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The Jackson Report " Dep Exec. Dir E.J.R. Heyward to H. Labouisse, Exec. Director. comments: Selling projects, Programming, Assistance Policies, "Traditional Aid packages" (Sir Robert), Report - The Capacity of the United Nations Development System

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End of Report

UNICEF

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Mr. Bowles

Mr. Henry R. Labouisse
Executive Director

2 December 1969

KXD-2593

E.J.R. Heyward

The "Jackson Report"

The relations of the U.N. Development System with Governments can usefully be considered separately for: a) industrialized countries; b) developing countries.

Industrialized countries criticize the multiple requests of the U.N. System for funds. This is the greatest problem for us. The Jackson Report does not deal with this problem. It says that it would be tragic if UNICEF lost its fund-raising appeal.

Developing countries

Selling projects. The Report devotes a great deal of attention to relations with developing countries and, particularly, criticizes project salesmanship. Probably for the U.N. System as a whole, this was a much bigger problem in the past than it is now. As far as UNICEF is concerned, we have not had to sell projects for some years since we have more requests than we can handle. We do advocate attention to children and youth in the development programme, but that is not the same thing.

Country programming. Secondly, the Jackson Report argues that aid would be more effectively used if it were deployed in relation to a country programme. UNICEF has been trying to introduce, in relation to our assistance, the system recommended by the Jackson Report. While we still have a long way to go, we are obviously several years ahead of UNDP. (It would be interesting to establish the proportion of projects which are brought forward within the framework of a programme - in UNICEF terms, a commitment - related to the country's development plan.)

Undoubtedly, this would be more effective if the country programmes were more comprehensive. In general, we put more emphasis on the country's elaboration of the comprehensive programme than does the Jackson Report, which concentrates rather on a comprehensive programme of inputs from the U.N. System elaborated by the Resident Representative and his "country team"

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in collaboration with the Government. The weaknesses in this approach are:

- a) The effectiveness of the use of the inputs depends more on the quality of the country's overall programme, than on the quality of the sub-programme for the use of external aid.
- b) The Jackson proposals do not effectively integrate the Banks nor the U.N. Economic Commissions. Relations between/the rest of the U.N. System are left on the discussion-and-cooperation-basis, which he criticizes so strongly for other people's relations with UNDP.
- c) The Jackson proposals practically leave out of account bilateral aid, which amounts to about 10 times the volume of the U.N. aid.

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In this respect, UNICEF's network of relations with UNDP, the Banks (both need to be strengthened) and bilateral aid are really more directed to the real problems than the Jackson proposals.

Assistance policies

Within the limited field of producing a comprehensive plan for U.N. inputs, (other than Bank and U.N. Economic Commission inputs) the Jackson Report proposes an Organization without a policy.

It may have been thought that other reports were supposed to discuss assistance policies for the Second Development Decade. Before you can discuss assistance policies, you need indications about what developing countries need to do, i.e. in what directions they should be helped.

The Pearson Report discusses largely what the industrialized countries should do. The Committee for Development Planning (Chairman: Professor J. Tinbergen) has produced in its 1969 report (Document E/4682) a better statement than either of the other two, about what needs to be done in developing countries. However, a strong impulse for its work was a Netherlands proposal that developing countries should accept obligations for the Second Development Decade. Hence, its indications are concerned mainly with global norms, e.g. agricultural production should increase by 4% annually; manufacturing by 8 to 9%; domestic saving should reach 15 to 20% of GNP. However it explains that these norms cannot be applied directly to individual countries and, therefore, they give only limited guidance to a country on what to do next.

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In my opinion the absence of guidelines for development or any overall theory or doctrine of development emerges as the gap in the planning for the Second Development Decade. FAO's Indicative World Plan gives guidelines for planning for agriculture. But I know of no general guidance on investment in infrastructure, light industry for import replacement, heavier industry, how much to spend on education and health, etc. I think it would be a great service if UNDP and IBRD commissioned a proper study on that subject. Some aspects related to this are to be considered by the Tinbergen Committee in January 1970 but it does not have the resources to do this job.

Meanwhile UNICEF has information, needing improvement and not sufficiently published, on what should be done for children.

In my opinion, Agencies would be justified in not wanting to hand over the management of their assistance to Resident Representatives so long as there is no policy - not even an announced policy - let alone an agreed one. Nearly all would depend on the individual judgement of the Resident Representatives and his team.

In particular, in my opinion, it would be premature to hand over UNICEF representation to Resident Representatives, so long as there is no agreed policy on what part the welfare and development of children and youth play in the national development effort.

"Traditional aid package"

The Jackson Report says correctly that it is time to revise the traditional aid package, which he defines as being:

- 1) Technical assistance - experts and fellowships
- 2) An undescribed middle-ground
- 3) Pre-investment studies

It is a pity that he did not give some worthwhile ideas about how to improve this package.

UNICEF assistance falls mainly into the item 2) which he does not analyse. UNICEF assistance includes:

- Elaboration of a policy for children;
- stimulation of research into unsolved problems in this field;
- help to countries to formulate national programmes for children;
- transfer of information (Jackson's first function) regarding programmes and projects for children, leaving sectorial information for transfer by Specialized Agencies;
- support for infrastructures benefitting children that will contribute to development but not bring a direct revenue return to the country, thus making the projects unsuitable for Bank loan (Jackson item 2);

- pre-investment. This is not a big item for UNICEF but includes some of the weaning food work.

Conclusions

The basic proposal concerning UNICEF, that is to merge it with UNDP, I think should not be agreed to, at least until there is an assistance policy in the U.N. System which gives adequate direction to Resident Representatives about children and youth matters.

Our implementation record is also better than Jackson reports for UNDP. They take 4 years from first discussion of a project to "authorization to proceed". We take about 2 years from discussion to delivery of first supplies.

Other conclusions that we could draw from the Jackson analysis for our own improvement include:

a) We should make country assessments of UNICEF assistance, as well as the sectoral assessments we have been making in recent years.

b) We need to formulate more clearly, than we are doing so far, the objectives of projects and their timetable so that achievements during the period of the national plan can be reported and discussed.

c) We should establish a roster of expert consultants who can advise countries on problems of childrens' welfare and development.

d) We should publish more on what we consider an adequate policy to take account of children and youth. We should also publish individual case studies reporting mainly good country experience in ways that could be useful to other countries.

e) We should try to enter the proposed Technical and Scientific Information system, so that it will handle children and youth aspects.