more on “Good governance” than UNDP’s non-core portfolio, and less on e.g. environment.

Table 4.16 *Norwegian multi-bilateral allocations for Main target areas – 2000-2003*

Main target area	Percent
Good governance	61
Health, education, social	17
Emergency and other	9
Economic dev. and trade	7
Environment and energy	5
HIV/AIDS	1
Total	100

The thematic distribution of UNDP’s non-core resources by region – 2000 – according to budget estimates – are provided in the following table 5.4. Here it is important to keep in mind the different sources of non-core resources in different regions i.e. in Latin America there is a major government share in the non-core resources:

Table 4.17 *Allocation of UNDP’s non-core resources by region - 2000*

Thematic area	Africa	Asia	Europe	LA	Arab	Other/ Palestine
Governance	21	33	15	32	80	21
Poverty	11	19	34	32	7	11
Environment	23	34	22	11	8	23
Gender	2	2	2	1	0	7
Others	27	9	27	24	4	30

4.7.3 Comparison at country level

Comparison of the Norwegian allocations and UNDP support profile at country level is perhaps less illuminating. When comparing the structure of support at country level – in this case *Pakistan* – one realizes that two donors with fairly similar overall policy may end up with two perfectly relevant “country programmes” but with very different patterns in terms of areas of support. This underscores that it is not likely, even with fairly similar policies at macro level, that UNDP and Norway will arrive at similar aggregate patterns

in spending of multi-bilateral/non-core resources on regions, sectors, and/or thematic areas.

Table 4.18 *Pakistan – relative support for target areas – UNDP and MFA/NORAD**

Main target area	UNDP (2000)	MFA/Norad (2000-2003)
Governance	21	76
Environment	11	
Gender	11	
Economic dev/poverty	50	14
Health/education/soc		10
Other	7	
	100	100

* For MFA/NORAD the period involved is 2000-2003; for UNDP only the year 2000.

4.8 Comparison with Norwegian policy

Earlier sections have indicated the degree to which LDC countries benefited from the Norwegian UNDP contributions. The following section assesses the alignment between the patterns of multi-bilateral contributions to UNDP to central aspects of Norwegian development policy; first, related to the key focus of bilateral cooperation on “Main program countries” (LDCs/Africa), key sectors, and themes (poverty reduction); secondly, related to the more recent policy for GAP or Transitional Support (Overgangsbestand, Kap. 162), which does not demand a similar focus on “Partner countries” and sectors/themes.

If comparison is made between the contributions provided for different countries between the relevant four years period (2000-2003) and the preceding decade (1990-2000) some important changes have taken place in the patterns of Norwegian contributions which have implications for policy. The main change relate to Asia region now receiving a relatively higher contributions through UNDP, and Africa a relatively lower share (even if there was also an absolute increase in support to African countries). This does at the same time reduce the relative contributions to LDCs – as already indicated.

The main recipient countries of Norwegian non-core contributions to UNDP for the period 1990-2000 were (according to UNDP 2000):

- Africa: Angola, Ethiopia, Malawi, Mozambique, and Tanzania.
- Asia: Afghanistan, Bangladesh, Cambodia, Laos and Nepal.
- Latin America: El Salvador, Guatemala, Haiti and Honduras
- Europe/Eastern Europe: Tajikistan, Armenia, Latvia, Macedonia, Kosovo.

Hence, many of these were either “Main program countries” (five of them: Malawi, Mozambique, Tanzania, Bangladesh, Nepal) or “Other program countries” (Angola, Ethiopia, Guatemala) – in relation to the relevant regions Africa, Asia, and Latin America (i.e. 8 out of 14 among the most receiving countries belonged to this category).

In the period, 2000-2003 many of these countries remained important recipients, but at the same time new important recipient countries compared to the earlier decade were:

- Africa: Mali, Burundi, Rwanda, Eritrea, Somalia, Congo

- Asia: Pakistan, Indonesia, East Timor, India, Mongolia, Burma
- Latin America: Nicaragua
- Europe/Eastern Europe: Bosnia-Herzegovina, Kroatia, Albania

In the Middle-East, Iraq and the Palestine area came up as new important recipient countries.

None of these were “Main program” countries, while a few of them were “Other program countries” e.g. Mali, Eritrea, Pakistan, Indonesia, East Timor, India, and Nicaragua.

The following countries no longer appeared among those countries receiving relatively higher contributions (i.e. among the thirty most receiving countries): Bangladesh (“Main program country”) and lesser important countries from Norwegian development policy, such as El Salvador, Honduras, Tajikistan, Armenia, Latvia, and Kosovo.

4.8.1 Increased support to Asian countries

The most striking change was the relatively higher Norwegian contributions to UNDP in Asia and the relatively lower allocations to Africa (Sub-Saharan Africa) compared to earlier periods. While this change is reflected in policy statements guiding the specific GAP/Transition Support, it may potentially raise issues in relation to its degree of alignment with the overall Norwegian development policy.

The profile of the Norwegian contributions is also quite different from the general profile of UNDP’s non-core allocations to regions and sectors (which may or may not be utilized as a yardstick). Should there be higher focus on Africa through this kind of Norwegian support? Should there be less focus on governance and more on other sectors or domains (e.g. poverty or environment)?

It is beyond the scope of this report to provide an answer to these kinds of policy questions. Moreover, this profile may change fast, since conflicts are not easy to predict.⁶ In order to inform the discussion, it is useful to explore which countries in Asia received relatively higher support through UNDP in this period and for what purpose, and which countries in Africa received relatively lower shares. This pattern is the aggregated result of many smaller decisions – guided by some overall policy rationale.

The statistical data at country level indicate that the higher contributions to Asia is first of all a result of high level of support given to UNDP in *Afghanistan* (especially in 2002 and 2003); *Pakistan* (especially 2002 and 2003) and *Laos* (especially 2000 and 2001). In the cases of support to Africa, the trend was towards lesser contributions to some of the “main partner countries” e.g. Tanzania - while higher level of support was provided for conflict ridden areas/countries such as Rwanda/Burundi/Congo and Ethiopia/Eritrea – to some degree Sudan and Somalia – but also for more traditional recipient countries of Norwegian aid, such as Mozambique and Mali.

At the same time new Asian countries received additional allocations, such Indonesia, East Timor and Nepal. These Asian countries all experienced severe violent conflicts in the period. But there were also relatively significant allocations to more “peaceful” countries, such as Mongolia, and a smaller amount to Burma (in 2002 and 2003) which

⁶ The profile may look different in 2004 and 2005 as a result of e.g. the increased Norwegian contributions to Sudan.

helps explain why UNDP allocations are large in Asia. India was also a fairly large recipient.

In all these countries, with the exception of India, Laos, and Mongolia, the contributions were mainly for broader aspects of governance, peace, elections, and democratic reconstruction.

In Mongolia, the support was in part for strengthening democratic processes (e.g. support to Parliament) in part for environmental/energy purposes. In Laos the profile of support is more difficult to characterise since it touched several sectors, including energy and environment (reflecting Norwegian interests in these sectors). In India, the support for UNDP was mainly within the area of child labour, reflecting a choice to work within this area by the Embassy - and UNDP being a relevant channel for such kind of support.

4.8.2 Focus on “Main Partner” countries and support to UNDP

Among the list of 10 countries receiving the highest level of Norwegian multi-bilateral support in the period 2000-2003, there was only one “Main partner” – Mozambique; two “Other Partner Countries” – Pakistan and Mali. The rest among these 10 were countries with less traditional Norwegian bilateral assistance and presence, including:

- Afghanistan
- Guatemala
- Burundi
- Rwanda
- Laos
- Indonesia

The category as “Main Partner” or “Other Partner Countries” does not seem to trigger relatively higher contributions to UNDP.⁷ It is striking that the utilization of UNDP as channel for cooperation in “Main Partner Countries” is relatively small and shows a declining trend through the 4 years period. In particular, the declining support for “Main Partner Countries” and “Other Partner Countries” in Africa helps explain why the level of support for LDCs in Africa dropped throughout the period. The utilization of UNDP as channel for cooperation in “Main Partner Countries” was low also prior to 2000. Only in Mozambique has the allocation to UNDP been of any significance in the period, but is now declining also here. The level of support in Tanzania is also declining; while in Uganda, Zambia, and Bangladesh the organization was never utilized as a development partner for Norwegian aid. Judging from the reporting in the Activity Plans (Chapter 6), there seems to be some lack of awareness or recognition of the potential role UNDP can play as well as of the benefits from closer interaction and coordination between bilateral and multilateral cooperation. Only in Malawi and Nepal is there some indication of increased support to UNDP towards the end of the period.

⁷ Norway’s agreement is with the following 7 countries as “Main partner countries” – five in Africa (Malawi, Mozambique, Tanzania, Uganda, Zambia) and two in Asia (Bangladesh and Nepal). Moreover, the category “Other partner countries” are in Africa: Angola, Eritrea, Ethiopia, Mali, Nigeria, South Africa, and Zimbabwe); in Asia: India, Indonesia, China, Pakistan, The Palestinian Area, Sri Lanka, Vietnam, and East Timor; and in Latin America: Guatemala and Nicaragua.

A striking feature emerging from the list of the 10 countries receiving the highest overall support is that all of them are either experiencing – or have recently experienced conflict or post-conflict/reconstruction (with the exception of Laos). This called for particular forms of GAP assistance, motivated by the policy for Transitional Support (Kap. 162). In several instances, the situation was one of severely weakened state governments and eroded state apparatus – making UNDP a highly relevant channel of support – as explained by MFA officials (through interviews) (such as in Afghanistan, Rwanda, Burundi, and to some degree Guatemala). Prevailing conflicts also motivated the Norwegian contributions to Pakistan and Indonesia – while the support for Mali followed in the tracks of earlier Norwegian engagement in the peace process with Northern Twareg groups in the mid-1990s. In this period, the residential representative was a Norwegian with networks and, possibly, access to Norwegian funding.

The high level of support to Laos is more puzzling from such a perspective. Here the profile was more of a “traditional” cooperative program. In Mozambique, the support profile seems also mainly governance/post-conflict recovery motivated. However, a main reason why UNDP in Mozambique figures high among those receiving Norwegian contribution, is that UNDP is the contract partner for a major media development project that is actually implemented by UNESCO.

In each of the other most important recipient countries of UNDP contributions, Norway played an important role in peace negotiations and/or reconstruction, including:

- Bosnia-Herzegovina
- Palestine area
- East-Timor
- Eritrea
- Ethiopia
- Angola

Nepal is here an exception.

Overall, the level of allocations through UNDP is clearly not guided by whether the potential recipient country is categorised as “Main partner” or “Other Partner” country. This would also be expected, as already suggested in the new policy laid down in Transitional Support (Overgangsbestand kap. 162). For example, in “Main Partner” countries such as Zambia, Uganda, and Bangladesh there is no or little use of UNDP as channel of support, while in Mozambique in particular, to some degree in Malawi and Tanzania, UNDP is utilized to much larger degree. However, only Mozambique of the “Main Partner” countries figures among those ten countries with highest allocations through UNDP, and for particular reasons.

At the same time, there are 9 “Other Partner” countries – and 3 “Main Partner” countries – among those 20 countries being allocated the highest amounts to UNDP in the period. But also “Other Partner” countries in which little or no allocations go through UNDP, such as in Sri Lanka, Zimbabwe, China, Nigeria, and Vietnam. Finally, there are particular countries which figure neither as “Partner” or “Other partner” countries – but are all in situations of conflict/civil war or post-conflict/reconstruction – which receive high levels of support through UNDP – such as Afghanistan, Burundi, Rwanda, Iraq, and Bosnia-Herzegovina - all being among those 20 countries receiving the highest level of support. Mongolia and Laos are in this regard special cases.

4.8.3 Country and regional distribution of bilateral assistance compared to UNDP allocations

In Table 5.6 the ten largest recipients of bilateral assistance in 2002 and 2003 (including multi-bilateral assistance) – have been compared to Norwegian multi-bilateral allocations through UNDP.

Table 4.19 *Comparing countries with large bilateral programmes and level of multi-bilateral allocations through UNDP*

Country	Among ten largest of bilateral assistance 2002	Among ten largest of bilateral assistance 2003	“Main Partner” country of Norway (trends)	Among 20 largest recipients through UNDP (ranked)
Tanzania	1	1	x (declining)	
Mozambique	2	2	x (declining)	2
Uganda	3	4	x (low/stable)	
Zambia	4	3	x (low/stable)	
The Palestinian Area	5	6		12
Ethiopia	6	7		11
Bangladesh	7	10	x (low/stable)	
South Africa	8			
Angola	9			13
Afghanistan	10	8		1
Malawi		5	x (increasing)	16
Nepal		9	x (increasing)	17

It may be more illustrative to compare the regional distribution of Norwegian bilateral assistance with the regional distribution of Norwegian multi-bilateral assistance to UNDP, as in Table 5.7. Again, the most striking feature is the relatively higher allocation to Asia and the relatively lower assistance to Africa (Sub-Saharan Africa) through the UNDP allocations. There is also relatively higher allocation to UNDP in Europe – in particular – and Latin America and the Middle-East. The regional distribution of bilateral assistance is relatively stable in the period from 2001 to 2003 (Annual Report – Statistics, NORAD, 2003).

Table 4.20 *Bilateral assistance through NORAD compared to multi-bilateral assistance to UNDP*

Region	Per cent bilateral assistance through NORAD - 2002	Per cent multi-bilateral assistance through UNDP -2000-2003
Africa	57	37
Asia & Oceania	21	37
Latin America	8	12
The Middle East	4	6
Europe	2	8
Global	8	(not included)

4.8.4 Comparison of allocations to Target areas

The multi-bilateral allocation to UNDP in 2000-2003 distributed on target areas emerge from Table 5.8.

Table 4.21 *Distribution of UNDP support on Target areas*

Target Area	Total	Per cent
Good governance	566 927	61 %
Health & education	160 934	17 %
HIV/AIDS	7 700	1 %
Environment and energy	49 731	5 %
Emergency ass & other unspec.	78 949	9 %
Economic dev/trade	59 985	7 %
Total	924 227	100 %

The relative support for these Target areas through normal bilateral channels (NORAD) are compared with those of UNDP in Table 5.9.

Table 4.22 *Relative support for Target areas – bilateral support and support through UNDP*

Target area - 2002	Bilateral assistance through NORAD	UNDP allocations
Good governance	17%	61 %
Health & education	41%	17 %
HIV/AIDS	4%	1 %
Environment and energy	12%	5 %
Emergency ass & other unspec.	3%	9 %
Economic development & trade	24%	7 %
Total		100 %

As already indicated, it is particularly striking the large support for “Good governance” through UNDP and the comparatively low level of support for health/education, which is also not a priority area for UNDP.

5 Analysis of Action Plans

5.1 Background

This chapter provides a *brief and qualitative* assessment of a selected group of Activity Plans (“Virksomhetsplaner”) in relation to the perceived role of UNDP as strategic partner for development – as expressed through these reports from Embassies/local offices/regional departments. A more complete review of the Activity Plans is available with MFA.⁸ The section assesses the quality of reporting, and observations made about the nature of the Norwegian allocations, the role of the Embassy (or regional office) in policy dialogue, and the forms and degree of cooperation noted with UNDP. The assessment of quality of reporting is done in relation to the degree to which the Activity Plan observes the role of UNDP and the UN system. Moreover, an attempt is made to assess the observed significance of UNDP’s role, while noting the degree to which its role is presented in positive or negative terms in relation to the capacity of the local UNDP field offices’ dual function as independent implementing agency and as coordinator of UN operations. The assessment is by necessity fairly superficial, reflecting among others that the Action Plans do not address these concerns in any substantial manner (which would not be expected). MFA’s guidelines for reporting about UNDP and the UN system in the Activity Plans are fairly vague. Hence, the form and quality of reporting is to some degree left to the discretion of each Embassy/Ambassador.

A key overall finding is that the quality of reporting on the role of UNDP and the UN system is mixed. In particular, there are few substantive observations about UNDP in some of the “Main Partner Countries” such as in Tanzania, Zambia, Uganda and Bangladesh. This reflects, on the one hand, that there are few or none on-going UNDP programmes with Norwegian support in these countries. On the other hand, given UNDP’s role in coordination of the UN system and in follow-up of the MDGs one might have expected some more details about these aspects in the Activity Plans. Even so, issues related to harmonisation and coordination seemed to be provided increasing attention in some of the later Activity Plans – probably in response to recent initiatives by the MFA and the UN section of MFA to improve coordination between bilateral and multilateral development cooperation.

24 Activity Plans were reviewed – which together covered thirty countries. A few Embassies cover several countries. The focus of analysis is on the 20 countries in which

⁸ A separate more detailed report from this review of the Action Plans is available with the UN section: “The role of UNDP observed from Activity Plans – quality of reporting and patterns of multi-bilateral contributions, draft, 18.3.05, Trond Vedeld.

UNDP received the highest contributions from Norway in the period 2000-2003 (see former chapter). The Activity Plans reviewed covered 15 among these 20 countries.⁹

The information provided in these Activity Plans on UNDP and the UN system is fairly limited, as indicated in the above matrix. Hence, the following analysis does not contain any substantive assessment of the Norwegian contributions to UNDP, nor of the role of UNDP in the local context.

5.2 Alignment between Norwegian policy and UNDP contributions

The relevance of stated policy aims as reflected in each of the Activity Plans in relation to the choice of UNDP as channel for support is considered “high” for all the 15 countries reviewed i.e. UNDP is considered highly relevant as a channel of support. This reflects upon the coherence between UNDP’s general mandate and policy and actual profile of the Norwegian-UNDP operations on the ground (see elsewhere in the report). Moreover, in most of the countries, there was a focus on governance as a theme and good governance as a goal – broadly defined – meaning that UNDP was always considered highly relevant as a partner. The particular aims of each of UNDP’s country programmes have not been studied here.

However, when considering how the Norwegian development aims were manifest in support for particular sectors and themes (e.g. governance, gender, environment), the picture changed somewhat. In certain countries, the main focus of Norwegian development activities was on sectors such as education, water supply, health, oil and energy – or private sector development – which meant that the relevance of utilizing UNDP as channel of support was considered less obvious. The relevance of utilizing UNDP was then rated as medium or medium to high. In particular, it seems that when there was strong focus on *private sector development* in the Activity Plan, the attention to multilateral agencies, including UNDP, in the reporting was less. Almost all the Activity Plans reviewed in which private sector development was in focus exposed with low level of support for UNDP – reflected in less significant attention to UNDP and the UN in reporting – as well as in actual operations. There are exceptions here in that the private sector is in focus in e.g. Angola, Mozambique, Pakistan, and Indonesia. An hypothesis worth pursuing in this regard is that a focus on private sector development at country level leads to a pre-occupation with economic development and growth-related issues, potentially at the expense of a focus on challenges of poverty reduction and governance/peace/democracy.

5.3 Policy coherence with UNDP’s general policy

The degree of alignment between the actual contributions provided by Norway to UNDP and UNDP’s general policy and mandate is assessed to be generally high in most of the countries. For example, in most of the countries good governance figures as an important

⁹ Five countries among these 20 have not been included for different reasons. The report on Rwanda and Burundi from the Embassy in Uganda is insufficient to undertake any assessment. Moreover, no separate Activity Plans have been received and reviewed for the countries Mongolia, Iraq, and Bosnia-Herzegovina – all of them among those 20 countries receiving most support from Norway.

aim and concerns for Norwegian cooperation (which is expected). This observation about “high degree of alignment” is mainly derived from the overall review of the multi-bilateral program portfolio. It cannot be derived from reviewing the Activity Plans alone, since these plans do not provide details of programmes and activities. Some potential “outliers” have been noted, however, which may or may not be considered “mainstream” UNDP programmes. Some potential explanation for why they may still be regarded as fully “legitimate” projects within UNDP’s broad mandate has been added (not detailed investigation of these matters has been carried out, however). In most cases, the “outliers” represent support of essential services or infrastructure and/or economic and rural development efforts in a post-conflict situation in which this kind of support can be considered part of a broader rehabilitation or reconstruction strategy (hence, in line with UNDP’s mandate):

- Burundi: Support for essential health, schools, and water supply services as part of rehabilitation and reintegration programmes.
- Mozambique: High level of support for development of media – a programme funded through UNDP but implemented by UNESCO. Possible rationale: support of media development as part of a broader governance agenda.
- Mali: Support for girls’ education in the North (following peace with the Northern Twaregs) and agricultural machines for women. Possible rationale: support for muslim girls’ education may be considered an element in peace-building in conflict-prone Northern areas.
- Laos: A varied and traditional development programme, including support for energy, solid waste, tax and customs reform, and gender – all of which can be considered within a broad UNDP mandate.
- Indonesia: Contributions to agriculture and roads in conflict prone areas.
- Iraq: Support for reconstruction of essential electric and telecommunication services
- Bosnia- Herzegovina: Support for reconstruction related to power distribution and ICT.
- Palestine area: A variety of programmes related to e.g. water supply, health and job creation. UNDP has taken on a fairly broad mandate due to the particular situation of the Palestine area and the difficult position of the Palestine authorities.
- East Timor: Support of agricultural services following peace and rehabilitation.
- Nepal: Support for traffic consulting – one project which is a bit hard to understand as being firmly within UNDP’s mandate.
- India: Support for Child labour has been given priority by the Embassy over several years – but is now being phased out. Child labour is gradually being taken over by ILO and UNICEF as a domain.
- Mongolia: Support for superinsolated houses may perhaps be considered an element of a broader environment agenda in the particular context of Mongolia, but may be questioned as a mainstream UNDP activity.

5.4 Quality of reporting in Activity Plans

The quality of reporting in the Activity Plans on the role of UNDP and the UN system varies considerably across countries. The quality is assessed to be “satisfactory” in about

fifty per cent of the 24 Plans reviewed.¹⁰ Hence, there is clearly scope for improvements. The quality of reporting is generally better for countries with high level of Norwegian contributions to UNDP, for example, in the case of Guatemala, Mali, and Angola. Here, UNDP has played a key role in important peace, rehabilitation and reconstruction – with active involvement of Norway – and Norway has utilized UNDP to enhance governance related processes. There are, however, also cases of “less satisfactory” reporting even in cases where the contributions to UNDP from Norway is considerable, and one would expect higher attention to its role, such as for Mozambique, Pakistan, Laos, and Indonesia/East Timor. In these Activity Plans, there was very little mention of the UN system and multilaterals in general, and even less information about the role of UNDP in various capacities. There is particularly weak reporting on UNDP and the UN system in some of the main partner countries such as Tanzania, Zambia, Malawi, and Sri Lanka. Across the board, there was little information about UNDP and the UN system in relation to the “new” agenda for international development, related to important processes of e.g. budget support, economic reform issues, PRSP and MDG related matters.

5.5 Observations about UNDP performance

There are few or no substantive observations in the Activity Plans about the performance of different UNDP projects, or about specific outcome or results of UNDP supported activities. Hence, these Activity Plans cannot be utilized as source for any substantive assessment of performance and results of UNDP programmes. While one would expect Activity Plans to address institutional performance issues, perhaps reports on specific project results may not fit the format of these Plans. Nevertheless, whenever comments in the Plans are made about outcomes, they are generally quite positive in character, such as for several of the countries receiving high level of UNDP contributions e.g. Afghanistan, Guatemala, Mozambique, Pakistan, Mali and Laos (as indicated in the matrix). Limitations about UNDP’s role and activities are also noted, however (see below).

5.6 Observations about UNDP’s capacity

The observations about the capacity of UNDP as implementing agency (and partner in policy dialogue) are – similarly - fairly sketchy and anecdotal and pull in different directions. In the large majority of cases, the role of UNDP is considered positive (as would be expected). However, even in country cases where high level of support is provided, references to capacity limitations are also given. Some positive examples follow below.

5.6.1 Capacity strengths

Angola: UNDP is perceived as the key channels to support large governance and human rights programmes.

Eritrea: The experience with UNDP and the UN system is generally good.

¹⁰ “Satisfactory” in this regard relates to some expressed level of awareness of the role of UNDP and the UN system as development actors and actual (or potential) relationships between the Norwegian Embassy/Norway/bilateral assistance and UNDP in relation to issues of coordination and harmonisation of development programmes. “Less satisfactory” means that there is little or no reference to UNDP or the UN system in the Activity Plan.

Mali: UNDP is considered a main channel of Norwegian support.

Malawi: UNDP is a main channel for consolidation of democracy.

Guatemala: UNDP is a key strategic partner for Norway.

Indonesia and East Timor: Good cooperation reported with UNDP (and the World Bank).

Laos: UNDP is seen to play a key role in development cooperation, and a main channel of Norwegian support. UNDP perceived to have solid competence.

Pakistan: There is good experience with UNDP and the UN system. The performance depends a lot on government ownership and commitment.

Palestine area: UNDP is considered a significant actor in development.

5.6.2 Capacity limitations

However, there are also different critical observations made in the Activity Plans:

- Malawi: The UNDP office is perceived to have fairly weak capacity.
- Mozambique: UNDP is perceived to have capacity problems and its “value added” is questioned (see later). One project for parliamentary capacity building in Mozambique was discontinued due to weak leadership by UNDP and lack of support and commitment by the government.
- Vietnam: The experience with the UN system/UNDP is varied – often time consuming to work with and delays experienced.

5.7 UNDP’s role in coordination

There are too few observations about UNDP’s role in various coordination capacities to firmly assess its role on these matters. There are, however, both some positive and some less positive anecdotal examples provided. Generally, UNDP appears to play a stronger role in coordination on post conflict and governance issues, than in recovery and economic development/poverty issues. This may also reflect that Norway utilizes UNDP mostly within the former domains – meaning that fewer observations are made about the latter kinds of issues. Moreover, it is argued in the Plans that if UNDP is provided a key role by the government concerned, and its role properly backed by the government, it is better able to perform its coordination tasks. This is reported for e.g. Pakistan, Guatemala, Nigeria, Eritrea, and Palestine area. In contrast, UNDP has not been able to perform well in e.g. Sri Lanka (see below).

5.7.1 Capacity strengths in coordination

Several observations underscore UNDP’s strength in coordination:

- Angola: The UN system, including UNDP, is seen as important in coordination and dialogue.
- Eritrea: There is reported a close dialogue between the Embassy and UNDP (and UNICEF). Eritrea is reported to be a pilot country for improved coordination between UNDP, UNHCR and the World Bank.

- Nigeria: UNDP coordinates the national governance programme – supported by several donors.
- Guatemala: The Embassy works closely with UNDP and UNDP plays a key role in coordination.
- East Timor: There are regular meetings with UNDP.
- Laos: UNDP reported to have close relationships to government and access to international expertise.
- Vietnam: Despite weakness observed in efficiency, there are monthly dialogue meetings between UNDP and donors.

5.7.2 Capacity limitations in coordination

There are also problems of coordination reported:

- Afghanistan: In the early phases after the conflict, UNDP played a key role in coordination – with support of Norway. Today neither UNDP nor other UN agencies are perceived capable of coordinating and harmonising programmes. Key donors pull in different directions – for example EU, US, Japan and Germany.
- Sri Lanka: The government was always sceptical of UNDP/the UN system (apparently considered “Tamil dominated”).

5.8 UNDP’s role in new forms of cooperation

The weakest element of the Activity Plans is in feed-back on the role of UNDP in new forms of cooperation, related to processes of harmonisation, PRSPs and follow-up of MDGs. Later Plans are better in reporting than the earlier, yet it is hard to say much about how UNDP perform on these matters. Moreover, most Embassies/regional offices report about own capacity limitations in follow-up of the many coordination processes, hence, this may in part explain the limited reporting on these matters.¹¹ Some possible strengths and limitations of UNDP appear from the following statements.

Ethiopia: Although cooperation with the UN system is considered good, there is reported a need to improve coordination.

Malawi: Coordination in budget support is difficult due to different actors having diverse views.

Ethiopia: There is a need to strengthen coordination between multilaterals and bilaterals in the PRSP process.

Pakistan: The government wanted UNDP to play a key role in coordinating and mobilising support for democracy and good governance. UNDP is also involved in coordination around the PRSP process. (This changed a bit after 9/11).

¹¹ The Embassy in Vietnam addresses these issues as follows. Here Norway is a small donor with limited funds and only three officers to handle development cooperation. The Activity Plan says: ‘The Embassy – despite capacity problems – takes part in Like Minded Donors Group, in partnership groups in all key sectors (fisheries, education, HIV/AIDS, environment, governance), two Consultative Group meetings, monthly UNDP gathering of donors, and frequent World Bank

6 Policy shifts and implications

6.1 Key findings

In summary, some key findings from this review of Norwegian multi-bilateral contributions to UNDP are:

- Norway contributed almost 4 billion NOK to UNDP for both multi-bilateral and multilateral support in the four years period 2000-2003. The total multi-bilateral contributions to UNDP were almost 1,1 billion NOK covering about 60 countries (about 27 per cent of the overall allocations).
- The annual multi-bilateral allocations increased significantly in the period (almost doubled from the year 2000 to the year 2003).
- Asia received the largest contributions, slightly above Africa – both regions now receiving each 37 per cent of the total multi-bilateral allocations
- The share of multi-bilateral allocations for LDCs was 46 per cent; while 98 per cent of the contributions to Africa were for LDCs; only 9 per cent went to LDCs in Asia
- The five most receiving countries were Afghanistan (99 million NOK), Guatemala (82 million NOK), Mozambique (57 million NOK), Pakistan (55 million NOK), and Mali (55 million NOK).
- Many countries received less than 1 million NOK over the four years period (26 countries); meaning that some of the contributions are “thinly” spread
- The main DAC sectors for these contributions were: i) “Governance and civil society” (62 per cent of all allocations); ii) Emergency and distress relief (7 per cent); and iii) Social services and infrastructure (7 per cent). The largest contributions were provided from Transitory aid – GAP (kap/post 162) and Peace, reconciliation, and democracy (kap/pos 164).
- Within the DAC code “Governance” the contributions were distributed mainly on – in sequence: i) Post conflict peace building; ii) Government administration; iii) Legal and judicial development; iv) Elections, v) Strengthening civil society, vi) Human rights; vii) Land min clearance. These priorities basically reflect that the large majority of the main recipient countries were in a situation of violent conflict or post-conflict/reconstruction.
- Within individual countries the contributions were concentrated to a few sectors and projects/programmes – mostly of key importance for rehabilitation and reconstruction – often with UNDP in important policy dialogue and coordination roles in early phases of the process

meetings on the Poverty Strategy plus receiving other delegations and taking part in other meetings’.

- A few potential “outlier” projects were noted, although not necessarily outside UNDP’s broad policy and mandate

According to the review conducted of MFA’s Activity Plans and interviews with MFA officials, UNDP is generally well regarded as independent implementing agency and coordinator of development operations, in particular in situations where the government was weak and/or Norway had no local Embassy or strong administrative presence. UNDP was especially appreciated for its presence in conflict prone countries, and its ability to react fast and non-bureaucratic in crisis situations. UNDP showed capacity to establish dialogue, make key actors meet (convening power), while allowing governments to remain in control (ownership). UNDP’s was often a driving force in early phases of reconciliation and reconstruction. Even so, opinions about UNDP’s capacity among MFA officials were mixed, and UNDP’s capacity limitations in the field were frequently mentioned.

UNDP is reported in the Activity Plans to be stronger and more able to conduct coordination in relation to governance and post-conflict programmes, than in terms of harmonisation in new agendas for development cooperation related to PRSPs, budget support, and furthering of MDGs (according to impressionistic views from the Activity Plans).

There are two major trends to note in the multi-bilateral allocations to UNDP which both have policy implications. First, compared to overall Norwegian development policy and UNDP’s overall profile of non-core funding as reflected on the ground - Norwegian multi-bilateral contributions may be perceived to have a “bias” towards:

- Asia (not “Main Partner Countries” in Africa)
- Transition countries in Europe
- Medium income countries (not LDCs)
- Governance (less for e.g. poverty reduction/economic development, environment, or social services)
- Non-partner countries for traditional Norwegian bilateral assistance (not “Main Partner Countries” and “Other Partner Countries”)

Second, it is striking that the utilization of UNDP as channel for cooperation in “Main Partner Countries” is relatively insignificant, and shows a declining trend. Only in Mozambique has the allocation to UNDP been of any significance in the period, but is now declining. The level of support in Tanzania is also declining; while in Uganda, Zambia, and Bangladesh UNDP was never really utilized as a development partner for Norwegian aid. Judging from the reporting in the Activity Plans, there occasionally seems to be some lack of awareness or recognition of the role of UNDP – and the UN system in general – and the potentials of closer interaction and coordination between bilateral and multilateral cooperation. Only in Malawi and Nepal is there some indication of increased support to UNDP towards the end of the 4 years period.

UNDP could, with its comparative advantages as development partner related to capacity building, governance, and coordination, potentially become a more strategically important actor for Norwegian development cooperation also in the “Main Partner Countries”. This would depend among others on the perceived relevance and capacity of the individual UNDP field offices in each of the Embassies and countries of concern.

It should be stressed that this profile of Norwegian multi-bilateral support to UNDP, which represents a shift in MFA's policy in the period (compared to earlier periods), reflects increased Norwegian engagement in various important and high profile peace, conflict, and recovery operations. The policy change may be perceived as coherent with policy guidelines for the specific Transitional/ Humanitarian Support (Kap 162).

Even so, the policy shift may raise questions about the degree of alignment of the UNDP contributions in relation to Norway's traditional - or overall - development policy and guidelines. In particular, the high level of support to Asia, at the expense of support to LDC countries in Sub-Saharan Africa, might at face value seem somewhat problematic from a Norwegian policy point of view. There are many critical conflicts in Africa that might motivate higher degree of Norwegian contributions through UNDP.

It is a matter of perspective whether the profile of these UNDP contributions contains any mis-alignments at the macro-level with Norway's overall development policy goals, or not.

Even if the profile of the Norwegian contributions is not fully in line with UNDP's own profile of non-core resource allocations, the individual Norwegian programmes seem mostly fully coherent with UNDP's policy and mandate. Furthermore, Norway/MFA may have perfectly legitimate reasons to maintain a different profile than UNDP in its allocation of multi-bilateral resources to regions and countries (i.e. related to choice of sectors or programmes).

6.2 Policy shifts and coherence

These apparent policy shifts in regional and country focus of Norwegian development cooperation through UNDP reflect decisions by Norway and MFA to play a greater political role in peace keeping and/or democratic rehabilitation/reconstruction, and, at the same time choosing UNDP as strategic partner for the kinds of operations involved.

It is a matter of perspective whether the profile of these UNDP contributions contains any mis-alignments at the macro-level with Norway's overall development policy goals, or not. Similarly, Norway/MFA may have perfectly legitimate reasons to maintain a different profile than UNDP in its allocation of multi-bilateral resources (i.e. related to choice of regions, countries and sectors). Even if the profile of the Norwegian contributions is not fully in line with UNDP's own profile of non-core resource allocations, the individual Norwegian contributions or projects supported seem mostly coherent with UNDP's policy and mandate.

The degree of micro-level misalignments i.e. "outliers" in terms of individual project support at country level in relation to UNDP or MFA policy does not seem to raise any major issue. A few non-mainstream projects in relation to UNDP's mandate might have been supported. However, in this regard one might argue with UNDP's own evaluation report of non-core funding:

"The imperative for the organization to be sensitive to country demands presents a case for UNDP not to push too strict alignment so long as the bulk of interventions fall within the defined priority areas".

Hence, one should accept that there are country-specific and local conditions that warrant programmes that may occasionally lead to outliers in relation to both MFA's and UNDP's overall mandate.

6.2.1 UNDP as strategic partner

UNDP is generally considered to have certain comparative advantages as an implementing agency and partner in policy dialogue. Since this review does not cover such aspects systematically, reference is made to the recent assessment of the role of UNDP in ten countries through the MOPAN (2005) survey. It provides a slightly different perspective than what emerges from the review of the MFA Activity Plans, in particular related to follow-up of the MDGs (a role which is not commented much on in the Activity Plans). The MOPAN report suggests UNDP's performance to have particular strengths in:

- Advocacy related to the Human Development Report – as well as in coordination and promotion of MDGs and placing poverty on the political agenda (a factor not coming out of the review of the MFA's Action Plans)
- Promotion of policy dialogue and assembling divergent points of view
- Providing policy advice and furthering capacity building especially on governance (e.g. training of parliamentarians, justice reform, fair elections), gender, economic planning, HIV/AIDS, and environment
- Capability of performing in alignment with national strategies and policies – including actively support of PRS or similar processes

But there are also issues that are perceived to impair the performance of UNDP, such as when its programme adopts a “fragmented approach” or a programme “lacks a strategic focus”. It is also held that UNDP often does not play a key role in economic reform processes or in the macro-economic programmes. This is also confirmed through the review of the Activity Plans. Some of UNDP's limitations are further perceived in the MOPAN 2005-report to be:

- Often not able to effectively ensure collaboration between UN agencies and coordinate actions with other actors (although improvements are noted)
- Sometimes operates too much in isolation from other agencies
- Not fully able to share information among partners and operate in transparent manners
- Being “risk adverse” in the handling of controversial issues like respect for human rights, corruption and ethnic divide
- Lack of financial resources and strength
- Sometimes lack of contextual skills
- Sometimes limited ability to foster country ownership and capacity of government
- Limited outreach and networking with non-state actors
- Weak in advocacy on controversial issues
- Often not able to take a pro-active stand on harmonisation

A few of the generally accepted strengths of UNDP as an international actor are held to be such as (ref. UNDP's own documents):

- Presence and capacity to operate in most countries across all regions, also in insecure or conflict prone countries or situations
- Neutrality as multilateral agency – combined with a general acceptance as partner by a variety of governments, international donors, and non-governmental actors

- Convening power – in coordinating UN agencies and bringing a variety of actors together
- Low profile and capable of enhancing government ownership – making it attractive as partner for many governments
- Project, sector and country knowledge and sharing of knowledge
- Increasing capability to connect to non-state actors
- Capable staff and employment of international experts at different levels – capable of working closely with national experts

7 Conclusions

7.1 Strengths and limitations of UNDP

UNDP performs a particular role in the field – given its presence in all countries and its wide mandate, including its role as country coordinator for the UN. It has been beyond the scope of this report to provide a substantive assessment of the role of UNDP. Even so, the combined impression from reviewing the Activity Plans and discussing with MFA officials is that UNDP is performing fairly well in most of the key countries of concern here – both as an implementing agency and in various coordination capacities. But there are different experiences and views about UNDP’s strength and limitations. Three contrasting country cases may illustrate this based on observations from MFA officials in the field.

Afghanistan: In the post-conflict situation UNDP reacted fast and non-bureaucratic moving competent staff from its Pakistan office to Kabul. Close dialogue was established between the UNDP office and top UN officials early on – with Norway playing an important role in reconciliation and rehabilitation processes. Since there were few international agencies present and only interim authorities – funded by UNDP/Norway – no other competent structure was available in the early phases. UNDP was perceived to have prestige and political leverage and became a driving force for reconstruction. UNDP provided technical assistance and helped to establish a more competent government. Even so, UNDP became less important in later phases of these processes – partly due to other agencies – such as the World Bank entering the scene. UNDP was not able to maintain its position as main coordinator (Personal message Ambassador Bjørn Johannessen).

Mozambique: ‘UNDP is generally a fairly weak partner. Documentation is provided late, often of inferior quality, calls for meeting comes only a couple of days ahead of time when meeting is to be held, many delays and occasionally lack of initiative in relation to coordination responsibilities. This indicates capacity problems. There is no doubt that resources and capacity of the Residential Coordinator (RC) is not reflecting the level of challenges/needs/ ambitions. There is no doubt that RC has a very challenging job in relation to coordinating other UN organisations. The Country Management Team meets regularly, but different organisations have very different mandates and pull in different directions. RCs coordinating role in relation to other donors is weak since UNDP is not involved in the cooperation around budget support. UNDP’s technical strength is hampered by the UNDP office often using JPOs in the heavy programmes in which more experience and “pondus” might often have been required’ (Berit Tveite, Embassy in Maputo).

Angola: A review by Scan-team (2004) of the Norwegian support to the UNDP country programme suggests that the partnership between Norway and UNDP functions well. UNDP is well regarded by the authorities as a post-conflict development actor. UNDP

has shown improvements in performance (since 2000) and an observed transition from emergency to development programming. The focus has shifted towards capacity building from direct service delivery (of the emergency situation). An improvement in the strategic focus and technical quality of UNDP projects was also noted. However, problems were reported in ensuring all projects to fall within the strategic focus (i.e. outliers), and the technical quality was uneven. There was also a lack of coherence and synergy in the overall country programme. There was also a lack of focus on systematic learning from projects as input to knowledge creation and capacity building. There was little attempt of mainstreaming key issues such as gender, HIV/AIDS and environment (Scanteam 2004)

The broad and complex mandate of UNDP meant that the local UNDP office was often required to meet a wide variety of expectations. This must have raised problems of reconciling different dilemmas related to its dual role as an independent agency and as a country coordinator for the UN. Sometimes local UNDP offices might have been tempted to appraise and present projects for funding (to Norway) not fully in line with UNDP's "mainstream" mandate, in order to attract funds and resources (e.g. Angola, Guatemala, Laos). But there seems to be relatively few such cases in the portfolio of Norwegian funded projects. Moreover, the trend seemed to be towards greater focus and concentration of the Norwegian portfolio to certain themes and sectors. This is also according to UNDP's own policy.

7.2 UNDP and the "new" development agenda

It seems that the new development agenda raises major challenges for UNDP, as well as for MFA, in part since the new agenda focuses much less on projects and more on sector programme, budget support and policy dialogue about institutional and macro-economic issues. The agenda leaves less space for a project-focussed UNDP, while it opens new avenues in relation to its role in policy dialogue and coordination both regarding conflicts/ rehabilitation and in relation to poverty and macro policies.

This raises challenges in relation to attracting funds for UNDP-projects at country level, in building own knowledge and capacity about new kinds of programmes and policies (that it often to lesser degree co-finance), and in maintaining a role in coordination and capacity building for governing these programmes. Its role as facilitator, catalyst, advisor and partner may easily be overshadowed by financially stronger actors such as the World Bank, IMF – and the EC, US, and Japan.

But the agenda opens additional space for UNDP as strategic actor and partner for development cooperation in several ways. As stressed in this report, UNDP possesses many comparative advantages in peace, democratisation, and rehabilitation programmes. An issue for UNDP in this regard seems to be that, while having a key role in early phases of conflicts/post-conflict and rehabilitation processes, in subsequent phases it sometimes became less visible and active due to resource and capacity limitations as the scale and type of programme support changed. This was observed for example in countries such as Angola, Afghanistan, East Timor, Ethiopia, Rwanda, and Burundi. This left greater space for the World Bank and other agencies in the coordination of reconstruction and recovery programmes. This might be a source of tension and conflict in coordination, but need not. This sharing of responsibility is what has been agreed between key actors of these operations through the 4Rs programme.

A key challenge that emerges out of this review, is for UNDP to become better in *managing partnerships* for peace and recovery, maintaining a focus on governance, while furthering its role in poverty reduction and economic management. If this is accepted, UNDP is in the position to strengthen its position as strategic partner for Norway and Norwegians aims for international development.

7.3 MFA and the “new” development agenda

UNDP appeared as an important strategic partner for Norway in different situations, such as when:

- Assistance to governments or local actors was required fast, flexible and by a ‘neutral’ actor in a conflict/post-conflict situation e.g. Afghanistan, Rwanda/Burundi, Guatemala
- The recipient government and state apparatus was weak
- The recipient country wanted UNDP/UN to play a key role e.g. Pakistan, Eritrea, Guatemala
- Norway had no local Embassy or office, or Norway’s local administrative capacity was limited e.g. Mali, Laos, Guatemala, and Afghanistan – as well as Rwanda and Burundi
- Norway wished to support a special domain (governance) within which UNDP had particular competence and capacity

Overall, the profile of Norwegian contributions to UNDP might be seen to reflect the accumulation of a set of independent political decisions aimed to promote Norway’s involvement in peace and reconstruction operations, and the choice of UNDP as a strategic partner to further such goals and ambitions in a variety of countries.

This new role as peace “broker” and donor within the new agenda for development raises a variety of new challenges for MFA regarding policy dilemmas and operational capacity in different regions and countries. First, this role will continue to challenge the “overall” development policy of concentrating (bilateral) development assistance to a few main partner/other partner countries (in Africa). As argued above, Norwegian support for countries in conflict through the GAP-budget post is according to policy guidelines geared towards non-partner countries. Moreover, it is difficult to predict where a new conflict will arise in which Norway may choose to play a role – and engage UNDP as partner. Hence, the risk of spreading resources, rather than concentrating is clearly present. However, the present trend of reducing multi-bilateral assistance through UNDP in countries such as India, Mongolia, Laos, Cambodia is a step that may potentially help focussing Norwegian support. On the other hand, the declining support to UNDP in “Main Partner” countries works the other way.

Second, the Norwegian policy of focussing (bilateral) support to a few sectors in each country (three sectors) – combined with lesser support for projects and more for sector/budgetary support – may according to some Action Plans potentially lower the interest for funding UNDP project-activities at country level, and make UNDP a less relevant choice as strategic partner. This will mostly be a problem in main partner and other partner countries.

Third, the declining use of UNDP as channel for cooperation in “Main Partner Countries” provides some reason for concern. Judging from the reporting in the Activity Plans, there

seems to be some lack of recognition of the role of UNDP – and the UN system in general at the level of some of the Embassies. Hence, there is scope for increasing knowledge and awareness about UNDP and the potentials of closer interaction and coordination between bilateral and multilateral cooperation. UNDP could, with its comparative advantages as development partner related to capacity building, governance, and coordination, potentially become a more strategically important actor for Norwegian development cooperation also in the “Main Partner Countries” in Africa.

The profile of Norwegian support to UNDP may be perceived as coherent with MFA policy guidelines for the specific Transitional/ Humanitarian Support Chapter (Kapittel 162). Even so, the policy shift that occurred in this 4 years period may also raise questions about the degree of alignment of these UNDP contributions to Norway’s traditional - or overall - development policy and guidelines. In particular, some might like to see a higher relative level of support to LDC countries in Sub-Saharan Africa. Hence, if the present profile of these allocations is to be understood by a wider audience, the rationale for MFA’s decisions in post-conflict situations should probably be made more transparent.

Forth, being an actor in peace and reconciliation requires capacity within MFA at country-level and headquarters to coordinate its activities even stronger with key multilateral and bilateral donors. It also requires capabilities to react fast, maintain knowledge about a variety of conflict and crisis situations, and manoeuvre in difficult political landscapes along with national as well as powerful international actors. For example, there are cases mentioned in the Activity Plans in which EC or the World Bank acquired key roles in development processes – making other large donors such as US and UNDP move in separate directions.¹² However, when successfully implemented, policy dialogues around rehabilitation or budget support might obviously bring actors together for more harmonised approaches.

Finally, given the increased importance of Norwegian contributions to peace, democracy, and reconstruction and the choice of UNDP as strategic partner for such operations, a challenge remains to improve the quality of reporting, documenting, and building knowledge about UNDP, the UN system, and the role of multilaterals at different levels both in MFA and NORAD. There is clearly a scope for improving and systematizing evaluations and internal learning from multi-bilateral programmes. These programmes can be utilized to create new knowledge, building on innovative elements, and to institutionalise this learning at the level of the Embassies and at headquarters.

¹² For example in Ethiopia the majority of the donors were not willing to provide budget support due to perceived lack of capacity and competence by the government to handle such support (corruption being a major issue). Hence, in situations when there is less agreement about directions of support among key actors, and UNDP has a lesser important coordinating role, less leverage is left for a small country like Norway to influence or take part in dialogues at national level, even with UNDP as a strategic partner. Norway is also at risk of becoming more marginal in donor coordination when EC takes a lead.

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Appendix 1

Allocating authority and regional distribution

Appendix 1. Distribution of multi-bilateral contributions according to allocating authority – NORAD versus MFA – and region - 2000-2003

Region/ Allocating authority	2000	2001	2002	2003	Total	%
Norad	37 096	43 816	112 735	80 705	274 352	81
MFA	8 165	19 268	20 193	18 651	66 276	19
Africa	45 261	63 084	132 928	99 356	340 629	
Norad	33 778	33 519	79 940	51 859	199 096	58
MFA	28 250	27 485	59 823	28 892	144 450	42
Asia	62 028	61 004	139 763	80 751	343 546	
Norad			11 350	19 180	30 530	39
MFA	2 089	1 784	13 100	29 788	46 760	61
Europe	2 089	1 784	24 450	48 968	77 290	
Norad	11 518	27 136	31 021	28 851	98 526	88
MFA	5 000	8 198		500	13 698	22
Central America	16 518	35 334	31 021	29 351	112 224	
Norad	22 282			25 505	47 787	95
MFA		2 059	400	292	2 751	5
Middle East	22 282	2 059	400	25 797	50 538	
Total	148 178	163 265	328 562	284 223	924 227	

Appendix 2

Distribution of multi-bilateral contributions across country and region (countries in alphabetical order)

Country and region	2000	2001	2002	2003	Total
Angola		10 216	12 000		22 216
Benin		838		939	1 777
Burundi			20 000	17 000	37 000
Elfenbenskysten	500				500
Eritrea			12 100	10 000	22 100
Etiopia	1 494	7 577	1 000	12 545	22 615
Gambia		176	270		446
Kongo (Dem Rep)			15 500		15 500
Liberia				1 240	1 240
Malawi	6 725	2 000	4 500	7 750	20 975
Mali	12 000	16 321	15 800	10 800	54 921
Mosambik	16 500	13 420	23 473	4 000	57 392
Nigeria			3 785		3 785
Rwanda		2 208	10 000	14 000	26 208
S.For Sahara Uspesif			6 500	1 100	7 600
Sierra Leone			500	6 500	7 000
Somalia	2 000	5 000	4 000	6 500	17 500
Sudan	4 298			3 850	8 148
Tanzania	500	5 220	3 500	1 542	10 762
Zambia				90	90
Zimbabwe	1 244	108		1 500	2 852
Africa	45 261	63 084	132 928	99 356	340 629
Afghanistan	3 000	5 385	67 292	22 900	98 577
Armenia				1 104	1 104
Aserbajdsjan	1 000				1 000
Bangladesh	960	800			1 760
Burma			7 700	5 000	12 700
India	6 470	5 196	4 120	4 234	20 021
Indonesia	18 500	3 350	1 200	4 500	27 550
Kambodsja	4 875	4 000			8 875
Kasakhstan	1 000		852		1 852
Kina		369	3 300		3 669
Kirgisistan			2 098		2 098

Laos	13 248	12 973	6 613	4 797	37 631
Mongolia	4 500	7 168	2 500	5 071	19 239
Nepal	3 079	3 500	2 608	11 000	20 187
Nord-Korea		3 000			3 000
Pakistan	1 645	7 027	31 300	15 300	55 272
Sri Lanka		566			566
Tadsjikistan	750				750
Vietnam	3 000		3 000		6 000
Øst-Timor		7 670	7 181	6 844	21 696
Asia	62 028	61 004	139 763	80 751	343 546
Albania			5 750	2 680	8 430
Bosnia-Herzegovina			7 213	16 500	23 713
Fed Rep Of Yugoslavi				672	672
Kroatia	2 000		8 300	7 442	17 742
Makedonia(Fyrom)		1 784		10 000	11 784
Moldova	89				89
Tidl.Jugoslavia Uspe			3 187	11 674	14 861
Europe	2 089	1 784	24 450	48 968	77 290
Cuba		2 479		690	3 169
El Salvador	500				500
Guatemala	10 268	25 575	25 221	20 732	81 796
Haiti	5 000	5 000			10 000
Honduras				500	500
Mexico		719			719
Nicaragua	750	1 561	5 800	7 429	15 540
Central America	16 518	35 334	31 021	29 351	112 224
Det Palestinske Omr.	22 282				22 282
Irak				25 505	25 505
Iran			400		400
Jordan		1 991			1 991
Libanon		68		292	360
Middle East	22 282	2 059	400	25 797	50 538
Total	148 178	163 265	328 562	284 223	924 227

Appendix 2.2. Distribution of multi-bilateral contributions to UNDP across main sectors (2000-2003)

DAC main code and sub-code	DAC sub-code and text	Totalt
150 – Government and civil society		
61	Fredsbygging etter konflikt (FN)	88 792
40	Offentlig administrasjon	85 313
30	Lovlig og rettslig utvikling	82 661
62	Valg	78 123
50	Styrking av folkelig deltakelse	65 655
63	Menneskerettigheter	53 137
66	Minerydding	46 189
10	Økonomi- og utviklingsplanlegging	24 737
65	Fri flyt av informasjon	20 000
20	Økonomistyring i offentlig sektor	15 330
64	Demobilisering	6 990
Total 150		566 927

DAC main code and sub-code	DAC sub-code and text	Totalt
720 – Other emergency and distress relief		
	30 Hjelp til flyktninger (i mottakerland)	42 000
	10 Nødhjelp/krisehjelp	23 764
Total 720		65 764
163 – Other social services		
	40 Bistand til gjenoppbygging	21 367
	62 Oppbygging av statistisk kompetanse	10 991
	10 Sosiale tjenester/velferdstjenester	2 247
	20 Offentlige tjenester	5 000
Total 163		39 605
430 – Other Multisector		
	40 Utvikling av landdistriktene	6 500
	10 Multisectoriell innsats	5 147
	20 Multisectoriell bistand til grunnleggende sosiale tjenester	20 000
Total 430		31 647
530 – Other general programme and commodity assistance		
	10 Betalingbalansestøtte	27 000
Total 530		
230 - Energy		
	40 Kraftoverføring/-distribusjon	16 050
	10 Energipolitikk- og forvaltning	6 125
	81 Energiutdanning-og opplæring	2 758
Total 230		24 933
410 – General environmental protection		
	30 Biologisk mangfold	3 000
	10 Miljøvernpolitikk- og forvaltning	18 498
	82 Miljøforskning	3 300
Total 410		24 798
161 - Employment		
	10 Sysselsettingspolitikk og forvaltning	23 737
Total 161		23 737
140 – Water supply and sanitation		
	30 Vann og sanitær - mindre systemer	10 439
	50 Avfallshåndtering/oppsamling	10 637
Total 140		21 076
112 – Basic education		
	20 Grunnskoleutdanning (primærutdanning)	20 576
Total 112		20 576
420 – Women in development		
	10 Kvinnerettede tiltak	18 176
Totalt 420		18 176
311 – Agriculture		
	61 Matproduksjon	4 000
	50 Innsatsfaktorer i landbruket	600
	20 Landbruksutvikling	5 161
	64 Landbruksreform	7 100
Total 311		16 861

DAC main code and sub-code	DAC sub-code and text	Totalt
998 – Unallocated/unspecified		
10	Sektorer ikke spesifisert	13 185
Total 998		13 185
130 – Population policies/repr. health		
40	Bekjempelse av SOS inkl HIV/AIDS	7 700
10	Befolkningspolitikk- og forvaltning	5 266
Total 130		12 966
122 – Basic health		
30	Infrastruktur for primærhelse	4 556
50	Bekjempelse av smittsomme sykdommer	5 000
Total 122		9 556
220 - Communications		
10	Kommunikasjonspolitikk- og forvaltning	3 900
Total 10		3 900
121 – Health - general		
10	Helsepolitikk- og forvaltning	2 852
Totalt 121		2 852
240 – Banking and financial services		
10	Finanspolitikk- og forvaltning	308
Total 240		308
321 – Industry		
20	Industriutvikling	270
Total 321		270
111 – Education – level unspec.		
20	Utdanningsfasiliteter og opplæring	90
Totalt 111		90
Grand total		924 227